



# Informed migration project:

## Regional Dialogue and Program on Facilitating Managed and Legal Migration Between Asia and the European Union

A terminal and summative external evaluation

*The report underscores the developing nature of migration management and the need for greater flexibility and risk assessment in project design. IOM's migration management projects focusing on dialogue, consultation and national capacity building in destination countries tend to be low budget, slow in taking off but the impacts may exceed the investments; the fuller manifestations of the impacts may out-last the project implementation phase and ultimately overcome any implementation gaps and shortcomings. The EU should ideally have a longer term horizon for any planning of migration management project.*

**Usha Mishra Hayes**  
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## EXECUTIVE SUMMARY

The AENEAS project is a follow up to the path-breaking Colombo Process, with additional national capacity building and information campaign activities. Designed on the back of the Bali declaration of ten Asian countries in 2005, it succeeded in maintaining the interest and momentum among the participating states to get ‘the migration management house in order’. This in fact was the least political part of the project and hence comparatively easily attained.

The real challenge of the project was to get the EU and the source countries closer to each other in their aspirations and expectations, which was the most political aspect of the project and hence the most challenging and elusive to implement. With migration not comprehensively addressed by the WTO or any other global discussion/negotiation forum, a lack of clear international framework to implement such political dialogues continues to pose a challenge as well as an opportunity for IOM. The recent financial downturn and the impact on migration notwithstanding-which are transient in nature-there, are more persistent and strengthening opportunities in the unassailable facts:

1. **Increased globalization:** Free capital movements and the relocation of production is likely to increase both trade and the interdependence of labour markets
2. **Persistent labour demand/shortages in OECD markets:** an ageing demographic coupled with labour market segmentation will continue to result in job vacancies/labour shortage in EU countries that cannot be easily filled by native workers; demand for workers in many low-skilled occupations particularly in caring services, agriculture, construction and tourism is likely to remain high as long as large income differentials persist between countries
3. **Push factors in developing countries:** residents of developing countries confronted with poverty, insecurity and vulnerability, will continue to seek jobs that enable a better life for them and their families

The interplay of ‘push’ and ‘pull’ factors and the existence of narrow ‘front windows’ and large ‘side windows’<sup>1</sup>, render any migration management project fraught with inherent challenges and hence it is important to remain modest in aims and objectives, both for IOM and the donor countries/EU. This is not to make a case for the discontinuity of the ‘source-destination dialogue’, but to recognise the need for painstaking persistence. The change in national migration priorities and the lack of enthusiasm among the EU countries should be well factored in planning as also the fact that the EU, is after all 27 different countries, with differing expectations and interests.

The national capacity building and the information campaign are worthy and stand-alone exercises with great potential impacts and gains. The weighting given to these activities in the

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<sup>1</sup> Philip martin, ‘Another miracle? Managing labour migration in Asia’, September 2008. ‘Front windows’ refers to the opportunities for legal migration and ‘side windows’ to the illegal, irregular.

project including promotion of ASIA-EU dialogue has to be carefully arrived at, as there might be easier victories here and hence more staff interest and commitment. IOM needs to consider closely the incentives for EU member states in the dialogue and perhaps commit multiple multinational resources to promoting this.

### **Key achievements of the project:**

	<b>Philippines</b>	<b>Bangladesh</b>	<b>India</b>
Training in administering an overseas employment programme with special reference to market research and marketing	A key achievement of the project .Country level training sessions were conducted among government and industry sector in the Philippines and Bangladesh in 2007, and in Sri Lanka and India in 2008		
Training and information dissemination on labour migration opportunities and procedures in selected EU Member States	MIL, MRU key sources	MRC at BOESEL	MRC in Kochi
Establishment of national overseas employment market research units and focal points in all the target countries	Capacity building of the existing one	Training and orientation led to agreements to set up the unit;	Established of a new regional unit agreed on principle, staff recruitment pending
Update national manpower profile and review skills profile in relation to foreign employment demand	Studies conducted in all the focus countries; dissemination going on; outcome unclear though		
Build capacity of private sector in placing workers through training and networking and strengthening legal and administrative framework to prevent recruitment abuses	Well attended trainings at both national and regional levels; regional events among the recruitment agencies in Asia held in February 2007 and April 2008.		
Organise a senior officials and Ministerial consultations among labour sending states and main destination countries in the EU/EC	Two consultations organised in Abu Dhabi and Brussels with varying interest and participation of the EU member states		
Implement a pilot action for the placement of workers within existing schemes in the EU	Could not happen owing to some extent to the recent global financial crisis and the uncertain and unpredictable nature of Italian foreign workers permit programmes and a lack of commitment from the side of employers to regularize their workers		
Undertaking information campaigns with national partners to inform potential migrants of the risks of irregular migration including illegal recruitment, regular migration options and regulations of both receiving and sending states	Good use of a film and existing activities of POEA	Effective hoarding placement and outreach activities in selected	TV Commercial was largely ineffective

		migration prone areas, TV drama largely ineffective	
Sensitisation and awareness building workshops with national media and NGOs	Effective, pioneering work with NGOs in the Calamba, Laguna region	An integrated approach on sensitizing media; road shows organised; BRAC strategic partnership	Not much work with media; delay in roll out of the project was sought to be mitigated by focus on strategic interventions

## **Key Recommendations:**

### **For project design:**

### **For IOM:**

1. Integration of risk analysis in the project document and the attendant mitigation plans (Annex 3)
2. Clearer outcomes especially beyond the purpose level
3. Quantifiable and measurable indicators, especially for communication and policy work
4. The human resources (which are often referred to as forming the administrative costs) should not be more than 25% of the project costs<sup>2</sup>
5. Need to quickly establish project structure and establish the process for recruitment of staff etc
6. Integrate issues of mutual and reciprocal interest/relevance for the destination and source countries: e.g. piloting of new migration flows with that of circular and readmission.
7. Build in lax period for new initiatives

### **For EU:**

1. EU should ideally have a longer term programme vision, say of at least ten years, but may support in the interregnum two year projects. The success indicators for these short term projects should be clear and form the basis of an almost automatic follow up project.
2. Relevant and adequate communication campaigns are often required in both in source and destination countries. There are issues which require engagement within the source and destination countries, which are held best separately, rather than forced in a workshop situation.
3. Support funded projects in facilitating and promoting further engagement of the member states to the programme
4. Take further role in the implementation of the funded project itself or utilize and align funded projects as a part of its policy strategy tool
5. EU to respond quickly to the requested changes of the project (one modification took 4-5 months to be approved)

### **Capacity building and policy dialogue/changes:**

1. Spark and sustain the debate through national, high profile, topical studies in sending countries; a desired policy change is easier to effect if the public opinion is galvanized
2. In most of these Asian countries and especially the focus countries, the efforts should be

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<sup>2</sup> Generally the administrative costs are sought to be as low as 7-10% but making a special leeway for capacity building projects, this could be allowed to double (Mckinsey 2007). This indeed is a tricky area and there is a general lack of best practices for capacity building projects. However, it is important to bear in mind that AENEAS project has other objectives as well.

focused on the private sector, as in Bangladesh, government channels send off just about 1% of the migrants<sup>3</sup>. In that context again while the engagement with the respective governments should be taken as strategic, it should not over-shadow the engagement with the private sector. Again, In Dhaka, plans to open an MRC at BMET should be implemented at the earliest.

3. The most important support that IOM can bring in is technical know-how (which it must be noted is human resource intensive). The other important role is that of the ‘convenor’. IOM has a unique convening power, to get the destination and source countries talking.
4. The ‘Recruiters Alliance’<sup>4</sup> has the potential of becoming one of the key, sustainable outcomes of the project. However, it also is facing a distinct prospect of ‘premature closure’ in lieu of continued IOM support. IOM should continue to extend technical and moral support at least over the next year.

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<sup>3</sup> ibid

<sup>4</sup> An Alliance of recruiters associations from all the participating Asian countries except India, formed in an Ethical recruitment seminar in Manila in Feb 2007

## 1. INTRODUCTION

This evaluation exercise is a final evaluation of a three-year project being implemented in Asia and EU with three focus countries Bangladesh, India and Philippines.

### **Overall objective:**

1. Evaluate the performance, achievement and impact of the project in line with its objectives and expected results, taking into account the pilot nature of some of the project components.
2. Evaluate the relevance of the project to the needs and priorities of the Governments part of the Colombo Process as well as EU Member States.
3. Draw lessons for strengthening the implementation strategy of new projects.

More specifically, the evaluation will:

- Evaluate the relevance of the strategy with respect to IOM approach, the targeted Governments' co-operation objectives, the needs and development of the selected countries
- Evaluate the effectiveness in reaching the objective, project purposes and expected outcomes of the project as defined in the project document
- Analyse the effectiveness in implementing the various components of the projects and of the mechanisms put in place
- Analyse the efficiency and cost-effectiveness of the project
- Evaluate IOM overall management of the project
- Propose any recommendations deemed necessary for increasing the performance and impact of the AENEAS initiative

## 2. METHODOLOGY

### **Scope and Methodology**

There is a mix of purposes and hence types of evaluation. It is summative<sup>5</sup> and post-terminal<sup>6</sup> and seeks to evaluate impact<sup>7</sup> and outcome<sup>8</sup> wherever and whenever possible. A proper impact

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<sup>5</sup> A summative evaluation is conducted at the end of a project or programme and for actors not directly involved in the management of the implementation (for instance donors). It provides insights about the effectiveness of the project or programme and gives them the opportunity to use best practices identified during the evaluation.

<sup>6</sup> A final or terminal evaluation is carried out at the end, or close to the end, of the project or programme when all aspects can be considered.

<sup>7</sup> According to OECD/DAC glossary, impacts are "positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended". The impact is sometimes defined under a more restrictive perspective, especially in the framework of the RBM approach that "limits the focus only to what is expressed as positive and expected achievements within the strategy, and further narrows down the focus to what is realistically attributable to the project".

<sup>8</sup> Outcome can be simply defined as the achieved short-term and medium-term effects of an intervention's outputs. 'Result' and sometimes 'Impact' are used instead of outcome, but outcomes are more immediate and directly benefit target populations, whereas impacts are longer term with broader societal consequences or benefits.

evaluation was not possible as expected impacts will take longer to manifest.

**Table 1 Overview of Evaluation Methodology**

<b>Objective</b>	<b>Key Concerns</b>	<b>Tools/Techniques/Data - information</b>
Evaluate the relevance of the strategy with respect to IOM approach, the targeted Governments' co-operation objectives, the needs and development of the selected countries	Background of the project development, the developing policy framework of the IOM, the inter-country cooperation agreements/frameworks, the role of the European Commission and other key donors; experiences in similar programming from other regions	<b>Key informant interviews, the individual countries PRSPs, the IOM country, document, the IOM website, donor documents</b>
Evaluate the effectiveness in reaching the objective, project purposes and expected outcomes of the project as defined in the project document;	Key objectives of the project logframe	<b>Before and after comparison through semi structured interviews among the direct user's/stakeholders; project progress reports; secondary literature</b>
Analyse the effectiveness in implementing the various components of the projects and of the mechanisms put in place;	System effectiveness	<b>Budget breakdown, variable costs and fixed costs; time line; output to purpose review</b>
Analyse the efficiency and cost-effectiveness of the project;		<b>Budget breakdown, variable costs and fixed costs</b>
Evaluate IOM overall management of the project;	Mid course corrections, monitoring and evaluation systems	<b>Communication channels, management channels, the role of the IOM, donors</b>
<b>Propose any recommendations deemed necessary for increasing the performance and impact of the AENEAS initiative</b>	A background on the AENEAS initiative	<b>From findings and analyses</b>

The above table is an outline overview of the methodologies, tools and techniques that were employed to meet the various information and analysis needs and objectives of the evaluation. The objectives are limited to those mentioned in the ToR (Annex 4).

### **3. THE LIMITATIONS OF THE EVALUATION**

- The limitations of the study were generic to the kind of such evaluations: paucity of time, datedness of recollect and feedback of the participants, a mixture of process/output/activity evaluation. The impact evaluation of the information campaign was limited to the execution of the activities, participation and the implementers/counterparts' feedback. There is no baseline and hence no assessment of the impact.
- Non availability of the final financial report also limited cost efficiency analysis.
- Agency organised and facilitated evaluations are generally influenced by the choice of the selection of the stakeholders and issues. This while extremely useful from logistics point of view, may mar, however marginally, the unmasking of the less successful aspects.

### **4. THE PROJECT CONTEXT AND RELEVANCE**

#### **Background**

This process is an organic growth from the Colombo process - a descendant and offshoot.

The ten initial participating states of the Colombo process and countries in the AENEAS project, Bangladesh, China, India, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand and Vietnam, agreed in recommendations for the effective management of overseas employment programmes and agreed to regular follow-up meetings in 2003.

Since the meeting, the member states of the "Colombo Process" met in Manila in the Philippines and Bali in Indonesia in 2004 and 2005 respectively to review and monitor the implementation of previous recommendations and identify areas of future action. The seeds of the AENAES project lay in this Bali declaration. The Bali consultations were enriched by the participation of several countries of destination - Bahrain, Italy, Kuwait, Malaysia, Qatar, Korea, Saudi Arabia, thus adding a dimension of the source-destination dialogue.

#### **Relevance for EU:**

The erstwhile 15 members of the EU are now home to some 26 million migrants, making the foreign born population slightly more than seven percent of the total<sup>9</sup>. Traditionally the UK and France with their colonial histories have had Europe's largest Asian populations. In recent years other European States have become important destinations for Asian migrants. Germany, Italy and Spain have sizeable Asian populations. The main countries of origin are India, the Philippines, China, South Asian countries (Bangladesh, Pakistan and Sri Lanka) and Vietnam.

In recent years some European countries have tried to fill labour market shortages through recruitment schemes, for example aimed at Indian IT workers and Southeast Asian health

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<sup>9</sup> Piyasiri Wickramasekera, International Migration Programme, International Labour Office Geneva,

workers. Such programs are likely to increase in the next few years. Labour market imbalances are attributable largely to structural rigidities. These include, among other things, the lack of interregional geographic mobility aggravated by linguistic barriers, restrictions that reserve access to specific professions only to nationals, mismatches between existing skills and those in high demand, and cultural and socio-economic barriers that preclude the entry of nationals into low-status or low-wage jobs.

Even the most intransigent state in the EU recognises it needs migrants. Long term demographic trends show a contraction in native populations, and those populations progressively consist of less working age members and more elderly dependants. All states have skill shortages in varying degrees at different times and in different areas. In some cases this need cannot be clearly articulated, with for example conflicting demands from employers and voters. In others a more mechanistic approach is made with surveys and predications made of skill shortages and migrant recruitment schemes (with media backlash when predictions are wrong, or the cost of such exercises deemed too expensive). Also, more basically, most states realise that successful migrants will only stay if accompanied by their families, or with marriage partners from other countries.

### **The Blue card policy of Europe**

Europe's proposed blue card policy underscores the increasing interest of Europe in skilled migration. This did provide an added fillip and rationale for the project. There is an ongoing discussion on FTA agreements between EU and India and the Philippines which are expected to include mobility clause. The recent financial downturn however has meant that this project had to be temporarily shelved or slowed.

### **Regional Socio-Economic-Political Context**

The project area is sweeping in its geographical expanse involving about ten Asian countries: India, Philippines, Vietnam, Thailand, Indonesia, Bangladesh, China, Nepal, Pakistan and Sri Lanka.

**Figure 1 AENEAS Project countries in Asia**



What helped to concentrate efforts was the choice of three focus/core countries of Philippines, Bangladesh and India. The other countries, like Vietnam, Indonesia, China, Sri Lanka, were encouraged to participate. It was indeed a unique arrangement, observed not in often in large dialogue oriented associations like ASEAN.

The EU is still a largely unexplored, unavailable market for these Asian countries, with most migration, mostly low/semi-skilled, flowing towards the Middle East. In that respect the project objective presented both an opportunity and a challenge: an opportunity to enable the source-destination countries to strengthen formal, institutionalised, engagement before the traffic became unmanageable and the challenge in the form of making the case to Europe to get interested in the issues, in want of a ‘pressing, urgent, catastrophe’.

### **The three focus countries**

The rationales for the choice of focus countries of Philippines, Bangladesh and India seems to be emanating from the current volumes of out-migration traffic from the three countries, mostly to other parts of Asia and Europe. Philippines and India are the key source country of skilled workers to EU Bangladesh also has historical and continued flow of migration to UK and Italy.

Origin Countries	Number	Main Destinations	Source	Year
Burma/Myanmar	1,840,000	Thailand	BurmaNet News, 8 January 2007	2006
Thailand	340,000	Saudi Arabia, Chinese Taipei, Myanmar, Singapore, Brunei, Malaysia	Migration News, March 2002, Scalabrini Migration Center 1999	2002
Laos	173,000 <sup>b</sup>	Thailand	Migration News, January 2005	2004
Cambodia	183,541	Thailand	Lee 2006	2006
Vietnam	400,000	South Korea, Japan, Malaysia, Chinese Taipei	Migration News, October 2007	2005
Philippines	8,233,172	Middle East, Malaysia, Japan	Philippines Overseas Employment Agency	2006
Malaysia	250,000	Japan, Chinese Taipei	Asian Migrant Center 1999	1995
Singapore	150,000 <sup>a</sup>		Yap 2003	2002
Indonesia	2,700,000 <sup>a</sup>	Malaysia, Saudi Arabia, Chinese Taipei, Singapore, South Korea, United Arab Emirates	Ananta and Arifin 2008	2007
China	530,000	Middle East, Asia and the Pacific, Africa	Ma 2005	2004
<b>Total</b>	<b>14,799,713</b>			

Source: Hugo, 2008

These three countries send high numbers of migrant labour, both legally and illegally. Also while Philippines would appear to be the most ‘advanced’ among the sending Asian countries, its migrants are still subjected to exploitation, under-wages and female migrants are at particular risk, the Republic 802, ‘the migrant workers’ Magna Carta’<sup>10</sup>, not with standing.

### **Socio-political context:**

The analysis of the vast continent of Asia will not be of much relevance, except in some very broad terms. As noted earlier, Asia’s economic prosperity has been on ascendance, often export led. Many countries have achieved phenomenal growth leading to a startling shift in migratory patterns. While the 1970s and 80s witnessed almost 90% of the migratory flow from Asia into regions outside Asia, between 1995-2000, 40% of the labour flow was within the continent, with Japan, Taiwan south Korea and the Middle East, heading the list of in-flows<sup>11</sup>.

<sup>10</sup> Katja Patzwaldt , UNESCO, International Migration and Multicultural Policies Section, 2004

<sup>11</sup> ILO, Facts On Labour Migration In Asia Fourteenth Asian Regional Meeting, 2006

### The three focus countries:

The three countries are at varying levels of development of the national migration management regime. Thus there appears to be a good regional/policy differential allowing for an inspired, easy/natural flow/sharing of best practices. The three countries, including Bangladesh, have been more or less stable, for the past two decades, the interregnums of coups and ‘undemocratic/unconstitutional’ regimes notwithstanding.

**Table 2 International Convention Status in Focus Countries**

Country	Signing of the Migrants Convention	MoU's with key destination countries	Separate ministry for marketing of the labour export	% of labour going through the private recruiters	Regulation of the private recruiters	Share of Remittances as part of the GNP
Philippines	YES	Several or more	Present though marketing is a new/developing area/competence present	90%	Medium	15%
Bangladesh	NO	With Qatar and UAE, Malyasia and more		99%	poor	20%
India	NO	Several		99%	Medium to	Less than 1%

Another framework of comparison and explanation of the context of the countries is the oft used, ‘failed state index’.

**Table 3 Failed State Index**

Country	Rank	I-1	I-2	I-3	I-4	I-5	I-6	I-7	I-8	I-9	I-10	I-11	I-12
Philippines	59	6.9	5.7	7.0	7.2	7.6	5.9	8.3	5.9	6.8	7.4	7.8	6.9
Bangladesh	12	9.8	7.1	9.7	8.4	9.0	7.1	9.1	7.8	8.0	8.3	9.6	6.4
India	98	8.0	3.2	6.9	8.9	4.6	4.8	6.7	6.0	6.6	6.0	4.2	72.9

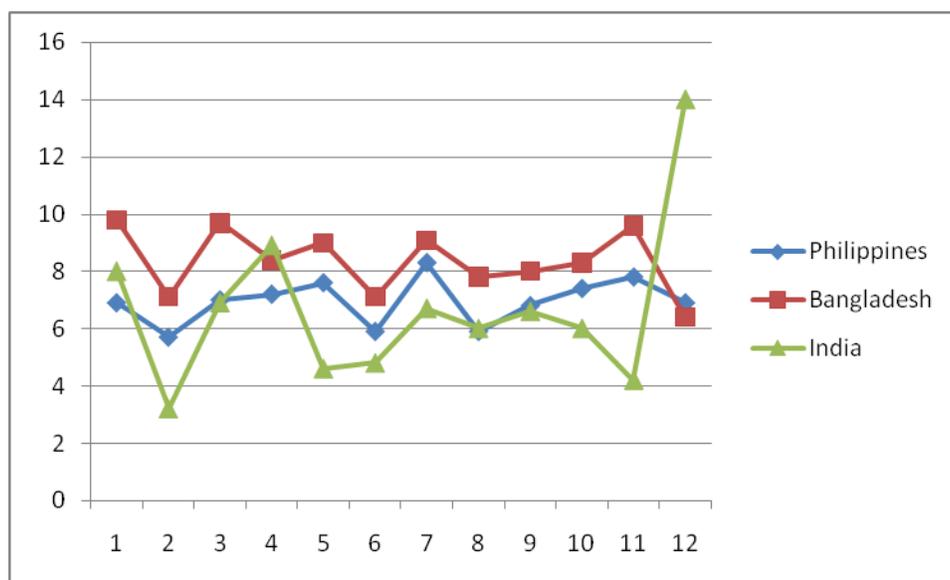
**Table 4 Compendium of Indicators**

Social Indicators	Economic Indicators
I-1. Mounting Demographic Pressures I-2. Massive Movement of Refugees or Internally Displaced Persons creating Complex Humanitarian Emergencies I-3. Legacy of Vengeance-Seeking Group Grievance or Group Paranoia I-4. Chronic and Sustained Human Flight	I-5. Uneven Economic Development along Group Lines I-6. Sharp and/or Severe Economic Decline
Political Indicators	

I-7. Criminalization and/or Delegitimization of the State I-8. Progressive Deterioration of Public Services I-9. Suspension or Arbitrary Application of the Rule of Law and Widespread violation of human rights	I-10. Security Apparatus Operates as a "State Within a State" I-11. Rise of Factionalized Elites I-12. Intervention of Other States or External Political Actors
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The variance among the three countries in indicator 12, ‘Intervention of Other States or External Political Actors’ is remarkable, though also notable is the almost identical overall pattern of the line graphs. India scores better than the two on all the indicators and on indicator two, it almost touches Bangladesh’s line graph. Philippines’s graph is the most even.

Figure 2 FSI Comparison



### Philippines:

The Philippines continues to be one of the largest and most organized migrant labour sources worldwide. Concurrent to labour and irregular migration, large numbers of Filipinos continue to permanently resettle abroad. The challenges for the Philippines include continued and sustained information dissemination/exchange and capacity building on the issues of regular migration, trafficking, border management, and out-of-country registration – targeting mainstream Filipino society, the Diaspora, government personnel and other migration stakeholders.

### Bangladesh

Labour migration continues to provide livelihood options for many in Bangladesh. Approximately 250,000 people<sup>12</sup> leave the country every year for overseas employment through official channels. Remittances sent by the labour migrants and the diaspora through official channels was about USD 3.8 billion in 2004, of significant importance to the economy of Bangladesh<sup>13</sup>.

With the need to better manage this huge flow of people, the government is currently moving towards a broad management approach to migration.

Irregular migration including trafficking in persons still remains a major problem and continues to hinder the country's development.

## **India**

India, like many other source countries, has narrow 'front doors' and wide 'side doors'<sup>14</sup> which actually lets in an influx of illegal migrants from neighbouring countries, especially from Bangladesh<sup>15</sup>.

## ***Overall***

The inter-country relationships among the three countries are not as complex as those in the South Caucasus (where another ANEAS project was implemented during the same period), having direct bearing upon the project outcomes, especially for sharing of best practices and formation of regional *fora* a la the 'Recruiters Alliance' (an Alliance of recruiters associations from all the participating Asian countries except India, formed in an Ethical recruitment seminar in Manila in Feb 2007).

## **5. PROJECT COHERENCE**

IOM has full fledged operations in Philippines and Bangladesh while it is still to open an office in New Delhi while it maintains project office in Hyderabad. India is a new member of the IOM, with the MoU just over a year old. In the interim period, a Project Implementation Unit has been set up under the MoU, located within MOIA.

The project coherence analysis then becomes more relevant for the first two countries. In both these countries there are some similarities as well as differences across the range and the ambition of the programmes. In the Philippines there is disaster response/management unit which is also being planned in Dhaka. The focus of the country programmes seems to be on

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<sup>12</sup> According to IOM 850,00 people migrated out in 2008

<sup>13</sup> IOM country website

<sup>14</sup> Philip martin, 'Another miracle? Managing labour migration in Asia', September 2008. 'Front windows' refers to the opportunities for legal migration and 'side windows' to the illegal, irregular.

<sup>15</sup> Martin 2004

information campaigns and capacity building, which provided available in-house experience and expertise and also allowed at times integrated approaches to media advocacy as in Dhaka.

Table 5 Project Portfolio<sup>16</sup>

<b>Bangladesh</b>
<ul style="list-style-type: none"> <li>• <b>Movement, Emergency and Post-conflict Migration Management:</b> Risk preparedness campaign for riverbank erosion displaced persons - <i>planned</i>. Disaster preparedness for people displaced in floods -</li> <li>• <b>Migration Health:</b> Pilot project on awareness building for Ansar/VDP on the prevention of HIV and AIDS Raising awareness on migration and HIV and AIDS in Bangladesh through audio-visual outreach programmes. Curriculum development and implementation of counter-trafficking and HIV and AIDS awareness enhancement programme for military peace keepers of Bangladesh ; Vulnerability assessment of internal female migrants.</li> <li>• <b>Regulating Migration:</b> Counter Trafficking -Technical Cooperation on Migration Management and Capacity Building; Enhancing Capacity of Immigration Officials to Combat Illegal Migration (ECIO); Assess and Build Initial Capacity for Bangladesh Governments' Machine Readable Passport Program (MRPP); Enhancing Capacity of Immigration Officials to Combat Irregular Migration in Bangladesh (ECIO) - Phase II; Capacity enhancement of Bureau of Manpower Employment and Training (BMET) officials in addressing migration challenges ; Capacity enhancement of media professionals in addressing human trafficking and irregular migration and advocating safe migration ; Capacity enhancement of government officials in addressing migration challenges; Pilot project to enhance remittances management in Bangladesh by enhancing the capacity of bank and relevant government officials ; Awareness-raising on channelling and utilisation of remittances in Bangladesh</li> <li>• <b>Facilitating Migration:</b> Capacity Enhancement and Outreach Programme for Safe Migration In Bangladesh - Phase II (CEOP); Training for the Protection of Migrant Workers and NGO Capacity Building - Bangladesh (CDNGO); Public information campaign on safe migration; Strengthening capabilities of Bangladesh overseas employment services limited (BOESL) for enhancing recruitment process; implementation of Bangladesh overseas employment policy (BOEP) for strengthening migration management in Bangladesh; financial orientation of migrants to assist in integration- ; capacity development of domestic migrant workers and caregivers.</li> </ul>
<b>Philippines</b>
<ul style="list-style-type: none"> <li>• <b>Movement, Emergency and Post-Conflict Migration Management:</b> Bicol Typhoon Relief Operations; Vietnamese Resettlement Project Philippines; Resettlement from South East Asia – Other Than Thailand</li> <li>• <b>Migration Health:</b> Seafarers Health Education Counseling - Building the Capacity of Diagnostic Clinics</li> <li>• <b>Migration and Development:</b> Improving Knowledge of Remittance Corridors and Enhancing Development through Inter-Regional Dialogue and Pilot Projects in South-East Asia and Europe (with special focus on the Philippines and Indonesia)</li> <li>• <b>Regulating Migration:</b> Philippine Border Management Project; Immigration Services Enhancement Project of the Bureau of Immigration – Philippines; Wide Area Network Project of the Bureau of Immigration – Philippines; Workshop Series on Biometric Technology for the Government of the Philippines</li> <li>• <b>Facilitating Migration:</b> Canadian Orientation Abroad ; Migrant Case Assistance Programme – US</li> <li>• <b>Migration Research:</b> The Filipino Migrant Family: Impact of Migration and Possible Support Mechanism</li> </ul>
<b>India</b>

<sup>16</sup> IOM website and country project documents

- **Main Projects:** Prevention and Assistance to Survivors of Trafficking ; Greater Implementation of Immoral Traffic (Prevention) Act for Anti-Trafficking in Persons Prevention, Protection and Assistance to Survivors of Trafficking/Vulnerable Population; AENEAS

The life cycle analysis of migration management will have key stages like:

1. Containing the push factors by economic development, conflict prevention /mitigation etc
2. Curbing the illegal migration through strengthening of the regulatory mechanisms, information dissemination
3. Supporting regular migration through improving opportunities in the destination countries, enhancing market-based skills and dissemination of information on benefits of legal/regular migration
4. Facilitation of readmission , rehabilitation and reintegration

The AENEAS project falls in the stage 2 and 3 and is supported by other projects in the portfolio as mentioned in the table above. Such a framework may also assist in further diversification/streamlining of the project portfolio.

## 6. FINDINGS

### Brief description of the project<sup>17</sup>

The project began in January 2006 for 24 months up to December 2007. With two revisions and extensions, the project finally concluded in December 2008.

The project was developed on the basis of the conclusions of the third Colombo Process Ministerial Consultation<sup>18</sup> in Bali (2005), where the member countries recognized the rise of irregular migrants from Asia and the vulnerability of irregular migrant workers to abuse and exploitation, subsequently calling for; (i) greater protection of migrant workers; (ii) better pre-departure and reintegration services for outgoing and returning migrant workers; (iii) greater institutional capacity and inter-ministerial coordination to meet labour migration challenges; and (iv) greater international cooperation with destination countries. The project was also developed in light of several EU policy observations highlighting the implications of EU's declining and ageing population on the EU's economic growth and competitiveness and identifying immigration as a one of the potential means to meet EU's market labour needs and ensure the EU's prosperity.

The project covered 10 Asian countries: India, Philippines, Vietnam, Thailand, Indonesia, Bangladesh, China, Nepal, Pakistan and Sri Lanka. Three core project sites were: Bangladesh,

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<sup>17</sup> Adapted from the evaluation ToR

<sup>18</sup> The Colombo Process is a Regional Consultative Process on labour migration issues, set up by IOM in 2003 upon the request of a number of Asian labour sending countries. The eleven Colombo Process countries (Afghanistan, Bangladesh, China, India, Indonesia, Nepal, Pakistan, Philippines, Vietnam, Thailand, and Sri Lanka,) meet at Ministerial and Senior Official level inter alia to share experiences and concerns, lessons learned and best practices on overseas worker policies and practices. Colombo Process member states have carried out consultation meetings with labour-receiving countries such as the Gulf Cooperation Council member states and the Republic of Korea. Further information on the Colombo Process is available on the following website: [www.colomboprocess.org](http://www.colomboprocess.org)

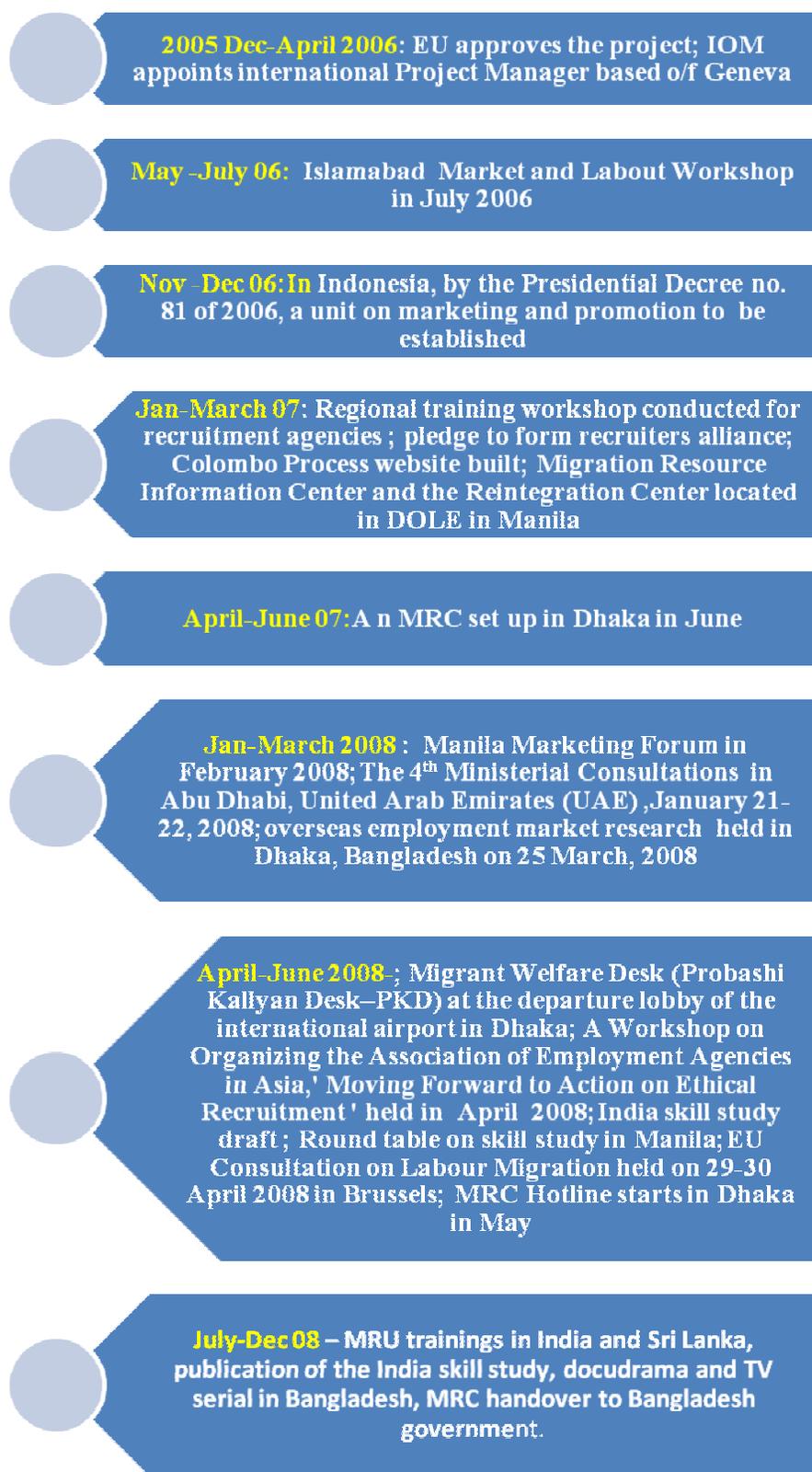
India and Philippines. On the EU side, the project initially focused on UK, Spain, Italy, Germany and Ireland, but due to changing policy in most of those countries, the project adopted a more flexible approach by opening the scope of the project to any EU member state expressing interest towards Asian workers.

The two main activities of the project were:

- Developing the capacity of national authorities to assess and respond to current and projected foreign labour needs in the EU and enhancing consultation and cooperation mechanisms for the labour migration management between Asia and the EU and
- Dissemination of information and advice on legal labour migration opportunities and procedures, and risks of irregular migration.

On below, Jan/March 2008 took place, Abu Dhabi Dialogue and not Colombo Process meeting

Figure 3 Time line of Key Activities



## **Promoting Asia-EU Dialogue**

In many ways, this project can be called as visionary and progressive, rather than 'reactionary', aiming and hoping to contain a disaster well under making or even brewing.

This dialogue is supposed to complement other ASEM and EU-ASEAN dialogues and other bilateral processes.

The background and the objective of the dialogue process have been mentioned earlier. Getting EU member states interested in the dialogue process was difficult. There was only one regional dialogue workshop organised after the first extension of the project, the Brussels conference in April 2008, 'The Asia-EU Consultation Meeting on Labour Migration'.

The EU Member states have a range experiences with migration, with a whole range of policies and domestic political reactions to the real or perceived heavy flow of migrants.<sup>19</sup> All though operate with high levels of media coverage, including tabloid, and public frustration. Schemes that work in one country have no guarantee working in another. For example, targeted immigration programs have proven to be relatively successful in northern industrial countries but totally ineffective in southern Europe<sup>20</sup>. Likewise southern Europe has pursued different strategies for regularising illegal migrant workers.

This gives considerable complications to the IOM. First it may be dealing with an EU programme, but practically it is dealing with up to 27 different member states programmes.

In all EU countries migration is now associated with asylum and security, further politicising the issue and making transparent uniform progress harder to achieve. Many EU countries are concerned and keen on are-admission of the failed asylum seekers and the migrants who have become irregular. The EU itself has migratory flows from one country to another which can be as difficult for member states to accommodate as migrants from outside the zone. For example new members from Eastern Europe encountered temporary blocks on free movement to some member states and Europe itself has not yet fully come to terms with stateless groups like the Roma.

Each state traditionally attracts different nationalities whether through proximity, cultural and economic ties and/or existing national groups. Variations in skill shortages, labour market rules and job opportunities further affect the demand and capacity of the state to absorb migration.

The end result of all of the above is each country pursues diverse and 'self-centred' policies.

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<sup>19</sup> Overall info from OECD website articles, <http://www.oecd.org/dev> website

<sup>20</sup> Louka T. Katseli, OECD Development Centre. Louka T. Katseli is Professor of Economics at Athens University and Director of the OECD Development Centre

Despite this, the AENEAS project succeeded in building upon the ‘Colombo process’, a most innovative stratagem in promoting dialogue in the rather political, hushed-hushed business of migration.

This conference was organised in Brussels to get more EU participants and to save/rescue a sagging process, suffering from a rather chronic lack of participation from the destination countries. More than 20 EU countries were present at the meeting.

In the Brussels meet, the range of the issues raised and discussed was encouraging. Two examples are;

- Employment perspectives in the EU and the link between the Lisbon Strategy, the EU enlargement and the EU migration policy
- Development of Facilitated Labour Migration From Asia To Europe

### **Information Campaign**

The information campaign was one of the successes of the project. The communication strategy was designed based on a KAP survey, except in Philippines where secondary sources were used to determine the patterns and the media habits of the targeted population. This resulted in choice of some effective campaign tools like hoarding, films and TV serials.

However the communication strategy lacked a monitoring and evaluation framework and the impacts are not readily measurable.

In India, though the KAP was a useful, professionally conducted survey, the suggested communication strategy was rather ineffectual which is not surprising considering that the core competence of the agency is in research rather than in communication/campaign.

The value-addition of the IOM communication work carried out in strong association with POEA, was summarised by the Deputy Director, “We learnt about the positive style of communication. Earlier the focus in the messages was on don’ts. We learnt we can be more positive and more effective.”

Very little campaigning was carried out on radio, which still continues to be an important and more economical channel especially in Bangladesh and India. This though admittedly was based on the KAP surveys which did not identify radio as a key communication channel.

### ***Philippines:***

IOM here strategically and rather creatively integrated the information campaign within the ongoing activities of its migration agency, POEA. The stickers, posters, facts-flyers and more importantly the film produced (Paano Ba Mangarap) were used in the pre-departure, pre-employment or orientations and other trainings organised by POEA. Mobile, village level road shows were organised.

### ***Bangladesh:***

Bangladesh conducted a KAP survey and decided to focus on TV serials, brochures/fact sheets and hoardings. The hoarding above the Moakhali flyover was strategic and resulted in a heavy flow of call traffic to the MRC 'hotline'.

### ***India:***

The KAP survey was used to plan out the communication strategy, which consisted primarily of TV commercials/spots in three popular channels in Punjab and Kerala. The impact of these spots was limited. The publicity that seems to have helped the demand of the Kochi MRC is the event associated with the inauguration of the centre by the union minister who hailed from the same town and hence got extensively covered by state media.

### **MRU and MRCs**

The MRC and MRU activities started late but by the closure of the project a significant amount of work was achieved.

### ***Philippines:***

Here the efforts involved strengthening an existing MRU. For most of the staff this was their first training in marketing, which is remarkable given the understanding among the migrant policy framers that Philippines has a 'model migration management system'.

The MRU support consisted of training and hardware/computer support. Though the support was gratefully used up, there is a demand and scope for more capacity building.

### ***Bangladesh:***

An entirely new unit of MRU was set up at BOESEL with two staff. The MRU acts largely as an information desk and gets approximately 10-15 visitors and 10 calls per day. Being situated at the high profile BOESEL does help in its advertisement. The marketing research capacity needs considerable building upon.

### ***India:***

Though a MRU per se has not been established, MRU training was rolled out. MRCs, with an increasing volume of activity has been set up in Kochi in Kerala and in Chandigarh in Punjab.

### **Ethical Recruitment**

The project gave some important boost to the debate around ethical recruitment in the both focus and participating countries. The Philippines regional seminar resulted in the formation of an Asian Alliance of Ethical Recruiters with its Secretariat in Manila and representatives from all

participating Asian countries sans India. Follow up meeting was also held in Bangladesh on ethical recruitment with different relevant stakeholders. BAIRA, the Bangladesh recruiter association, has developed a draft guideline based on that.

This is certainly one achievement/outcome that the project can be proud of.

**Table 6 Summary of activity achievements**

	<b>Philippines</b>	<b>Bangladesh</b>	<b>India</b>
Training in administering an overseas employment programme with special reference to market research and marketing	A key achievement of the project .Country level training sessions were conducted among government and industry sector in the Philippines and Bangladesh in 2007, and in Sri Lanka and India in 2008		
Training and information dissemination on labour migration opportunities and procedures in selected EU Member States	MIL, MRU key sources	MRC at BOESEL	MRC in Kochi
Establishment of national overseas employment market research units and focal points	Capacity building of the existing one	Training and orientation led to agreements to set up the unit;	Established of a new regional unit agreed on principle, staff recruitment pending
Update national manpower profile and review skills profile in relation to foreign employment demand	Studies conducted in all the focus countries; dissemination going on; outcome unclear though		
Build capacity of private sector in placing workers through training and networking and strengthening legal and administrative framework to prevent recruitment abuses	Well attended trainings at both national and regional levels; regional events among the recruitment agencies in Asia held in February 2007 and April 2008.		
Organise a senior officials and Ministerial consultations among labour sending states and main destination countries in the EU/EC	Two consultations organised in Abu Dhabi and Brussels with varying interest and participation of the EU member states		
Implement a pilot action for the placement of workers within existing schemes in the EU	Could not happen owing to some extent to the recent global financial crisis and uncertain state of EU migration policy integration or harmonization.		
Undertaking information campaigns with national partners to inform potential migrants of the risks of irregular migration including illegal recruitment, regular migration options and regulations of both receiving and sending states	Good use of a film and existing activities of POEA	Effective hoarding placement and outreach activities in selected migration prone areas, TV drama largely ineffective	TV Commercial was largely ineffective

Sensitisation and awareness building workshops with national media and NGOs	Effective, pioneering work with NGOs in the Calamba, Laguna region	An integrated approach on sensitizing media; road shows organised; BRAC strategic partnership	Not much work with media; delay in roll out of the project was sought to be mitigated by focus on strategic interventions
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## 7. PROJECT PERFORMANCE

### Effectiveness of Preparatory Phase

The problems with the design and especially with the assumptions were clear early on. In a March interim report to the EU the issues are raised by IOM included delays in India - ‘it was not until January 2007 that the MOIA (India) acted on the draft text of the Agreement/ MoU’<sup>21</sup>.

Other challenges identified in the March 2007 report were:

- Implementation of pilot placement of Asian workers in some selected EU countries, more complex than expected:
- Change in the policy of some of the initially selected EU countries – i.e. UK and Ireland – over the past two years in terms of national labour migration policy and schemes.

The second point above rightfully resulted in a mid-course adaptation of the implementation strategy: ‘eyeing new EU Member States as a preferred source of lower skilled workers’<sup>22</sup>.

It was also clear that in some EU countries the current focus, ‘is to regularize irregular migrants from Asia in the country, rather than taking in new workers’. This was especially applicable to countries like Spain and Italy where a number of amnesty programmes were implemented to regularize people in irregular status.

The other key issue with the planning phase were with the moneys assigned to various activities. If awareness regarding illegal/legal migration was an important outcome, then more resources possibly need to be allotted to this. Please note almost half the budget was allotted to human resources and another 7% to travel.

Table 7 Budget break up

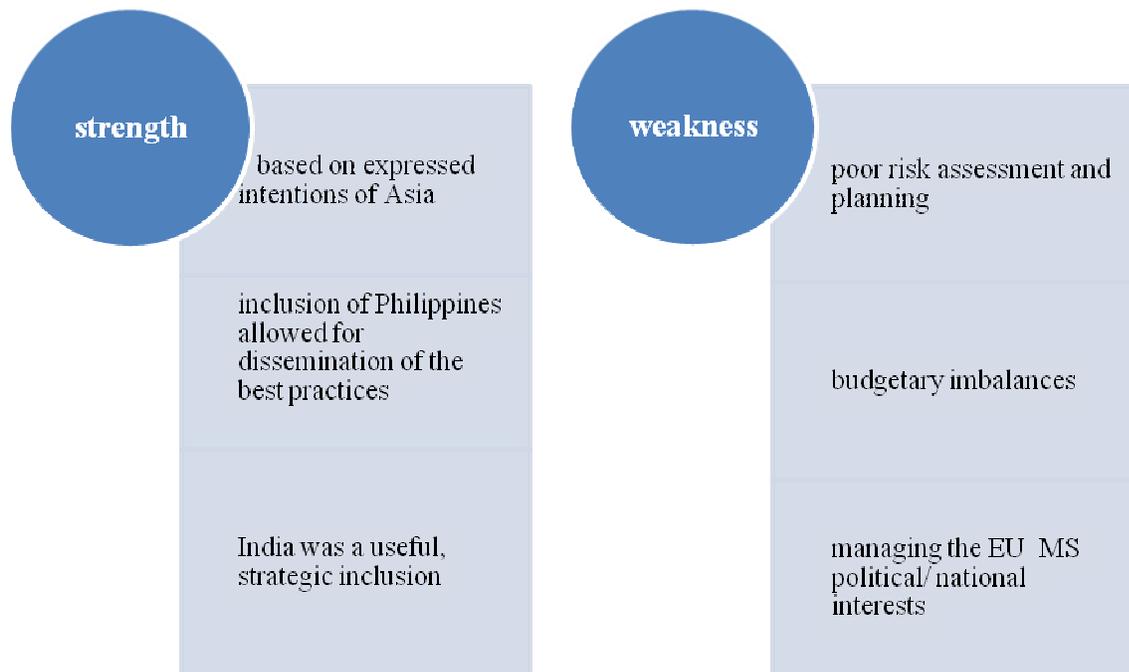
item	budgeted	%
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<sup>21</sup> India was still not a member of IOM, resulting in delays in setting up of the PIU

<sup>22</sup> IOM March 2007 report to the EU

human resources	420278	54.32686
travel	55600	7.187084
equipments and supplies	86448	11.17462
local office action costs	49168	6.355657
other costs services	47168	6.355657
other/info camp	78100	10.09553
<b>sub total</b>	<b>736762</b>	
administrative	36848	4.763124
<b>total</b>	<b>773610</b>	100.2585

Figure 4 Strength-Weakness of Project Design



## **Project Management**

1. The project suffered from delays in recruitment of dedicated programme manager in the region. The initial support was provided from IOM Geneva, which was useful but not sufficient
2. The PIU in Delhi was an important interim arrangement, with useful lessons for future implementation arrangements for other countries as well. It facilitated ownership and participation of the Indian govt.
3. The need for no cost extension was identified early on and regular updates were shared with EU
4. The financial management though unerring was hampered on account of the focus countries being on different accounting systems, with introduction of new resource management software in IOM resulting in some delays in migration and inputting of data. Still, detailed financial reports were maintained and made available to the evaluator.

## **Sustainability**

The sustainability of the efforts is high as many of the project efforts are based around strengthening existing institutions, practices on clear felt, perceived demands/needs. The project has created a self-sustaining demand and interest in migration information on EU countries. It has also established important communication channels and precedents among the EU and the Asian countries. The sharing of best practices and information has been given, hopefully, a self-igniting start.

The MRCs created in Bangladesh and India and the MRC/National Reintegration Centre in Manila are now part of the respective govt's budget.

**The 'Recruiters Alliance 'has the potential of becoming one of the key, sustainable outcomes of the project, serving as a regional/Asia forum for joint up negotiations, dialogue with destination countries on migration and promoting 'peer-based' monitoring on ethical recruitment . However, it also is facing a distinct prospect of 'premature closure' in lieu of continued IOM support.**

Overall, the inter-country/international and sometimes even national exchanges and dialogues, though rolled out on the back of strong demand and need, will continue to need a mediatory and technical support from the IOM in the years to come. IOM brings in the 'impartial convener's role' which strengthens the sustainability of the processes.

## **Efficiency**

Some efficiency calculations are presented on the basis of the 2007 Dec report and the proposed budget modifications for the two no-cost extensions.

Detailed cost efficiencies are difficult to analyse in lieu of consolidated final financial report. The project staff made available interim (July 2007) consolidated financial report and an overall snapshot (total expenditures). However, as activity/outcome wise final expenditure figures are not available, the cost efficiency calculations are compromised.

The project saved money on several fronts especially on the local actions costs, on account of the PIU costing no rent, the KAP in Philippines being in-house, etc. There was also under-utilization of the equipments and the communications costs. The latter in some instances (like use of newspapers, TV) was due to the non-commitment of sufficient funds. Costing of communication activities could be problematic within the IOM, as it was also observed within the South Caucasus AENEAS project<sup>23</sup>.

### Expenditure analysis:

There is a natural increase in the fund utilization after the first year, with maximum spent in 2007.

Table 8 Yearly utilization of Funds in USD

2006	2007	2008
140,000	299,684	268,140

The following table presents an expenditure analysis for the years 2006-2007.

Table 9 Expense Flow 2006-2007

item	Expenditure analysis		
	utilized till Dec 2007	budgeted	% differ
human resources	300533	420278	28
travel <sup>24</sup>	52042	55600	6
equipments and supplies	27124	86448	69
local office action costs	10922	49168	78
other costs services	9148	47168	81
other/info camp	18974	78100	76
<b>Sub-total</b>	<b>418743</b>	<b>736762</b>	<b>43</b>
administrative	20942	36848	43
<b>total</b>	<b>439685</b>	<b>773610</b>	<b>43</b>

<sup>23</sup> Hayes, evaluation of the South Caucasus AENEAS project, July 2008

<sup>24</sup> Travel cost increased significantly due to unexpected oil price surge and the introduction of higher surcharge.

Figure 5 Difference between budgeted and spent, 05-07

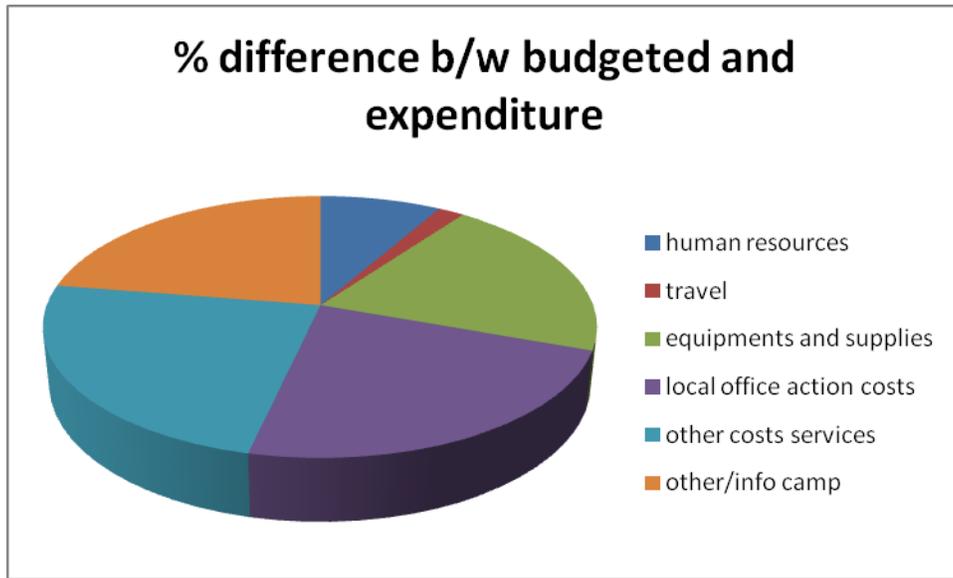
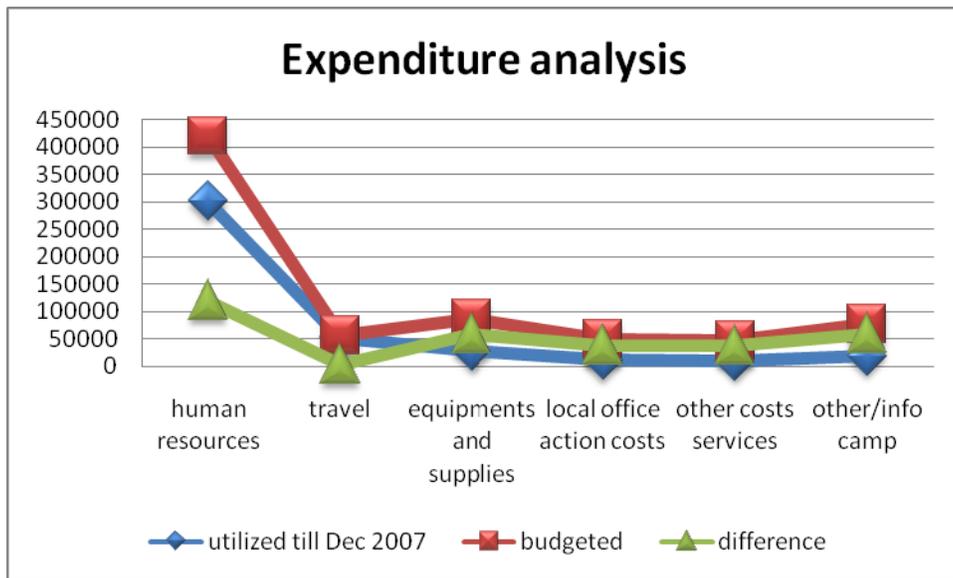


Figure 6 2005-2007 Expense Analysis



As is clear from the graphs and the table above that human resources, and travel, were utilised at a much faster rate than the budgets for services, info campaigns and other/local action costs. In the last, most of the savings in the first two years was obtained from the delayed start off of the India operations and then subsequently of the PIU being a rent-less arrangement.

The services included important activities like skills assessment, upgradation of the curricula on marketing research and legal information on EU procedures. Considerable savings were also available from the equipments and info campaigns.

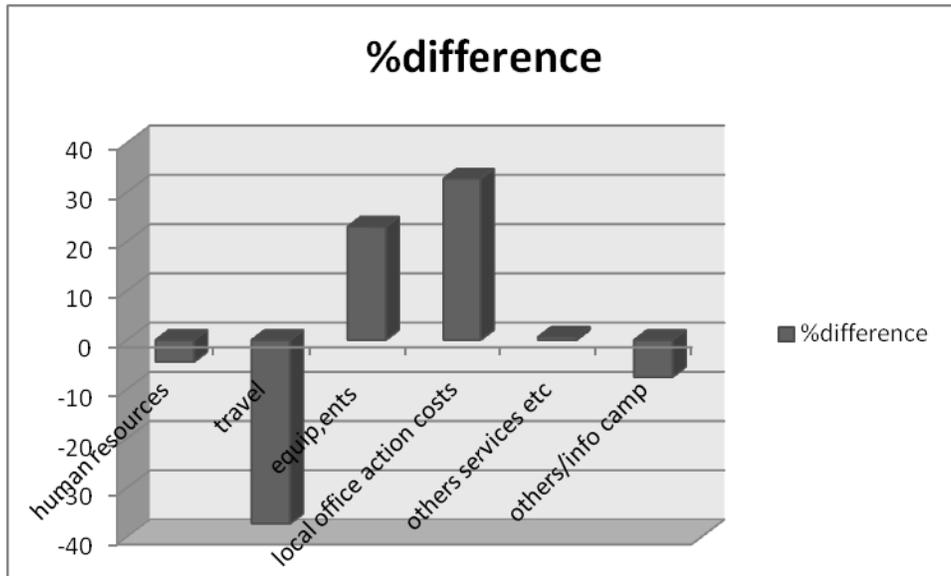
## Budget modifications

The following tables and graphs present an overview of the modifications in line budgets of the project

Table 10 Budget for First extension

item	proposed	original	%difference
human resources	5407555	5176755	-4.45839
travel	115600	84200	-37.2922
Equipments etc	96180	124920	23.00672
local office action costs	66750	99240	32.73881
others services etc	69350	69800	0.644699
others/info camp	102700	95508	-7.53026

Figure 7 Difference between original approved budget and first modifications proposed



The graphs below show the changing pattern of the budget utilization within the line items. The first proposed modification resulted in skewing further of the budget, with human resources squeezing out other items. This however was restored to closer to the original budget structure with the second modification

Figure 8 Analysis of the Original budget

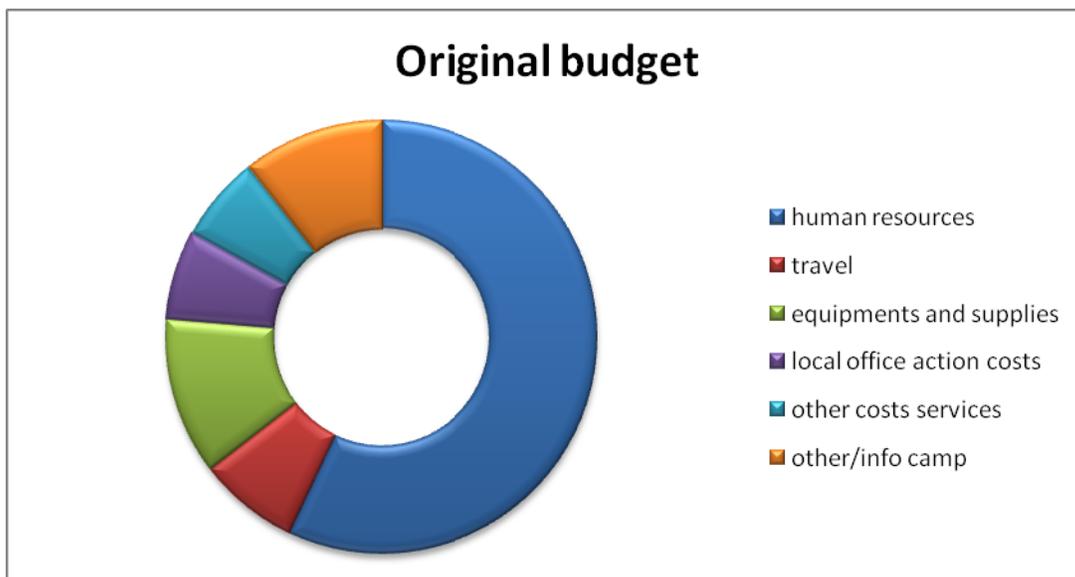


Figure 9 Analysis of first changed budget (changed later)

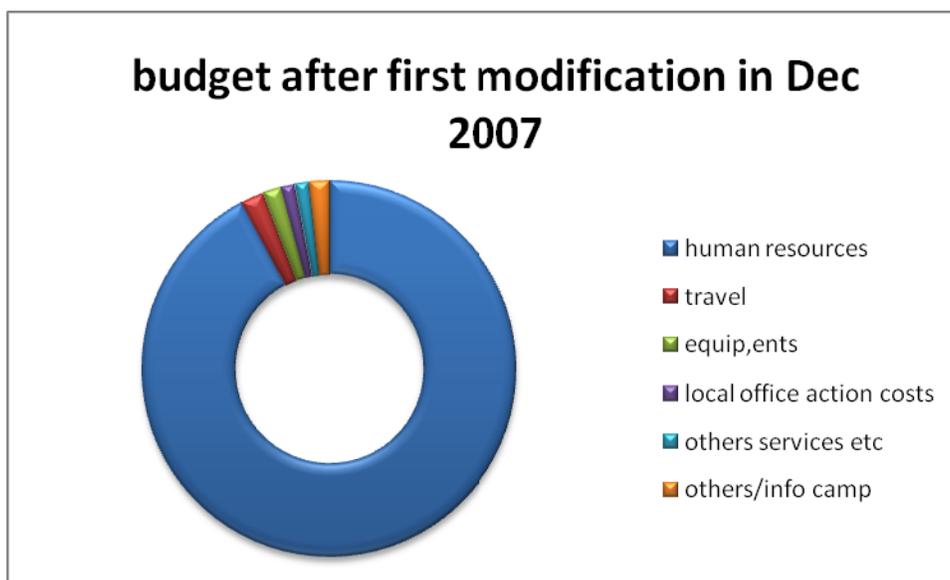
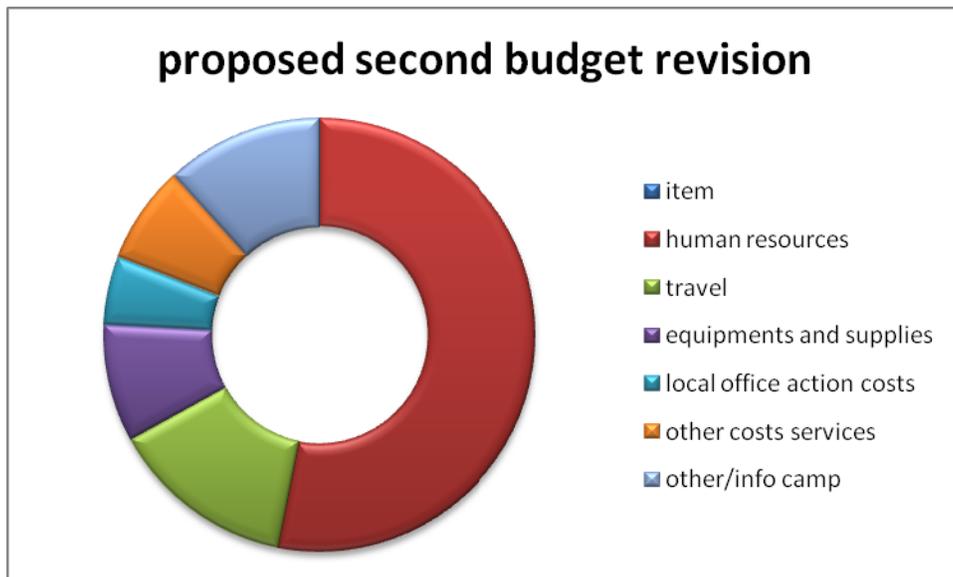


Figure 10 Analysis of the final proposed budget



### Monitoring and evaluation

The project submitted regular reports to EC. The EC monitor too paid a visit. Mid course corrections were effected following the last, while the regular updates helped identify the issues and challenges early on.

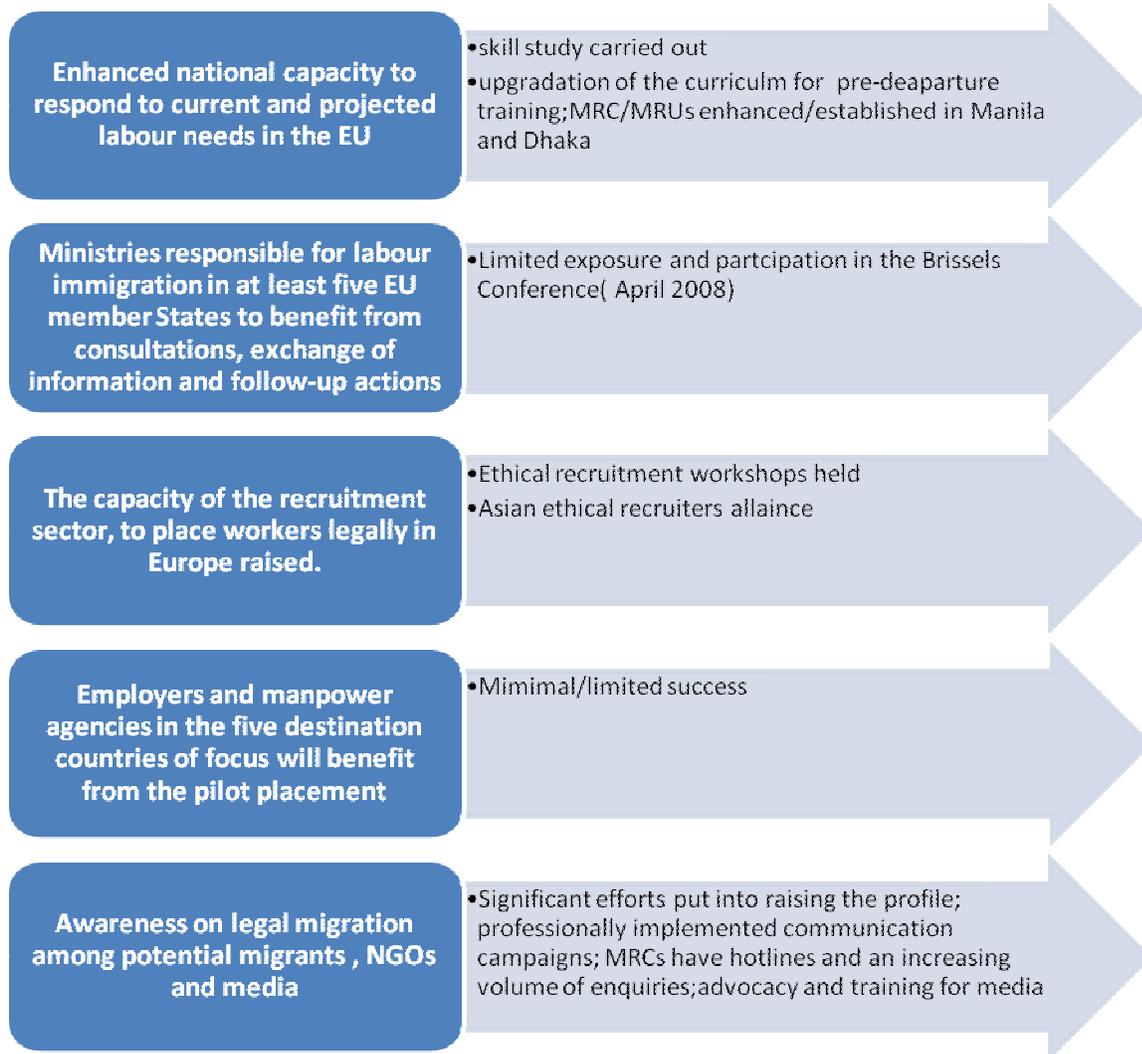
### Best Practices and Achievements

Some key best practices from the three focus countries;

Table 11 Best Practices

Philippines	Bangladesh	India
<ul style="list-style-type: none"> <li>the guideline for the MRU training</li> <li>round table discussion of the skill study report</li> <li>integration of communication products with POEA activities</li> <li>a well conceived film on social consequences of migration</li> </ul>	<ul style="list-style-type: none"> <li>sustained, systematic efforts with media</li> <li>road shows on legal migration</li> <li>effective working with BAIRA and BOESEL</li> <li>hoardings put up at strategic locations</li> </ul>	<ul style="list-style-type: none"> <li>PIU's implementation structure</li> <li>comprehensive and nationally representative skill study methodology</li> <li>a well done KAP</li> </ul>

A summary of achievements against the intended outcome is tabulated as below:



## 8. CONCLUSIONS AND RECOMMENDATIONS

### Project Design:

#### *For IOM:*

1. Integration of risk analysis in the project document and the attendant mitigation plans (Annex 4)
2. Clearer outcomes especially beyond the purpose level
3. Quantifiable and measurable indicators, especially for communication and policy work
4. The human resources (which are often referred to as forming the administrative costs and include DSA etc as well) should not be more than 25% of the project costs<sup>25</sup>.
5. Integrate issues of mutual and reciprocal interest/relevance for the destination and source countries: e.g. piloting of new migration flows with that of circular and readmission.
6. Build in lax period for new initiatives
7. Greater exchange of best practices and experiences across the participating offices in a multi-nation project
8. Project officers to be have dotted reporting lines to the overall project coordinator in a multi-office project
9. IOM should agree in advance the need for greater flexibility within the project activities to reflect the dynamic/changing/uncertain nature of the migration policies in the EU Member States. Risk planning should be an integral plan of the design.

#### *For EU:*

1. EU should ideally have a longer term vision, say of at least ten years, but may support in the interregnum two year projects. The success indicators for these short term projects should be clear and form the basis of an almost automatic follow up project.
2. Relevant and adequate communication campaigns are often required in both in source and destination countries. There are issues which require engagement within the source and destination countries, which are held best separately, rather than forced in a workshop situation.

A dialogue framework for source Asian and destination EU countries

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<sup>25</sup> Generally the administrative costs are sought to be as low as 7-10% but making a special leeway for capacity building projects, this could be allowed to double (Mckinsey 2007). This indeed is a tricky area and there is a general lack of best practices for capacity building projects. However, it is important to bear in mind that AENEAS project has other objectives as well.

Figure 11 Migration Dialogue Framework:



**For the dialogue/training workshops:**

1. Choice of the host country: The choice of the host country should be reviewed from the following angles;  
Which countries participation is sought? What level of participation is sought? Choice of more destinations like Bangkok and Singapore may have there is an advantage of getting more high level participation from the targeted countries.
2. IOM, to be more popular amongst destination states, should consider integrating wherever possible readmission issues; readmission and new migrants could go hand in hand.
3. Tabloid advocacy in the destination countries could be used to strengthen debate around, needed, legal immigration opportunities. This may be carried out without any extra expenditure in the EU countries.
4. IOM could more explicitly mirror the EU's concerns about security and asylum in such dialogue fora the basic question to consider is how each EU will be weighing: 'What is it in for us?'

**Information dissemination**

1. A strong communication support at the IOM HQ level for a communication focused project is expected.
2. Constant reinforcement on the risks of illegal/irregular migration and on the opportunities of legal migration, will always be required and this should be mainstreamed within IOM operations in any country.
3. The KAP and preparation of communication strategies must be recognised as requiring separate sets of skills and knowledge base.
4. TV is a costly medium; consider popular radio stations which could be more cost effective.
5. Folk media is an extremely cost effective tool for reaching out to a geographically concentrated audience. Dhaka, for example, should consider partnering with the village level troupes being operated by BRAC, for any future mass campaigns.
6. Colombo Process Website is a well designed and well-maintained information resource for policy framers and participating nations. Best practices and real-life case studies/examples in regular, managed/organised migration can be included to make it more relevant to the potential migrants. Some other suggestions on improving the overall effectiveness of the website:
  - The sharpening of the objective of the website will further inform the scope and the types of content; the important questions in this regard are, ‘ Who is the website for’, how can it be made more relevant to the needs of the audience?’
  - The website can include a platform, site for discussion , debate and expression of view points; this will enhance its attractiveness as well as keep it updated , linked to the real, current issues
  - The website can be linked to other developmental and migration relation sites
  - The list of publications needs to be enhanced to include national documents etc
  - The literature on follow up action can be segregated into achieved and work in progress

### **Capacity building and policy dialogue/changes:**

1. Spark and sustain the debate through national, high profile, topical studies in sending countries; a desired policy change is easier to effect if the public opinion is galvanized
2. In most of these Asian countries and especially the focus countries the efforts should be focused on the private sector, as in Bangladesh, govt. channels send off just about 1% of the migrants. In that context again while the engagement with the respective governments should be taken as strategic, it should not over-shadow the engagement with the private sector. Again, In Dhaka, plans to open an MRC at BMET should be implemented at the earliest.
3. The most important support that IOM can bring in is technical know-how (which it must be

noted is human resource intensive). The other important role is that of the ‘convenor’. IOM has a unique convening power, to get the destination and source countries talking.

4. Market research of the destination countries can be strengthened through involvement of the private sector in the destination countries; a good internet based research in many instances gives a reliable overall picture of the market demands/needs. In most target countries the government is an important though a small player in sending ‘migrants out’ and hence any effort at strengthening market research should further involve the private players in the source countries. Any skill assessment study should be linked more strongly to the present and future demands of its migrant resources and importantly with an overall migration policy of the country.

### **Ethical recruitment**

The ‘Recruiters Alliance’ has the potential of becoming one of the key, sustainable outcomes of the project. However, it also is facing a distinct prospect of ‘premature closure’ in lieu of continued IOM support. IOM should continue to extend technical and moral support at least over the next year.

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## Annex 2

### Persons Consulted

#### Philippines:

1. Liberty T Casco, Director II, Marketing Branch, POIA, Manila
2. Felicidad E. Aboga, Coordinator, PAEA Satellite Office Region IV
3. Aiko Kikkawa, Project Manager, Labour Migration Unit, IOM, Manila
4. Charles Harn, Regional Representative, Mission with Regional function (MRF), Manila
5. Ricardo R caso, Labour Migraton Specialist, labour Migration Unit, IOM Manila
6. Victor E.R. Fernandez, JR., President, Phillipines Association of Service Exporters
7. Edmund H. Ruga, Luzon Regional Coordinator, Catholic Bishop's Conference of the Philippines
8. Loreto B. Soriano, CEO, Chairman, LBSE Recruitment
9. Rene E Cristobal, Prsident, DCL Gropu of Companies, Manila
10. Atty. Hans Leo J. Cacdac, Deputy Administrtror, Licensing and Adjudication
11. Eleanor S. Samson, Officer-in-Charge, Workers Education Division, POEA

#### Bangladesh:

1. Tarik Hasan Somy, Head of Unisocial, Unitrend limited
2. Syed Saiful Haque, Chairman, WARBE Development Foundation, Dhaka
3. Ghulam Mustafa, President, BAIRA
4. Sk. Mojibul Huq, Sr. coordinator, Advocacy and Human Rights Unit, BRAC
5. Rafique Bhuiyan, Executive Editor, Banglar Janashakti, A monthly publication of BAIRA
6. Rabab Fatima, Regional Representative for South Asia, Dhaka
7. Samiha Huda, National Programme Officer, IOM, Dhaka
8. Disha Sonata Faruque, Project coordinator, IOM Dhaka
9. Uttam Kumar Das, National Programme Officer, Labour Migration and Trafficking, IOM Dhaka
10. Asif Munier, Programme Officer, IOM Dhaka
11. Tahrima Rehman Haque, Manager Social Communications, Asiatic Communications
12. Kamran Reza Chowdhury, Senior Correspondent, bd news 24.com, Dhaka
13. Md. Mansur Reza Choudhury, Joint Secretary, Ministry of Expatriate Welfare and Overseas Employment (MOEWOE)
14. Mr. Nurul Islam, Director of Training and Research, Bureau of Manpower Employment and Training (BMET)
15. Mr. Md. Monjurul Huq, Managing Director, BOESL
16. Shaila Rahman, Social Development Adviser, DFID
17. Mr. T.I.M. Nurunnabi Khan, Programme Officer, ILO Dhaka
18. Rahid Ejaz, Diplomatic Correspondent, The Daily New Age

## **India**

1. Nitin Kumar, Project Coordinator, IOM, New Delhi
2. Danny Annan, Deputy Head of Mission, Danish Embassy
3. Ashutosh Sharma, CEO, Mercantile Communications
4. Azrah Karim Rajput, Labour Migration nad Recruitment Officer, IOM
5. Mr. Ranbir Singh, Addl Secretary, MOIA
6. Staff MRC KCHI (over the phone)
7. Mr Shashi Ranjan

### Annex 3

#### Example of a Risk Analysis Matrix

#### 1. Risk Profile Of a Potential Cash Transfer Project among the Rohingya Refugees

Risks/Opportunities	Initial importance in May 007	Planned Response
Lack of GoB's approval of switch results in failure of the change to take off	High-High (Impact: high Likelihood: high)	Use international pressure to consider change in the position; intensify local advocacy with the GoB; consider organising a field trip of the Refugee Relief Affairs Commissioner to a country with cash transfers programmes among the refugees.
Increased hostility of the local community and the concomitant lack of pressure from international community hampers the physical access of the markets for the refugees and hence policy change	Medium-High (Impact: high Likelihood: low)	Support the ongoing efforts of the UNHCR and the joint UN Initiative on the Livelihoods and education, and other international organizations to raise the profile of the suffering among the Rohingya refugees; establish and maintain the coordination and consultation channels with the Government/Department of Affairs for the Refugee /Home Ministry
Outbreak of epidemic in the refugee camps will erode project attainments and impacts	High -High (Impact: high Likelihood: high)	Regular coordination with the GoB for upkeep of the water and sanitation facilities; outbreak of any potential epidemic monitored in the monthly monitoring of the project; coordination with WHO and UNICEF for full immunization of the children to increase their immunity against any potential epidemic outbreaks
Impacts of fresh conflicts results in increased pressures on the camps esp. on water and sanitation and making the whole process of monitoring and registration very difficult	Medium-High (Impact: high Likelihood: low)	Support the international advocacy for more humanitarian assistance for the refugees; utilize the situation/monitoring reports produced within the project to inform this advocacy; carry out a sensitization campaign on the need for safe water and hygiene practices for health and education among the refugee populations
Impacts of fresh conflicts results in making the whole process of monitoring and registration very difficult	Medium-High (Impact: high Likelihood: low)	Support the international advocacy for more humanitarian assistance for the refugees; utilize the situation/monitoring reports produced within the project to inform this advocacy

Failure of partners to continue their complimentary activities of de-worming, therapeutic centres feeding aggravates the malnutrition levels further affecting the proposed project outcomes	Medium-Low (Impact: medium Likelihood: low)	<b>Negotiate for stand-by arrangement with UNICEF and WHO to implement these complementary activities in case of supply failures</b>
Deterioration of security within camps hampers the policy change and switch to cash transfers which are intrinsically more 'risky' than food transfers	Medium-Low (Impact: medium Likelihood: low)	<b>Maintain Regular Coordination with UNHCR and the Department of the Affairs for Refugees; security monitored and information shared with the these agencies; consider implementation of cash transfers using a mobile ATM van<sup>26</sup></b>
Negative publicity of an official/staff distributing cash kidnapping impeding resource flow and project implementation	Medium-Low (Impact: high Likelihood: very low)	<b>Provide security briefing and follow UN security advice. In case of security deterioration negotiate and provide for security cover of the intern</b>
Run-away Inflation in the local area or nationally erodes the real value of cash transfers impacting the food security and the nutritional status further.	Medium-Low (Impact: high Likelihood: very low)	<b>Implement the switch to cash transfers in phases; institute a food security monitoring system (including price); include inflation-indexed cash transfers in the project design</b>
Inadequate mobilization of cash resources impedes the switch to cash transfers	Medium-Low (Impact: high Likelihood: very low)	<b>Results-based managed of project emphasized to show impact to the donor; exploring linking with the sustainable Income Generation Projects; promote sustainability through increased employment to the poorest refugees in the project implementation and explore feasibility of beneficiary contribution from better off households</b>
Inadequate capacity of the implementing partners in managing cash transfers enhances the risk to the refugees and compromises quality of delivery and the project outcome	Medium-Low (Impact: high Likelihood: very low)	<b>Results-based managed of project emphasized to show impact to the donor; training of the staff of the implementing organisations in implementing and monitoring cash deliver; implement Management Information and monitoring systems; consider implementation of cash delivery through mobile ATMs</b>
<b>Overall Risk Rating of the Project:</b>	<b>Medium-High (Impact: high Likelihood: low)</b>	

<sup>26</sup> Like the one used by DFID in Malawi

## **Annex 4**

### **EVALUTATION of the project:**

#### **REGIONAL DIALOGUE AND PROGRAMME ON FACILITATING MANAGED AND LEGAL MIGRATION BETWEEN ASIA AND THE EUROPEAN UNION (EU)**

**Funded by the European Commission under its 2004 AENEAS Programme**

### **Terms of References**

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#### **1. BACKGROUND**

The International Organization for Migration (IOM) has been implementing a project on safe migration to Europe with support from the European Commission. The project began in January 2006 for 24 months up to December 2007. With two revisions and extensions, the project finally concludes in December 2008.

The project was developed on the basis of the conclusions of the third Colombo Process Ministerial Consultation<sup>27</sup> in Bali (2005), where the member countries recognized the rise of irregular migrants from Asia and the vulnerability of irregular migrant workers to abuse and exploitation, subsequently calling for (i) greater protection of migrant workers; (ii) better pre-departure and reintegration services for outgoing and returning migrant workers; (iii) greater institutional capacity and inter-ministerial coordination to meet labour migration challenges and (iv) greater international cooperation with destination countries. The project was also developed in light of several EU's policy observations highlighting the implications of EU's declining and ageing population on the EU's economic growth and competitiveness and identifying immigration as a one of the potential means to meet EU's market labour needs and ensure EU's prosperity.

The project covered 10 Asian countries: India, Philippines, Vietnam, Thailand, Indonesia, Bangladesh, China, Nepal, Pakistan and Sri Lanka. Three core project sites were: Bangladesh, India and Philippines. On the EU side, the project initially focused on UK, Spain, Italy, Germany and Ireland, but due to changing policy in most of those countries, the project adopted a more flexible approach by opening the scope of the project to any EU member States expressing interest towards Asian workers.

Under the project, at the country level, information campaigns targeting potential migrants to European countries have been carried out. Information materials such as brochures, fliers, billboards, documentary, television spots and television drama were produced based on the findings of Knowledge Attitude and Practice (KAP) surveys. Information materials were disseminated to potential migrants and migrant families, central, provincial and local governments as well as community organizations. Campaign and advocacy meetings were held with representatives of the Government at different levels, civil society and media. Outreach activities included community gatherings with music and interactive theatre promoting safe migration. The theme of the campaigns was mainly to promote safe and legal migration abroad.

To supplement the campaigns, Migrant Resource Centres (MRCs) were established or upgraded, to provide relevant information on overseas employment opportunities and on immigration and work permits rules and procedures in

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<sup>27</sup> The Colombo Process is a Regional Consultative Process on labour migration issues, set up by IOM in 2003 upon the request of a number of Asian labour sending countries. The eleven Colombo Process countries (Afghanistan, Bangladesh, China, India, Indonesia, Nepal, Pakistan, Philippines, Vietnam, Thailand, and Sri Lanka,) meet at Ministerial and Senior Official level inter alia to share experiences and concerns, lessons learned and best practices on overseas worker policies and practices. Colombo Process member states have carried out consultation meetings with labour-receiving countries such as the Gulf Cooperation Council member states and the Republic of Korea. Further information on the Colombo Process is available on the following website: [www.colomboprocess.org](http://www.colomboprocess.org)

countries of origin and destinations. The project provided MRC as well as NGO staff orientation on migration process and provided access to different sources of information (virtual and non-virtual).

To identify and explore access to newer prospective labour markets abroad, trainings have been organized on labour market research and the administration of overseas labour programme. The objective was to promote the establishment or the further development of so-called Market Research Units (MRUs) on overseas employment within Government structures. In addition, in-depth skill profiling studies of national manpower and review of national education and certification systems have been conducted in two countries (i.e. Philippines and India) to assess how qualification system can be adapted to better match with the foreign employment demand. The project also tried to explore possibilities to pilot the placement of workers from Asian countries to European countries.

At the regional level, the project attempted to facilitate a cross regional dialogue between Asia and the European Union by amongst others organizing a Consultation Meeting attended by 9 Colombo Process countries and 16 EU member states to exchange experiences and discuss issues of common interest in the field of labour migration. The project also supported the capacities of the private sector by organizing in February 2007 a workshop that aimed at: i) exploring the establishment of network between recruitment agencies in Asia and European countries and ii) disseminating and promoting ethical recruitment practices. One of the key outcomes of this workshop was the creation of the Association of Employment Agencies in Asia which set as its core mandate the promotion of ethical practices in recruitment and the safeguarding of the rights of migrant workers in their own countries. A follow-up meeting was organized in April 2008 to further decide on the internal organization and functioning of the Association and draft the Articles of Incorporation of the Association.

Ministries dealing with overseas employment issues in the implementing countries have been a co-partner in this project. Various departments of the Government machinery have been involved in providing inputs and approvals for the various information materials produced under the project. They as well as representatives of migrant worker organizations, NGOs, civil society and the media have taken part in various consultations and were involved in disseminating safe migration related information to the public, particularly targeted migrant communities.

This project, focusing on migration issues related to Europe, supplements other projects promoting safe, legal and humane migration of workers within Asia and the Gulf regions.

## **2. OBJECTIVES OF THE EVALUATION**

This evaluation exercise will be a final evaluation of a three-year project. The project activities and outputs are a combination of concrete but pilot initiatives, as well as policy inputs. There is already another EC-funded project approved for implementation under the new Thematic Programme, with similar set of objectives and activities as the current AENEAS project but with a limited geographical coverage. The good practices, challenges and lessons of the current project could strengthen the implementation strategy of the new project.

The overall objective of the evaluation is to measure the overall performance, achievement and impact of the project in line with its objectives and expected results, taking into account the pilot nature of some of the project components. It will also evaluate the relevance of the project to the needs and priorities of the Governments part of the Colombo Process as well as EU MS. The evaluation will also examine IOM's implementation strategy as well as its overall performance in fulfilling the outputs described in the project documents.

The primary user of the evaluation would be EC and IOM. Evaluating the impact and results of this project would be beneficial to more concretely prepare for another similar upcoming project 'Regional programme and dialogue on facilitating safe and legal migration from South Asia to the European Union', funded under the new EC Thematic Programme for Migration and Asylum.

The evaluation results and recommendations would also be taken up with the partner Governments for follow up, either as part of the new project or independently. Key representatives of the project stakeholders will be consulted

during the evaluation, either directly or over phone/email. The evaluation will also provide information on capacity enhancement and outreach programme in promoting safe migration and insight on further continuation of such activities.

More specifically, the evaluation will:

- Evaluate the relevance of the strategy with respect to IOM approach, the targeted Governments' co-operation objectives, the needs and development of the selected countries
- Evaluate the effectiveness in reaching the objective, project purposes and expected outcomes of the project as defined in the project document;
- Analyse the effectiveness in implementing the various components of the projects and of the mechanisms put in place;
- Analyse the efficiency and cost-effectiveness of the project;
- Evaluate IOM overall management of the project;
- Propose any recommendations deemed necessary for increasing the performance and impact of the AENEAS initiative;

### **3. METHODOLOGY**

The methodology will consist of an extensive documentation review and a series of interview with the various partners in three core project site countries.

The consultant will develop a comprehensive qualitative analysis and assessment of the programmatic aspect of the programme two stages. The project log-framework will serve as the basis for the assessment. Following review of the existing project related documents, interview with key stakeholders related to projects will be undertaken, either in person or over phone. The consultant is expected to take upon necessary methodologies to produce an in depth report. For that any required interviews, field visits, studies, evaluation of documents is to be performed by the consultant. Guidance from IOM will be provided as and when required.

The evaluation will require visits by the consultant to three implementing countries (i.e. Bangladesh, India and the Philippines), phone interviews and email exchanges with government and private sector stakeholders/beneficiaries, local level meetings, and review of project related documents and statistical data. Field travel should also include visits to sites of the information campaigns and the institutional structures set up such as the MRCs and MRUs.

The visits to project sites will be carried out as the following;

- **In Bangladesh** – 3 full working days
- **In India** – 2 full working days
- **In the Philippines** – 2 full working days

Sources of information will include:

- Project documents and progress reports;
- Interviews with government counterparts (EU and Asia), private sector stakeholders (EU and Asia) and (potential) migrants;
- Interviews with involved IOM staff in all of the ten target Asian countries and relevant EU countries;
- Colombo Process websites;
- Review any other relevant documentation that could be made available by IOM

### **4. Report output:**

A report in English of maximum 25 pages with a maximum of two-page Executive Summary should be produced in line with the objectives of this TOR. The report should consist of analysis of facts, findings / observations and

recommendations. Additional supporting information will be provided in the annex. The annex can include short 'note for the file' on individual country visits. A draft report should be made available to IOM Dhaka for comments at least a week before the end of the Consultant's assignment.

The Regional Representative and National Programme Officer in IOM Dhaka will manage the evaluation exercise with the technical assistance of relevant departments at IOM Headquarters and IOM Brussels. IOM Dhaka and Brussels will guarantee the availability of necessary documentation and information, coordinate the arrangement of necessary interviews and travels, comment on the draft report and endorse the final report.

IOM office in Manila and PIU in New Delhi will provide all required programme inputs as well as administrative and logistic support for the evaluation.