

FINAL EXTERNAL PROJECT EVALUATION

“Strengthening Labour Migration Governance through Regional Cooperation in Colombo Process Countries”

Dovelyn Rannveig Mendoza
Independent Evaluator
Migration Policy Analysis Amsterdam
Ijburglaan 279
1086 ZJ Amsterdam
The Netherlands
+31 6 11 395960
dmendoza@migrationpolicyanalysis.org

August 2, 2019

List of Acronyms

| | |
|----------|--|
| ADD | Abu Dhabi Dialogue |
| CP | Colombo Process |
| CPMS | Colombo Process Member States |
| CP TSU | Colombo Process Technical Support Unit |
| CIOP | Comprehensive Information and Orientation Programme |
| GCM | Global Compact on Safe, Orderly and Regular Migration |
| GCC | Gulf Cooperation Council |
| ILO | International Labor Organization |
| IOM | International Organization for Migration |
| IPD | International Partnership Division |
| LMA | Labour Market Analysis |
| LHD | Labour Mobility and Human Development Division |
| OESP-AAA | Overseas Employment Service Providers – Alliance of Asian Associations |
| PAO | Post arrival Orientation |
| PDO | Pre-departure Orientation |
| PEO | Pre-employment Orientation |
| RCP | Regional Consultative Process |
| SOM | Senior Officials’ Meetings |
| SDC | Swiss Agency for Development and Cooperation |
| TOR | Terms of Reference |
| ROAP | IOM Regional Office for Asia Pacific |
| TAWG | Thematic Areas Working Group |
| DFID | UK Department for International Development |
| UAE | United Arab Emirates |
| UN | United Nations |
| UNEG | United Nations Evaluation Group |

Tables, Figures and Boxes

Tables

| | |
|---|----|
| Table 1 Evaluation Criteria and Questions | 18 |
| Table 2 Status of Activities under Outcome 2: Improved PDO to enhance migrants' welfare in countries of destination. | 26 |
| Table 3 Number of Civil Society Participants in the Ministerial Consultations and Senior Official Meetings | 32 |
| Table 4 Number of Civil Society Participants in Thematic Area Working Group Meetings (TAWGs) | 32 |
| Table 5 Civil Society Participation in Various Project Sponsored Meetings..... | 33 |
| Table 6 Status of activities per year, excluding the ILO Component..... | 38 |
| Table 7 Status of Planned Activities per Year, ILO Component | 41 |
| Table 8 Project's Budget versus Actual Expenses and Commitments Made as of April 30, 2019..... | 53 |
| Table 9 Activities Under the Skills Pilot, 2015 to 2019 | 68 |
| Table 10 Budget Reallocation for the ADD Skills Pilot..... | 70 |
| Table 11 Activities under Output 3.4, The ADD Skills Pilot..... | 71 |
| Table 12 Progress of Skills Pilot Activity, bi-annually | 72 |

Figures

| | |
|--|----|
| Figure 1 Interviewees by type of affiliations | 15 |
| Figure 2 Interviewees by type of affiliation and sex | 15 |
| Figure 3 Survey Respondents by Affiliation | 16 |
| Figure 4 Survey Respondents by Thematic Working Area Group Meetings Attended | 17 |
| Figure 5 Project Activities, Outcomes and Objective | 23 |
| Figure 6 Project Activities by Type | 25 |
| Figure 7 Please review each statement that describes the TAWG meeting/s you attended and choose the corresponding response best fitting your opinion. | 29 |
| Figure 8 Completion Status of Project Activities | 45 |
| Figure 9 Completion status per type of activity..... | 45 |
| Figure 10 Balance by type of costs, as of April 30, 2019 | 54 |

Boxes

| | |
|--|----|
| Box 1 The Project's Design Process | 21 |
|--|----|

Table of Contents

| | |
|--|-----------|
| LIST OF ACRONYMS | 2 |
| TABLES, FIGURES AND BOXES | 3 |
| TABLE OF CONTENTS | 4 |
| EXECUTIVE SUMMARY | 5 |
| I. INTRODUCTION..... | 12 |
| II. PROJECT BACKGROUND..... | 12 |
| III. EVALUATION’S PURPOSE, SCOPE AND LIMITATIONS | 13 |
| A. Evaluation’s Purpose..... | 13 |
| B. Evaluation’s Scope and Limitations | 13 |
| IV. METHODOLOGY..... | 14 |
| V. FINDINGS AND EVIDENCE | 20 |
| A. Relevance | 20 |
| B. Effectiveness | 26 |
| C. Efficiency | 36 |
| D. Impact..... | 57 |
| E. Sustainability | 58 |
| F. Gender and human rights sensitivity..... | 60 |
| VI. CONCLUSIONS AND RECOMMENDATIONS..... | 60 |
| A. Main Observations | 60 |
| B. Recommendations | 63 |
| ANNEX 1: THE EFFECTIVENESS OF THE ILO’S SKILLS PILOT PROJECT COMPONENT..... | 67 |
| ANNEX 2. LIST OF INTERVIEWED INDIVIDUALS | 75 |
| ANNEX 3. LIST OF PROJECT DOCUMENTS REVIEWED..... | 77 |
| ANNEX 4 EVALUATION TOOLS | 81 |

Executive Summary

This report is the external and final evaluation of the International Organization for Migration's (IOM) regional project on "Strengthening Labour Migration Governance through Regional Cooperation in Colombo Process Countries." The evaluation findings and recommendations will be used for informing IOM's future programming related to its technical support to the Colombo Process.

Implemented between June 2015 and May 2019, the project aimed to contribute to "strengthening labour migration governance across Colombo Process Member States (CPMS) through regional cooperation and increased policy coherence." The Swiss Agency for Development and Cooperation (SDC) funded this four-year project with a US\$2.5 million grant to IOM's country mission in Sri Lanka. The project has evolved considerably during the four years of implementation. Mainly, it focused on the following five thematic priorities of the Colombo Process:

- (1) Skills and Qualification Recognition
- (2) Fostering Ethical Recruitment
- (3) Pre-departure Orientation and Empowerment
- (4) Remittances; and
- (5) Labour Market Analysis

Methodology

This evaluation reviewed all available evidence, developed analysis and elicited feedback from practitioners and policymakers directly involved in the project. More specifically, it collected information via three methods:

- (1) review of official records and data
- (2) structured interview of key informants; and
- (3) survey among Thematic Area Working Group (TAWG) meeting participants.

The evaluation reviewed over 100 relevant project documents, interviewed 50 key informants, and received survey responses from 43 TAWG participants. To ensure that various viewpoints are represented in the information-gathering phase, the pool of interviewees and survey respondents represents the diverse mix of stakeholders involved in the project.

The collected data were analyzed qualitatively through context analysis and triangulation. The DAC Criteria for Evaluating Development Assistance—relevance, effectiveness, efficiency, impact and sustainability—were the primary criteria used in the analysis along with gender and human rights sensitivities.

More specifically, the evaluation aimed to understand to the extent possible:

- (1) Whether the project is suited to the priorities and policies of the CP, the CPMS, IOM, SDC and other stakeholders, and to what extent (relevance);
- (2) Whether the project attains its objective, and to what extent (effectiveness);
- (3) Whether the levels of outputs -- qualitative and quantitative -- in relation to the inputs is reasonable (efficiency);
- (4) Whether there are positive and negative changes produced by the project, directly or indirectly, intended or unintended (impact);

- (5) Whether the benefits of the project are likely to continue, and to what extent (sustainability); and
- (6) Whether gender and human rights concerns were streamlined into the project's design and implementation, and to what extent (gender and human rights sensitivity)

Key Findings and Evidence

This evaluation concludes that the project had the most progress in terms of relevance and to a limited extent in terms of effectiveness, gender and human rights sensitivities and impact. The project had the least progress in terms of efficiency and sustainability.

Most progress: Relevance

- **The components were closely aligned to the thematic priorities and objectives of the Colombo Process and other relevant stakeholders and has remained so during implementation and even after accounting for the programmatic changes introduced throughout the project duration.**
 - There was constant back and forth between the SDC, IOM and the CP Chair during the project design phase and consistent feedback was provided particularly if a proposed activity or area was seen as not necessarily relevant.
 - There was consistent effort to validate implementation plans as the project progressed as well as demonstrated efforts to build on recommendations raised in meetings.
 - Feedback from CPMS was especially sought if there were problems in implementation.
- **However, the activities and outputs of the project were not fully consistent with influencing the intended outcomes and objective.**
 - There was a disconnect between what the project wanted to do and what it expects to achieve. Successfully influencing many of the expected outcomes the project has chosen to influence would require some kind of policy change.
 - Yet, there was no corresponding investment on targeted activities that could facilitate such policy changes, such as consultations with policymakers and other stakeholders at the national level.
 - Except for the Comprehensive Information and Orientation Programme (CIOP) and the technical support to the Government of Sri Lanka, the project planned for no explicit activities linking the regional activities with national level activities.

Limited Progress: Effectiveness

- **The project made tangible progress on sharing knowledge and moving the discussion on thematic priorities beyond the CP Ministerial and Senior Officials Meeting (SOM).**
 - The project, especially through the TAWGs provided a regular and frequent space for interaction on focused thematic areas, which enabled the CPMS to gain a better understanding of each other and to create some sort of a common position and direction.
- **The project also had success in enlarging the space for civil society engagement within the CP.**
 - There was an initial reluctance among CPMS to include civil society groups in CP meetings and the project made clear efforts to increase Civil Society participation, particularly by involving Migrant Forum in Asia (MFA) representatives and inviting other NGOs.

- **However, there was very limited success in inspiring CPMS to use the knowledge that they have acquired during discussions at the regional level and turn this knowledge into tangible initiatives at home.**
 - A key challenge for the project was how to influence activities at the national level without providing the funding for implementation.
 - Although there was some progress in linking the regional discussion on skills and qualifications to the national level activities in Sri Lanka, national-level activities inspired by the project are mainly sporadic and primarily in countries where there is already an existing project that could readily finance follow-up activities, such as an in Pakistan and Bangladesh.
- **There was also room for improving the quality and utility of the knowledge products the project produced.**
 - There is reason to believe that the project was concerned not to appear to be criticizing governments, particularly their policies and activities, and that concern dictated the limited scope of commissioned research.
 - The studies commissioned explicitly called only for descriptions of policies and activities and not an assessment of how well they are implemented.
 - Comparisons across CPMS were discouraged, thereby limiting analytical insights that can be derived from the research commissioned.

Initial Progress: Impact and Gender and Human Rights Sensitivities

- **While it may be too soon to determine the full impact of the project, there is indication that the relevant project components “filtered up” and contributed to the Global Compact for Safe, Orderly and Regular Migration (GCM) and other pertinent global initiatives.**
 - The project also shaped how IOM as an organization think about labour migration, and how the experience working with the CP shapes IOM’s work in other regions, particularly on other Regional Consultative Processes (RCPs).
- **The project’s benefits however did not filter down and led to a profound change in the everyday realities of migrant workers,** who are the ultimate beneficiary of the project’s objective of strengthening labor migration governance.
- **Gender was broadly infused throughout the project,** particularly in the TAWGs, and during discussion on financial inclusion; recruitment, and pre-departure orientations.
 - The project had a close partnership with UN Women, which was invited in many meetings throughout the four years of implementation, and tried to incorporate experiences and concerns of CPMS with substantial women migrants, such as Indonesia and the Philippines, particularly on how to better protect domestic workers.
- **The project also tried to more fully incorporate civil society’s voice in the meeting discussions by inviting civil society organizations,** such as MFA, while the close partnership with International Labour Organization (ILO) allowed for the project to support ILO’s effort to promote ratification and implementation of key labour standards of relevance to migrant worker.

Least Progress: Efficiency and Sustainability

- **The project activities went through drastic and constant revisions and significant delays during implementation. Although many activities were ultimately undertaken, most were delivered late, and some were eventually cancelled after major delays and much resource already poured into them.**
 - In total, the project attempted to implement 54 different activities, only 37 percent of which were included in the original proposal. Around 54 percent of the activities were added during implementation while another 9 percent were modified activities.
 - The project consistently met deadlines with regards to supporting meetings particularly of the TAWGs.
 - Some of the activities were completed but with minor delays such as revision of the CP website, while others face major delay such as the activities related to CIOP Phase II.
 - Some of the knowledge projects were not completed at all and were cancelled during implementation including the LMR operational guide and the publishing of the mapping of existing recruitment monitoring practices and complaints mechanism
 - The biggest item canceled was the activities aligned with the Skills pilot, a project component outsourced to the International Labour Organization (ILO) because it failed to identify employers in the United Arab Emirates (UAE) who are willing to pay the minimum wage requirement of the Sri Lankan government.
 - There are also activities that have not been completed as of April 30, 2019, including four studies commissioned in the fourth year.

- **The nature of these delays is linked to the weak capacity of the management system created to support the project's voluminous and constantly changing sets of activities.**
 - Despite the strong leadership commitment within IOM Sri Lanka to implement the project, serious problems were encountered including:
 - inadequate staffing levels leading to a heavy workload;
 - a mismatch between the skills and experience of the staff with project requirements; and
 - inadequate supervision, review and reporting mechanism focused mainly on completing activities and not on achieving needed results.

- **The delay and the weak management capacity can be traced to the resource allocation decisions that were made during implementation that do not commensurate with intended results.**
 - The resources allocated to the core staff and other IOM offices proved inadequate. A larger part of the budget should have been used to hire adequate staff to fully support the responsibilities of the core team.
 - The project did not budget enough to cover time and services of the other IOM offices involved in project implementation which is important given IOM's projectized structure.
 - Adequate resources were not allocated to operationalizing activities at the national level.
 - Nearly 10 percent of the budget ended up not being spent or committed anyways with only a month before the project ends. There was no plan to extend the project in order to spend the remaining amounts and any balance by May 31st would be returned to SDC.
 - There was built-in fragmentation with how the project was set up, with multiple levels of coordination with partners within and outside IOM, complicating coordination and decision-making.

- There was lack of an efficient process in obtaining feedback from project partners, particularly the CPMS.
- **There is little indication that the CP Technical Support Unit, a regional institution created and funded through the project, would be embedded within the CP, or in any other institutional structures that are likely to survive beyond the life of the project.**
- **In terms of whether the CP or other actors have any plans to continue making use of the services/products produced in the project, the prospect is mixed.**
 - It is not clear from the project document and interviews whether the Information Technology (IT) component of the project will be embedded in the CP.
 - There is a reason to believe that products related to the CIOP Phase 1 and 2 would most likely be used in CIOP Phase 3 thus extending their utility beyond the project. However, the same cannot be said for certain on the other knowledge products the project produced.
- **The project also never had a clear exit strategy.**
 - Project documents suggest that the sustainability of the CP TSU was first raised in March 2018, or nearly three years into project implementation.

Recommendations

Moving forward, this evaluation recommends continuing support to the CP, and its activities mainly by taking two complementary routes:

First, it is important to ensure that the project deliverables and outputs are put to use. The numerous consultations, meetings and conferences the project convened, particularly the TAWG meetings, produced numerous recommendations. It is unlikely that all or even most of these recommendations can be followed up and realized, however, there is value in identifying which particular recommendations could be prioritized and explored further after a review of available and potential resources as well interest among CP MS and other stakeholders.

On top of the recommendations, these convenings also discussed new information and insights, including best practices as well as challenges, which could be mapped, compiled and then presented in a more coherent and accessible manner. It is also important to make sure that research commissioned by the project, and their findings, are actively disseminated, at the very least, within CPMS, but ideally to a wider community.

Another important discussion that still needs to be made is how the IT component of the project could be embedded in the CP, particularly on whether and how the website and the online repository, would be maintained.

Second, it also important to build on especially promising components of the project

There is value in exploring with TAWG members to see how can the meetings be continued. A few of the TAWGs, particularly the TAWG on recruitment and skills, held more meetings and there could be interest to continue. Given that CIOP Phase 3 is slated to continue, there could also be sustained interest among the Pre-Departure Orientation and Empowerment (PDOE) TAWG members to keep convening.

It is also important to explore if and how could the CP TSU continue in the short to medium term. One of the upsides from the challenges the project faced in the last four years is that much now has been learned on how to better implement the CP TSU if it continues in the future.

Some of the lessons that must be considered seriously include the following:

- 1. Strong governance structure supported by adequate staff:** It is clear that the level of technical support CPMS requires, especially if the thematic focus remains extensive, is huge. An under resourced and overstretched staff leads to a sub-optimal working condition characterized by long hours and a hectic schedule, which then contributes to high turnover rates further exacerbating the problem. This vicious cycle can be avoided through proper manpower planning at the very outset.
- 2. Aside from the actual staffing levels, it is also important that the skills and experience of the staff match those required for the project.** The CP TSU, as its name implies, should be a technical support office, not a secretariat, and its utmost value in the future ultimately rests on it fulfilling that role. It is important to have experienced staff with the technical expertise and mastery of the subject matters the CPMS find important. The ultimate goal must be to shape future directions and influence CPMS and other actors to take optimal policy and programmatic routes, as dictated by the evidence.
- 3. Active supervision, review and reporting mechanism focused on achieving results, not completing activities.** The CP TSU, if it continues, should also be cognizant of the need to more systematically understand what has been achieved, and not just what was done. This can only be realized if a more active and independent monitoring and evaluation system (M&E) is put in place. The M&E system must be well integrated into the CP TSU's governance structure and implementation plans.
- 4. Judging from the way evaluations are circulated and discussed within the organization, there seems to be a culture of fear in M&E within IOM, which needs to be addressed.** The project did not share a copy of an internal, mid-term evaluation. Informants noted too that there were also different versions of that evaluation circulated among IOM Staff, with some staff receiving the full version, others a condensed version, while others are not allowed to see it at all. This practice is not in accordance with IOM's evaluation policy, which requires full disclosure of evaluations to the public. Indeed, evaluations are most useful when they are accessible to the public and transparent as espoused by various normative documents of the evaluation profession including the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation, the IDEAS ethical principles, and the American Evaluation Association Guiding Principles.
- 5. Efficient allocation of resources to where and when it is actually needed.** If continued, the CP TSU must also run as efficiently as possible. This would require addressing the built-in fragmentation with how the project was initially set up, with multiple levels of coordination with partners within and outside IOM complicating coordination and decision-making. There must be concerted efforts to streamline communication and minimize waste of time. It is also important that the budget is allocated to cover time and services of the other IOM offices involved in project implementation, particularly the focal points, given IOM's projectized structure.
- 6. Supporting independent research is an important goal to uphold.** There should also be a certain degree of independence given to researchers in terms of how they administer research, but also some

freedom to review and provide critique on government policies and activities, as long as they are grounded on the evidence.

7. **Creating CPMS ownership of the CP TSU by integrating research more closely within government institutions.** Lastly, is also important that the CP TSU serves as a catalyst for CPMS to further improve their own technical expertise. There is room for working directly with CPMS government institutions, many of whom already conduct their own research on various labour migration issues and would greatly benefit from additional infusion of resources, financial and otherwise. This ensures that future interventions of the CP TSU are more sustainable. The CPMS are in a better position if an institution, like the CP TSU, treats it as an active partner in generating knowledge and not just passive recipients. This collaborative approach is all the more important given the fact that research findings can easily become obsolete.

I. Introduction

This report is an external final evaluation of the International Organization for Migration (IOM) regional project on “Strengthening Labour Migration Governance through Regional Cooperation in Colombo Process Countries.” The evaluation assesses the project’s overall contribution to the strengthening of labour migration governance across Colombo Process Member States (CPMS), particularly efforts towards regional cooperation and policy coherence.

This evaluation reviews all available evidence, develops analysis and elicits feedback from practitioners and policymakers directly involved in the project. It attempts to identify the project’s strengths and weaknesses as well as good practices, lessons learnt and possible areas for improvement that could be applied to similar future projects. The evaluation’s focus is to produce practical recommendations and strategies grounded in the evidence. It aims primarily to inform and strengthen IOM’s future programming related to its technical support to the Colombo Process (CP).

Divided in 6 sections, the evaluation report begins with a brief background over the project’s main components including expected deliverables while sections two and three describe the evaluation’s purpose and methodology. Section four outlines the evaluation’s main findings and evidences with a focus on seven criteria: relevance, effectiveness, efficiency, impact, sustainability, and gender and human rights sensitivities. The report ends with a set of recommendations on strategic direction and practical actions for implementation. An annex section is also included comprising three parts: (1) a case study of the effectiveness of the Skills Pilot, a component of the project sub-contracted to the International Labour Organization (ILO); (2) the complete list of individuals and documents consulted to inform this report, and (3) the evaluation tools used.

II. Project Background

Between June 2015 and May 2019, IOM Sri Lanka implemented a regional project with an objective of contributing to “strengthening labour migration governance across Colombo Process Member States (CPMS) through regional cooperation and increased policy coherence.” The Swiss Agency for Development and Cooperation (SDC) funded this four-year project with a US\$2.5 million grant to IOM’s country mission in Sri Lanka.

Established in 1951, IOM is an inter-governmental organization in the field of migration with 173 member states and offices in over 100 countries. It is dedicated to “promoting humane and orderly migration” and provides services and advice to governments and migrants.

Established in 2003, the CP is a Regional Consultative Process (RCP) on the “management of overseas employment and contractual labour for countries of origins in Asia.” It describes itself as a “member state-driven, non-binding and informal forum on issues of common interest and concern relating to labour mobility.” The CP currently includes 12 states – Afghanistan, Bangladesh, Cambodia, China, India, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand and Viet Nam.

The project was initiated in a socio-political climate characterized by increasing difficulties in regulating recruitment practices across borders and in effectively disseminating information to current and prospective migrant workers. It also began at a time where the CPMS, along with destination countries, have explicitly recognized the importance of partnership and collaboration particularly on improving protection for migrant workers and ensuring effective labor matching.

As will be described at length later, the project evolved considerably during the four years of implementation. In its original conception, it aimed to support ongoing CPMS initiatives by achieving the following three outcomes:

- **Outcome One:** Increased adherence to global ethical recruitment standards and practices by governments and recruitment intermediaries among CPMS;
- **Outcome Two:** Improved pre-departure orientation to enhance migrants' welfare in countries of destination;
- **Outcome Three:** Policy-makers are able to better plan skills enhancement and placement schemes for migrant workers in United Arab Emirates and Kuwait.

It also envisioned hiring a "technical expert" and providing "financial resources to support initiatives of nascent working groups" within CPMS with "a view to institutionalize these groups in the medium term."

III. Evaluation's Purpose, Scope and Limitations

A. Evaluation's Purpose

The evaluation findings and recommendations will be used for informing IOM's future programming related to its technical support to the Colombo Process. The evaluation report's primary audiences are the IOM staff involved in managing and implementing the project components and activities as well as IOM's senior management. Another important audience is the SDC. As the donor of the project, they can assess value of money for and effectiveness of the project that they have funded. The evaluation report will be shared with CPMS, ILO, UN Women and Migrant Forum in Asia (MFA) and other stakeholders interviewed and consulted during the information-gathering phase.

B. Evaluation's Scope and Limitations

The evaluation's scope and limitation, given the short time frame allotted and the limited funds available, must also be considered. The evaluation's scope only covered project components implemented between June 1, 2015 and April 30, 2019. It is also important to note that given that many of the informants are based in different parts of the world, all interviews were conducted by phone and Skype and not in person. The original budget did account for a field visit to Sri Lanka but it was cancelled at the last minute due to heightened security issues linked to recent terrorist attacks in Colombo and elsewhere in Sri Lanka. IOM and many offices, including government establishments, were for the most part of April and May either closed or only open at limited times due to government-imposed curfews. Ultimately, however, the cancellation of the field work did not negatively affect the quantity and quality of information, only the efficiency of gathering the needed information. The cancellation made the collation of project documents and other data extra difficult since additional coordination needed to be done primarily via phone or online. More than 75 per cent of interviewees are also not based in Sri Lanka given the regional nature of the project and the fact that many of the former IOM staff and other informants previously based in Sri Lanka during project implementation have since moved out of Sri Lanka.

It is important to note too that IOM Sri Lanka has not yet shared a copy of an internal, mid-term review conducted on the project citing possible "confidentiality issues" and pending the approval of the release of the

report from IOM senior management. Various key informants who have seen the report did share the findings with the evaluator. It would have been ideal if their interpretation of the findings can be verified by the reading of the actual report.

Another limitation is that a continuous monitoring and evaluation system was not integrated into the design and implementation, which essentially limits the type of data available for analysis. Although the project delivered reports tracking on the progress of the activities, there are no data collected that could for instance adequately gauge the quality and impact of the activities conducted. For instance, the project tracked the number of meetings that were hosted by the project but did not solicit feedback from the meeting participants themselves on the quality of the meetings.

The evaluator overcame that limitation by modifying the evaluation during the information-gathering phase, including by increasing the number of in-depth key informant interviews from 30 to 50 to reflect the highest diversity of views possible, adding a survey with TAWG participants, and expanding the review of official documents. In this way, the information, opinions and observations, particularly in contentious areas, such as on how and why particular project management decisions were made, can be triangulated from different sources.

IV. Methodology

The evaluation adopted a highly participatory process. It actively consulted with relevant CPMS officials and destination countries, the IOM and its partners, including the civil society, and the private sector.

Data collection

It collected information via three methods: a review of official records and data, structured interview of key informants and by administering an online questionnaire among TAWG participants.

1. Review of official documents and data

The evaluation assessed IOM's management of the project in reference to relevant Colombo Process Declarations and established targets and objectives. It reviewed all relevant project documents, including annual and other interim progress reports and the outcomes of annual review meetings, in addition to the original project proposal and log frame. Over 100 project documents were included in the review as listed in Annex 2.

2. Structured interviews of key informants

Structured in-depth interviews with 50 key informants complemented findings from the review of official documents. The interviews, conducted via Skype or phone between April and May 2019, include 13 staff members directly involved in managing and implementing the project, including the current and former project managers as well as the current and former Chiefs of Mission of IOM Sri Lanka. The interviewees also include senior officials from 7 CPMS, including senior officials from Nepal and Sri Lanka, the two countries holding the CP chairmanship during the project's implementation. Three current and former SDC officials directly involved in the both design and implementation phase of the project were also interviewed along with 27 other implementing partners within and outside of IOM, including individuals directly involved in the project's design phase.

To ensure that various viewpoints are represented in the information-gathering phase, the pool of interviewees represent the diverse mix of stakeholders involved in the project. As figure 1 below shows, the list includes both current and former members of the project management team, as well as IOM staff based in

the regional office, the headquarters in Geneva and in IOM country missions. Implementing partners within the UN, such as the ILO, UN Women and the International Fund for Agricultural Development (IFAD), were also interviewed along with representatives in the private sector, civil society as represented by the Head of Migrant Forum in Asia, and countries of destination, including a senior adviser to the ADD. The evaluation also interviewed seven consultants hired to support the project. Please see Annex B for a complete list of interviewees.

Figure 1 Interviewees by type of affiliations

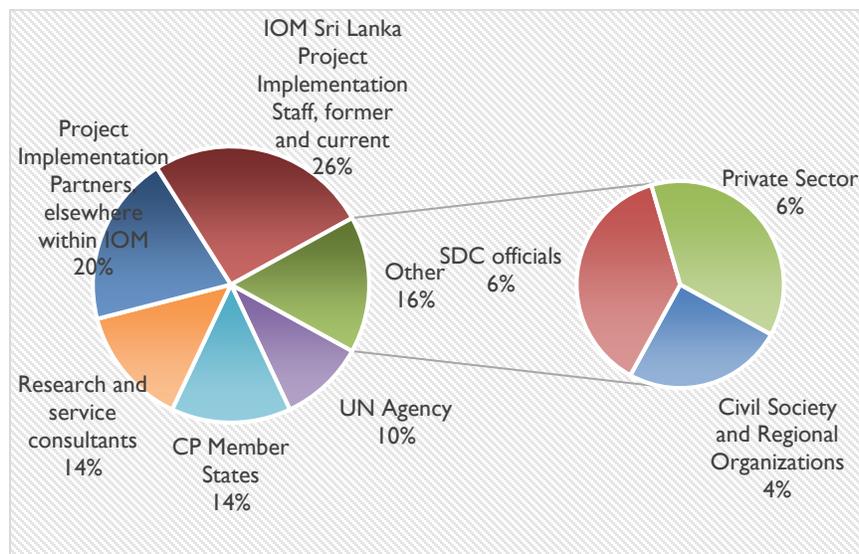
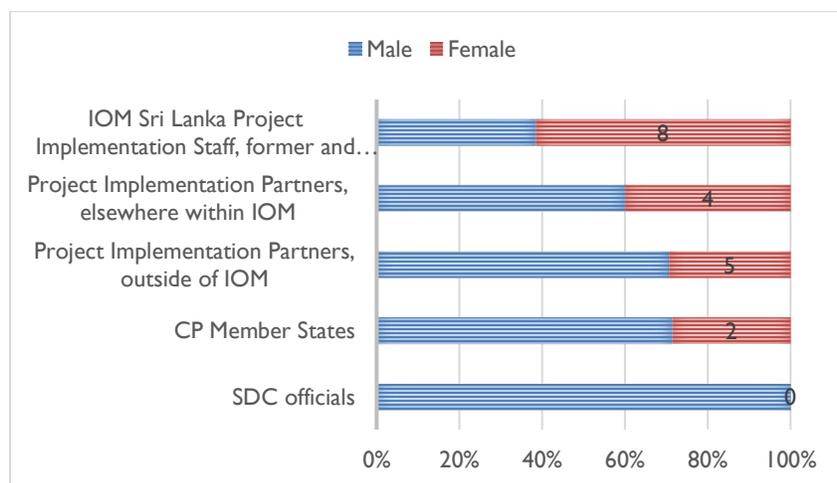


Figure 2 Interviewees by type of affiliation and sex



The interviews were in-depth: a large majority lasted more than an hour, with a few interviews taking nearly two hours. In total, 43 hours of interviews were conducted via phone and Skype. It followed a pre-established but flexible protocol to ensure that each discussion addresses the same set of themes while still allowing for

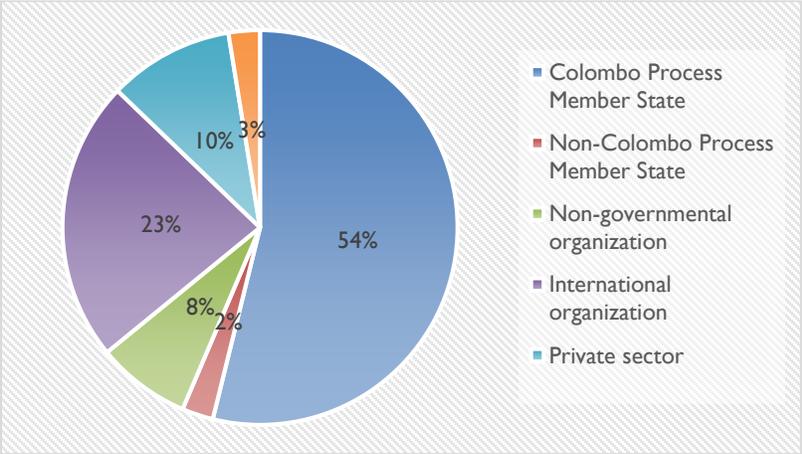
some degree of natural conversation and free association. To maximize as much as possible the gathering of feedback, the evaluation also provided key informants who cannot be interviewed by phone or Skype the opportunity to provide answers in writing and two informants took advantage of that option.

To facilitate a freer discussion, interviewees were made aware in the beginning of the interview that only the information, ideas and/or opinions expressed during the interview will be used in the drafting of the evaluation and there will be no mention of actual names in the report’s text, unless with explicit authorization or request from the interviewees themselves.

3. Survey

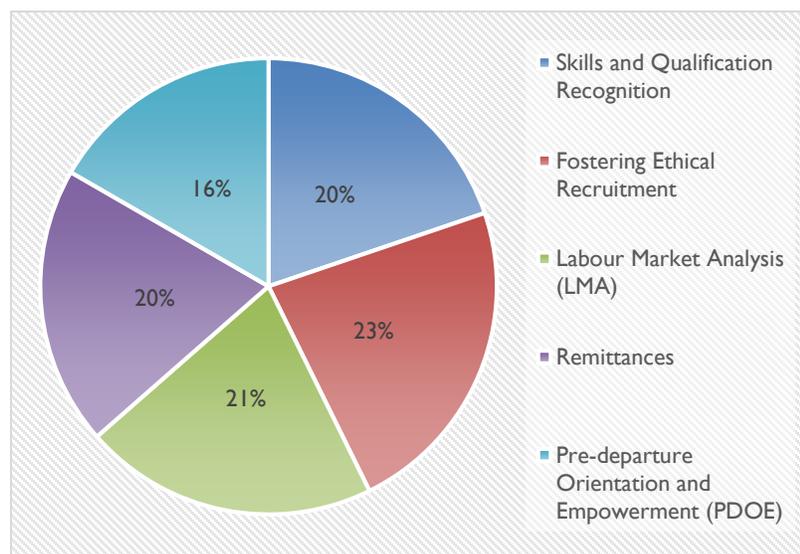
Lastly, the evaluation also administered a survey capturing the satisfaction and insights of the participants of the TAWGs. A total of 43 TAWG participants answered the survey, or 30 percent of the total participant pool. There is almost an equal representation from the five TAWGs and nearly half of the participants are government officials, as figures 3 and 4 below show.

Figure 3 Survey Respondents by Affiliation



Source: Survey of TAWG meeting participants conducted to inform this evaluation, April to May 2019.

Figure 4 Survey Respondents by Thematic Working Area Group Meetings Attended



Source: Survey of TAWG meeting participants conducted to inform this evaluation, April to May 2019.

Evaluation Criteria and Questions

The data collected from the review of official documents, key informant interviews and the online questionnaire were analyzed qualitatively through context analysis and triangulation. Information is rarely complete and integrating and triangulating information from different sources is critical in deriving at verifiable conclusions.

The DAC Criteria for Evaluating Development Assistance—relevance, effectiveness, efficiency, impact and sustainability—were the primary criteria used in the analysis along with gender and human rights sensitivities.

More specifically, the evaluation aimed to understand to the extent possible:

- (1) Whether the project is suited to the priorities and policies of the CP, the CPMS, IOM, SDC and other stakeholders, and to what extent (relevance);
- (2) Whether the project attains its objective, and to what extent (effectiveness);
- (3) Whether the levels of outputs -- qualitative and quantitative -- in relation to the inputs is reasonable (efficiency);
- (4) Whether there are positive and negative changes produced by the project, directly or indirectly, intended or unintended (impact);
- (5) Whether the benefits of the project are likely to continue, and to what extent (sustainability); and
- (6) Whether gender and human rights concerns were streamlined into the project's design and implementation, and to what extent (gender and human rights sensitivity)

More specifically, the evaluation was guided via the questions and sub-questions outlined in Table 1 below.

Table I Evaluation Criteria and Questions

| Criteria | Evaluation Questions and Sub questions |
|------------------|--|
| A. Relevance | <ol style="list-style-type: none"> 1. Have the various project components including the strategies/ approaches adopted to implement them been relevant and appropriate to the thematic priorities and objectives of the Colombo Process and other relevant stakeholders <ol style="list-style-type: none"> a. Was a needs assessment carried out, in which the needs of the target group were clearly assessed and the services required mentioned in accordance with the situation? 2. Do the project's expected outcomes and outputs remain valid and pertinent either as originally planned or as subsequently modified? <ol style="list-style-type: none"> a. In the course of the project period, were there changes in the intended outcomes and deliverables? Were the changes mandated by CPMS, whether in part or collectively? What was the wisdom for the changes? 3. Was the project design in terms of its logic and coherence appropriate in addressing the project's objective? <ol style="list-style-type: none"> a. Are the activities and outputs of the project consistent with the expected outcomes? b. Are the activities and outputs of the project consistent with the attainment of its objectives? |
| B. Effectiveness | <ol style="list-style-type: none"> 1. To what extent was the objective achieved or likely to be achieved? <ol style="list-style-type: none"> a. Have the various project components and activities, including the mechanisms of operation were put in place, contributed to the project objective and outcomes. 2. What were the major factors influencing the achievement or non-achievement of the objectives? <ol style="list-style-type: none"> a. Is there synergy in the various activities, frameworks and strategies introduced by the project towards addressing core outcomes? b. Has the collaboration with the partners involved in the project implementation been effective and has it contributed to the project objective and outcomes? |
| C. Efficiency | <ol style="list-style-type: none"> 1. Were the project activities undertaken and were the outputs delivered on time? 2. Were the staffing of the project and the management system in place adequate and efficient? <ol style="list-style-type: none"> a. Was the technical support from relevant IOM offices to the project adequate? 3. How well are the resources (funds, expertise and time) being converted into results? <ol style="list-style-type: none"> a. What cost-efficiency measures have been taken for the various project components? |
| D. Impact | <ol style="list-style-type: none"> 1. What has happened as a result of the project? Was there evidence of change – positive or negative? If so, what contributed to this change? If not, why not? <ol style="list-style-type: none"> a. To what extent have the relevant project components contributed to the SDGs, the GCM, and other pertinent global and regional initiatives? b. How has the project contributed to the Colombo Process' engagements with other consultative processes and forums? 2. Were there any unintended changes – positive or negative – in the lives of recipients and in their environment? What were they? 3. What real difference has the project made to the beneficiaries? Were they directly or indirectly related to the project or due to external factors? |

| Criteria | Evaluation Questions and Sub questions |
|---------------------------------------|--|
| E.Sustainability | <ol style="list-style-type: none"> 1. To what extent would the benefits of the project likely continue after donor funding ceased? 2. How far is the project embedded in institutional structures that are likely to survive beyond the life of the project? <ol style="list-style-type: none"> a. Are funds likely to be made available for the results to be supported institutionally? b. Do the CP, CPMS, IOM, SDC and other stakeholders have any plans to continue making use of the services/products produced in the project framework? 3. What measures are in place to ensure that produced deliverables are adopted, utilized, replicated, etc? <ol style="list-style-type: none"> a. Does a sensible exit strategy exist including schedule and guidelines for the transfer of responsibility and activities to government departments and/or development organizations? |
| F.Gender and Human Rights Sensitivity | <ol style="list-style-type: none"> 1. Was a gender analysis of the project conducted? And if so, does the gender analysis informed the design of the project and how? 2. Are gender-specific indicators used? Are the data and indicators disaggregated by gender where applicable? 3. Was the project designed and developed on the basis of the promotion and protection of human rights as set out in key international and regional human rights instruments? |

V. Findings and Evidence

A. Relevance

Relevance measures the extent to which the project is suited to the priorities and policies of the target groups, recipients and donors. There are two critical areas important in understanding the relevance of a project:

- (1) the extent of the project's alignment to priorities of target groups as proposed and during implementation; and
- (2) the logic and coherence of the project design in relation to project's expected outcomes and objective.

This evaluation finds that the project is partially relevant. The components are closely aligned to the thematic priorities and objectives of the Colombo Process and other relevant stakeholders and has remained so during implementation and even after accounting for the programmatic changes introduced throughout the project duration. More specifically, the evaluation finds that:

- There was constant back and forth between the SDC, IOM and the CP Chair during the project design phase and consistent feedback was provided particularly if a proposed activity or area was seen as not necessarily relevant;
- The project's thematic priorities aligned very closely with official CP pronouncements and related documents not only during the design phase but also during implementation;
- There was consistent effort to validate implementation plans as the project progressed as well as demonstrated efforts to build on recommendations raised in meetings; and
- Feedback from CPMS was especially sought if there were problems in implementation.

However, the types of activities and outputs of the project are not fully consistent with the intended outcomes and the overall attainment of its objective. There is a disconnect between what the project wanted to do and what it expects to achieve. More specifically, the evaluation finds that:

- The expected outcomes the project has chosen to influence would require some kind of policy change at the national level;
- However, there is no corresponding investment on targeted activities that facilitate such policy changes, such as consultations with policymakers and other stakeholders at the national level. Except for the CIOP and the technical support to Sri Lanka, the project planned for no explicit activities linking the regional activities with national level activities.
- Majority of the activities would fall under either discussions or drafting of knowledge products, and of those discussions and knowledge products, an overwhelming majority are at the regional level.

I. Project alignment with CP, SDC and IOM priorities

Although there was no formal needs assessment conducted when the project was designed in 2014, IOM, particularly the Labour Mobility and Human Development (LHD) team in Geneva, the Asia-Pacific Regional Office (ROAP) in Bangkok and the country mission in Sri Lanka, conducted extensive and active consultation with the SDC and the CP Chair-in-Office represented at that time by the Sri Lankan government.

As Box 1 outlines below, there was constant back and forth between the SDC, IOM and the CP Chair during the project design phase and consistent feedback was provided particularly if a proposed activity or area was seen as not necessarily relevant. What came out as a final project document is a balanced document— a validation from three different actors: the SDC, IOM and the CP Chair.

Box 1: The Project's Design Process

In 2014, The UK Department for International Development's (DFID) funding of the CP activities was coming to an end and IOM was looking for a new funding program. At the same time, SDC expressed interest in expanding its labor migration portfolio particularly in the same countries that are members of the CP. In its own assessment of RCPs worldwide, the SDC concluded that the CP is one of the most active and most promising RCPs given its strong labor migration focus. Out of the 31 RCPs at that time, only two were specifically focused on labor migration. The CP was also working on three particular areas that the SDC either has been historically active or has shown recent interest: recruitment, skills development and pre-departure orientation.

After being invited as an observer to the CP Ministerial meeting, SDC invited IOM to submit a project proposal in close coordination with the CP Chair. IOM saw the potential project as an "engine" for the CP: a "means of getting the CPMS to be more active and more productive" in implementing actual projects that could elevate the CP from being just a "talk shop".

The IOM LHD in Geneva, in close coordination with the SDC, took the lead in preparing the proposal by putting together basic ideas on possible project priorities. IOM then "brainstormed" over these ideas with the Sri Lankan ambassador as the Geneva based CP Chair as well as consulted with Sri Lankan officials in Colombo and the governments of Bangladesh and the Philippines to inquire if and how they wanted to participate in the project. Sri Lanka expressed interest in a project on skills recognition while the Philippines and Bangladesh were interested in pre-departure orientation and recruitment respectively.

IOM also designed the specific activities funded by the project in close coordination with SDC. For instance, the project component on Outcome 3, implemented by ILO and focused on Sri Lanka, complemented another SDC funded ILO project also in Sri Lanka— the National Labor Migration Policy project. For the SDC, it was crucial that support to the government of Sri Lanka is coursed through the ILO to ensure a holistic approach towards a national labor migration discussion, including in the context of skills development. Thus, SDC enlisted ILO as an implementing partner to the project: a decision with important implications as will be discussed at length later. In the same manner, the ADD initially decided to conduct the Skills Pilot only with three countries: India, Pakistan and the Philippines. SDC offered to the government of the United Arab Emirates to also support the Skills Pilot if Sri Lanka is included in the pilot.

The same observation could be made on the CIOP component of the project. The idea behind the project came about in 2014 during the 3rd ADD ministerial consultation in Kuwait. The government of the Philippines, supported by IOM Manila, shared a project proposal on a comprehensive information and orientation program for migrant workers', pre-departure and post arrival education program. The SDC, which also attended that meeting, and the ADD Secretariat then discussed and agreed to support the proposal.

Alignment with official pronouncements

Given the manner in which the project was designed, it is not surprising that the project's thematic priorities aligned very closely with official CP pronouncements and related documents. For instance, the project's thematic priorities mirror the Sri Lankan chair's strategic vision for the CP endorsed by the CPMS at the

Senior Officials' Meeting on May 2014. During the second year of the project, the CPMS endorsed the Colombo Declaration, which explicitly recognized the same CP thematic priorities including the establishment of the CPTSU and its key tasks. The alignment with the CP priorities continues well into the third year. During the CP Chairmanship handover from Sri Lanka to Nepal, the new chair confirmed to further build on the previous decisions and recommendations of the CP including the activities and priorities of the CPTSU.

Continued efforts to validate implementation plans

The project also demonstrated continued and consistent effort to validate implementation plans during implementation. A review of project documents and interviews with various informants strongly suggest that the management team consistently presented plans in the respective thematic areas and asked for feedback, particularly if the CPMS want to see a specific activity or area to be changed.

There were demonstrated efforts to build on recommendations raised in meetings. For instance, the second symposium organized under outcome 1 on ethical recruitment built on the key recommendations from the first symposium. Similarly, in preparing for the study on complaints mechanism, the inputs received at the consultation with CPMS and other stakeholders were fed into shaping the specific objectives, scope and structure of the mapping report.

Another example is the Terms of Reference (TOR) preparation for a study assessing labor market trends and skills profiles of Sri Lankan migrant workers in the construction industry. ILO revised the TOR after a request from the Government of Sri Lanka during the project's inception meeting to include primary data. Given the limited budget, ILO restricted the assessment to just one destination country— a key change in methodology that IOM and SDC also endorsed.

Interestingly, feedback from CPMS was especially sought if there were problems in implementation. For instance, during the third year of implementation, the project had difficulties in commissioning the Operational Guide for Labour Market Analysis (LMA). The CP TSU asked for direction from the TAWG Chair on Labour Market Analysis and with the consent of the TAWG Chair, the CP TSU convened a TAWG meeting and asked for feedback for other research products that can replace the Operational Guide. Participants deliberated over three options and agreed on a baseline survey of Labour Market Information (LMI) systems of selected CPMS. In the same discussion, the CP TSU also presented two ideas for capacity building activities: a training workshop for labour attaches or a regional workshop on experience sharing of job fairs and market promotion. The participants, again after much discussion, agreed to proceed with the former.

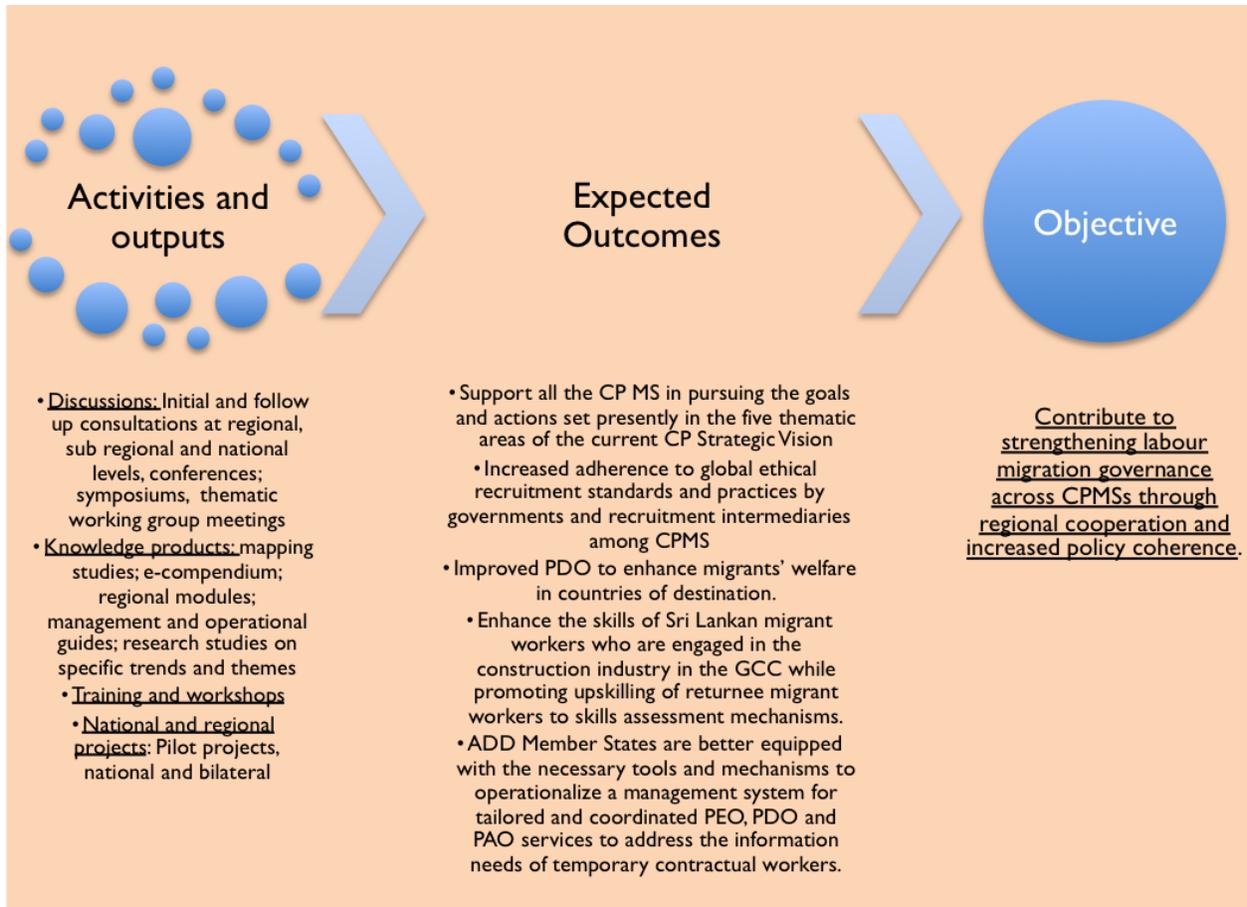
Indeed, as will be discussed at length in the section on efficiency, many of the project activities went through revisions, especially in response to the developments within the CP. These modified activities still reflect the priorities of key stakeholders particularly the CP, and thus do not have a negative effect on the project's alignment to CP priorities. However, as will be discussed next, the changes have a negative effect on the project's design logic and coherence.

2. Project's design logic and coherence

Alignment to priorities of target groups as proposed and during implementation is just one aspect in assessing relevance. Another critical component is the logic and coherence of the project design in relation to project's expected outcomes and objective. The question here is whether the activities chosen are the right kind of activities in the first place based from the expected outcomes and the objective of the project.

A close review of the project’s results matrix suggest that the activities and outputs of the project are not fully consistent with influencing the intended outcomes and objective. There is a disconnect between what the project wanted to do and what it expects to achieve. And the problem is not over the lack of variety of activities. In fact, there is a wide range of activities included in the project, from thematic working group meeting to pilots, as can be seen in figure 5 below. The problem relates over what type of activity was actually prioritized.

Figure 5 Project Activities, Outcomes and Objective



Source: Author’s rendition.

Although there were a wide variety of activities offered throughout the project, most would fall under either discussions or drafting of knowledge products, and of those discussions and knowledge products, an overwhelming majority are at the regional level. This should not be surprising given that the project is on the CP, which is obviously a regional-level organization. However, successfully influencing many of the expected outcomes the project has chosen to influence would require some kind of policy change at the national level. For these policy changes to occur, however, there must be a corresponding investment on targeted activities that support policy changes, such as consultations with policymakers and other stakeholders at the national level.

Regional-level activities do not automatically filter down without corresponding national level activities. For instance, influencing expected outcomes such as “increasing adherence to global ethical recruitment standards and practices by governments and recruitment intermediaries among CPMS” would require activities at the national level on how to bridge that gap especially since CPMS are in a markedly different level in terms of recruitment standards and practices, with some countries significantly more advanced than others. The same observation applies with knowledge products like regional mappings and modules. They have to be utilized at the national level to fully maximize their value.

There seems to be an implicit assumption in the project design that either the CPMS themselves, or other organizations would provide that missing link. In the case of the CIOP Phase II, it is clear that the UAE government would come in with funding for phase III, but that could not be said in terms of the other project components.

An ever changing workplan

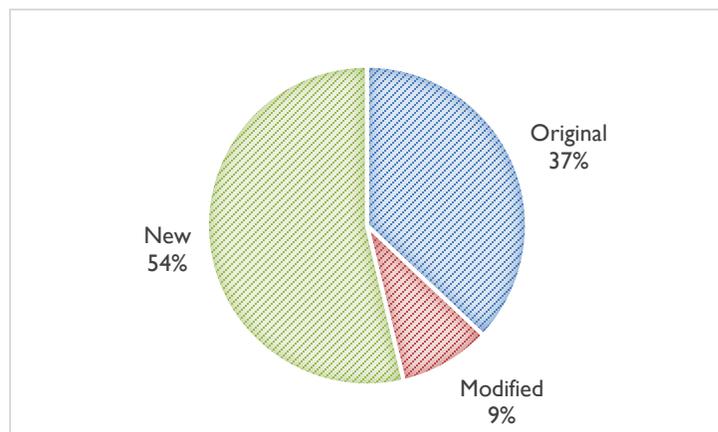
The changes in activities, as noted earlier, also have a further negative effect on the project’s design logic and coherence. Essentially, the project activities depended on the developments within the Colombo Process. Thus, to a large extent, the project document was designed to the high level with a set of aspirational themes and activities. As an informant puts it: there were a lot of “variables and question marks” at the time of developing the project. For this reason, much of what was put into the proposal, especially what has been implemented in the past four years and what was in the project document did not match. There was so much of a mismatch that the project transitioned from reporting based on the results matrix and started reporting, basically on what the actual project implementation was about.

Indeed, by the third year, the annual report to SDC contained the following disclaimer in presenting the project’s Results Matrix:

The results matrix below has not been formally revised since its original development. However, during project implementation multiple donor-approved changes have been made to the activities, and while progress on these activities is recorded in the narrative sections above, this is not necessarily reflected or in full alignment with the original matrix indicators below, which were set prior to the project start.

In total, the project attempted to implement 54 different activities, only 37 percent of which were included in the original proposal. Around 54 percent of the activities were added during implementation while another 9 percent were modified activities. (See figure 6 below)

Figure 6 Project Activities by Type



Source: Evaluator’s analysis based on review of project documents and informant interviews.

The problem with keeping up with the work plan became very apparent by the second year of implementation. In a report to SDC, the project noted the need for “re-adjusting” the workplan due “to the complex coordination with multiple stakeholders required for planning each project activity and major changes made to some outputs through consultation with the donor.” The changes were quite fundamental to the point that some of the output indicators “have become irrelevant” according to the review report. The project team, in a report to SDC, recognized that it “will not be able to make progress towards Outcomes unless necessary adjustments are made to the Results Matrix after a thorough review.” This planned review, unfortunately, did not happen. Except for Outcome 3, the Results Matrix has remained the same.

The modifications affected some of the original results statements, particularly in Outcome 2 where all of the activities except for one was replaced by other activities that are only partially related. As table 2 shows below, five of the seven activities supporting the Comprehensive Information and Orientation Program 1(CIOP)) were cancelled to support CIOP 2 while the two activities supporting the operation of Migrant Resource Centers (MRCs) were replaced with a consultation meeting on the Global Compact on Migration (GCM). CIOP 1 and 2 are interrelated, although the focus on Phase 1 was on Pre-departure Orientation (PDO), which targets migrants that are about to depart, and thus directly contributes to the Outcome 2, while CIOP 2 focused on Pre-employment Orientation (PEO), which targets prospective migrants and the general public in countries of origin. A review of the meeting documents shows that the GCM consultation had some discussion over PDO, along with a wider range of topics, but not on MRCs.

Table 2 Status of Activities under Outcome 2: Improved PDO to enhance migrants' welfare in countries of destination.

| Planned Activities | | Status |
|--|--|--|
| Comprehensive Information and Orientation Program (CIOP) I | Comparative mapping of all national PDO programmes | Completed |
| | Drafting of Regional Modules using consolidated references and materials: PDO and Programme Management Framework | Completed |
| | Two (2) Regional TWG Meetings involving 6 CPMS and 6 GCCs (Manila and Kuwait) | Canceled, funds reallocated to CIOP II |
| | Final Writing of the PDO Module and Programme Management Framework | Canceled, funds reallocated to CIOP II |
| | Development of the primer on Regional PDO and Programme Management Framework | Canceled, funds reallocated to CIOP II |
| | Development of PDO Training Manual | Cancelled, funds reallocated to CIOP II |
| | One (1) Regional PDO Training of Trainers of Country Focal Persons in Bangladesh | Cancelled, funds reallocated to CIOP II |
| Migrant Resource Centers (MRCs) | Regional workshop to share good practices in MRCs in CPMS | Cancelled; funds reallocated to Global Compact on Migration Consultation |
| | Capacity Building of MRC network in CPMS | Cancelled; funds reallocated to Global Compact on Migration Consultation |

Source: Evaluator's analysis based on review of project documents and informant interviews. Status of activities as of April 30, 2019.

B. Effectiveness

Relevance is important because it has direct impact on the project's effectiveness, which measures the extent to which the project attains or influences its objective. If the project design is illogical and incoherent and the target group's priorities do not align with the project, the effectiveness of the project could be seriously constrained.

There are three critical levels of change important in understanding the extent of the effectiveness of a project:

- (1) Whether *antecedents to behavior* such as acquisition of knowledge and an improvement in attitude and efficacy can be observed among the target groups (initial effect)
- (2) Whether actual *behavior changes* can also be observed, for instance in the introduction of a new policy or programmatic initiative (intermediate effect); and
- (3) Whether there is an *actual change in condition*, which in the case of this project means an actual strengthening of the governance of labor migration across the CPMS (Long term effect). This happens when the behavioral changes (such as the implementation of effective policies and programs) have become the norm and a new condition (strong labor migration governance) has formed.

This evaluation concludes that the project has been mostly effective at the initial level and less effective at the second and third levels. More specifically the evaluation finds that:

- The project made tangible progress on sharing knowledge and moving the discussion on thematic priorities beyond the Ministerial and Senior Officials Meeting (SOM). The project, especially through the TAWGs, provided a regular and frequent space for interaction, and more importantly, interaction on focused thematic areas, which enabled the CPMS to gain a better understanding of each other and to create some sort of a common position and direction.
- The project also had success in enlarging the space for civil society engagement within the CP. Various informants confirmed an initial reluctance among CPMS to include civil society groups in CP meetings. There were clearly efforts made to increase CS participation, particularly in getting MFA representatives in and inviting other NGOs. As a result, throughout the project's implementation, civil society groups, particularly groups associated with the MFA, have attended most, if not all of the CP meetings.
- The project, however, failed in successfully translating the dynamic discussions at the TAWGs and other project-funded meetings into tangible projects at the national level. There has been some progress in linking the regional discussion on skills and qualifications to the national level activities in Sri Lanka, which was directly funded by the project. A key challenge for the project, however, is how to influence activities at the national level without providing the funding for implementation. National-level activities inspired by the project are mainly sporadic and primarily in countries where there is already an existing project that could readily finance follow-up activities, such as in Pakistan and Bangladesh. It is also clear from interviews that the SDC has expected a stronger linkage between the regional level activities and the national level activities, a sentiment shared by other stakeholders, including by some within the IOM.
- There is also room for improving the quality and utility of the knowledge products the project produced. There is reason to believe that the project was concerned not to appear to be criticizing governments, particularly their policies and activities, and that concern dictates the limited scope of commissioned research. The studies commissioned explicitly called only for descriptions of policies and activities, not an assessment of how well they are implemented. Comparisons across CP MS were also discouraged, thereby limiting analytical insights that can be derived from the research commissioned.

I. Initial level: Antecedents to behavior

Sharing knowledge among CPMS

The project made tangible progress on sharing knowledge and moving the discussion on thematic priorities beyond the Ministerial and Senior Officials Meeting (SOM). It had, as one informant puts it, "brought the member states closer together." The project, through its activities provided an opportunity to share best practices, which is a critical first step in promoting a more collaborative engagement.

Before the project began, meetings among the CPMS were ad-hoc and more infrequent. There is a general agreement among those interviewed that the frequency and nature of CP meetings before the project was initiated did not allow the CPMS to delve much deeper into the issues.

Due to the project, the CPMS are more willing and open to discuss with each other primarily because they've been engaging on a more frequent basis rather than just every two years in the case of the Ministerial, or every one and a half years in the case of the SOM. Because of the more frequent interactions, CPMS officials begin to get more familiar with each other. As one informant puts it: I saw them relaxing.

It is also clear from the review of documents and interview with key informants that it is highly unlikely that the TAWG would have automatically been created without the project's intervention. First and foremost: the

creation of the five TAWGs requires financial as well as technical resources, which the CP Secretariat alone could not provide. The CP Secretariat, which is managed and funded by IOM's own resources, consists mainly of one full-time person and one part time supervisor. As one key informant explained: "That was it. That was the Secretariat. It did not have the time or the expertise to lead the level of support that the CP TSU was able to bring."

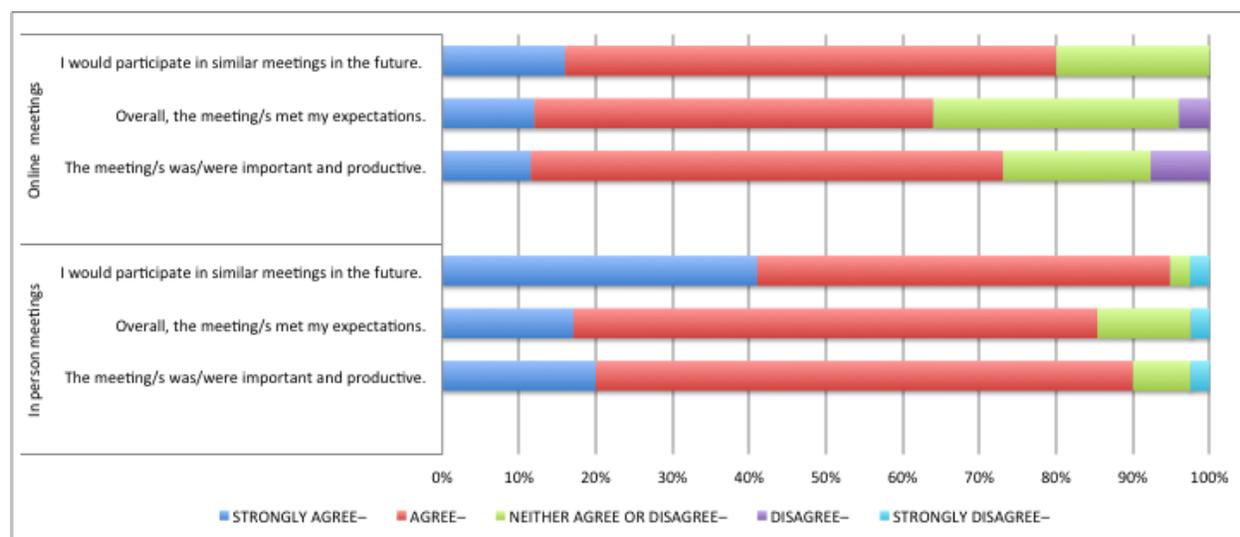
The project not only energized but also structured the discussion, particularly on how to move forward. The CP TSU ensured that the activities in the TAWGs move ahead by providing support to the five priority themes. The thematic focus helped the CPMS to have a more focused discussion. As one informant noted: "I think the dialogue and the discussions are also healthier."

And this focused discussion at the TAWG level then filtered into the SOMs and Ministerial meetings. For instance, the TAWG on recruitment was particularly active, and there is an agreement among those directly involved that it helped in building consensus around zero fees for ethical recruitment. The project helped in bringing together recruitment service providers and provided a vehicle to bring diverse groups together and to agree on some courses of action. A review of meeting documents as well as the interviews suggest that there was an active discussion on ethical recruitment as well as an attempt to find synergies between different but related initiatives such as ILO's Fair Recruitment Initiative and IOM's IRIS. The project attempted to provide a space where these initiatives can be taken from isolation.

Indeed, an important feature of the CP is the unhealthy competition among its members in the international labor market. In fact, the whole rationale behind creating the CP is to allow the CPMS to work more collaboratively and prevent a race to the bottom. The project, by providing a regular and frequent space for interaction, and more importantly, interaction on focused thematic areas, enabled the CPMS to gain a better understanding of each other and to create some sort of a common position and direction especially vis a vis primarily destination countries, such as the GCC.

The results of the survey on TAWG participants conducted to inform this evaluation show that indeed, the meetings have been mostly useful to participants. An overwhelming majority of respondents agreed or strongly agreed to the statement that the "meetings met expectations" and that they were "important and productive." Majority also noted interest in attending similar meetings in the future, although that sentiment is more profound among participants of in-person meetings compared to online meetings. See figure 7 below.

Figure 7 Please review each statement that describes the TAWG meeting/s you attended and choose the corresponding response best fitting your opinion.



Source: Survey of TAWG Participants conducted to inform this evaluation, April to May 2019.

Interviews also confirm that the TAWGs facilitated learning even among countries that are considered leaders in the field since a number of innovative ideas have actually come from countries that are relatively new and thus are more open to experimenting with new ways of doing things.

Creating new knowledge products

The project’s progress in creating new knowledge products, however, could be improved. The project has supported the commissioning of various types of new knowledge products such as mapping studies; an e-compendium; regional modules; management and operational guides and research studies on specific trends and themes.

For some of these products, it is easier to provide an assessment of the probable extent of their usefulness. For instance, the PDO Mapping and Needs Assessment Report, which was based on research from nine ADD countries of origin, provided the groundwork in the drafting of another knowledge product funded by the project -- the Regional Guide for PDO and the PDO Management System (PMS). It is not clear that the Regional Guide for PDO however, which remained a draft, would be used eventually in the CIOP Phase III. The three CIOP products produced in Phase 2— the PEO Mapping and Needs Assessment Report; the PEO Regional Guide and Management System Guide and PDO & PEO Delivery Mechanism Assessment—will definitely be used in CIOP Phase 3 as confirmed by key informants directly involved in CIOP III, and thus have a clear potential value.

The reports produced by ILO — the analytical report on trends of Sri Lankan migrant workers in the construction industry in GCC and the mapping of standards for skills training, certification and recognition— had now been jointly published by IOM and ILO and are available for free download via the internet.¹ It is fair

¹ The publications can be accessed via these links: https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-colombo/documents/publication/wcms_568718.pdf and https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-colombo/documents/publication/wcms_546276.pdf

to assume that these reports would have immediate value for CPMS, practitioners, researchers and other stakeholders interested in these specific topics. Interviews with key informants also suggest that the research findings have directly informed the technical assistance ILO provided to the government of Sri Lanka.

The remaining knowledge products are still at draft form at the time of writing this evaluation, thus it is difficult to assess their quality and potential value. It is also not clear from interviews what the plan is for these studies including if they would be published and if and how will they be disseminated. At least one study—the mapping of complaints mechanisms—will not be published and only disseminated within CPMS under “restricted circulation”. Various key informants confirmed that study is not of publishable quality due to incorrect and incomplete information.

Indeed, knowledge products are most useful when they are of high quality and when they are accessible and useful to target groups, such as the CIOP products, which are linked to an actual pilot. Interview with key informants suggest two key observations in how the project approached the commissioning of research products, which puts in to doubt some of the studies’ usefulness.

First, the quality and the utility of some the research commissioned and paid for by the project could be improved. For instance, in the mapping study of complaints mechanism, concerns were raised over the “comprehensiveness of information” contained in the mapping, especially the section on mechanisms in CODs. And this is despite nearly two years of preparation work. The project team did try to solve this problem by sharing the report as a draft working document at a workshop to receive feedback and to augment the contents of the report. For the section on mechanisms in CODs, the team did reach out to IOM offices, SDC officials and partners in CODs to collect further information, verify the information and strengthen the contents. The project originally aimed to publish the report by August 2018. However, this did not happen. The report was only circulated on a restricted basis among CPMS. During SDC’s review of the draft, it found “wrong information” were attributed to some countries.

The concern over quality is a serious enough issue that the SDC had asked the use of a disclaimer for any publications essentially saying that the SDC is “not responsible for the content.” One informant suggested that to prevent this problem in the future, the thematic experts of IOM at the regional office should have been brought in to vet the report. IOM, however, has confirmed that all the products produced by the project, including the mapping report, were actually sent to the Regional Thematic Specialist for review, feedback and approval as required. The mapping study of complaints mechanism was also not prepared by an external consultant but by a senior IOM official with a thematic expertise on labour migration. Clearly, there could be more room within IOM to improve oversight of the quality control process on commissioned research outside of the existing review structure.

Secondly, there is reason to believe that the project was concerned not to appear to be criticizing governments, particularly their policies and activities, and that concern dictates the limited scope of commissioned research. The studies commissioned explicitly called only for descriptions of policies and activities, not an assessment of how well they are implemented. Comparisons across CPMS were also discouraged, thereby limiting analytical insights that can be derived from the research commissioned.

According to one informant with first-hand knowledge in preparing one of the reports, “research needs to be written in a certain way,” otherwise it would not pass review. Another informant, also with direct knowledge in preparing one of the studies, shared similar observations: It is very, very political... I was quite sort of shocked at the level of sensitivity involved...I think it has gone to a level now where I think it is a bit too sensitive...They said they didn't want any comparative between countries. Okay, I can understand that. But in

the introduction, say, for example, I had a table with some basic statistics. And then we had one meeting, where it was put on the table that we can't compare the geographical areas because one comes bigger than the other. And that might look a bit too bad. And I didn't say anything, but I mean I could see that the sensitivity was too much. And I think I can understand why it is done. But they removed any element of critical thought or critical thinking."

Yet another informant, also directly involved in preparing one of the reports, reflected on similar sentiments noting that indeed "there is quite a lot of political sensitivity." This individual explained: "I think that we had to water down conclusions or just not put them in... And I think the IOM position is obviously to keep everybody as happy as possible. For me some of the things we really would like to say, or say more clearly, probably we weren't able to get in." For instance, in this particular research, the consultant wanted to put photos of and references to land borders between two CPMS but they were not allowed to do that by IOM "because some of the countries deny that people actually move" across these land borders.

One informant, who was not directly involved in the research products commissioned for this report but is aware of the problem, linked the political sensitivity to IOM's "soft pedal approach" when dealing with governments. "I think, sometimes it is very soft, very cautious...It is so soft that IOM might not want to see a government walk out of the room." Likewise, another informant explained that IOM is simply "afraid to be criticized by the government."

Clearly, there is an agreement among various informants, including a few within the IOM, that the quality and utility of some of the knowledge products could be improved. Supporting independent research is an important goal to uphold for any project, especially if the project's goal of commissioning the research in the first place is to contribute to building knowledge. There should be a certain degree of independence given to researchers in terms of how they administer the research, but also some freedom to review and provide critique on policies and activities, as long as they are grounded on the evidence.

2. Intermediate level: Actual Change in Behavior

The interviews with informants also suggest that the project had success in enlarging the space for civil society engagement within the CP. However, there is very limited success in inspiring CPMS to use the knowledge that they have acquired during discussions at the regional level and turn this knowledge into tangible initiatives at home.

Larger space for civil society engagement

From the very beginning, a key challenge for the project, and the CP TSU in particular, is how can the civil society become an "equal stakeholder" in CP events – equal in the sense that it can more openly share their experiences alongside members states, including their complaints. Indeed, various informants confirmed an initial reluctance among CPMS to include civil society groups in CP meetings. For instance, during the first SOM held in 2014, member states were reluctant about inviting civil society groups and have only agreed to their participation as observers with no speaking roles, otherwise they would need to have their own separate meeting. The CP, since then, has engaged with civil society groups in a much more collaborative and open manner. As one informant puts it: "The governments have warmed up to the idea. This is a key accomplishment."

As Tables 3 below outlines, the civil society began to participate more actively the Ministerial Consultation and the SOM. The Ministerial before the project started invited no civil society participants. In the 2016 and 2018 Ministerial, however, 1 and 2 organizations were invited respectively. The same can be observed in the

SOMs. No civil society participants were invited in the 2nd meeting of the SOMs in 2014. In contrast, since the project started, 1 representative from the civil society was invited in the 2015, 2016 and 2018 SOMs. In the 2015 SOM, the Scalabrini Migration Center in Manila presented the key findings of a research commissioned by the project: the comparative mapping of existing pre-departure orientation program in CPMS.

Table 3 Number of Civil Society Participants in the Ministerial Consultations and Senior Official Meetings

| Type of Meeting | | Year | Number of Participants |
|---------------------------|-------------|------|------------------------|
| Ministerial Consultations | 1st meeting | 2003 | No information |
| | 2nd meeting | 2004 | 0 |
| | 3rd meeting | 2005 | 2 |
| | 4th meeting | 2011 | 0 |
| | 5th meeting | 2016 | 1 |
| | 6th meeting | 2018 | 2 |
| Senior Official Meetings | 1st meeting | 2014 | 5 * |
| | 2nd meeting | 2014 | 0 |
| | 3rd meeting | 2015 | 1 |
| | 4th meeting | 2016 | 1 |
| | 5th meeting | 2018 | 1 |

Source: Evaluator's analysis based on review of project documents and informant interviews. * Only as observers with no speaking roles.

A review of the TAWG meeting documents also show a gradual inclusion of the civil society, with all TAWGs having no civil society participant in its first meeting. (See Table 4 below)

Table 4 Number of Civil Society Participants in Thematic Area Working Group Meetings (TAWGs)

| Thematic Working Groups Meetings, by Topic | | Number of Participants |
|--|-------------|------------------------|
| Recruitment | 1st meeting | 0 |
| | 2nd meeting | 1 |
| | 3rd meeting | 1 |
| | 4th meeting | 1 |
| | 5th meeting | 1 |
| | 6th meeting | 0 |
| | 7th meeting | 2 |
| Remittances | 1st meeting | 0 |
| | 2nd meeting | 0 |
| | 3rd meeting | 0 |
| | 4th meeting | 2 |
| Labour Market Analysis | 1st meeting | 0 |

| Thematic Working Groups Meetings, by Topic | | Number of Participants |
|--|-------------|------------------------|
| | 2nd meeting | 0 |
| | 4th meeting | 1 |
| PDOE | 1st meeting | 0 |
| | 2nd meeting | 0 |
| | 3rd meeting | 0 |
| | 4th meeting | 2 |
| Skills | 1st meeting | 0 |
| | 2nd meeting | 0 |
| | 3rd meeting | 0 |
| | 5th meeting | 1 |
| Joint meeting of TAWGs on Skills and LMA | | 1 |

Source: Evaluator's analysis based on review of project documents and informant interviews.

The Migrant Forum in Asia represented the civil society in most of the TAWG meetings but other organizations also participated in other project-sponsored meetings, as Table 5 below shows.

Table 5 Civil Society Participation in Various Project-Sponsored Meetings

| Meeting | Number of Participants | Organization/s |
|--|------------------------|--|
| First Symposium on Recruitment | 1 | Institute for Human Rights and Business |
| Second Symposium on Recruitment | 3 | Institute for Human Rights and Business; International Domestic Workers' Federation (IDWF) and Migrant Forum in Asia |
| Third Symposium on Recruitment | 4 | Responsible Business Alliance (RBA); International Domestic Workers' Federation (IDWF); Institute for Human Rights and Business (IHRB); Migrant Forum in Asia (MFA); |
| Regional Workshop on Complaints Mechanism | 5 | Caritas Sri Lanka; International Domestic Workers' Federation (IDWF); Institute for Human Rights and Business (IHRB); Migrant Forum in Asia (MFA); Responsible Business Alliance (RBA) |
| OESPAAA Sub-Regional Consultation in South Asia | 3 | Bangladeshi Ovhibashi Mohila Sramik Association (BOMSA); Refugee and Migratory Movements Research Unit; British Council |
| OESPAAA Sub-Regional Consultation in South East Asia | 2 | Global Alliance Against Traffic in Women (GAATW); Migration Forum in Asia |
| 4th Conference-Workshop of OESPAAA | 3 | Coordination of Action Research on AIDS and Mobility; Dan Church Aid - Nepal; Migrant Forum in Asia |
| 5th Conference-Workshop of OESPAAA | 1 | Migrant Forum in Asia |
| Global Compact on Migration Consultation Meeting | 3 | Migrant Forum in Asia |

Source: Evaluator's analysis based on review of project documents and informant interviews.

meeting agenda first before asking CPMS for feedback. As one informant directly involved in the decision-making on who to invite at events explained: "If you ask difficult questions to member states, they're going to come back with no, no, no, it's too difficult. Let's not do it. Now if you want to propose it, then put it on the agenda. Because it is just a draft agenda and everything is draft until the meeting actually happens. So you've got to put it in, you've got to see if it works."

And this is a strategy that SDC has strongly advocated for from the very beginning. Minutes of meetings held in the first two years of the projects showed that the SDC have asked "IOM to improve its image among CSO partners at the regional level." There were suggestions to look into the possibility of creating "common space discussions" where government and CSO representatives came together and discussed the select themes—an idea which has become a much more common practice at international forums such as the Global Forum on Migration and Development (GFMD).

IOM responded positively to SDC's suggestions noting the promising scope to invite CSO partners to the TAWG meetings particularly on Ethical Recruitment and PDOE. The ToRs for TAWGs also do not prevent the invitation of CSO partners as resource persons and observers with the consent of the TAWG members.

Although the project did not develop, as envisioned in 2016, a GFMD common-space set-up, there were clearly efforts made to increase CS participation, particularly in getting MFA representatives in and inviting other NGOs. Indeed, during the first year, the project, with extra funding support from the SDC and Dan Church Asia, invited resource persons and representatives from CARAM Asia, Migrant Forum in Asia (MFA) and the Qatar Foundation. And throughout the project's implementation, civil society groups, particularly groups associated with the MFA, have attended most, if not all of the CP meetings.

The project was able to provide an opportunity for civil society organizations to improve relationships with governments by weakening the negative perception that the civil society only speaks against the government. Allowing civil society groups to share their experiences alongside governments show that they can provide a positive contribution and actually play roles that the government, due to political or other reasons, are not able to do. As one informant explained, and to which this evaluation concurs: "I would see this as the major highlight of the project: without the project it would have simply not been possible then. The fact that the member states committed so much and agreed to bring the discussion at this new level is fantastic."

Because of this achievement, there is now room for larger and even more meaningful participation from the civil society. For one, there could be more efforts to bring national NGOs to meetings, and increase participation, such as from women's organizations. This also means extending invitation beyond the MFA. Civil society groups could not only be invited to speak at meetings but also to more actively identify what is in the agenda. As one informant explained: "The civil society is privy to the discussions, privy to the report and invited into the CP meetings. But in the ADD, the civil society is a stakeholder involved in the design...That core stakeholder responsibilities have yet to come up in the CP."

Direct support to the Government of Sri Lanka

There has also been some progress in linking the regional discussion on skills and qualifications to national level activity in Sri Lanka. The ILO component has changed remarkably from its inception and has undergone two major revisions, including a contract extension of one year to finish all the remaining deliverables. More

detailed information about these changes can be found in the case study of the project included in the annex. In the final iteration of the project, the ILO managed to provide technical support to the government of Sri Lanka primarily in two areas.

First, the project aided TVEC and SLBFE to harmonize and streamline occupational classification and data systems on the training, certification and employment of Sri Lankan construction workers abroad. Following receipt of approval from Board of Directors of TVEC and SLBFE, a Memorandum of Cooperation (MOC) was signed between TVEC and SLBFE on June 2018. Through the MOC, the two institutions have formally agreed to collaborate on Occupational Classifications and Labour Market Information so that they could plan skill enhancement and placement schemes. Even though the harmonization of OC was completed in 2016 signing of the MOC was encouraged and facilitated by the project to ensure sustainability of the work and to seek commitment from the government to collaborate beyond project period. Various informants consider this long-term commitment as an achievement to the project.

Second, the project also supported the review and development of a revised mechanism for assessing skills of returning construction workers. The project then facilitated RPL testing of 200 returnee migrant workers as well as worked with employers to introduce skills passports and test them with 50 returnee migrant workers. Interview with various key informants suggest that the pilot generated lessons learned that the government and the ILO found useful in planning on how to move forward.

National level activities inspired by the project

A key challenge for the project, however, is how to influence activities at the national level without providing the funding for implementation. The project had no systematic and regular monitoring or follow-up at the national level that would allow for a full understanding of the extent of national level activities inspired by the project. As admitted by a key informant with a central role in implementation: “There was such a discussion in the TAWGs on how it was followed up at the country level? I mean, we think our project hasn’t been able to follow up at the national level after the meeting.”

Indeed, the interviews suggest that there is limited achievement in this area. It is mainly sporadic and primarily in countries where there is already an existing project that could readily finance follow-up activities, such as in Pakistan and Bangladesh.

In Pakistan, the government has been very proactive in promoting the use regular remittance transfer. During the break in one of the meetings, Pakistan learned about block chain technology from the government of the Philippines, which essentially allows for an easier use of mobile phones to transfer and receive remittances. Since then Pakistan has been working to change regulations to allow for the use of this new technology.

In Bangladesh, it was the private sector that showed interest. During a session on the International Recruitment and Integrity System (IRIS) in 2017, the Bangladeshi recruitment association (BAIRA) expressed interest in piloting IRIS. IOM’s country mission in Bangladesh at that time had an existing national project with three components: migration governance, reintegration, and awareness raising. Through the migration governance component, there was a specific activity that allowed IOM in Bangladesh to explore how they can support the piloting of IRIS among interested Bangladeshi recruitment agencies. The discussion has moved since then and now, IOM Bangladesh is piloting IRIS through another IOM Project.

It is difficult to determine whether there are other similar developments since as already noted, a systematic follow up at the national level was not conducted. Interviews and a close review of project documents would suggest that the project failed in successfully translating the dynamic discussions at the TAWGs and other

project-funded meetings into tangible projects at the national level. It is also clear from interviews that the SDC has expected a stronger linkage between the regional level activity and the national level activity, a sentiment shared by other stakeholders, including by some within the IOM.

C. Efficiency

Efficiency refers to the levels of outputs -- qualitative and quantitative -- in relation to the inputs. The following three main areas of inquiry can help understand the project's level of efficiency:

- (1) Whether the project activities were undertaken and were the outputs delivered on time;
- (2) Whether the management system in place is adequate and efficient; and
- (3) Whether the resources (funds, expertise and time) were converted into results well.

This evaluation concludes that the project has made little progress towards efficiency in all three areas. More specifically the evaluation finds that:

- The project activities went through drastic and constant revisions and significant delays during implementation, with some of the revisions initiated by SDC. Although many activities were ultimately undertaken, most were delivered late, and some were eventually cancelled after major delays and after much resource was already poured into them.
- The delays are linked to the weak capacity of the management system created to support the project's voluminous and constantly changing sets of activities. Despite the strong leadership commitment within IOM Sri Lanka to implement the project, serious problems were encountered including inadequate staffing levels leading to a heavy workload, a mismatch between the skills and experience of the staff with project requirements, and inadequate supervision, review and reporting mechanism focused mainly on completing activities and not on achieving needed results.
- The weak capacity of the management capacity is then linked to resource allocation decisions that were made during implementation that are not commensurate with intended results. The resources allocated to the core staff and other IOM offices proved inadequate. A larger part of the budget should have been used to hire adequate staff to fully support the responsibilities of the core team. The project also did not budget enough to cover time and services of the other IOM offices involved in project implementation which is important given IOM's projectized structure. Adequate resources were also not allocated to operationalizing activities at the national level. There was also a built-in fragmentation with how the project was set up, with multiple levels of coordination with partners within and outside IOM complicating coordination and decision-making. There was also lack of an efficient process in obtaining feedback from project partners, particularly the CPMS.

I. Delivery and timeliness of activities and expected outputs

A close review of project documents clearly shows that the project activities went through drastic and constant revisions and delays during implementation. As one informant with a very central role in project implementation puts it: It was a completely different project than it was in the beginning. It has constantly evolved... It was very difficult to see at the end of the project how it would like."

Tables 6 and 7 below identify all activities the project committed to undertake, including the cancelled activities as well as those that were added during implementation. It also indicates the status of each activity per year. The evaluator collated disparate information found in the annual review reports, meeting minutes and interviews with key informants to create these two tables.

Table 6 Status of activities per year, excluding the ILO Component

| 1 | Activities | Planned Implementation Dates | | Actual Status Per Year | | | |
|----|---|--------------------------------------|--|--|--|---|--------------|
| | | Upon Signing of Contract (June 2015) | Based on the Revised Workplan (January 2016) | Year 1 | Year 2 | Year 3 | Year 4 |
| | | | | 6/15 to 5/16 | 6/16 to 5/17 | 6/17 to 5/18 | 6/18 to 5/19 |
| 2 | CP TSU | | | | | | |
| 2 | Conduct of Thematic Areas Working Group Meetings (5 TWGs) | Activity not yet included | Nov 2015 - Dec 2018 | On target | On target | On target | Completed |
| 3 | Review of TAWG progress, indicators and achievements (CP TSU) | Activity not yet included | No target date indicated | Canceled; funds reallocated to TAWG meetings | | | |
| 4 | Operation of an online repository (CP TSU) – database and CP website maintenance | Activity not yet included | Nov 2015 - May 2019, Website operational by April 2016 | Delayed; website planned launch on July 2016 | Completed, website launched in August 2016 | Website revamped due to security issues 11/2017 | Completed |
| 5 | Provision of updates/ analysis on labour migration to CP MS (CP TSU) | Activity not yet included | May 2015 - Dec 2019 | No work done | No work done | No work done | No work done |
| 6 | Drafting of a labour market research operational guide | Activity not yet included | May 2016 - Apr 2017 | On target | Delayed: TOR for expert developed | Canceled; replaced by Study on Labor Market Information System (line 13 below) | |
| 7 | Labour Market Research Unit Capacity Building (development of a training manual based on the Operational Guide; one 2-day training in Colombo) | Activity not yet included | May 2017 - Dec 2017 | On target | Delayed | Canceled, replaced by the training workshop for labour attaches (see line 14 below) | |
| 8 | 3rd CP Senior Officials' Meeting | Activity not yet included | Nov-15 | Completed | | | |
| 9 | Roundtable discussion – Policy Coherence | Activity not yet included | Nov-15 | Completed | | | |
| 10 | 4th SOM and Ministerial Meeting – mid 2016 | Activity not yet included | May 2016 - July 2017 | On target | Completed | | |
| 11 | Study on implementation of Social Protection provisions on CPMS in support of TAWG PDO | | | Activity not yet included | | Planned for 8/18 to 11/18 | Delayed |
| 12 | Study on Remittance Regulatory Frameworks and Accessibility of Regular Remittance Channels in CPMS | | | Activity not yet included | | Planned for 7/18 to 12/18 | Delayed |
| 13 | Study on Labour Market Information System in the CPMS | | | Activity not yet included | | Planned for 8/18-3/19 | Delayed |
| 14 | Labour Market Research Unit Capacity Building (Training Workshop for Labour Attaches) | | | Activity not yet included | | On target | Completed |
| 15 | Outcome-Related Activities | | | | | | |
| 16 | Outcome 1 | | | | | | |
| 17 | Outcome 1.1 | | | | | | |
| 18 | Convene consultations between CPMS and countries of destination that engage in labour migration to promote regulatory harmonization of recruitment intermediaries (3 consultations) | 1/1/2016; January 2017; October 2018 | May - July 2016, May - July 2017, May - July 2018 | Delayed; implementations plan developed | On target, two consultations completed | Completed; 3rd consultation convened | |

| | Activities | Planned Implementation Dates | | Actual Status Per Year | | | |
|-----------|---|---|--|---|--|--|---|
| | | Upon Signing of Contract (June 2015) | Based on the Revised Workplan (January 2016) | Year 1 6/15 to 5/16 | Year 2 6/16 to 5/17 | Year 3 6/17 to 5/18 | Year 4 6/18 to 5/19 |
| I | CP TSU | | | | | | |
| 19 | Follow up initiatives that selected CPMS can adopt to operationalise the recommendations from the consultations | April 2017; April 2018; January 2019 | Aug 2016 - Dec 2018 | On target; implementations plan developed | On target, preparation of synthesis report with recommendations on follow-up initiatives | On target, synthesis report completed; started planning for follow up activities | Canceled; replaced by CP position paper and mapping of rating mechanisms (line 20 and 21 below) |
| 20 | CP Position paper to ILO meeting on recruitment fees | Activity not yet included at this stage | | | | Completed | |
| 21 | Mapping of existing rating mechanisms in recruitment agencies in CPMS | Activity not yet included at this stage | | | | Planned for 9/18-2/2019 | Delay |
| 22 | Outcome 1.2 | | | | | | |
| 23 | Mapping of existing recruitment monitoring practices and complaints mechanisms in the region and in destination countries | Dec 2015 - May 2017 | Nov 2016 - July 2017 | Delayed; implementations plan developed | ON TARGET; conducted consultation; drafting of report underway | Delayed: Draft only, planned to be completed August 2018 | Publication canceled; kept under "restricted circulation" |
| 24 | Regional workshop to share and discuss best recruitment monitoring practices and complaints mechanisms in the region and in destination countries. | Sept 2016 - Nov 2016 | Aug 2017 - Oct 2017 | Delayed; implementations plan developed | On target | Completed | |
| 25 | Develop a regional e-compendium on best recruitment monitoring practices and complaints mechanism, as an outcome of the workshop (this will be integrated into the CP website) | Dec 2016 - Feb 2018 | Nov 2017 - June 2018 | On target; implementations plan developed | On target | On target: planning began | Delayed |
| 26 | Trainings/workshops for consulate and emigration officials on how to implement/conduct and sustain best monitoring practices and complaints mechanisms in the region and in destination countries | Sept 2017 - May 2018 | Mar 2018 - Dec 2018 | On target; implementations plan developed | On target | Delayed: planned for 10/2018 | Completed |
| 27 | Outcome 1.3 | | | | | | |
| 28 | 4th Conference of the Overseas Employment Service Providers—Alliance of Asian Associations (OESP-AAA) and representatives from countries of destination | Dec 2015 - Feb 2016 | Feb 2016 - Mar 2016, Sept 2016 - Nov 2016 | Completed | | | |
| 29 | Concept note created to address concerns over OESP-AAA governance structure | Activity not yet included at this stage | | | | Completed | |
| 30 | Recruitment industry-led working group meetings involving the OESP-AAA to discuss ways to promote ethical recruitment practices among members | June 2015 - May 2016 | Feb 2016 - Nov 2017 | Canceled; funds reallocated to new OEASP-AAA related activities (line 31 to 34 below) | | | |
| 31 | Development of a Business plan for OESP-AAA | Activity not yet included at this stage | | | | Planned | Completed |
| 32 | Convened 5th Regional Conference | Activity not yet included at this stage | | | | Completed, Feb. 2018 | |
| 33 | Regional Capacity Workshop on IRIS | Activity not yet included at this stage | | | | Completed, Feb. 2018 | |
| 34 | IRIS Training Nepal, Pakistan and Sri Lanka | Activity not yet included at this stage | | | | Planned for August 2018 | Completed |
| 35 | National/Sub regional level follow-up consultation meetings in CPMS | Mar 2016 - Aug 2017 | Oct 2016 - Dec 2018 | On Target | Completed | | |

| | Activities | Planned Implementation Dates | | Actual Status Per Year | | | |
|----|--|---|--|--|---|------------------------|------------------------|
| | | Upon Signing of Contract (June 2015) | Based on the Revised Workplan (January 2016) | Year 1 6/15 to 5/16 | Year 2 6/16 to 5/17 | Year 3 6/17 to 5/18 | Year 4 6/18 to 5/19 |
| 1 | CP TSU | | | | | | |
| 36 | Outcome 2 | | | | | | |
| 37 | CIOP I | | | | | | |
| 38 | Comparative mapping of all national PDO programmes | June 2015 - Aug 2015 | June 2015 - Oct 2015 | Completed | | | |
| 39 | Drafting of Regional Modules using consolidated references and materials: PDO and Programme Management Framework | Sept 2015 - Nov 2015 | Jan 2016 - June 2016 | Delayed, only draft presented | Completed | | |
| 40 | Two (2) Regional TWG Meetings involving 6 CPMS and 6 GCCs (Manila and Kuwait) | Sept 2015 - Feb 2016 | Jan 2016 - Mar 2016 | Delayed, meeting planned for August 2016 | Canceled, funds reallocated to CIOP II (line 51-56 below) | | |
| 41 | Final Writing of the PDO Module and Programme Management Framework | Dec 2015 - Feb 2016 | Feb 2016 - Mar 2016 | Delayed | Canceled, funds reallocated to CIOP II (line 51-56 below) | | |
| 42 | Development of the primer on Regional PDO and Programme Management Framework | Dec 2015 - Feb 2016 | Mar-16 | Delayed | Canceled, funds reallocated to CIOP II (line 51-56 below) | | |
| 43 | Development of PDO Training Manual | Dec 2015 - May 2016 | Mar 2016 - May 2016 | Delayed | Canceled, funds reallocated to CIOP II (line 51-56 below) | | |
| 44 | One (1) Regional PDO Training of Trainers of Country Focal Persons in Bangladesh | Mar 2016 - May 2016 | Jun-16 | Delayed | Canceled, funds reallocated to CIOP II (line 51-56 below) | | |
| 45 | MRCs | | | | | | |
| 46 | Regional workshop to share good practices in MRCs in CPMS | Mar 2016 - May 2016 | Feb 2016 - Mar 2016 | Unknown | Canceled; funds reallocated to GCM Consultation (line 49 below) | | |
| 47 | Capacity Building of MRC network in CPMS | June 2016 - Aug 2017 | May 2017 - June 2018 | Unknown | Canceled; funds reallocated to GCM Consultation (line 49 below) | | |
| 48 | Additional Activities Outside of the original three thematic outcomes | | | | | | |
| 49 | Colombo Process Consultation on the Global Compact on Migration in Kathmandu | Activity not yet included at this stage | | | Planned for Year 3 | Completed; Sept 2017 | |
| 50 | Consultation on Global Frameworks related to migration | Activity not yet included at this stage | | | | | Not yet completed |
| 51 | CIOP II | | | | | | |
| 52 | Mapping and Needs Assessment of PEO regulations, institutions, and methods of delivery including PDO delivery methods. | Activity not yet included at this stage | | | Planned for year 3 | Delayed | Completed |
| 53 | Technical expert to draft PEO regional guide and management system | Activity not yet included at this stage | | | Planned for year 3 | Delayed | Completed |
| 54 | Validation workshop for PEO regional guide and management system | Activity not yet included at this stage | | | Planned for year 3 | Delayed | Completed |
| 55 | Stakeholder consultations with CIOP pairings | Activity not yet included at this stage | | | Planned for year 3 | Delayed | Completed |
| 56 | Evaluation | Activity not yet included at this stage | | | Planned for year 3 | Delayed | Completed |

Source: Evaluator's analysis based on review of project documents and informant interviews. Status of activities as of April 30, 2019.

Table 7 Status of Planned Activities per Year, ILO Component

| Activities | | Planned Implementation Dates | | | Actual Status Per Year | | | |
|------------|---|---|--|---|---------------------------|--|--------------------|--------------------|
| | | Upon Signing of Contract (September 2015) | Based on the 2nd Revision (October 2016) | Based on the 3rd Revision (February 2018) | Year 1 | Year 2 | Year 3 | Year 4 |
| | | | | | Q3 2015 to Q 2 2016 | Q3 2016 to Q2 2017 | Q3 2017 to Q2 2018 | Q3 2018 to Q2 2019 |
| 1 | Sub-outcome 3.1 | | | | | | | |
| 2 | Prepare and disseminate analytical report on trends of Sri Lankan migrant workers in the construction industry in U.A.E. and Kuwait, the skills they possess upon departure and skills required at destinations and any gaps. | Q3-Q4 2015 | Q3 2015 to Q1 2016 | Canceled | On target | Canceled; replaced with line 3 below | | |
| 3 | Prepare and disseminate analytical report on trends of Sri Lankan migrant workers in the construction industry in the GCC , the skills they possess upon departure and skills required at destinations and any gaps. | Activity not yet included | | Q3 2015 to Q4 2916 | Activity not yet included | Completed | | |
| 4 | Provide assistance to TVEC and SLBFE to harmonize and streamline occupational classification and data systems on the training, certification and employment of Sri Lankan construction workers abroad. | Q4 2015 to Q1 2016 | Q1 2016 to Q2 2016 | Q1 2016 to Q4 2016 | Delayed | Delayed | Completed | |
| 5 | Sub-outcome 3.2 | | | | | | | |
| 6 | Report and national workshop on Sri Lankan skills assessment and certification schemes for the construction industry with special attention given to requirements in the two destination countries in the identified occupations. | Q1 2016 | Q1 2016 to Q2 2016 | Canceled | Delayed | Canceled; replaced with line 8 and 9 below | | |
| 7 | Multilateral and bilateral meetings and development of recommendations and road-map on joint minimum standards. | Q1 2016 to Q2 2016 | Q2 and 3 2016 | Canceled | Unknown | Canceled; replaced with line 10 below | | |
| 8 | Report on skills assessment, certification schemes and Equivalencies for the construction industry with special attention given to requirements in the GCC in the identified sub-occupations. | Activity not yet included | | Q1 and 2 2016 | Activity not yet included | Completed, | | |
| 9 | Conduct of a national workshop to validate the mapping of Sri Lankan skills assessment standards and certification schemes in the construction industry | Activity not yet included | | Q1 and 2 2016 | Activity not yet included | Completed | | |
| 10 | Share mapping and recommendations from workshop at regional platforms such as CP/ADD for benchmarking and establishing equivalencies | Activity not yet included | | Q2 2016 to Q1 2018 | Activity not yet included | Completed | | |
| 11 | Two national consultations on National Qualification Framework, with aim to inform Regional Qualification Framework | Activity not yet included | | Q1 2018 | Activity not yet included | | Completed | |

| | Activities | Planned Implementation Dates | | | Actual Status Per Year | | | |
|----|---|---|--|---|---------------------------|---------------------------------------|--|--------------------|
| | | Upon Signing of Contract (September 2015) | Based on the 2nd Revision (October 2016) | Based on the 3rd Revision (February 2018) | Year 1 | Year 2 | Year 3 | Year 4 |
| | | | | | Q3 2015 to Q 2 2016 | Q3 2016 to Q2 2017 | Q3 2017 to Q2 2018 | Q3 2018 to Q2 2019 |
| 12 | Sub-outcome 3.3 | | | | | | | |
| 13 | Revise training curriculum and assessments mechanisms and tools based on recommendations from COD reviews. | Q2 2016 to Q 3 2016 | Canceled | | Canceled | | | |
| 14 | Conduct training programmes for trainers and assessors based on newly developed curricular and other training materials that will cover 20 districts (and as many trainers and assessors). | Q3 2016 to Q4 2017 | Canceled | | Canceled | | | |
| 15 | Sub-outcome 3.4 | | | | | | | |
| 16 | Draft a mechanism for assessing skills of returning construction workers (including testing time frame upon return, testing locations etc.) through a consultative process and do the same for departing workers in line with the ADD pilot. | Q I 2016; QI 2017 | QI 2016; QI 2017 | Canceled, replaced by no 17 below | | | | |
| 17 | Draft a mechanism for assessing skills of returning construction workers (including testing time frame upon return, testing locations etc.) through a consultative process | Activity not yet included | | QI 2016; QI 2017 | On target | Completed | | |
| 18 | Support 2 institutions to carry out the assessment for around 200 returning migrants to upgrade their skills passport and likewise do so for departing workers. | Q3 2016 to Q 4 2017 | Canceled | | Delay | Canceled; replaced with line 19 below | | |
| 19 | Support 2 institutions to carry out the assessment for around 200 returning migrants to upgrade their skills passport and likewise Support institution to carryout training of 400 construction workers in line with UAE skills pilot | Activity not yet included | QI 2016 to Q4 2017 | Canceled | Activity not yet included | Delay | Canceled replaced by lines 20, 21, 22 and 23 below | |
| 20 | Support 2 institutions to carry out the assessment for around 200 returning migrants (phase 1 and 2) | Activity not yet included | | QI 2017 to Q I 2018 | Activity not yet included | Activity not yet included | On target | Completed |
| 21 | RPL testing of returnees - phase 2 - linking 100 RPL certified returnees with Public Employment Service (PES) centres (mapping of existing linkages within PES for MVV, stakeholder consultation, orientation programme in pilot districts , linking PES centres with EFC to provide better services to returnee to reintegrate to the National Market) | Activity not yet included | | QI to Q2 2018 | Activity not yet included | Activity not yet included | On target | Completed |
| 22 | Support employers to introduce skills passport for 50 returnee Migrant workers (consultancy, design and development of skills passport, stakeholder consultation, endorsement from the government, dissemination) | Activity not yet included | | Q3 and Q4 2018 | Activity not yet included | Activity not yet included | On target | Completed |

| Activities | | Planned Implementation Dates | | | Actual Status Per Year | | | |
|------------|--|---|--|---|---------------------------|---------------------------|--------------------|----------------------------------|
| | | Upon Signing of Contract (September 2015) | Based on the 2nd Revision (October 2016) | Based on the 3rd Revision (February 2018) | Year 1 | Year 2 | Year 3 | Year 4 |
| | | | | | Q3 2015 to Q 2 2016 | Q3 2016 to Q2 2017 | Q3 2017 to Q2 2018 | Q3 2018 to Q2 2019 |
| 23 | Support Government of Sri Lanka to engage in the UAE skills pilot in line with pilot requirements (no financial support will be provided for this activity) | Activity to reflect support to the Skills Pilot | | Q3 2015 to Q4 2018 | Activity not yet included | Activity not yet included | On target | Completed (no support requested) |
| 24 | A methodology will be developed and impact assessment carried out to measure the recruitment and employment outcomes of the pilot. This will be done in conjunction with the UAE/Kuwait pilot which could also measure productivity gains. | Q3 to Q4 2017 | Q3 to Q4 2017 | Canceled | Delayed | Delayed | Canceled | |

Source: Evaluator's analysis based on review of project documents and informant interviews. Status of activities as of April 30, 2019

As these two tables show, by January 2016, six months after the official start of the project, the workplan was revised for all activities except those under component 3, which was managed by the ILO. There was a four-month delay in hiring the project manager, which also led to the late start of the project. Additionally, the CP TSU activities representing about a quarter of the total budget, were only identified in November 2015 during the 3rd SOM, or five months after the project officially started.

The ILO component's work plan changed as well and not just once but two times after the contract was signed—first on October 2016 and again two years later on February 2018. The first change reflected a request from SDC to re allocate nearly half of the funding and align the ILO activities with the ADD Skills Pilot project while the second revision reflected the cancellation of the Skills Pilot itself due to extensive delays in implementation. The project shifted to activities it can actually complete while extending the ILO contract for nearly another year with no additional funding from SDC.

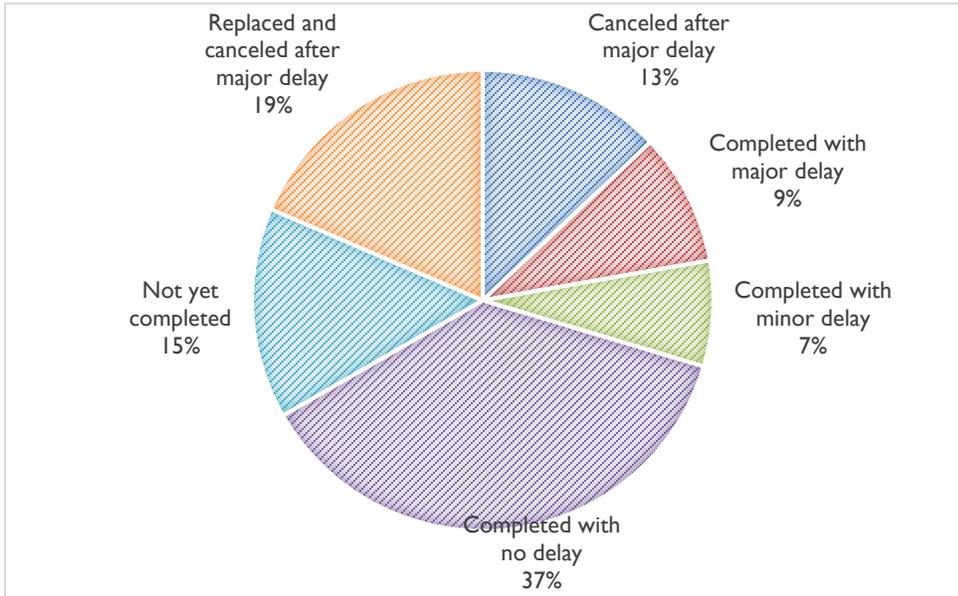
By the end of the third year, the staff, in a report to SDC, highlighted the delays as a key challenge noting the “late start” of the project and major changes to the activities that requires coordination with the donor: “The project is approaching the final year of implementation; however, there remains a number of activities that are yet to start, and several to be completed, as the project started six months into the first implementation year. Coupled with this are major changes that were made to many of the activities in coordination with the donor.”

Overall, the project activities can be roughly classified into seven groups depending on the timeliness of their delivery and current status as of this writing:

- Completed with no delay
- Completed with minor delay
- Completed with major delay
- Canceled after major delay
- Canceled
- Replaced and canceled after major delay
- Not yet completed

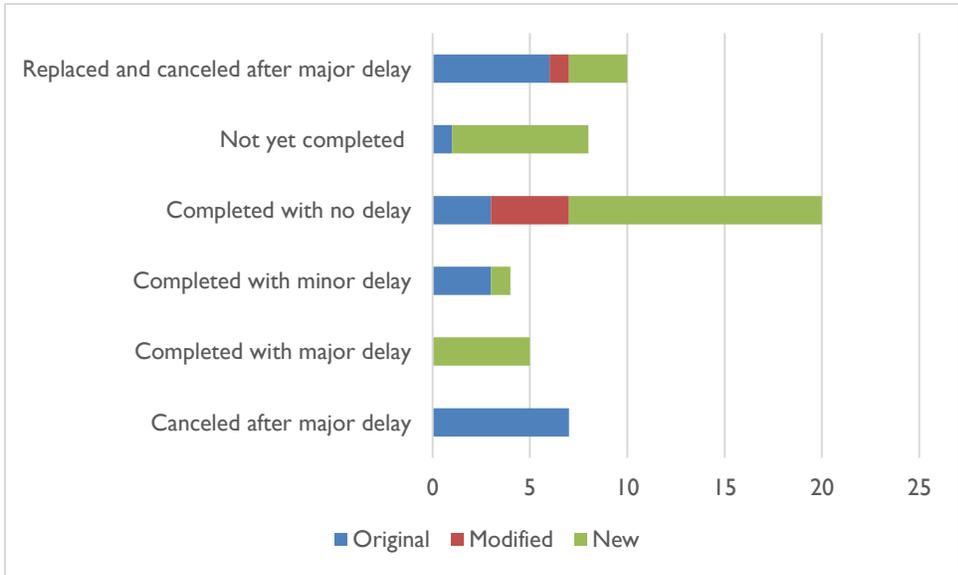
As Figures 8 and 9 below show, the project worked on 54 different activities, about 37 percent were completed without major delay while another 19 percent were replaced and canceled after major delay. Additionally, another 15 percent were not completed as of April 30, 2019, or one month before the end of the project, or canceled after major delay, while 13 percent were canceled after major delay.

Figure 8 Completion Status of Project Activities



Source: Evaluator’s analysis based on review of project documents and informant interviews. Status as of April 30, 2019

Figure 9 Completion status per type of activity



Source: Evaluator’s analysis based on review of project documents and informant interviews. Status as of April 30, 2019

Completed with no delay

The project consistently met deadlines with regards to supporting meetings particularly of the TAWGs. By the end of the second year, all the five TAWGs have been activated, including the adoption of the TAWG goals and key tasks and the development of TAWG specific ToRs.

A few other meetings of the CP were also implemented as planned such as the 3rd and 4th CP Senior Officials' Meeting, the roundtable discussion on policy coherence, the Ministerial Meeting in mid 2016 and the 4th Conference of OESP-AAA and its sub-regional level follow-up consultations by the second year. The only activity completed on time during the first two years that was not meeting-related is the comparative mapping of all national PDO program delivered under project Outcome 2.

Six meetings and workshops, added during the last two years of implementation and were not part of both the original and the January 2016 workplan, were also completed on time including the training workshop for labour attaches, the 5th Regional Conference of OESP-AAA; two workshops related to IRIS and the Colombo Process Consultation on the Global Compact on Migration in Kathmandu. Three knowledge products were also added in the workplan during the last two years and delivered without delay—a concept note addressing concerns over OESP-AAA governance structure, a CP position paper to an ILO meeting on recruitment fees and the business plan for OESP-AAA.

As already noted, a number of activities under Outcome 3, which were outsourced to ILO, encountered heavy delays and eventually were replaced by new activities. Most of these new activities were also implemented on time, including the mechanism for assessing skills of returning Sri Lankan construction workers, the RPL testing for returnees, and the two national consultations on National Qualification Frameworks.

Completed with minor delay

Some of the activities were also completed but with minor delays. For instance, the revision of the CP website was completed a month later than planned: in August instead of July 2016. By end of year 2, an online repository was also launched, which served as an online platform for information and knowledge sharing among the CPMS.

There were also delays in the first year in the preparation of the three symposiums on recruitment under Outcome 1. The first symposium was not convened as originally planned but the project caught up and convened all three meetings by the third year only with minor delay.

Completed with major delay

Some of the activities were also completed but only after a major delay. Included in this group are the activities in relation to the CIOP Phase II, which were slated to begin in Year 3, but were delayed almost a year later due to the late opening of IOM's new mission in Bahrain. So was ILO's planned assistance to TVEC and SLBFE to harmonize and streamline occupational classification and data systems on the training, certification and employment of Sri Lankan construction workers abroad, which was completed in Year 3, instead of in Year 1 and 2 as noted in the three revised work plans.

Canceled after major delay

Some of the knowledge projects were not completed at all and were cancelled during implementation including the LMR operational guide, which was commissioned to contribute to enhance CPMS' capacity to analyze labour market requirements and trends in destination countries. The guide was cancelled after

problems encountered with the quality of work by a consultant and also after recognition from the team, based also on feedback from the CPMS, that the original scope was actually too ambitious and not feasible. Because of this change, the planned development of an LMR training manual and the subsequent 2-day training in Colombo were also automatically canceled.

The planned publication of a mapping of existing recruitment monitoring practices and complaints mechanisms in the region was also cancelled because of quality issues as already mentioned earlier.

Canceled and replaced

Some of the activities were canceled and then replaced by other activities, in some cases similar activities, and in some cases not. For instance, under Outcome 1, the funding for the follow up initiatives of selected CPMS to operationalize recommendations from the three symposiums was diverted to support the creation of two additional knowledge products: the CP position paper for ILO and the rating mechanism mapping study. Initially, the plan for the follow-up initiatives was to identify 3 CPMS to help them operationalize some recommendations from the synthesis report through analysis and planning and support for making improvements in regulatory frameworks. During a meeting with SDC in November 2017, IOM noted that such support will require considerable time due to the need for involving multiple ministries and thus unlikely to be completed within the remaining project period. Likewise, the review of TAWG progress, indicators and achievements was also canceled in the first year and its funding also diverted to supporting the TAWG meetings.

Under Outcome 2, a number of other activities under CIOP Phase 1 including the development of the primer, PDO Training Manual, and Regional PDO Training of Trainers of Country Focal Persons in Bangladesh, were also canceled, following a decision by the CIOP Steering Committee, because the funding was reallocated to CIOP Phase II.

Similarly, the regional workshop to share good practices in MRCs and the capacity building of MRC network in CPMS, both also under Outcome 2, were cancelled in the 2nd year and its allocated fund was transferred to the consultation on the GCM later in the project. There was an agreement between IOM and SDC that many of the activities planned under Outcome 2 could be merged with the activities under Outcome 1.

Under Outcome 3, managed by the ILO, the original funds allocated for sub-outcome 3.3, which planned for the revision of training curriculum and assessments mechanisms and tools based and the TOT based on the newly developed curricula, was transferred to support the ADD skills pilot. The cancellation was further justified because the ADD Skills Pilot already developed a new curriculum and plans were made to share the curriculum among accredited institutions in Sri Lanka.

Also, under outcome 3, an activity to prepare and disseminate analytical report on trends of Sri Lankan migrant workers in the construction industry in U.A.E. and Kuwait, including the skills they possess upon departure and skills required at destinations and any gaps was cancelled due to problems in gathering data in the UAE and Kuwait. The project decided to replace the activity by preparing a study with a focus on the GCC instead. Likewise, and for the same reason, the report and national workshop planned on Sri Lankan skills assessment and certification schemes with an original focus on the UAE and Kuwait were also cancelled and replaced with a report and workshop also with a regional GCC-wide focus.

The biggest item canceled under Outcome 3, however, was the cancellation of the activities aligned with the ADD Skills Pilot because it failed to identify employers in the UAE who are willing to pay the minimum wage requirement of the Sri Lankan government for construction workers set at US\$350 per month. By February

2018, it was clear that the Skills Pilot has stalled with little chance of moving forward. Thus, ILO's planned support to Sri Lankan institutions to carry out training of 400 construction workers participating in the skills pilot was cancelled. ILO then focused on activities related to RPL testing for returnees and introduction of the skills passport. Given that the Government of Sri Lanka has already invested on the Skills Pilot, ILO promised to continue supporting the government, if the Skills Pilot eventually pushed through although no financial support from the project will be provided for this activity. At the end, ILO reported that there was no support given since the Skills Pilot negotiation never recovered as hoped.

Not yet completed

Finally, as of this writing, there are still activities that have faced serious delay and have not been completed. These include four studies commissioned in the fourth year looking at social protection provisions, remittance regulatory frameworks and channels, labour market information systems and rating mechanisms of recruitment agencies. The project also committed during the last month of implementation to convene a regional consultation on global frameworks.

2. Management system capacity

The nature of these delays and changes could be better understood in light of the weak capacity of the management system created within IOM to support the project's voluminous and constantly changing sets of activities initiated from all sides: the SDC, IOM and CPMS. Looking at the following four key areas can help in gauging the project management system's capacity:

- (1) Leadership commitment at the COM level
- (2) Staffing levels
- (3) Managerial, technical knowledge and skills of the core project staff directly involved in implementing the project
- (4) Supervision, review, and reporting mechanisms created

This evaluation concludes that despite the strong leadership commitment within IOM Sri Lanka to implement the project, serious problems were encountered in the remaining three areas including:

- (1) inadequate staffing levels leading to a heavy workload
- (2) mismatch between the skills and experience of the staff with project requirements
- (3) inadequate supervision, review and reporting mechanism, focused mainly on completing activities and not on achieving needed results.

Leadership Commitment

Interviews with various stakeholders suggest strongly that the leaders of the IOM were willing to implement the project. It is the flagship regional project of the SDC in the region and IOM Sri Lanka's Chief of Mission during the first 3 years of the project was actively involved in the project's design phase. There is also no reason to believe, based on interviews with key informants that the leadership commitment has waned upon the entry of the new COM in the last year of the project.

Inadequate staffing level

A key problem was the inadequate level of staff maintained to support the project. The amount of staff time needed to actually implement the project was more than what was anticipated during the design phase, especially given the level of technical support CPMS required and the extensive coverage of the project

involving five thematic areas. The project would have benefited from more people being on the team particularly when multiple activities were going on at the same time, which was more frequent than the staff desired or expected. Coordination with multiple countries is never easy and more people should have been involved who is committed full time for the project.

A key informant with direct central knowledge on the core staff's composition, including its pay structure, described the "weak staff structure" as a "huge challenge" in managing the project and it led to a "tough" and "extremely excessive" workload. It is a sentiment that was shared by nearly everyone directly involved with the core project team. Overall, the human resources associated with the project were under resourced and overstretched leading to sub-optimal working condition characterized by long hours and a hectic schedule.

Unfilled posts and high turnover

It also did not help that the positions created in the core project team were sometimes unfilled, inadequately filled, or experienced high turnover. For instance, the project manager came into position in October 2015, or four months after the official start of the project. Essentially, for the critical first few months of the project, there was no project manager. There was no other activity except the activity managed by IOM Philippines with the CIOP Phase 1. The other project activities only begin to move after the SOM meeting in November and after the revised work plan were put into place by January 2016.

Interestingly, interviews also suggest that there was no actual full-time staff working on the project during the last two months of implementation. The project manager left in March 2019 to take another position within IOM and a senior officer based in IOM Bangladesh was tasked to assume the vacant role while still keeping responsibilities with existing projects in Bangladesh. The project coordinator, who has stayed with the project the longest, also left about a month before the project ended. He left his duties to another colleague who came to the project team only six months earlier and who at that same time was also involved in implementing another project within IOM Sri Lanka. A new person was introduced in the project during the last few weeks but her contribution was very limited, because she's still at the learning phase.

The high turnover is also exacerbated by the lack of proper planning when staff leaves. As one informant explains: "There were good discussions. But you know, all of that happened once their departure had been announced...There wasn't much time to get adjusted...Things just, you know, happen really fast."

A critical turnover was the departure of the project manager, which has played a central role in the project for nearly three and a half years. As noted, IOM Sri Lanka has asked IOM Bangladesh to have one of their key senior officers to step in and manage the project. The initial plan was to have the officer stay in Colombo for the entire two months but that plan was deemed impossible because there are also ongoing projects and initiatives in Bangladesh. The two COMs reached a compromise: two weeks of the officer's time during hand over in March, and two weeks in May. The new project manager arrived in Colombo only two days before the previous project manager left. Although detailed handover notes were prepared, at least a week of handover would have been more useful for everyone involved.

Technical knowledge and Skills

Aside from the actual staffing levels, another issue is whether the skills and experience of the staff match those required for the project. The project would have benefitted from more senior staff. The high turnover among the staff is partly a reflection of the fact that the project hired at the lower level and thus generally

attracted younger, more mobile professionals who are on the lookout for better opportunities such as a better paying more secure jobs and access to higher education.

Also, the level of expertise or support member states require is higher than what the project planned for. Having higher-level posts could have improved the level of influence of the CP TSU. It needs staff that not only elicits feedback from the governments but also is in a position to also influence decision and actively find solutions.

Aware of the need to augment the staff, the project decided to create another international post mid-way into the project. However, it took months to get the new position approved by all parties since there was an initial disagreement among various actors, including various offices within IOM as well as with SDC on where this new position should be posted—either in Colombo where the CP TSU team was located or in Kathmandu where the new CP Chair-in-Office sits. The Kathmandu option was eventually agreed upon, the post was filled by February 2018, two years and 8 months into project implementation, and thus came in too late. As one informant noted: “This is something that should have happened long time back and rectified in the course of the project. But it did require approval from the donor and the donor was not 100% convinced and there were months and months and months of negotiations.” Interestingly, the position in Kathmandu, which took months to create, was only filled for 10 months because the incumbent assumed another post in another IOM office by December 2018.

Supervision, review, and reporting

Another important area is how the project supervised the implementation of work plans, specifically how the project measured progress against targets. The project has been weakest in this area for two reasons:

- It reports mainly on what was eventually done but with limited attempt to more systematically understand what has been achieved.
- Lower level staff has limited liberty to make decisions on the spot and must constantly get permission, including in finalizing documents, essentially creates additional level of work for everyone involved, including for the manager.

On paper, the project manager was tasked to monitor the project action and ensure contractual compliance with the grant contract. The regional office in Bangkok will have programmatic and financial oversight of the action and will engage in the key national and regional activities throughout the project duration. Annual review meetings with the participation of IOM project staff and SDC will be held throughout the first three years of the project to review the action, assess progress, identify lessons learned and innovations, recommend course correction measures if required, and take the learning and decisions back to the countries for implementation

IOM Sri Lanka project team would have to provide status updates of the project as and when required by SDC. IOM Sri Lanka will also be responsible to keep SDC informed of any challenges, changes and opportunities to the project implementation. IOM will prepare and submit to SDC an end of year narrative and financial reports specifying how the activities are achieving objectives and outcomes. Following the submission of the annual report, IOM Regional Office and SDC will conduct joint field visits to evaluate the project’s progress and achievements against those submitted in the annual report.

Interviews suggest that the actual monitoring conducted during the project was perhaps less than ideal. There was no integrated monitoring and evaluation (M&E) in place. And the already limited funds for monitoring seemed to be one of the first to go in face of a budget crunch. For instance, the project originally allocated US\$35,000 for a TAWG review but, as noted earlier, the review was canceled to increase the funding to actually financing the meetings themselves.

There seems to be an assumption that M&E would eventually be done using IOM's own resources. As one informant explains: "Possibly, some monitoring evaluation would have come from Bangkok and from Geneva. ...And perhaps that assumption was optimistic, because, you know, admittedly, Asia is a big place. Perhaps there was an assumption on our part that monitoring and evaluation could be done with existing resources. The issue is always one of resources. And so we tried to make do."

More specifically, the monitoring of TAWG's could have been improved especially since one of the four main tasks of the CPTSU was to facilitate the review of the progress, indicators and achievements of the TAWGs based on agreed baselines and goals and communicate updates to the CP Member States. The TOR for the TAWGs had also a strong reporting mechanism. They are supposed to ensure progress is made decisions and recommendations by leading thematic discussions and proposing and implementing follow-up actions as needed and to report on the progress of these decisions and recommendations. Although there was a focus in developing goals, indicators and baseline, there was very little follow-up done on whether the goals and baselines were met.

The project was aware of this problem. In a project meeting on May 2018, which marked the third year of implementation, the project manager shared concerns that the TAWG chairs were not reporting progress to the Chair except for TAWG reporting at SOMs wherein the CP TSU actually provided the talking points. There was a suggestion at the meeting that perhaps periodic TAWG reporting to the Chair could be coordinated through the newly created post in Kathmandu but there is no indication that the problem was later resolved.

It is important to note that a more active M&E system would have enabled the project to better link at the national level. M&E is also important to showcase progress and results. To be able to influence policy, the project should at least be able to monitor the effects of what was discussed.

A related problem is that although some of the activities of the project attempted to identify objectives, indicators and work plans to facilitate monitoring of progress tend to be unrealistic. For instance, the indicative program of action 2016-17 of OESP-AAA is too ambitious in scope. It also had no time frame, no budget, and the strategy did not fit into the expected output.

The same could be said over the TAWG work plans and milestones. Each TAWG drafted the goals and key tasks for the TAWG and set milestones to be reached by SOMs between 2016 and 2019. The SDC gave feedback as early as June 2016 that there is a "disconnect between the goal and associated tasks" and that "each task should contribute towards the corresponding goal." By January 2017, the project team suggested that the TAWG key tasks indeed needs to be "reviewed, refined and prioritized in consultation with subject experts as some of the key tasks are too ambitious." There are no indications that this problem has since been fully addressed after it was recognized.

3. Resource Allocation Decisions

The delay and the weak management capacity can be traced to the resource allocation decisions that were made during implementation that are not commensurate with intended results. Five observations are most critical to acknowledge.

First, the resources allocated to the core staff and other IOM offices proved inadequate. A larger part of the budget should have been used to hire adequate staff to fully support the responsibilities of the core team. As noted earlier, the project, during the design phase, did not anticipate the breadth and scope of activities it would be asked to implement.

The challenge for the project was how to optimize the use of resources and overcome the fact that it was on a technical level overstretched due to developments not foreseen at the beginning of the project. Interviews confirmed that the project only allocated for three thematic areas during the design phase but ended up with five areas. Further, when the CP TSU was created, suddenly, the project manager position has to be the head of the technical support unit, the expert and the administrator. These changes, which were not and should have been anticipated in advance, would require a different project management structure and budget.

The project also did not budget enough to cover time and services of the other IOM offices involved in project implementation. IOM has a projectized structure, which means that every item needs to be charged to a specific project. Even travel costs related to a particular project needs to be projectized. Thus, a project with tight funding constraints would have problems getting support from other IOM offices unless they specifically paid for their services.

IOM core funding pays the specialist posts in HQ and the regional office but their time is also limited. As one key informant notes, you could reach out to the thematic specialist, but “it's not that you're having her as part of the team that actually works for you.”

And the level of support that can be expected is also personality based. For instance, the thematic specialist at the regional office during the start of the project was very much involved from the project design to implementation while another regional officer provided extensive assistance. As explained by a key informant, they supported the CP TSU beyond how they should normally support such a project. Thus, when the new thematic specialist and project officer came onboard, the project received “less support” which the informant recognized as perhaps the “normal” level of support that “can be expected from the regional offices.”

Perhaps an even more important actor for the project than those in HQ or the regional office are the IOM focal points in the country missions of the 12 CPMS. The project did not budget to cover their time except in IOM Manila and Bahrain, which were allocated resources to implement CIOP I and II. As one informant noted: “if we had a follow up meeting, we could not even provide for refreshment for 10 people.”

The focal points play a critical role since the project was designed in such a way that there will be a focal person and each of the countries will then have to follow up with some of the national initiatives. For the design to work, focal points would have to sort of follow up with, say, government officials in terms of their participation in different meetings, and also the private sector. Without that follow-up link, the possibility of filtering the regional discussion to the national level discussion and initiatives is severely limited.

Allocating funding for the services of IOM Focal Points clarifies relationship and more easily justify work done for the project. Most projects in IOM do not offer fully funded positions. Resource management teams are often looking for other sources to ensure that there is secured funding for staff. And paying a certain proportion of staff time at the national level means that it is easier for the staff to explain to management how they are using their time for the project. As one informant explains: “If I have to give 10%, because I’m getting paid for that 10%, then you know that the project should be in my priority list.... Getting paid in such a way means that you are sort of answerable to the project management.”

Informants directly involved in project implementation recognize the problem. The lack of the linkage between the activities and how they were translated into the national policies at the national level has been a challenge because there is no country specific activity in the project design, except for that one component in Sri Lanka. The SDC did expect this transformation to happen. Without tangible projects at the national level, however, this translation process won't automatically happen.

Second, adequate resources were not allocated to operationalizing activities at the national level. For instance, the problem of finding funding for activities discussed at the TAWGs was flagged as early as June 2016 during a project review meeting between IOM and SDC. At that time, the project was well aware that there were a lot of expectations regarding the capacity building activities among the CPMS and therefore it would be necessary to decide on what activities related to this could be supported by the Regional Project.

This observation was echoed again in the December 2016 meeting where IOM flagged to SDC the challenges to move forward with the agreed Goals and Key Tasks of the TAWGs because there was no foreseeable budget for joint actions.

And the problem continued well into the third year. In a 2017 meeting, IOM emphasized that there was currently little funding for implementing TAWG key tasks, especially PDOE and Remittances, and there are clear risks of TAWGs’ being reduced to a platform of exchange of information and country initiatives only without being able to achieve the agreed joint actions. The team also expressed desire for further engagement with CODs to cooperate in these thematic areas.

Third, nearly 10 percent of the budget ended up not being spent or committed anyways with only a month before the project ends. As Table 8, below shows, the project had a remaining balance of \$254,320 as of April 30, 2019. Interviews suggest that there was no plan to extend the project in order to spend the remaining amounts and that any balance by May 31st would be returned to SDC. Around 85 percent of the balance pertains to operational costs, the part of the budget line that funds the actual project activities.

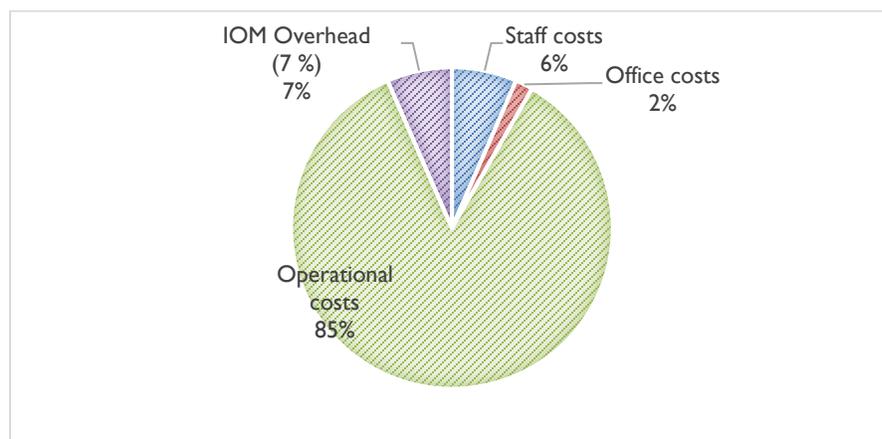
Table 8 Project’s Budget versus Actual Expenses and Commitments Made as of April 30, 2019

| Costs | Budget | Actual Expenses and Commitments | Remaining Balance | Proportion of Balance over the Budgeted Amount |
|--------------|---------|---------------------------------|-------------------|--|
| Staff costs | 801.750 | 785.142 | 16.608 | 2% |
| Office costs | 79.214 | 74.700 | 4.514 | 6% |

| | | | | |
|-------------------|------------------|------------------|----------------|------------|
| Operational costs | 1.463.957 | 1.247.397 | 216.560 | 15% |
| IOM Overhead (7%) | 164.145 | 147.507 | 16.638 | 10% |
| Total | 2.509.066 | 2.254.746 | 254.320 | 10% |

Source: Evaluator’s calculation based on the Project Finance Monitoring Report, as of April 2019

Figure 10 Balance by type of costs, as of April 30, 2019



Source: Evaluator’s calculation based on the Project Finance Monitoring Report, as of April 2019

Fourth, there was a built-in fragmentation with how the project was set up, with multiple levels of coordination with partners within and outside IOM complicating coordination and decision-making.

Partly because it is a regional project involving 12 countries, the project team needs to coordinate with various actors both within and outside of IOM. These actors play particular roles, with their own sets of expectations, and particular ways of doing things, and there were limited efforts to streamline communication and minimize waste of time.

a) Within IOM

Just within IOM, the project needed to liaise with the 12 country focal points, the CP Secretariat staff which rotates with the Chair in office, the Regional Thematic Specialist on Labour Migration based in the ROAP in Bangkok, and officials at two divisions at the IOM headquarters in Geneva: the Labour Migration and Human Development Division and the International Partnership Division (IPD) at headquarters. For a limited time, there was also a CP TSU project officer stationed in Kathmandu as noted earlier. The roles they played differ and sometimes overlap and it is not entirely clear where the boundaries were especially in practice.

The IOM country focal points were copied in all communication of the CP TSU with the government officials. They played an indispensable role because more often than not, they would have better relationships with

the government counterparts than the CP TSU staff. Issues like language barriers may come into play and the focal points could step in to expedite, say, for example, if nominations needed to be sent by a certain date or documents needed to be reviewed and provided feedback. The focal points also supported in coordinating logistics, including the necessary administrative arrangements to host the meetings. And they also came and participated in the meetings themselves. Focal points helped ensure activities are moving ahead and not falling behind on the timeline. Many focal points are also senior officials who have been with IOM for a long time so they also provided crucial thematic expertise.

The Regional Office has a very lean regional office structure and the thematic specialist's primary job is endorsement, and then providing strategic and thematic support within limits. If the CP TSU had events, it would run the agenda with the regional office which would then recommend changes, for instance, by identifying resource persons and so on. And they also came in as resource persons themselves for the activities, including doing presentations.

The LHD in headquarters was involved in reviewing terms of references and reviewing the applications for the research while the IPD had a more limited engagement financially, but its activities did overlap with the CP TSU. Since the IPD "act as the de facto Secretariat", it is supportive of any action that is taken on behalf of the Colombo Process but officially and financially, it has no investment whatsoever linked to the CP TSU. According to informants, IPD's activities don't need to be seamless with respect to the Colombo Process, but also should not duplicate each other. Thus it coordinated with the CP TSU as often as needed. The CP secretariat at the Geneva level and the capital level do work together on a consistent basis, especially in terms of providing the content of the SOMs, the ministerial meeting, and then Geneva based meetings with CPMS. The CP TSU provided updates on the accomplishments and achievements of the thematic area working groups in these meetings.

b) CPMS

The main actors that CP TSU coordinated with are the CPMS themselves. The CPTSU worked primarily with officials from the labor and foreign employment ministries. The level of coordination, particularly internal coordination, required within the government often made meeting CP TSU deadlines difficult. The bureaucratic structures of the government kept changing and the CP TSU Staff had to go through each step.

A constant problem that the team faced was the slow feedback channel: by the time CPMS replied to CP TSU requests, deadlines had long since passed. The CP TSU had to adjust the timelines again. For instance, in the first year, the project had a hard time receiving feedback from CPMS for the country-specific contents of the online repository and other relevant pages of the CP website, noting that the planned launch of the new website may be delayed until the government approval is received. The project had to get approval from CPMS for any research and other knowledge products, especially those that would be published. "They have to agree with the content ...so we do have to go back to the member states many times asking for their input including the information presented in our tech portal."

Likewise, when the CP TSU organized a conference, it needed to get permission on a wide range of items from the meeting agenda to what banners to use. And communication took time because the CP TSU coordinated with officials in the government who also needed to get the approval from someone higher up in the hierarchy. So that also took quite a bit of time for the response to come back, as explained by informants.

How to more efficiently communicate with governments is an issue that has been raised frequently during project meetings. Informants agreed that no clear and effective solution was arrived at during the four years.

As a key informant directly involved in project implementation noted: I think there was no other way around it, because we had to work with CPMS, we couldn't really just make all the decisions on our own.

c) SDC

Another key actor the project needs to work with very closely is SDC. Various informants confirmed that SDC was very involved in project implementation, including providing direct input to agenda for the meeting. The project also invited SDC to be present at all thematic meetings. SDC has always emphasized that the project should see them as an implementing partner and not just the donor.

As SDC noted in one of the project meeting minutes in 2017: IOM and SDC has a “partnership” rather “than a simple donor-implementation agency relationship.” SDC helped in planning for the logistics, agenda and budget of meetings so that “the meetings are the best possible” and “comprehensive in nature.” SDC also closely followed the project’s activities particularly on the TAWGs and had convened numerous review meetings with the team.

Various informants see SDC’s direct involvement with project implementation as both a challenge and as an opportunity. It is certainly a challenge from a programmatic point of view because the strategy and approaches change continuously, and sometimes, including approaches that were already agreed on with CPMS. As one informant noted: “I think that if you want to really work as a team, and you agree from day one, that that you will regard the donor as part or as a member of your team, then you got to find a way solution that make everyone decently happy, right. But in terms of making the life and the job of a project manager easy? Not necessarily.”

Yet, there is a clear upside with having an especially involved donor. SDC’s close involvement means that there is a lot of room for flexibility during implementation, particularly in accommodating changes and in meeting the ever-evolving demands by many actors, especially government partners.

Indeed, a lot of the changes came from the donor. Some require huge reorientation in the budget, such as the reallocation of the ILO funding to the ADD Skills pilot, while others are tiny details budget-wise but with long-term and strategic implications, such as suspending support to BAIRA’s chairmanship of OESP-AAA until it sorts out its succession problems and requiring OESP-AAA participants to pay for their own airfare when attending OESP-AAA meetings. SDC also advocated strongly to include civil society groups in CP meetings and also saw the need to support the priorities of the new CP Chair in Nepal, including diverting project resources to fund GCM-related activities. At the same time, however, some of the activity changes also came from IOM’s side, which for the most part the SDC also supported. As one informant notes, and to which many agree: the SDC was “always reachable and available for discussion.”

A clear downside with this set-up, however, is that SDC, as a government entity itself, cannot always be a party to all discussions, especially discussion directly with governments, which then created frustration and unclear expectations from all sides. For instance, both IOM and SDC would like to see more movement at the national level, particularly in terms of tangible change such as a new policy and strategy. However, there is a mismatch in expectation in terms of how much the project should push for these changes to happen.

Another downside is that having too much flexibility in the project implementation increases the chances of the project losing focus and being caught up financing activities that are more closely aligned with short-term priorities of partners rather than to the longer-term aim of influencing the project objective.

Lastly, there is also lack of an efficient process in obtaining feedback from all project partners. This problem has been flagged very early into the project. For instance, as early as 2016, SDC expressed “concern that the finalization of the draft regional guide is being delayed and there seems to be multiple review processes within IOM. SDC stressed the importance of completing the draft regional guide sooner so as to give sufficient time for the ADD MS to review the document before the ADD Ministerial Meeting.”

And that problem remained unsolved. Up at the very end of the project, there were still several layers of reviewers. As explained by an informant directly involved in project implementation, “every publication or research has to get comment or endorsement from CPMS... And then also this review by, say, regional office headquarters and member states, so there are multiple lines of reviewers.” The review process for the most part of project implementation generally moved in a sequence beginning with internal review of the project team followed by the regional office review and the headquarters review, and then the CPMS and other external actors, including SDC.

It was only on third year of the project review when the need for a more efficient review process was raised. At the time, the CP TSU was planning to commission four studies on different thematic areas of the CP, and there was a concern that the studies would not be delivered on time unless project partners agree on the modalities of obtaining feedback/ approval with TAWG Chairs and CPMS. By March 2018, during a project meeting with SDC, a solution was suggested that if Member States are delayed in providing feedback – that after the agreed timelines at the meetings and appropriate reminders, it could be assumed that tacit consent is reached to move ahead. Interviews with key informants suggest that this suggestion was eventually adopted but much later, at around the last few months of project implementation, when a possible no cost extension to the project was clearly off the table.

D. Impact

Impact refers to the positive and negative changes produced by the project, directly or indirectly, intended or unintended. Impact is hard to measure. Whilst it may be too soon to determine the full impact of the project, there is indication that the relevant project components have “filtered up” and contributed to the GCM and other pertinent global initiatives. The project’s benefits, however, have not filtered down and made a clear real difference on the everyday lives of migrants.

Filtering up to influence global discussions

A key achievement of the project was essentially to bring the CP on the global stage through its participation in a number of forums, foremost of which is the GCM. As one informant noted, the “CP spoke with one voice at the GCM and managed to create a global footprint and gave a sense of importance and expertise for the CP countries. It is clear that without the CP TSU, the CP intervention at the GCM, a lot of which made into the final GCM document, would not be possible. The CP TSU provided expertise, mentoring and assistance before, throughout and after the consultation.

Aside from the GCM, the project also allowed the CP as a regional group to participate in other global and regional consultations. For instance, in Year 3, the project assisted the CP in putting together a position paper to feed into the ILO’s on-going process of proposing a global definition of recruitment fees and costs in a timely manner. Also, in the third year, the TAWG Remittances Chair participated in the global remittances forum held in Kuala Lumpur in 2018.

Less mentioned than the GCM but equally important is how the project, particularly the discussions, also filter and shape how IOM as an organization think about labour migration, and how the experience working with the CP shapes IOM's work in other regions. The flow of knowledge is essentially a two-way process. The project offered valuable inputs on IOM priorities at the global level, particularly in labor migration. It also has been able to inform the debate within IOM: It helped clarify IOM's policy thinking in labor migration and to push forward some key work in these areas, particularly in the development of IOM's ethical recruitment policies and building on the skills recognition aspect.

The project also had important impact on IOM's work in other RCPs. The work done by the project, such as the TAWGs, is pioneering and the LHD in Geneva have reflected on how the lessons learned in implementing the project can be used, and the good practices replicated in other parts of the world.

Filtering down to change migrant's lives

The project's benefits, however, have not filtered down and led to a profound change in the everyday realities of migrant workers, who are the ultimate beneficiary of the project's objective of strengthening labor migration governance. The project's impact in this area is limited. Indeed, the question for any development partner, such as the SDC, is how has the project affected migrants on the ground. As an informant who played a central role in both the project design and during implementation, the answer to this question is easy: Negligent. Not really. Very little. Indeed, in the end, the question that needs to be asked is how can the project change the life of migrants and migrant workers— a question that was not taken up in project design. This is clearly a shortcoming in the project design.

E. Sustainability

Sustainability refers to the extent to which the benefits of the project are likely to continue after donor funding ceased. The extent of the project's sustainability can be understood by looking into three areas:

- (1) Whether the project is embedded in institutional structures that are likely to survive beyond the life of the project;
- (2) Whether the target groups have any plans to continue making use of the services/products produced in the project framework; and
- (3) Whether any measures were in place to ensure that produced deliverables are adopted, utilized, and replicated.

This evaluation concludes that the project failed to make significant progress in all three accounts. The continuation of the CP TSU in institutional structures beyond the life of the project is very unlikely. It is also not clear that all the project deliverables would be used, except for a few, and the project also never had a clear exit strategy.

I. Continuation of the CP TSU

The review of documents and interview with informants provide little indication that the CP TSU would be embedded within the CP, or any other institutional structures that are likely to survive beyond the life of the project. The CPMS officially recommended the continuation of the CP TSU as noted in the Kathmandu Declaration signed in November 2018. However, there was no subsequent institutional decision taken if they are prepared to support or sponsor it. The CPMS only agreed to "seeking sustainable funding to support" the

CP TSU, but exactly how and by whom is unclear. Indeed, one question that has not been fully explored, for instance, is to what extent the CP TSU could be a part of the self-funding formula.

The possibility of the CP funding the CP TSU is highly unlikely given that there is still a struggle for CPMS to deliver on the financial commitments that they have already agreed on, such as the self-funding formula, much less take on more financial responsibilities. This is impossible at the moment. Unless there is clear phase 2 funding opportunity, the CP TSU cannot continue.

2. Use of project outputs and deliverables

In terms of whether the CP or other actors have any plans to continue making use of the services/products produced in the project, the prospect is mixed.

It is not clear from the project document and interviews whether the IT component of the project will be embedded in the CP. There is no clear indication of whether and how the website and the online repository included in the restricted interface of the website would be maintained after the project ended. There is a small cost incurred for the hosting and maintenance of the CP website of approximately US\$2000 per year. And unless somebody agreed to cover the cost, it will be dysfunctional.

Indeed, more than any other kind of activity, an IT component to survive beyond the life of the project requires a clear sustainability plan and exit strategy. Websites, online platforms and the likes are important initiatives but they come at a cost, particularly technologies that often needed to be updated. And the updates to these technologies also come with costs. As one informant puts it: There's a major question mark. Who is going pick the bill now? ... We built this and we invested a large amount of money. Now it's yours... You run with it. You pay."

As for the sustainability of the research and other knowledge products produced by the project, there is a reason to believe that products related to the CIOP Phase 1 and 2 would most likely be used in CIOP Phase 3 thus extending their utility beyond the project. However, the same cannot be said for certain other knowledge products produced by the project. The ILO activities in Sri Lanka ended in 2018 and interviews with informants suggest that the technical assistance, and its deliverables, have been useful for and sustained by the government.

3. Exit strategy

Finally, there was also no clear exit strategy for the project. A review of project documents suggest that the sustainability of the CP TSU was first raised in March 2018 at a meeting between IOM and SDC, or nearly three years into project implementation. In this meeting, the SDC suggested that the discussion at next SOM should also highlight what exactly is the commitment of CPMS towards the continuation of CP TSU. In the same meeting there was also a discussion of Phase 2, the possibility of which at that time was not excluded.

By November 2018, CPMS recognized the importance of the CP TSU and expressed desire for it to continue. However, no commitments were made on how it will be financed. As of this writing, IOM and ILO are conducting preliminary discussions over the possibility of a joint proposal for a possible Phase II.

Clearly, the project could have considered the exit strategy earlier in the implementation. As a key informant notes: "I do think maybe something of an opportunity was lost in the last year. We all know the program is coming to an end. And I think maybe we should have all thought about that a little bit more. Clearly and collectively. And I'm not just talking about IOM but the other partners that are engaged with the program

including the SDC but also some of the key member states, including the Chair. To have a discussion a year before and say: What do you want? What do you expect to happen once funding for the CP TSU as it exists now stops? I think that a little bit of forethought for sign off would have been beneficial.

F. Gender and human rights sensitivity

Gender and human rights sensitivity refer to the extent to which gender and human rights concerns were streamlined into the project's design and implementation. The review of project documents and interviews suggest that the project had clear attempts to incorporate gender and human rights particularly in the project meetings and other events.

Gender is broadly infused throughout the project, particularly in the TAWGs. Some of the themes where the project clearly incorporated gender concerns include financial inclusion of women migrant workers, recruitment, particularly on the vulnerability of domestic workers, and also how pre-departure orientations can be more gender sensitive. The project ensured that there is at least one discussion where the gender aspect is considered.

The project also had a close partnership with UN Women, which was invited in all project meetings throughout the four years of implementation. In these meetings, UN Women presented their initiatives, particularly on the area of recruitment and use of standard contracts. The project also tried to incorporate experiences of CPMS with substantial women migrants such as Indonesia and the Philippines, which were concerned with how to protect domestic migrant workers.

As far as human rights sensitivity is concerned, the project tried to more fully incorporate civil society's voice in the meeting discussions by inviting civil society organizations, such as MFA, as already discussed at length earlier. The close partnership with ILO also ensured that the project supported efforts by ILO to promote ratification and implementation of key labour standards of relevance to migrant workers such as the ILO Convention C189 concerning domestic workers, and C181 on private recruitment agencies.

VI. Conclusions and Recommendations

The DAC Criteria for Evaluating Development Assistance—relevance, effectiveness, efficiency, impact and sustainability—along with the gender and human rights dimensions provide a comprehensive view of what the project has accomplished and to what extent.

As the previous sections show, the project performed differently under each criterion. This evaluation concludes that the project had the most progress in terms of relevance and to a limited extent in terms of effectiveness, gender and human rights sensitivities and impact. The project had the least progress in terms of efficiency and sustainability.

A. Main Observations

More specifically, the evaluation arrived at the following key observations:

I. Most progress: Relevance

- **The components were closely aligned to the thematic priorities and objectives of the Colombo Process and other relevant stakeholders and has remained so during implementation and even after accounting for the programmatic changes introduced throughout the project duration.** There was constant back and forth between the SDC, IOM and the CP Chair during the project design phase and consistent feedback was provided particularly if a proposed activity or area was seen as not necessarily relevant. Given the participatory manner in which the project was designed, the project's thematic priorities aligned very closely with official CP pronouncements and related documents not only during the design phase but also during implementation. There was also consistent effort to validate implementation plans as the project progressed as well as demonstrated efforts to build on recommendations raised in meetings. Feedback from CPMS was especially sought if there were problems in implementation.
- **The activities and outputs of the project were not fully consistent with influencing the intended outcomes and objective.** There was a disconnect between what the project wanted to do and what it expects to achieve. Although there were a wide variety of activities offered throughout the project, most would fall under either discussions or drafting of knowledge products, and of those discussions and knowledge products, an overwhelming majority are at the regional level. This should not be surprising given that the project is on the CP, which is obviously a regional-level organization. However, successfully influencing many of the expected outcomes the project has chosen to influence would require some kind of policy change. There is no corresponding investment on targeted activities that facilitate such policy changes, such as consultations with policymakers and other stakeholders at the national level. Except for the CIOP and the technical support to Sri Lanka, the project planned for no explicit activities linking the regional activities with national level activities.

2. Limited Progress: Effectiveness

- **The project made tangible progress on sharing knowledge and moving the discussion on thematic priorities beyond the Ministerial and Senior Officials Meeting (SOM).** The project, especially through the TAWGs, provided a regular and frequent space for interaction, and more importantly, interaction on focused thematic areas, which enabled the CPMS to gain a better understanding of each other and to create some sort of a common position and direction.
- **The project also had success in enlarging the space for civil society engagement within the CP.** There was an initial reluctance among CPMS to include civil society groups in CP meetings and the projects made clear efforts to increase CS participation, particularly in getting MFA representatives in and inviting other NGOs. As a result, throughout the project's implementation, civil society groups, particularly groups associated with the MFA, attended most, if not all of the CP meetings.
- **However, there was very limited success in inspiring CPMS to use the knowledge that they have acquired during discussions at the regional level and turn this knowledge into tangible initiatives at home.** There was some progress in linking the regional discussion on skills and qualifications to the national level activities in Sri Lanka. A key challenge for the project, however, was how to influence activities at the national level without providing the funding for implementation. National-level activities inspired by the project are mainly sporadic and primarily in countries where there is already an existing project that could readily finance follow-up activities, such as an in Pakistan and Bangladesh. The project

failed in successfully translating the dynamic discussions at the TAWGs and other project-funded meetings into tangible projects at the national level.

- **There is also room for improving the quality and utility of the knowledge products the project produced.** There is reason to believe that the project was concerned not to appear to be criticizing governments, particularly their policies and activities, and that concern dictates the limited scope of commissioned research. The studies commissioned explicitly called only for descriptions of policies and activities, not an assessment of how well they are implemented. Comparisons across CP MS were also discouraged, thereby limiting analytical insights that can be derived from the research commissioned.

3. Initial Progress: Impact and Gender and Human Rights Sensitivities

- **Whilst it may be too soon to determine the full impact of the project, there is indication that the relevant project components have “filtered up” and contributed to the GCM and other pertinent global initiatives.** Less mentioned than the GCM but equally important is how the project, particularly the discussions, also filter and shape how IOM as an organization think about labour migration, and how the experience working with the CP shapes IOM’s work in other regions, particularly on other RCPs.
- **The project’s benefits also did not filter down and led to a profound change in the everyday realities of migrant workers,** who are the ultimate beneficiary of the project’s objective of strengthening labor migration governance.
- **Gender was broadly infused throughout the project,** particularly in the TAWGs, and during discussion on financial inclusion; recruitment, and pre-departure orientations. The project also had a close partnership with UN Women, which was invited in many meetings throughout the four years of implementation and tried to incorporate experiences of CPMS with substantial women migrants such as Indonesia and the Philippines, which were concerned with how to protect domestic migrant workers.
- **The project also tried to more fully incorporate civil society’s voice in the meeting discussions by inviting civil society organizations,** such as MFA, while the close partnership with ILO allowed for the project to support ILO’s effort to promote ratification and implementation of key labour standards of relevance to migrant worker.

4. Least Progress: Efficiency and Sustainability

- **The project activities went through drastic and constant revisions and significant delays during implementation. Although many activities were ultimately undertaken, most were delivered late, and some were eventually cancelled after major delays and much resource already poured into them.** In total, the project attempted to implement 54 different activities, only 37 percent of which were included in the original proposal. Around 54 percent of the activities were added during implementation while another 9 percent were modified activities. The project consistently met deadlines with regards to supporting meetings particularly of the TAWGs. By the end of the second year, all the five TAWGs have been activated, including the adoption of the TAWG goals and key tasks and the development of TAWG specific ToRs. Some of the activities were also completed but with minor delays such as revision of the CP website, while others face major delay such as the activities to CIOP Phase II. Some of the knowledge projects were not completed at all and were cancelled during implementation including the LMR

operational guide and the publishing of the mapping of existing recruitment monitoring practices and complaints mechanism. The biggest item canceled under Outcome 3, however, was the cancellation of the activities aligned with the ADD Skills pilot. There are still activities that have not been completed as of this writing including four studies commissioned in the fourth year.

- **The nature of these delays is linked to the weak capacity of the management system created to support the project's voluminous and constantly changing sets of activities.** Despite the strong leadership commitment within IOM Sri Lanka to implement the project, serious problems were encountered including inadequate staffing levels leading to a heavy workload, a mismatch between the skills and experience of the staff with project requirements, and inadequate supervision, review and reporting mechanism focused mainly on completing activities and not on achieving needed results.
- **The delay and the weak management capacity can be traced to the resource allocation decisions that were made during implementation that do not commensurate with intended results.** The resources allocated to the core staff and other IOM offices proved inadequate. A larger part of the budget should have been used to hire adequate staff to fully support the responsibilities of the core team. The project also did not budget enough to cover time and services of the other IOM Offices involved in project implementation which is important given IOM's projectized structure. Adequate resources were also not allocated to operationalizing activities at the national level. With only a month before the project ends, nearly 10 percent of the budget ended up not being spent or committed after all. Interviews suggest that the project did not attempt to spend the remaining balance and chose to return the money to SDC. There was also a built-in fragmentation with how the project was set up, with multiple levels of coordination with partners within and outside IOM complicating coordination and decision-making. There was also lack of an efficient process in obtaining feedback from project partners, particularly the CPMS.
- **There is little indication that the CP TSU would be embedded within the CP, or any other institutional structures that are likely to survive beyond the life of the project.** The continuation of the CPTSU in institutional structures that are likely to survive beyond the life of the project is unlikely.
- **In terms of whether the CP or other actors have any plans to continue making use of the services/products produced in the project, the prospect is mixed.** It is not clear from the project document and interviews whether the IT component of the project will be embedded in the CP. There is no clear indication of whether and how the website would be maintained after the project ended. As for the sustainability of the research and other knowledge products produced by the project, there is a reason to believe that products related to the CIOP Phase 1 and 2 would most likely be used in CIOP Phase 3 thus extending their utility beyond the project. However, the same cannot be said for certain for the other knowledge products produced by the project.
- **The project also never had a clear exit strategy.** Project documents suggest that the sustainability of the CP TSU was first raised in March 2018, or nearly three years into project implementation.

B. Recommendations

Moving forward, this evaluation recommends continuing support to the Colombo Process, and its activities mainly by taking two complementary routes:

I. Ensure that the project deliverables and outputs are put to use

Regardless of whether or not there is going to be new initiatives to follow, it is important to first ensure that the deliverables and outputs of this project are put to use as much as possible. A discussion with CP, alongside other stakeholders, must start on how to best utilize the project's outputs because there is a risk that they will fall through the cracks representing not only a waste of time, investment and resources but also a missed opportunity for all stakeholders involved, particularly the IOM.

For one, the numerous consultations, meetings and conferences the project convened, particularly the TAWG meetings, produced numerous recommendations reflecting not only CP MS insights, but also of the civil society and other stakeholders who attended these convenings. Although it is unlikely that all or even most of these recommendations can be followed up and realized, there is value in identifying which particular recommendations could be prioritized and explored further after a review of available and potential resources as well interest among CP MS and other stakeholders. On top of the recommendations, these convenings also discussed new information and insights, including best practices as well as challenges, which could be mapped, compiled and then presented in a more coherent and accessible manner. This ensures that the discussions benefit not only those that attended them but others as well.

It is also important to make sure that research commissioned by the project, and their findings, are actively disseminated, at the very least, within CP MS, but ideally to a wider community. The experiences of CP MS countries offer lessons for other regions as well which are grappling with the same issues now or will be in short or medium term.

Another important discussion that still needs to be made is how the IT component of the project could be embedded in the CP, particularly on whether and how the website and the online repository, would be maintained.

2. Build on especially promising components of the project

Clearly the project had components that hold promise and should be followed up and continued. It is important to build on these promising project components and seriously explore ways on how they can be continued, in some form or another.

As noted, the TAWG meetings did not only energize but also structured the discussion, particularly on how to move forward. Unfortunately, the project, for reasons already explained at length, was not able to build on the momentum of the TAWG meetings. There was no appropriate follow up done, especially at the national level, to realize many of the insights presented at the TAWGs. There is value in exploring with TAWG members to see how can the meetings be continued. A few of the TAWGs, particularly the TAWG on recruitment and skills, held more meetings and there could be interest to continue. Given that CIOP Phase 3 is slated to continue, there could also be sustained interest among the PDOE TAWG members to keep convening.

Another key project component is the CP TSU itself. It is clear that CP MS remain interested in and are still in need of technical support, now as before the project began in 2014. Clearly, there is value in seriously exploring if and how could the CP TSU continue in the short to medium term. One of the upsides from the

problems the project faced in the last four years is that much now has been learned on how to better implement the CP TSU if it continues in the future.

Some of the lessons that must be considered seriously include the following:

- **Strong governance structure supported by adequate staff:** The weak capacity of the management system created to support the project's voluminous and constantly changing sets of activities led to serious delays and wasted resources. It is clear that the level of technical support CPMS requires, especially if the thematic focus remains extensive, is huge. Coordination with multiple countries is never easy. An under resourced and overstretched staff leads to a sub-optimal working condition characterized by long hours and a hectic schedule, which then contributes to high turnover rates further exacerbating the problem. This vicious cycle can be avoided through proper manpower planning at the very outset.

Aside from the actual staffing levels, it is also important that the skills and experience of the staff match those required for the project. The CP TSU, as its name implies, should be a technical support office, not a secretariat, and its utmost value in the future ultimately rests on it fulfilling that role. It is important to have experienced staff with the technical expertise and mastery of the subject matters the CP MS find important. The CP TSU cannot and should not be a logistics and coordinating arm of the CP—that task is already well situated within the CP Secretariat.

Indeed, ultimately, providing technical support is not an end in itself. The ultimate goal is to shape future directions and influence CP MS and other actors to take optimal policy and programmatic routes, as dictated by the evidence. Having higher-level and more experience posts within the CP TSU would improve its level of influence, particularly on decision-making and in actively finding feasible solutions that are palatable to governments and other actors while being cognizant of resource and other constraints, including constraints that are political in nature.

- **Active supervision, review and reporting mechanism focused on achieving results, not completing activities.** The CP TSU, if it continues, also should be cognizant of the need to more systematically understand what has been achieved, and not just what was done. Generation and acquisition of knowledge is not easily measured. Meetings can be convened but it does not mean that knowledge is generated or acquired. The primary focus should not be in just ticking boxes, but in making sure that the boxes ticked generated the expected results. This can only be achieved if a more active and independent monitoring and evaluation system (M&E) is put in place. The M&E system must be well integrated into the CP TSU's governance structure and implementation plans. An active M&E system would allow that CP TSU to showcase progress in real time, and incite interest and generate support from potential donors. It would also allow for a more systematic and timely identification of problems before they become unmanageable, and cause enormous delay. At the very least, the CP TSU, if it continues, should evaluate the meetings it convenes by measuring satisfaction and level of knowledge acquisition of participants.

Judging from the way evaluations are circulated and discussed within the organization, there seems to be a culture of fear in M&E within IOM. As noted at the beginning of this report, the project has not yet shared a copy of an internal, mid-term evaluation conducted on the project citing possible "confidentiality issues" and pending the approval of the release of the report from IOM senior management. During the information gathering phase, the evaluator has asked the project staff numerous times, in both writing and orally, for a copy of the evaluation to no avail. Informants noted too that there were also different versions of that evaluation circulated among IOM Staff, with some staff receiving the full version, others a condensed version, while others are not allowed to see it at all.

This practice is not in accordance with IOM's evaluation policy as of September 2018, which requires full disclosure of evaluations to the public. IOM operates under the evaluation norms and standards established by the UNEG. IOM's evaluation policy, as of September 2018, states that: "All evaluations reports are expected to be publicly available and listed on the IOM evaluation Webpage and under other specific webpages as deemed necessary, with due regard to IOM' Data Protection Principles (IN/138). All additional evaluation products (annual reports, evaluation plans, terms of reference, evaluation management responses etc.) should also be shared when requested."²

Indeed, evaluations are most useful when they are accessible to the public and transparent as espoused by various normative documents of the evaluation profession including the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation, the IDEAS ethical principles, and the American Evaluation Association Guiding Principles.

- **Efficient allocation of resources to where and when it is actually needed.** The process is also as important as the outcome, and this is especially true given serious resource constraints. It is important that if continued, the CP TSU must run as efficiently as possible. This would require addressing the built-in fragmentation with how the project was initially set up, with multiple levels of coordination with partners within and outside IOM complicating coordination and decision-making. There must be concerted efforts to streamline communication and minimize waste of time.

It was also clear from the project's experience that a larger part of the budget should have been used to hire adequate staff to fully support the responsibilities of the core team. Projects with a regional footprint also would require a strong follow-up support at the national level. Progress made at the regional level, such as commitments to certain policy and programmatic directions, does not automatically filter down at the national level without active intervention and encouragement. It is important that the budget is allocated to cover time and services of the other IOM Offices involved in project implementation, particularly the focal points, given IOM's projectized structure.

- **Supporting independent research is an important goal to uphold for any project, especially if the project's goal of commissioning the research in the first place is to contribute to building knowledge.** There should be a certain degree of independence given to researchers in terms of how they administer the research, but also some freedom to review and provide critique on policies and activities, as long as they are grounded on the evidence.
- **Creating CPMS ownership of the CP TSU by integrating research more closely within government institutions.** Lastly, it is also important that the CP TSU, if it continues, could serve as a catalyst for CPMS to further improve their own technical expertise. There is a lot of room for working directly with CP MS government institutions, many of whom also already conduct their own research on various labour migration issues and would greatly benefit from additional infusion of resources, financial and otherwise. This ensures that future interventions of the CP TSU are more sustainable. The CP MS are in better position if an institution, like the CP TSU, treats it as an active partner in generating knowledge and not just passive recipients. This collaborative approach is all the more important given the fact that research findings can easily become obsolete.

² The IOM's evaluation policy can be downloaded via this link: https://www.iom.int/sites/default/files/about-iom/evaluation/iom_evaluation_policy_in_266_external_18.pdf

Annex I: The Effectiveness of ILO's Skills Pilot Project Component

I. Introduction

The ILO Country Office for Sri Lanka and the Maldives implemented the activities under outcome 3 via an IOM-ILO funding agreement. In this agreement, IOM provided a grant of US\$340,000 for ILO to conduct primarily national level activities in Sri Lanka. The 40-month project, which began in August 2015, convened various consultations and commissioned reports, including an analysis of trends of Sri Lankan migrant workers in the construction industry in the GCC and mapping of skills assessment, certification requirements and equivalencies in Sri Lanka and in the UAE and Kuwait.

As part of this funding agreement, ILO planned to administer a pilot between Sri Lanka and the UAE on certification and mutual recognition of skills, called the Skills Pilot, but it was canceled midway in implementation. The ILO, in turn, focused on providing technical assistance to Sri Lankan government institutions in harmonizing and streamlining occupational classification and data systems and in developing and testing a mechanism for assessing skills of returning construction workers.

This annex specifically evaluates the effectiveness of the implementation of the Skills Pilot component. It describes the extent to which the skills pilot attained or influenced its objective and the major factors influencing the achievement or non-achievement of the objectives.

This annex, which is divided in three sections, begins with a brief background of the skills pilot component. Section two details the components effectiveness while the last section identifies the major explanatory factors.

II. Skills Pilot Background

The activities under the Skills Pilot project with the UAE were not included in planned activities when IOM and ILO signed the funding contract in September 2015. As table 9 below shows, the initial activities are on three areas:

- Drafting of a mechanism for assessing skills of returning and departing construction workers in line with the ADD pilot.
- Supporting 2 institutions to carry out the assessment for around 200 returning migrants to upgrade their skills passport and likewise do so for departing workers.
- Developing a methodology and implementing an impact assessment to measure the recruitment and employment outcomes of the pilot.

Table 9 Activities Under the Skills Pilot, 2015 to 2019

| Activities Under Output 3.4: Development of a skills assessment and recognition mechanism for potential and returning migrants respectively. | | Planned Implementation Dates | | | Actual Status Per Year | | | |
|--|---|---|--|---|------------------------------|--------------------------------------|--|-----------------------------|
| | | Upon Signing of Contract (September 2015) | Based on the 2nd Revision (October 2016) | Based on the 3rd Revision (February 2018) | Year 1 (Q3 2015 to Q 2 2016) | Year 2 (Q3 2016 to Q2 2017) | Year 3 (Q3 2017 to Q2 2018) | Year 4 (Q3 2018 to Q2 2019) |
| | | | | | | | | |
| Original Contract | | | | | | | | |
| 1 | Draft a mechanism for assessing skills of returning construction workers (including testing time frame upon return, testing locations etc.) through a consultative process and do the same for departing workers in line with the ADD pilot. | Q 1 2016; Q1 2017 | Q1 2016; Q1 2017 | Canceled, replaced by no 9 below | | | | |
| 2 | Support 2 institutions to carry out the assessment for around 200 returning migrants to upgrade their skills passport and likewise do so for departing workers. | Q3 2016 to Q 4 2017 | Canceled | | Delayed | Canceled; replaced with line 4 below | | |
| 3 | A methodology will be developed and impact assessment carried out to measure the recruitment and employment outcomes of the pilot. This will be done in conjunction with the UAE/Kuwait pilot which could also measure productivity gains. | Q3 to Q4 2017 | Q3 to Q4 2017 | Canceled | Delayed | Delayed | Canceled | |
| First Revision | | | | | | | | |
| 4 | Support 2 institutions to carry out the assessment for around 200 returning migrants to upgrade their skills passport and likewise Support institution to carryout training of 400 construction workers in line with UAE skills pilot | Activity not yet included | Q1 2016 to Q4 2017 | Canceled | Activity not yet included | Delayed | Canceled replaced by lines 5, 6, 7 and 8 below | |
| Second Revision | | | | | | | | |
| 5 | Support 2 institutions to carry out the assessment for around 200 returning migrants (phase 1 and 2) | Activity not yet included | | Q1 2017 to Q 1 2018 | Activity not yet included | Activity not yet included | On target | Completed |
| 6 | RPL testing of returnees - phase 2 - linking 100 RPL certified returnees with Public Employment Service (PES) centres (mapping of existing linkages within PES for MWV, stakeholder consultation , orientation programme in pilot districts , linking PES centres with EFC to provide better services to returnee to reintegrate to the National Market) | Activity not yet included | | Q1 to Q2 2018 | Activity not yet included | Activity not yet included | On target | Completed |
| 7 | Support employers to introduce skills passport for 50 returnee Migrant workers (consultancy, design and development of skills passport, stakeholder consultation, endorsement from the government, dissemination) | Activity not yet included | | Q3 and Q4 2018 | Activity not yet included | Activity not yet included | On target | Completed |

| Activities Under Output 3.4: Development of a skills assessment and recognition mechanism for potential and returning migrants respectively. | | Planned Implementation Dates | | | Actual Status Per Year | | | |
|--|---|---|--|---|------------------------------|-----------------------------|----------------------------------|-----------------------------|
| | | Upon Signing of Contract (September 2015) | Based on the 2nd Revision (October 2016) | Based on the 3rd Revision (February 2018) | Year 1 (Q3 2015 to Q 2 2016) | Year 2 (Q3 2016 to Q2 2017) | Year 3 (Q3 2017 to Q2 2018) | Year 4 (Q3 2018 to Q2 2019) |
| | | | | | | | | |
| 8 | Support Government of Sri Lanka to engage in the UAE skills pilot in line with pilot requirements (no financial support will be provided for this activity) | Activity to reflect support to the Skills Pilot | Q3 2015 to Q4 2018 | Activity not yet included | Activity not yet included | On target | Completed (no support requested) | |
| 9 | Draft a mechanism for assessing skills of returning construction workers (including testing time frame upon return, testing locations etc) through a consultative process | Activity not yet included | Q1 2016; Q1 2017 | On target | Completed | | | |

Source: Evaluator's analysis based on review of project documents and informant interviews. Status of activities as of April 30, 2019

At the time of signing the agreement, the Abu Dhabi Dialogue (ADD) has initiated a pilot on Skill Development, Certification, Upgrading and Recognition. In this pilot UAE and Kuwait work with the governments of the Philippines, India and Pakistan to identify a group of construction and service workers recruited by UAE and Kuwait employers. During the pilot, the workers will be tested on the necessary qualification for the jobs they were recruited for using the occupational standards developed by the respective qualifications' authorities in Kuwait and the UAE as basis. Aside from offering them the opportunity to be periodically tested and certified for up-graded skills, the pilot also documents their accumulated skills throughout their employment, and enters into agreements with the participating countries of origin on the mutual recognition of upgraded skills.

At that time, the ILO Country Office for India has been asked by the Kuwait government to provide technical assistance for their part of the ADD pilot. Project documents also shows that both the UAE and Sri Lankan governments have also expressed interest in technical support from the ILO on recognition of upgraded skills particularly on construction-related skills enhancement programs, which is highly demanded in the UAE.

During a meeting with SDC, UAE and ILO on November 2015, or two months after the project began, the three parties agreed to include Sri Lanka in the ADD Skills Pilot. The IOM-ILO finding agreement was then revised and a new activity supporting an institution to carryout training of 400 construction workers in line with the skills pilot was added. (See line 2 and 4 of Table 9 above).

Since the original agreement between IOM and ILO was only to train 100 workers, this change resulted in more funds being allocated to this activity. Around 52 percent of the budget, or US\$170,000, was reallocated to fund the pilot activities, under output 3.4. Since there was no additional funding, ILO, in consultation with SDC, cancelled all activities under Output 3.3 which is supposed to develop training curriculum and assessment tool. It also cut into half funding for activities under Output 3.2, which aimed at mapping certification requirements and equivalencies and development of options for multilateral or bilateral joint minimum standards for skills recognition. (See Table 10 below)

Table 10 Budget Reallocation for the ADD Skills Pilot

| Outputs | Original Agreement | Revised Agreement |
|--|---------------------------|--------------------------|
| Output 3.1: Trends analysis report covering Sri Lankan migrant workers in the construction industry and the demand for workers | 23.000 | 23.000 |
| Output 3.2: A mapping made of certification requirements and equivalencies in the destination and origin and development of options for multilateral or bilateral joint minimum standards for skills recognition developed and facilitated as required | 60.400 | 34.400 |
| Output 3.3: Provision of a revised training curriculum and assessment tools that meet COD requirements. | 62.000 | 0 |
| Output 3.4: Development of skills testing and recognition mechanisms for potential and return migrants respectively | 82.000 | 170.000 |
| Sub-total, all outputs | 227.400 | 227.400 |
| Programme support | 112.600 | 112.600 |
| Total | 340.000 | 340.000 |

Source: Evaluator's analysis based on review of project documents and informant interviews. Status of activities as of April 30, 2019

The Skills Pilot’s stated objectives is to “strengthen skills testing and recognition mechanisms for potential and returning migrants that contribute to productivity gains for employers and reduced vulnerability, and decent work outcomes for migrant workers.” Basically, there are four key activities planned to influence this objective, as Table 2 below shows. A huge majority of the budget, about 70 percent, was allocated to implementing a skill testing for 400 potential construction workers. (See activity 2, Table 11 below). The Skills Pilot also plans to draft a mechanism that would allow the Sri Lankan government to assess the skills of returning workers and to use that mechanism to carry out assessment for 200 returnees. The pilot also budgeted an evaluation covering 100 of the returnees. (See Table 11 below)

Table 11 Activities under Output 3.4, The ADD Skills Pilot

| Activities | Budget |
|---|---------------|
| 1. Draft a mechanism for assessing skills of returning construction workers (including testing time frame upon return, testing locations etc) through a consultative process. | 10000 |
| 2. Support the institutions to carry skills testing for around 400 potential migrants (Enhance testing facilities; Testing fee; skills passport) | 120000 |
| 3. Support the institutions to carry out the assessment for around 200 returning migrants to upgrade their skills passport. (Testing fee other Administrative costs)(note: any savings from other lines will be allocated to increase the no of returnees tested) | 30000 |
| 4. Evaluate decent work outcomes - 100 returnees (Consultancy inputs for questionnaire development, analysis and reporting; Field assessment costs) | 10000 |
| Total | 170000 |

Source: Evaluator’s analysis based on review of project documents and informant interviews. Status of activities as of April 30, 2019

Soon after the SDC approved the changes, ILO informed IOM and subsequently IOM has advised, that an addendum could be done to accommodate the changes as agreed by SDC. The project concept note, along with the work plan, budget and log frame has been revised by the IOM Sri Lanka and was sent to ILO Regional Office for input. The ILO HQ was also kept informed of the revisions to the concept note.

III. An Assessment of Effectiveness

The evaluation concludes that that the Skills Pilot was marginally effective. Review of project documents and interviews suggest that it strengthened skills testing and recognition mechanisms for returning Sri Lankan migrants but not for potential migrants. The activity to support a Sri Lankan institution to conduct skills testing for 400 potential migrants was canceled mid-way into the project due to serious problems encountered during implementation.

Table 12 below tracks progress in implementation of each of the activities.

Table 12 Progress of Skills Pilot Activity, bi-annually

| Activities | Month06 | Month12 | Month18 | Month24 | Month30 | Month36 |
|--|----------|----------|----------|-----------|-----------|-----------|
| Draft a mechanism for assessing skills of returning construction workers (including testing time frame upon return, testing locations etc) through a consultative process. | on track | on track | delay | Completed | Completed | Completed |
| Support the institutions to carry skills testing for around 400 potential migrants (Enhance testing facilities; Testing fee; skills passport) | on track | delay | delay | delay | delay | canceled |
| Support the institutions to carry out the assessment for around 200 returning migrants to upgrade their skills passport. (Testing fee other Administrative costs)(note: any savings from other lines will be allocated to increase the no of returnees tested) | on track | on track | on track | on track | Completed | Completed |
| Evaluate decent work outcomes - 100 returnees (Consultancy inputs for questionnaire development, analysis and reporting; Field assessment costs) | on track | on track | on track | on track | delay | Canceled |

Source: Evaluator’s analysis based on review of project documents and informant interviews. Status of activities as of April 30, 2019

Based on the review of project documents and interviews, four observations can be made on the Skills Pilot’s implementation.

First, the Skills Pilot started smoothly especially in the first few months. The same month the new agreement was signed, the UAE government requested the SLBFE to forward a profile of a recommended government training institution in Sri Lanka. Within less than two months, by January 2016, the Sri Lankan government already has nominated The Vocational Training Authority (VTA) and the Department of Technical Education and Training (DTET) for the assessment. Not long after, the UAE Ministry of Labour invited SLBFE officials for a technical meeting on the UAE skills pilot by the end of January, and ILO provided SLBFE with the required information for the technical meeting. The meeting was convened as planned and as a follow-up, the SLBFE officials confirmed that the UAE authorities would visit Sri Lanka to assess the suitability of the training center for accreditation in the coming months.

Second, progress begin to slow down not long after because of the difficulty in getting accreditation for Sri Lankan institutions interested in joining the pilot, which is an essential prerequisite before the pilot can actually even begin. The initial review of the Sri Lankan training institutions by UAE’s Qualification Authority (NQA) took nearly four months and was subsequently revised, as they did not meet the criterion of the pilot requirement. After several follow ups, the NQA informed the authorities in Sri Lanka in April 2016 that they have considered accrediting two of the proposed training institutions— the Technical College - Homagama and Sri Lanka Technical College—and subsequently requested for additional information on the pilot occupation courses conducted in these two centers. However, during the sidelines of the ADD meeting in May 2016, the Sri Lankan authorities brought to the attention of the NQA authorities that these two centers do not conduct the pilot specific occupation courses. Subsequently there was another request from the NQA to recommend new training centers with the pilot specific courses. In early June 2016, the Ministry of Foreign Employment officially requested the Ministry of Skills and Vocational Training to collaborate on this pilot project and to provide support and to appoint a focal point from TVEC to expedite the matters.

Based on this request, the SLBFE with the collaboration of TVEC and DTET nominated three training centres under Department of Technical Education and Training (DTET) for accreditation: the College of Technology-Badulla, Technical College- Anamaduwa & Technical College- Balapitiya In order to expedite the process, the ILO set up a technical working group under the Labour Migration Project Advisory committee. By the first half of the second year, the delay became more significant because of the difficulty of accreditation for the Sri Lankan institution, The NQA requested more evidence in order to be able to assess the institutions, including visual clippings. Following a skype meeting with NQA in October 2016, ILO together with SLBFE and DTET submitted the additional evidence requested. An NQA visit to training centers was planned for December 2016 however, it was postponed. By January 2017, The UAE pilot manager assured the Sri Lankan government that the accreditation process would be expedited. Four months later, in May 2017, the NQA finally accredited three DTET training institutions, or about a year and a half after the process of accreditation began.

Thirdly, in contrast to the delays in activities for departing workers, the pilot's other components focusing on assessing returnees and creating a skills assessment mechanism suffered no major delays and problems, as Table 12 above shows.

Lastly, the pilot was eventually canceled because the UAE employers joining the pilot only offered salaries less than the minimum wage set by the Government of Sri Lanka. The initial offer from UAE employees to recruit 700 workers was not accepted by the Sri Lankan Government and the implementation of the pilot was suspended. The Programme Advisory Committee (PAC) met to discuss the problem, and there were also discussions between the ILO and SDC to find solutions. For instance, Sri Lanka's Ministry of Foreign Employment tried to identify new employers in the UAE, by requesting the Sri Lankan Ambassador in UAE to find new employers in the construction sector who meets the minimum wage requirement. The ILO also wrote to the UAE pilot focal point in the UAE Ministry of Human Resources and Emiratization requesting possible solutions to continue the pilot. However, solutions were not found. ILO and IOM anticipated that the activities under the pilot will not progress as planned within the project duration. Due to these delays funding allocated to this activity and the impact study of this activity (USD 130,000) remained unspent.

New activities and no cost extension

By January 2018, the project discontinued activities under the Skills Pilot and reprogrammed the funds to new activities under Objective 2 and 3. More specifically, the unspent amount of USD 130,000 (UAE skills pilot & its impact assessment) was re-programmed as follows:

- Regional Meeting on skills (with focus on RQF and RPL) through CP (USD 20,000)
- 2 National consultations on National Qualification Framework, with an aim to inform Regional Qualification Framework (USD 8,000)
- RPL testing of 200 returnees - phase 1 (USD 12,000)
- RPL testing of returnees - phase 2 (USD 45,000)
- Support employers to introduce skills passports and test with 50 returnee migrant workers (USD 45,000)

At the same time, the project also requested an extension until December 2018 and a funding re-allocation plan for new activities and some of the existing activities to be implemented during the extension period. This was approved by SDC in January 2018 and the request was subsequently forwarded to IOM for contract extension. Subsequently Amendment 2 was signed with IOM on the 26th February to reflect these changes.

Even though the concept note was revised to include the new activities and adjust some of the existing activities. The overall objectives of the project and the outcomes remained unchanged. The ILO also agreed to provide continued advisory services to the Sri Lankan government. For example, the Government of Sri Lanka expressed interest in identifying new employers and ILO provided a list of UAE construction companies obtained through the ILO Regional Office for the Arab States and submitted to SLBFE for their information.

IV. Lessons Learned

The implementation of the Skills Pilot offers three insights that will be important to keep in mind in implementing similar pilot activities in the future. First, it is important to ensure that the needed preparatory steps needed before the pilot can be implemented has been completed, or at the very least, a realistic time is allotted for their completion. As noted, the key cause of delay was the project's failure to anticipate the difficulty in getting accreditation for Sri Lankan institutions from the NQA. The project also failed to anticipate that the wage UAE employers offered could be lower than the required minimum wage the Sri Lankan government imposes. Clearly, these related issues—getting accreditation and an agreement on wages—are important prerequisites before the pilot can be implemented and thus should have been fully accounted for in the implementation plan.

Second, it is also important to have better coordination between and among the various actors involved in implementation, particularly when it comes to dealing with various ministries. For instance, a focal point based in the UAE could have facilitated communication. ILO does not have an office in the UAE. The pilot was basically operating from Colombo. Such a focal point could have followed up closely with the UAE government, particularly with the NQA, and provide much needed advice on how the accreditation could be expedited. The focal point could also have given advice on other important aspects, such as the labor market in the UAE, and how to be in touch with a wider range of employers.

Lastly, the communication between IOM and ILO could have been improved. There were discussions between SDC and ILO without IOM at the table. There could have been more room for independent and direct interaction between IOM and ILO as contract partners. There was a sense among those interviewed that since the SDC gave ILO a large degree of independence in implementing the components of the project, it should get the full credit or full blame on what final outcome will be. Certainly, there was more room to ensure that decisions on activities on Outcome 3, including on the Skills Pilot, could have been jointly arrived by IOM and ILO.

Annex 2. List of interviewed individuals

A. Project Implementation staff, current and former

1. Shahreen Munir (Current Programme Manager)
2. Devmi Dampella (Current CP TSU Staff)
3. Chanaka Herath (Former CP TSU Staff)
4. Masako Ueda (Former Programme Manager)
5. Janani Balasubramaniam (Former CP TSU Staff)
6. Nilukshi Fernando (Former CP TSU Staff)
7. Ihma Shareef (Former CP TSU Liaison to Nepal Chair)
8. Giuseppe Crocetti – Former Chief of Mission, IOM Sri Lanka/ Current Chief of Mission, People’s Republic of China
9. Sarat Dash – Chief of Mission, IOM Sri Lanka
10. Shantha Kulasekara – Head, Migration Governance Unit, IOM Sri Lanka
11. Amitabh Acharjee, Resource Management Officer, IOM Sri Lanka
12. Padmal Kariyawasam, IT Executive, IOM Sri Lanka
13. Tracey Sampson, Reporting Officer, IOM Sri Lanka*

B. SDC, current and former staff

1. Benil Thavarasa - Head of Migration and Development Unit, Global Programme Migration and Development Office, Embassy of Switzerland to Sri Lanka and the Maldives
2. Shabarinath Nair, Former Senior Advisor on South Asia, Swiss Development Cooperation
3. Annindya Dutta, Programme Office, SDC Bangladesh

C. Project Implementation Partners- IOM Staff

1. Ricardo Casco (for CIOP I) - National Programme Officer, IOM Philippines
2. Mohamed El Zarkani (for CIOP II) – Head, IOM Bahrain
3. Yuko Hamada - Senior Partnerships and Migration Officer, IOM Washington, DC
4. Paul Norton - Chief of Mission – IOM Nepal
5. Prajwal Sharma - Liaison Officer to the CP Chair in Nepal
6. Lara White –ROAP, Senior Labour Migration Specialist
7. Nicoletta Giordano, Head, IPD, IOM HQ
8. Vassily Yuzhanin, Sr. Labour and Human Mobility Specialist, DMM/LHD, IOM HQ
9. Tauhid Pasha, Senior Specialist/Labour Migration, Migration and Development, IOM
10. Rachel Velasco, Associate Migration Policy Officer, IPD, IOM HQ

D. Project Implementation Partners

1. Thilini Fernando- ILO Skills Focal Point, ILO Sri Lanka
2. Max Tunon - Migration Specialist, ILO Decent Work Team for South Asia, ILO Country Office of India
3. Gabriel Bordado - Employment and Skills Specialist, ILO Decent Work Team for South Asia, ILO Country Office of India
4. Shameem Ahmed Chowdhury Noman – Secretary General, BAIRA, OESPAA Chair
5. Leon Isaacs - Chief Executive Officer, DMA Global Ltd -
6. Sivasithamparam Ahilan, Senior System Network Administrator, Pyxle International (Pvt) Ltd.
7. Marcus Powell, Director, Centre for Employment Initiatives (CEI)
8. Stuart Bell, Director, Ergon Associates
9. Gemma Hennessey, Research Officer, Overseas Development Institute (ODI)
10. Angelo Jimenez, Independent Consultant for OESPAAA
11. Partha S Banerjee, Deft Advisory and Research Private Limited (DEFT)
12. Sally Barber - Programme Coordinator, UN Women

13. Stéphanie Winet International Organisation of Employers (IOE)
14. Mauro Martini - Migration, Remittances and Development Officer, Financing Facility for Remittances, IFAD
15. William Gois – Regional Coordinator, Migrant Forum in Asia
16. Marc R. Capistrano - Managing Director, Staffhouse International Resources -
17. Alex Zalami, Advisor to the H.E. the Minister, Ministry of Human Resources and Emiratisation, United Arab Emirates/ Abu Dhabi Dialogue Secretariat

E. CP member states

1. Andree Yudistira Prabu, International Cooperation Bureau, Secretariat General, Ministry of Manpower, Republic of Indonesia
2. Kashif, Ahmed Noor, Director General, Bureau of Emigration & Overseas Employment (BE&OE) Ministry of Overseas Pakistanis and Human Resources Development, Pakistan **
3. Deepak Dhakal, Under Secretary, Ministry of Labor, Employment and Social Security, Nepal, CP Chair in Office (current)
4. Andrellyn R. Gregorio, Director IV, Overseas Workers Welfare Administration, Department of Labor and Employment; Philippines*
5. Padmini Ratnayake – Former Advisor to the Minister of Foreign Employment, Sri Lanka, (CP Chair in Office (former)
6. Levinson C. Alcantara, Director, Labor Market Development Branch, Philippine Overseas Employment Administration, Philippines
7. W. M. V. Wansekara, General Manager, Sri Lanka Bureau of Foreign Employment, Sri Lanka

*Provided response in writing

**Provided response via skype interview and in writing.

Annex 3. List of Project Documents Reviewed

1. A draft of the summary report: OESPAAA Sub-regional Consultation in East and Southeast Asia
2. A leaflet on the findings and recommendations from the assessment
3. Agenda - Regional Workshop on Labour Market Research
4. Approved version: scoping document for the development of a LMR Operational Guide
5. Background Paper - 4th Regional Conference OESP-AAA
6. Background Paper - TAWGs on “Skills” and “Ethical Recruitment”
7. Colombo Process (CP) Engagement in the Global Compact for Safe, Orderly and Regular Migration (GCM): Towards a CP joint contribution to the GCM
8. Compilation of the project activity pictures
9. Compilation of the project activity pictures
10. Concept Note - Regional Workshop on Labour Market Research
11. Conference Agenda - 4th Regional Conference OESP-AAA
12. Consultancy ToRs for the study on Remittance Regulatory Frameworks and Accessibility of Regular Remittance Channels in CPMS
13. Consultancy ToRs for the study on Status of implementation of social protection provisions in CPMS
14. CP Position Paper to feed into the ILO-led process of proposing a global definition of recruitment fees and costs
15. CP Regional Project Master Workplan
16. CP Regional Project Newsletter Issue 1
17. CP Regional Project Newsletter Issue 2
18. Discussion Notes from the NQA representatives’ meeting with Sri Lankan partners of the UAE Skills pilot project on 25 May 2017 (without annexes)
19. Document on Goals, Key Tasks and Milestones - TAWGs on “Skills” and “Ethical Recruitment”
20. Draft implementation plans for Output 1.2.
21. Draft Mapping Report “Complaints Mechanisms in the CP countries”
22. Draft Meeting Minutes of the Fifth Meeting of the TAWG on fostering Ethical Recruitment
23. Draft Meeting Minutes of the Third Meeting of the TAWG on Ethical Recruitment, including the final agenda and the list of participants
24. Draft minutes of the stakeholder consultation on existing complaints mechanisms in CPMS
25. Draft scoping document for the development of a business plan for OESPAAA
26. Draft Summary Report - Joint Meeting of the TAWG on Skills and Labour Market Analysis
27. Draft Summary Report of the Regional Workshop on Complaints Mechanisms
28. Draft Summary Report of the Third Regional Symposium
29. Draft Summary Report: 5th Regional Conference of OESPAAA
30. Draft TOR for TAWGs
31. Draft ToRs - Pilot project to introduce Skills Passports to Sri Lankan migrant construction workers
32. Draft ToRs - Secure local employment for returnees through public – private partnership
33. EF Consultation: Concept note, final agenda, and the list of participants
34. Fifth Interim report from ILO
35. Final agendas - TAWGs on “Skills” and “Ethical Recruitment”

36. Final Draft: Regional Guide for the PDO Module and PMS
37. Final Mapping Report – ILO Output 3.2.1
38. Final Report (Revision No. 1): Harmonization and streamlining between TVEC and SLBFE of occupational classifications and data systems
39. Final version: Synthesis report “Future of regulatory harmonization of labour recruiters in CPMS”
40. Financial report, Budget vs Expenditure, as of April 30, 2019
41. First Annual Review Meeting Report (without annexes to avoid duplication)
42. Fourth Interim report from ILO
43. ILO presentation document: Key findings from the mapping study
44. Implementation Plans for Output 1.1.
45. Indicative Programme of Action for 2016-2017
46. Interim Financial Report June 2017 to May 2018
47. Interim Financial Report June 2015 to May 2016
48. Interim Financial Report June 2016 to May 2017
49. Interim Guidelines for Operating Modality for OESP-AAA
50. IOM and SDC Agreement 1st Amendment
51. IOM and SDC Agreement 2nd Amendment
52. IOM and SDC Agreement original
53. Joint Recommendations of the Colombo Process Member States to the Global Compact for Migration
54. Key features of the new Colombo Process website
55. Key Features of the revamped CP Website
56. List of participants - 4th Regional Conference OESP-AAA
57. List of Participants - TAWGs on “Skills” and “Ethical Recruitment”
58. List of participants -Regional Workshop on Labour Market Research
59. Mapping report - Existing PDO Programmes in the Countries of Origin of the Abu Dhabi Dialogue
60. Meeting Minutes of the First Meeting of TAWG on Ethical Recruitment, including the final agenda, the list of participants and the Goals and Key Tasks Matrix
61. Meeting Minutes of the First Meeting of TAWG on LMA, including the final agenda, the list of participants and the Goals and Key Tasks Matrix
62. Meeting Minutes of the First Meeting of TAWG on PDOE, including the final agenda, the list of participants and the Goals and Key Tasks Matrix
63. Meeting Minutes of the First Meeting of TAWG on Remittances, including the final agenda, the list of participants and the Goals and Key Tasks Matrix
64. Meeting Minutes of the First Meeting of TAWG on Skills, including the final agenda, the list of participants and the Goals and Key Tasks Matrix
65. Meeting Minutes of the Fourth Meeting of TAWG on fostering Ethical Recruitment
66. Meeting Minutes of the Second Meeting of TAWG on Ethical Recruitment, including the final agenda, the list of participants and the draft ToRs
67. Meeting Minutes of the Second Meeting of TAWG on LMA, including the final agenda, the list of participants and the draft ToRs (without annex 4, as this is included as Annex 29 below)
68. Meeting Minutes of the Second Meeting of TAWG on PDOE, including the final agenda, the list of participants and the draft ToRs
69. Meeting Minutes of the Second Meeting of TAWG on Remittances, including the final agenda, the list of participants and the draft ToRs

70. Meeting Minutes of the Second Meeting of TAWG on Skills, including the final agenda, the list of participants and the draft ToRs
71. Meeting Minutes of the Third Meeting of TAWG on PDOE
72. Meeting Minutes of the Third Meeting of TAWG on Remittances (including annexes unless otherwise stated)
73. Meeting Minutes of the Third Meeting of TAWG on Skills and Qualification Recognition
74. Minutes of the project meeting on 13 December 2017 in Dhaka
75. Minutes of the project meeting on 14 November 2017 in Colombo (without annexes unless otherwise stated)
76. Minutes of the project meeting on 16 December 2016 in Dhaka, Bangladesh (without annexes to avoid duplication)
77. Minutes of the project meeting on 16 March 2018 in Bangkok
78. Minutes of the project meeting on 18 April 2017 (webinar) (without annexes to avoid duplication)
79. Minutes of the project meeting on 19 May 2017 in Bangkok, Thailand (without annexes to avoid duplication)
80. Minutes of the project meeting on 30 January 2017 in Colombo, Sri Lanka (without annexes to avoid duplication)
81. Minutes of the project meeting on 4 April 2017 in Colombo, Sri Lanka (without annexes to avoid duplication)
82. Ms. Hamada's presentation made at the OESPAAA Sub-regional Consultation in East and Southeast Asia
83. National component study – ILO Output 3.1.1.
84. Outcome of the Online Survey to assess the usage and value addition of the Colombo Process website
85. Priority collaborative actions adopted at the second symposium
86. Project Introductory Stakeholder Meeting Minutes
87. Project leaflet
88. Project proposal revised November 2015
89. Project proposal, original
90. Provisional Agenda - CIOP Workshop, 2 to 3 August 2016
91. Published version: "Assessment of labour market trends and skills profiles of Sri Lankan migrant workers in the construction industry in GCC"
92. Regional Guide for the PDO Module and Programme Management System
93. Revised CIOP Concept Note - CIOP Workshop, 2 to 3 August 2016
94. Study report: Mapping of the Skills Assessment Procedures, Certification Standards and Equivalencies between Sri Lanka, UAE and Kuwait
95. Summary Colombo Process (CP) Engagement in the Global Compact for Safe, Orderly, and Regular Migration (GCM)
96. Summary of Inputs from Group Discussions, Regional workshop on Labour Market Research
97. Summary Report of the First Regional Symposium
98. Summary Report of the Second Regional Symposium
99. Summary report: CPMS Consultation on the GCM
100. Summary report: OESPAAA Sub-regional Consultation in South Asia
101. Summary Report: Regional Capacity Building Workshop on the IRIS Standard
102. Summary report: Regional Workshop on Labour Market Research
103. The First Annual Progress Report to the Swiss Agency for Development and

Cooperation, Switzerland

- 104. The first progress report from ILO
- 105. The Second Annual Progress Report to the Swiss Agency for Development and Cooperation, Switzerland
- 106. The Second progress report from ILO (without annexes to avoid duplication)
- 107. The Third Annual Progress Report to the Swiss Agency for Development and Cooperation, Switzerland
- 108. The Third progress report from ILO (without annexes to avoid duplication)
- 109. TOR for the CP Technical Support Unit
- 110. TOR International Consultant for ILO
- 111. TOR National Consultant for ILO

Annex 4 Evaluation Tools

A. Key informant interview protocol

Interview Questions: Member States

1. Can you briefly describe your country's involvement with the IOM CP regional project?
2. Are you satisfied with selected themes, outputs and activities of the project? Do they reflect the priorities and policies of your country?
3. Have the IOM, the Swiss Development Cooperation, or other project partners consulted with your country during the design and/or implementation of the project to get feedback?
4. Are you satisfied with the management of the project such as the level of staffing, the budget and resource allocation decisions, the level and nature of communication with your country, the handling of collaboration and coordination with program partners and other stakeholders and the timeliness and the quality of deliverables?
5. What do you consider as the project's key accomplishments?
6. What do you consider as the project's key challenges?
7. With the ending of the project, to what extent do you think would the activities of the project likely to continue in the future?

Interview Questions- IOM staff

A. Questions over your responsibilities and tasks as IOM Staff

1. Can you tell me briefly when and in what ways were you involved in the design and/or implementation of the program? What were your specific functions? What were you expected to accomplish and how?
2. Can you name your most important accomplishments or achievements while performing your function? And to what factors do you ascribe these accomplishments or achievements?
3. Can you name the most critical challenges or obstacles you faced while performing your functions? Were these challenges eventually resolved? If yes, when and how? If not, what do you think makes these challenges especially difficult to resolve?
4. With the benefits of hindsight, what would you have done differently in performing your functions? And what would you not change?

B. Questions over your insights and opinions about the project and its overall implementation

1. Are you satisfied with the management of the program including staffing, budget and resource allocation decisions, level and nature of communication, the handling of collaboration and coordination with program partners and other stakeholders and the timeliness and quality of deliverables?
2. Are you aware of any unexpected results and/or unintended consequences, both negative and positive, as a result of the program's activities? Are you aware whether timely measures were adopted to mitigate any unplanned negative impacts?
3. Do you think the program's theme, outputs and activities are suited to the priorities and policies of the Colombo Process (CP) member states and the SDC? Are you aware if the IOM, SDC, or other program partners conducted consultations or needs assessments with CP member states at the proposal stage and during implementation?

4. With the ending of the program, to what extent do you think would the activities of the program likely to continue in the future? Are you aware of a sensible exit strategy including schedule and guidelines for the transfer of responsibility and activities to government departments and/or other actors?
5. To what extent do you think has the project addressed overarching issues such as gender equality and human rights of migrants? Do you think the project was designed and developed on the basis of gender equality and promotion and protection of ^[SEP]human rights as set out in key international and regional human rights instruments? ^[SEP]Are you aware if a gender analysis of the program was conducted?
6. The overarching objective of the program is to strengthen labour migration governance across CP Member States. Do you think that this objective has been achieved? To what extent and in what ways? What were the major factors influencing the achievement or non-achievement of this objective?

C. Closing questions

1. Is there any issue or topic we have not covered and which you think is important to consider in the evaluation of the program?
2. Can you recommend one or two individuals who you think we should also interview?
3. Do you have any questions for me?

Interview Questions- Donor Official

A. Questions over your responsibilities and tasks as Donor Official

1. Can you tell me briefly when and in what ways were you involved in the design and/or implementation of the program? What were your specific functions as donor official? What were you expected to accomplish and how?
2. Can you name your most important accomplishments or achievements while performing your function as donor official? And to what factors do you ascribe these accomplishments or achievements?
3. Can you name the most critical challenges or obstacles you faced while performing your functions as donor official? Were these challenges eventually resolved? If yes, when and how? If not, what do you think makes these challenges especially difficult to resolve?
4. With the benefits of hindsight, what would you have done differently in performing your function as donor official? And what would you not change?

B. Questions over your insights and opinions about the project and its overall implementation

1. What do you consider as the project's key accomplishments?
2. What do you consider as the project's key challenges?
3. Are you satisfied with the management of the program including staffing, budget and resource allocation decisions, level and nature of communication, the handling of collaboration and coordination with program partners and other stakeholders and the timeliness and quality of deliverables?
4. Are you aware of any unexpected results and/or unintended consequences, both negative and positive, as a result of the program's activities? Are you aware whether timely measures were adopted to mitigate any unplanned negative impacts?

5. With the ending of the program, to what extent do you think would the activities of the program likely to continue in the future? Are you aware of a sensible exit strategy including schedule and guidelines for the transfer of responsibility and activities to government departments and/or other actors?
6. To what extent do you think has the project addressed overarching issues such as gender equality and human rights of migrants? Do you think the project was designed and developed on the basis of gender equality and promotion and protection of ^[SEP]human rights as set out in key international and regional human rights instruments? ^[SEP]Are you aware if a gender analysis of the program was conducted?
7. The overarching objective of the program is to strengthen labour migration governance across CP Member States. Do you think that this objective has been achieved? To what extent and in what ways? What were the major factors influencing the achievement or non-achievement of this objective?

C. Closing questions

1. Is there any issue or topic we have not covered and which you think is important to consider in the evaluation of the program?
2. Can you recommend one or two individuals who you think we should also interview?
3. Do you have any questions for me?

Interview Questions- Consultants

A. Questions over your responsibilities and tasks as IOM consultant

1. Can you tell me briefly when and in what ways were you involved in the design and/or implementation of the program? What were your specific functions? What were you expected to accomplish and how?
2. Can you name your most important accomplishments or achievements while performing your function? And to what factors do you ascribe these accomplishments or achievements?
3. Can you name the most critical challenges or obstacles you faced while performing your functions? Were these challenges eventually resolved? If yes, when and how? If not, what do you think makes these challenges especially difficult to resolve?
4. With the benefits of hindsight, what would you have done differently in performing your functions? And what would you not change?

B. Questions over your insights and opinions about the project and its overall implementation

1. Are you satisfied with the management of the program including staffing, budget and resource allocation decisions, level and nature of communication, the handling of collaboration and coordination with program partners and other stakeholders and the timeliness and quality of deliverables?
2. Are you aware of any unexpected results and/or unintended consequences, both negative and positive, as a result of the program's activities? Are you aware whether timely measures were adopted to mitigate any unplanned negative impacts?
3. With the ending of the program, to what extent do you think would the activities of the program likely to continue in the future? Are you aware of a sensible exit strategy including schedule and guidelines for the transfer of responsibility and activities to government departments and/or other actors?

4. To what extent do you think has the project addressed overarching issues such as gender equality and human rights of migrants? Do you think the project was designed and developed on the basis of gender equality and promotion and protection of ^[1]_[SEP] human rights as set out in key international and regional human rights instruments? ^[1]_[SEP] Are you aware if a gender analysis of the program was conducted?
5. The overarching objective of the program is to strengthen labour migration governance across CP Member States. Do you think that this objective has been achieved? To what extent and in what ways? What were the major factors influencing the achievement or non-achievement of this objective?

C. Closing questions

1. Is there any issue or topic we have not covered and which you think is important to consider in the evaluation of the program?
2. Can you recommend one or two individuals who you think we should also interview?
3. Do you have any questions for me?

Interview : Other stakeholders

1. Can you briefly describe your organization's involvement with the IOM CP regional project?
2. Are you satisfied with selected themes, outputs and activities of the project? Do they reflect the priorities and policies of your country?
3. Have the IOM, the Swiss Development Cooperation, or other project partners consulted with your organization during the design and/or implementation of the project to get feedback?
4. Are you satisfied with the management of the project such as the level of staffing, the budget and resource allocation decisions, the level and nature of communication with your country, the handling of collaboration and coordination with program partners and other stakeholders and the timeliness and the quality of deliverables?
5. What do you consider as the project's key accomplishments?
6. What do you consider as the project's key challenges?
7. With the ending of the project, to what extent do you think would the activities of the project likely to continue in the future?

B. Online Survey of TAWG Participants

Colombo Process Thematic Area Working Group Meetings: Participants Feedback

Thank you for agreeing to take part in this important survey which captures the satisfaction and insights of the participants of the Colombo Process Thematic Area Working Group meetings (TAWGs).

The findings of this survey will be used for the drafting of the final evaluation report of the regional project “Strengthening Labour Migration Governance through Regional Cooperation in Colombo Process Countries” which supported the convening of the TAWGs.

This survey should only take seven minutes to complete. Please be assured that all answers you provide would be kept in the strictest confidentiality.

Please click OK to begin.

OK

0 of 9 answered

1. Which thematic area working group (TAWG) meetings have you attended? 

- | | |
|---|---|
| <input type="checkbox"/> Skills and Qualification Recognition | <input type="checkbox"/> Remittances |
| <input type="checkbox"/> Fostering Ethical Recruitment | <input type="checkbox"/> Pre-departure Orientation and Empowerment (PDOE) |
| <input type="checkbox"/> Labour Market Analysis (LMA) | |

2. What type of meeting(s) have you attended? 

- In-person only
- Online only, such as via Bluejeans
- Both in-person and online

3. How many meetings have you attended in total? 

- 1
 2
 3
 4
 5
 More than 5

4. Please review each statement that describes the in-person meeting/s you have attended and choose the corresponding response best fitting your opinion. 

| | Strongly agree | Agree | Neither agree or disagree | Disagree | Strongly disagree | Not applicable |
|---|-----------------------|-----------------------|---------------------------|-----------------------|-----------------------|-----------------------|
| I clearly understood the agenda/s and knew what we were trying to accomplish. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| I was given a chance to give input to the agenda/s. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The agenda/s was/were well planned and organized. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The meeting agenda/s and supporting materials were received in a timely manner. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The agenda/s was/were followed. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Discussion was focused and valuable. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The meeting/s was/were conducted in a way that respected my busy schedule. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The length of the meeting/s was too long. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The length of the meeting/s was too short. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The meeting/s' participants understood their role and assignment. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

The meeting/s' participants are knowledgeable of the issues under discussion.

The meeting/s' participants had a chance to speak and made a contribution to items under consideration.

My time and efforts were well spent in participating in the meeting/s.

The quality of logistical support provided to arrange my accommodation and airfare met my expectations.

The meeting/s provided sufficient time for networking with colleagues.

The meeting/s was/were important and productive.

Overall, the meeting/s met my expectations.

I would participate in similar meetings in the future.

5. Please review each statement that describes the **online meeting/s** you have attended and choose the corresponding response best fitting your opinion. 🗣️

| | Strongly agree | Agree | Neither agree or disagree | Disagree | Strongly disagree | Not applicable |
|---|-----------------------|-----------------------|---------------------------|-----------------------|-----------------------|-----------------------|
| I clearly understood the agenda/s and knew what we were trying to accomplish. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| I was given a chance to give input to the agenda/s. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The agenda/s was/were well planned and organized. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The meeting agenda/s and supporting materials were received in a timely manner. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The agenda/s was/were followed. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Discussion was focused and valuable. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The meeting/s was/were conducted in a way that respected my busy schedule. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The length of the meeting/s was too long. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The length of the meeting/s was too short. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The meeting/s' participants understood their role and assignment. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

| | | | | | | |
|---|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| The meeting/s' participants are knowledgeable of the issues under discussion. | <input type="radio"/> |
| The meeting/s' participants had a chance to speak and made a contribution to items under consideration. | <input type="radio"/> |
| My time and efforts were well spent in participating in the meeting/s. | <input type="radio"/> |
| The meeting/s provided sufficient time for networking with colleagues. | <input type="radio"/> |
| The meeting/s was/were important and productive. | <input type="radio"/> |
| Overall, the meeting/s met my expectations. | <input type="radio"/> |
| I would participate in similar meetings in the future. | <input type="radio"/> |

6. What do you consider as the key accomplishments of the TAWG? 

7. What do you consider as the key challenges faced by the TAWG? 

8. What suggestions do you have for improving the TAWG and its meetings? 

9. What type of organization did you represent in the meeting/s? 

- Government institution in a Colombo Process Member State
- Government institution in a non-Colombo Process Member State
- Non-governmental organization
- International organization
- Other (please specify)
- Private sector- Employer
- Private-sector- Recruitment agency
- Academe/Research Institution