

Regional Programme and Dialogue on Facilitating Safe and Legal Migration from South Asia to the European Union

Final Report- External Evaluation

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The opinions expressed are those of the consultant and do not necessarily reflect the views of the International Organization for Migration.

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Table of Contents

<i>Executive Summary</i>	4
1 Evaluation Framework	8
2 Methodology	9
3 Programme Context and Overview	10
4 Findings	11
4.1 Relevance of the Programme	11
4.2 Overall Programme Management and Performance	13
4.2.1 Effectiveness of Programme Implementation	14
4.2.2 Efficiency and Cost-Effectiveness of Projects	25
4.3 Impact and Sustainability	29
4.3.1 Impact	29
4.3.2 Sustainability	31
5 Conclusion and Recommendations	32
<i>References</i>	34
<i>Annexes</i>	
Annex 1 Evaluation Framework and Questions	36
Annex 2 List of Respondents and Field Visits	43
Annex 3 Evaluation Terms of Reference	45

Executive Summary

Overview of the Programme

In light of the prevailing reality of irregular migration from South Asia to the European Union, as well as EU's policy observations identifying immigration as one of the potential means to meet its changing labour market needs, the Regional Programme and Dialogue on Facilitating Safe and Legal Migration from South Asia to the EU was developed. Following the successful implementation of the AENEAS funded Regional Dialogue and Programme on Facilitating Managed and Legal Migration Between Asia and the European Union (EU) that took place from 2006 to 2008, this initiative aimed to strengthen national and inter-regional efforts to reduce irregular migration and facilitate legal migration from South Asia to the destination countries of Europe. Participating countries included Bangladesh, India, Sri Lanka, Italy, Denmark, Romania and Czech Republic. Key strategies included capacity enhancement of origin states, implementation of information campaign, and building and sharing of knowledge through inter-regional dialogue on the theme of labour migration and its development impact.

Objectives of the Evaluation

The external evaluation aims to assess the relevance, overall performance, achievement, impact and sustainability of the programme, in line with its objectives and expected results vis-à-vis the economic and political contexts. The findings are meant to provide the European Commission and the International Organization for Migration with insights that can support operational recommendations, identify strategic directions and more concretely prepare for future projects in the realm of promoting safe and legal migration as well as dialogue between South Asia and the EU, and other relevant destination countries. The further aim of this evaluation is that the results and recommendations would also be taken up with the partner Governments for independent follow up, and in the context of new projects.

Methodology and Evaluation Framework

Along the framework outlined in the Terms of Reference, the evaluation consists of an extensive review of project related documents and statistical data as well as a series of interviews, consultations and local level meetings with the various partners and key stakeholders related to the projects in three core project site countries: Bangladesh, India and Sri Lanka. Phone interviews, email exchanges, and online conferences with government, collaborating agencies and IOM Europe counterparts were also conducted. Moreover, field travel and site visits to the institutional structures set up such as the Migrant Resource Centres (MRCs) and the Market Research Unit (MRU) in Bangladesh were undertaken. Visits were also made to Comilla District Employment and Manpower Office (DEMO) and Technical Training Center (TTC) in Bangladesh and to the Overseas Workers Resource Center (OWRC) in India.

A comprehensive qualitative analysis/assessment of the various project components was conducted using the project logical framework as the basis for evaluation. Discussion was structured along the following framework for analysis:

- a. Relevance of the initiative with respect to targeted Governments' cooperation objectives, policy priorities and development needs
- b. Overall programme management and performance toward reaching the objectives, project purposes and expected results
 - Effectiveness in project implementation
 - Efficiency and cost-effectiveness of the project delivery
- c. Impact and sustainability of the project

Findings and Overall Evaluations

Key Achievements

Given the unstable global economic context and varying national political landscapes upon which the programme was operated, it achieved significant milestones in meeting its objective of strengthening national and inter-regional efforts to address irregular migration from South Asia to the EU. Key achievements include the following:

- Enhancing the capacity of partner government institutions in migration management, particularly in South Asia;
- Establishing a paradigm of collaboration, partnership and coordination in migration governance; and
- Creating opportunities for dialogue, network-building, inter-regional cooperation and bilateral agreements among target countries.

The programme has made considerable investments in institutional capacity building and in setting up enduring structures and mechanisms, notably the MRCs, research and data base, toward a viable framework for regulation and overall management of migration process. Key stakeholders have been strategically trained and involved in programme implementation as well as sensitized to the multi-dimensional issue of migration. This has resulted in a shift in attitudes among officials from denial towards a broad acknowledgement and a sense of urgency to act on the critical problem of irregular migration and its impact on development. Government leaders display appreciation and fully acknowledge the programme's contributions to strengthening their institutional capacity and express willingness to cooperate and engage in further collaboration. The political will and commitment of officials are manifested in their policy mandates to replicate and institutionalize the project initiatives so these are mainstreamed and embedded in government programmes and budget.

Another key strength of the programme is in establishing a framework for collaboration, partnership and coordination in migration governance. Inter-ministerial coordination, which is a significant weakness, particularly in Bangladesh, has been duly strengthened through the programme. Informed and inspired by the programme initiatives, the Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE) formed in 2010 the country's Vigilance Task Force (VTF) – composed of all relevant agencies tasked to monitor recruitment of labour migrants. The training by IOM provided through the programme was instrumental in setting up the mechanisms for coordination, in framing the task force's scope of work, and in developing action plans for the short, medium and long term. While members were equipped with relevant skills and techniques to effectively carry out the tasks, the training also facilitated exchange of ideas and an increased recognition among officials of the need for systematic coordination of responsibilities and jurisdictions. A vertical coordination within relevant ministries was also facilitated. Through the various capacity building and outreach initiatives undertaken at lower levels of governance (i.e. district), local concerns were communicated to inform national level policy decisions. Plans for systematic decentralization and coordination of programmes down to the grassroots now constitute a priority agenda in the three target countries of South Asia. Moreover, the programme has strengthened multi-sectoral cooperation wherein government agencies fully engage in partnership with the private sector, non-government organizations, the academe and the media in various projects and initiatives to promote safe and legal migration.

Notably, the programme made strides in elevating inter-regional dialogue between Asia and Europe to new levels of collaboration. The second Asia-EU dialogue on Labour Migration held in February 2011 proved a huge step forward toward promoting a concrete inter-regional migration policy framework for cooperation. This is evident with the drafting of the Joint Recommendations that outlined mutual agreements and policy steps for sustained partnership between the two regions in improving migration management. This document also contributed to the discussions in

the 4th Colombo Process Ministerial Consultations held in April 2011, including linkages to global initiatives such as the Global Forum on Migration and Development (GFMD). Amid constraints, the Jaipur marketplace/job fair was effectively transformed into a regional conference on “Labour Migration for South Asia towards Europe” held in March 2011. It facilitated a unique dialogue that involved private and public recruitment agencies in South Asia interacting with government stakeholders of participating origin and destination countries. These events facilitated information sharing, network and relationship building and discussions toward more viable bilateral cooperation among Asian and EU states amid a recuperating global economy.

These are all strategic advances to building the foundations of the long-term struggle toward reducing, if not eradicating irregular migration and institutionalizing the mechanisms and structures of migration management toward safe and legal movements of migrants across national borders. Strengthening migration governance is a stronghold of IOM initiatives, which defines its very relevance in global efforts to achieving development. Recognizing that governance is critical to development and that a change in governance relies decisively on empowering the state and its bureaucratic institutions is a key imperative that constitutes the core and the biggest strength of the programme.

Key Challenges

The real challenge to the programme is that regional objectives do not always reflect national migration priorities. True for both South Asian countries and EU member states, there are no safe assumptions on the uniformity of development aspirations and strategies among target countries. Defined by their varying levels of governance capacity, economic performance, national development agenda and political dynamics, target South Asian countries and EU member states have different levels of expectations and interests in engaging with the programme. While the programme addressed the core problem of irregular migration prevalent among South Asian countries, the biggest challenge was on concretely outlining the incentives for cooperation among EU countries amid the global economic downturn. It then becomes a two-pronged challenge: on one hand is the need to level off expectations between South Asia and the EU, and on the other is the required strategy for policy harmonization among EU member states towards a comprehensive regional immigration policy and coherent standards of engagement.

On the part of South Asian countries are realities of changing political landscapes and limitations in governance capacity. Institutional mechanisms remain vulnerable to political dynamics (i.e. collusion, co-optation and corruption) and private sector influence, and thus the effectiveness of programme outcomes remains subject to policy continuity and the government’s political will and levels of accountability.

Conclusion and Key Recommendations

The biggest constraints are structural and require a long process of policy deliberation on the part of the EU member states and of transformative leadership and systems restructuring on the part of South Asian countries. Such constraints notwithstanding, the capacity enhancement, institutional strengthening, network building, partnerships and the wealth of research and information gained from the programme constitute imperative interventions that have enduring impact on South Asia’s migration governance. Reflecting on the potential of the projects in saving thousands of lives at risk, as well as the potential contributions the huge labour surplus from Asia, if appropriately up-skilled and facilitated, can bring in to both Asia’s and the EU’s economy, the urgency to invest in migration management programmes cannot be overemphasized.

Moreover, in light of the programme results, it is evident that the extent of participation and inputs of the EU counterparts are critical in achieving the objective to facilitate safe and legal migration. In the context of the growing global interdependence among labour markets, the phenomenon of transnationalism and changing patterns of mobility, as well as the changing labour market profile of the EU and the growing competition for skilled labour, the EU member states are increasingly faced with the imperative to reassess their framework for cooperation in migration management.

It then becomes crucial for the EC to build on what it has already invested in this programme and expand such initiatives carried through a longer-term programme that allows a reasonable period for substantial changes to manifest. It can build on the key strengths, structures and relationships built by IOM with key stakeholders in migration management. Taking off from the groundwork set up by the programme, there is high viability for reaping far more significant returns.

- A key direction to enhancing migration management and discouraging irregular migration, is strengthening the framework for facilitated labour migration towards a systematic integration of labour migrants in destination countries. If the EU is to reap maximum gains from the inevitability of labour migration, it has to invest in the potential of increased productivity, social revitalization and economic competitiveness through social cohesion and integration programmes that support an expanded base of workforce, skills, talents, taxpayers, consumers and entrepreneurs in society. This programme would require a close collaboration between South Asia and other relevant source countries and the EU, potentially taking off with relevant education and skills training in source countries.
- Investing in substantive country-specific and regional labour market assessment/analyses in both Asia and the EU, as well as comprehensive cost-benefit analyses of labour migration and migrant integration, can allow source and destination countries to make informed decisions and calibrate appropriate strategies (e.g. relevant skills training; labour matching/facilitation) to best maximize the potentials of skilled migrant labour force. Such analyses can facilitate clarity of incentives, cooperation and policy harmonization within the EU. Ultimately, it promotes genuine partnerships with the third countries amid a broad acceptance of the growing need for diversification of labour markets to support the national, regional and global economy.

For IOM:

- Emphasis can be made in providing avenues for consultation among stakeholders from both regions, bringing them together in designing the programme components. This can level off expectations and highlight mutual incentives to foster deeper ownership, accountability and commitment amid changing economic and political conditions.
- It is essential to mainstream and calibrate programme initiatives according to the target countries' national development strategies ensuring all project interventions to stay relevant for the longer term. Conducting a comprehensive analysis of national development strategies in close collaboration with stakeholders can serve as a strong basis for conceptualizing the programme initiatives and can also help identify the needs and specific service gaps, beyond using the outcomes of regional policy dialogues.
- National development policy and programmes can be strategically informed by a comprehensive migration research, including an analysis of the target country's existing migration policies. It is imperative to invest significantly in this area. The various research outputs produced through the programme can be integrated towards a comprehensive migration-related data and analysis. For one, country-specific migration profiles that include labour market assessments of the source country's labour supply should be analyzed alongside labour market assessments of target destination countries, and not treated separately. These data would then have to be officially acknowledged by the government toward institutionalizing a migration research centre/databank accredited if not managed by governments and experts in the field.
- With the evident popularity of bilateral arrangements between South Asian countries and EU member states in managing labour migration, intra-regional forums, particularly among South Asian countries, would have to be strengthened within the framework of the Colombo Process to facilitate sharing of strategies that can leverage the bargaining power of labour-sending countries from Asia with their EU counterparts.

1 Evaluation Framework

This external evaluation assesses the relevance, overall performance, achievement, impact and sustainability of the Regional Programme and Dialogue on Facilitating Safe and Legal Migration from South Asia to the European Union (EU), in line with its objectives and expected results taking into account the economic and political contexts. It evaluates the relevance of the project to the needs and priorities of the Governments part of the Colombo Process as well as EU member states. The evaluation examines IOM's implementation strategy as well as its overall performance in fulfilling the outputs and outcomes described in the project documents. It explores the work carried out in and amongst changing demands of the European market towards a higher skilled market vis-à-vis the more traditional low skilled outbound labour migrants from South Asia. The evaluation also provides information on capacity enhancement and outreach programme in promoting safe migration and insight on further continuation of such activities. As outlined in the Terms of Reference, the evaluation specifically:

- Evaluates the relevance of the strategy with respect to IOM approach, the targeted Governments' co-operation objectives, the needs and development of the selected countries;
- Evaluates the effectiveness in reaching the objective, project purposes and expected outcomes of the project as defined in the project document;
- Analyses the effectiveness in implementing the various components of the projects and of the mechanisms put in place;
- Evaluates the direct involvement of the EU States of destination, to include the concrete measures/follow up that the receiving countries have in place or should have for further integration of migrants;
- Analyses the efficiency and cost-effectiveness of the project;
- Assesses the impact and sustainability of the project;
- Evaluates IOM overall management of the project;
- Proposes any recommendations deemed necessary for increasing the performance and impact of the Thematic initiative.

A comprehensive qualitative analysis/assessment of the various project components was conducted using the project logical framework as the basis for evaluation. Discussion was structured along the framework for analysis below, identifying key achievements, challenges and recommendations for every category of analysis:

- a. Relevance of the initiative with respect to targeted Governments' cooperation objectives, policy priorities and development needs
- b. Overall programme management and performance toward reaching the objectives, project purposes and expected results
 - Effectiveness in project implementation
 - Efficiency and cost-effectiveness of the project delivery
- c. Impact and sustainability of the project

The findings are meant to provide the European Commission and the International Organization for Migration with insights that can support operational recommendations, identify strategic directions and more concretely prepare for future projects in the realm of promoting safe and legal migration as well as dialogue between South Asia and the EU and other relevant destination countries. The evaluation results and recommendations would also be taken up with the partner Governments for independent follow up, and in the context of new projects.

2 Methodology

The evaluation consisted of an extensive review of project related documents and statistical data as well as a series of interview, consultations and local level meetings with the various partners, project collaborators and key stakeholders related to projects in three core project site countries: Bangladesh, India and Sri Lanka. Phone interviews, email exchanges, and online conferences with government agencies, IOM staff and private sector stakeholders were also conducted. Moreover, field travel and site visits to the institutional structures set up by the programme, along with other government structures were undertaken to facilitate direct observation (See Annex 2 for a full list of respondents and field visits).

Sources of information include:

- IOM project documents, interim, progress and final narrative reports; government reports and statistics; information materials and research outputs; conference, workshop and policy dialogue proceedings
- Interviews with government stakeholders, collaborating agencies, private sector stakeholders and (potential) migrants in South Asia
- Interviews with involved IOM staff in all of the three target South Asian countries, as well as in Italy, Denmark and the Liaison office in Brussels
- Site visits to MRCs and MRU in Bangladesh
- Site visits to Comilla District Employment and Manpower Office (DEMO) and Technical Training Center in Bangladesh
- Site visit to the Overseas Workers Resource Center (OWRC) in India
- Colombo Process website

2.1 Limitations

It is important to underscore the limitations in the conduct of the evaluation. Foremost is the paucity of time. In consideration of the expanse of the programme scope and project components, there is limited time for documentation review and site visits. This caused limitations in closely evaluating the quality of some project outputs, including the research materials produced. There is also a particular difficulty in measuring certain elements to analyze the impact of the programme. Interviews were heavy on the implementers' and government stakeholders' side with only sporadic interactions with potential migrants and other stakeholders. It then becomes difficult to capture behavioral changes and acquired knowledge as a result of the structures established and information materials distributed. The lack of monitoring reports (i.e. in certain MRCs) of the actual number of visits, inquiries and complaints as well as the non-availability of complete data on the actual consumption/reach of information materials (still being compiled) also limit the analysis of the programme impact. Evaluation is also focused on South Asia with minimal information from the EU counterparts.

3 Programme Context and Overview

As realities of migration and its impact on development become increasingly acknowledged across the globe, countries of origin and destination have made series of efforts to facilitate migration in an orderly, safe and legal manner. Irregular migration and exploitative practices, however, remain pervasive often victimizing lowly skilled and poorly educated migrant workers. Unscrupulous recruitment practices from both labour-sending and labour-receiving countries remain rampant and potential migrants continue to use, often by lack of guidance, informal channels and networks that either cost them their living or put their lives at risk. South Asia, with its young reserve of skilled and lowly skilled labour in search of employment opportunities continues to be a critical source of migrants, including irregular migrants who increasingly require protection and legal support.

In light of the prevailing reality of irregular migration¹ from South Asia to the EU², as well as EU's policy observations identifying immigration as one of the potential means to meet EU's changing market labour needs³, the two regions become vital partners in promoting safe and legal migration. The EU, with its declining and ageing population has been rethinking its strategies to boost the competitiveness of its enterprises and its potential overall economic growth. Due to labour shortage, a number of EU member states have already approached some of the South Asian countries for potential collaboration in the field of labour migration. Denmark, recognizing its acute labour shortage, is committed to promote itself as a country of labour migration and is thus contemplating the possibilities to tap into a reserve of skilled workers from the South Asia region. Italy meanwhile continues to rely heavily on workers from South Asia in the agriculture and hospitality sectors. Thus, following the successful implementation of the AENEAS funded Regional Dialogue and Programme on Facilitating Managed and Legal Migration Between Asia and the European Union (EU) that took place from 2006 to 2008, this programme focusing on South Asia was developed.

¹ International Council on Human Rights Policy (2010: 17,18) noted that, "In practice, the term 'irregular migrant' covers a broad range of situations. A person may be in an irregular situation because he or she has overstayed a visa or residence permit, or because an employer has withdrawn arbitrarily an authorization to work that is tied to immigration status. Some will have been deceived by recruiting agents, smugglers or traffickers into believing that they were entering or working in a regular manner. The term may cover asylum seekers who have been denied refugee status and continue to stay in a country irregularly. It is applied to those who entered clandestinely in the first place, including people who have been smuggled or trafficked across the border, and people who have by themselves entered illegally or in an irregular manner without the use of third parties. It is important to remember that many, if not most, irregular migrants will not have entered their country of destination clandestinely, and that the status of many migrants will become irregular because of an arbitrary or unlawful act by a state or non-state actor. Many migrants will fall in and out of an irregular status throughout the life cycle of their migration; at times this will occur by choice, at others because of confusing and opaque visa regimes." available at http://www.ichrp.org/files/reports/56/122_report_en.pdf

² The United Nations has estimated that globally there are approximately 30 to 40 million irregular or undocumented migrants, a number that amounts to between 15 and 20 percent of all (214) international migrants (www.un.org/esa/population/publications/migstock/2003TrendsMigstock.pdf). About 1.9–3.8 million are estimated to be in the European Union (Clandestino at <http://irregular-migration.hwwi.net>). Around 30–40 percent of all migration flows in Asia are estimated to take place through irregular channels (www.iom-seasia.org). It is, however, important to underscore the fact that it is extremely difficult to assess accurately the precise scale of irregular migration on a national, regional or international level. Migrants are themselves reluctant to present themselves to the authorities in many countries for fear of deportation or reprisals by their smugglers or traffickers. The 2009 Human Development report also noted that "there are good reasons to suspect that censuses significantly undercount irregular migrants, who may avoid census interviewers for fear that they will share information with other government authorities" (UNDP 2009: 23), Main source: *ibid*, p.13, 18

³ Focus Migration (2008: 4) available at http://focus-migration.hwwi.de/typo3_upload/groups/3/focus_Migration_Publikationen/Kurzdossiers/PB09-Irregular-Migration.pdf

The specific objective of this IOM initiative is to strengthen national and inter-regional effort to reduce irregular migration and facilitate legal migration from South Asia to destination countries including Europe. Overall objectives are set as follows:

- 1) To reduce irregular migration from South Asia to destination countries including EU member states
- 2) To facilitate safe and legal migration from South Asia to destination countries including EU member states
- 3) To foster regional dialogue and cooperation among South Asia and European governments on the management of labour migration and its development impact

Key strategies include capacity enhancement of origin states, implementation of information campaign, and building and sharing of knowledge through inter-regional dialogue on the theme of labour migration and its development impact. It has to be noted that the programme took off in the midst of the global financial crisis, which significantly influenced the policy directions particularly among European nations.⁴ It was also carried out in and amongst the changing demands of the European market towards a higher skilled market vis-à-vis the more traditional low skilled outbound labour migrants from South Asia. Moreover, the changing political climate in South Asia, particularly in Sri Lanka and its series of bureaucratic restructuring is a strong factor to the project outcomes.

4 Findings

4.1 Relevance of the Programme

Key Strengths

- The programme is highly relevant in its focus on the fundamental global concern of irregular migration. The programme concept is reflective of IOM's insight and leadership in taking initiatives toward responding to the most pressing demands among vulnerable migrants. It is responsive to urgent concerns against unscrupulous recruitment practices as raised in the IOM supported Colombo Process Ministerial Consultations in 2003, 2004 and 2005.
- Framing a model of collaboration among stakeholders, particularly the involvement of destination countries to facilitate safe and legal migration, constitute a key strength of the programme concept. This proved consistent with existing bilateral and regional dialogue between both regions to collaborate on the issue of labour migration as integral part of trade and partnership building process. It is also responsive to the Abu Dhabi dialogue, which called for the strengthening of partnerships in preventing illegal recruitment practices and preventing exploitation of contractual workers at origin and destination.
- It is designed to be responsive to the mutual acknowledgment by both target origin and destination countries that safe and legal migration is imperative to achieving development

⁴IOM mission in Denmark would note that the timing of implementation of the Regional Programme in Denmark was shown not to be optimal for ensuring a great interest among the relevant stakeholders. With elections and the recovery phase from the recession, foreign recruitment has not been the highest priority in the country. Moreover, the prevailing debate on having more stringent immigration policies that seek to limit entry of non-Western immigrants has also made it problematic when implementing the project activities.

objectives. It responds to the realities of prevailing poverty⁵ and economic insecurity among South Asian countries, which create a constant push for labour migration and opportunities for illegal recruitment. It is also informed by analysis of labour shortage in EU countries which facilitate a growing interest among target EU member states (Denmark, Italy, Czech Republic and Romania) toward greater labour cooperation with South Asian countries.

- Selection of target countries was also made on the basis of specific requests made by Governments of key participating countries of the project.
- The institutional capacity building component of the programme proved highly relevant to the key problems of weak monitoring systems and regulatory frameworks⁶ in target South Asian countries.⁷ Strengthening migration governance is a stronghold of IOM initiatives, which defines its very relevance in global efforts to achieving development. Recognizing that governance is critical to development and that a change in governance relies decisively on empowering the state and its bureaucratic institutions is a key imperative that constitutes the core and the biggest strength of the programme.

Key Challenges

- Regional objectives do not always reflect national migration priorities. True for both South Asian countries and EU member states, there are no safe assumptions on the uniformity of development aspirations and strategies among target countries. Defined by their varying levels of governance capacity, economic performance, national development agenda and political dynamics, target South Asian countries and EU member states have different levels of expectations in engaging with the programme. While the programme addressed the core problem of irregular migration prevalent among South Asian countries, the real challenge was on concretely outlining the incentives for cooperation among EU countries amid the global economic downturn.
- While carried out in accordance with the national stakeholders' general demands made during the policy dialogues, the programme components were not necessarily informed from prior consultation with target stakeholders to suit the specific projects according to their service gaps, national migration priorities and overall national development strategies.
- The programme was conceptualized before the onslaught of the global financial crisis in late 2008. Thus, while the analysis of risks on the political climate of target South Asian countries was strong, the assumptions on the continued commitment of partner countries and continued growth of the economy in destination countries could not be accurately anticipated.

⁵ Poverty incidence in Bangladesh is as high as 40% (2010); 25% in India (2007) and 23% in Sri Lanka (2008), CIA World Fact Book (2011) available at: <https://www.cia.gov/library/publications/the-world-factbook/index.html>

⁶ A World Bank funded Worldwide Governance Indicators by Kaufmann, Kraay and Mastruzzi (2010) noted the very low regulatory quality of Bangladesh in 2004 and 2009 with 10th-25th percentile (90th-100th as high performance); India has relatively better with 50th-70th percentile in the same period; and Sri Lanka down to 25th-50th percentile as of 2009 from 50th-70th percentile in 2004, available at: http://info.worldbank.org/governance/wgi/sc_country.asp

⁷ Based on Transparency International's 2010 Corruption Perceptions Index, all the three target countries in South Asia scored below 5 (with 10 as highly clean) indicating serious corruption problem. Bangladesh ranked 134th out of 178 countries with a low score of 2.4; Sri Lanka ranked 91st with 3.2 and India ranked 87th with 3.3, available at: http://www.transparency.org/policy_research/surveys_indices/cpi/2010/results

Key Recommendations

- Avenues for consultation among stakeholders from both regions, bringing them together in designing the programme components, can foster deeper ownership and accountability and commitment.
- A greater degree of flexibility in modifying and updating programme objectives and project components at the outset of implementation is essential amid foreseen changes in economic and political contexts due to the economic downturn.
- It is essential to mainstream and calibrate migration initiatives according to the country's national development strategies/goals ensuring all project interventions to stay relevant for the longer term. Conducting a comprehensive national development analysis in close collaboration with target stakeholders can serve as a strong basis for conceptualizing the programme initiatives and can also help identify the needs and specific gaps in existing service delivery, beyond using the outcomes of regional policy dialogues.

4.2 Overall Programme Management and Performance

Bearing in mind the economic and political constraints upon which the programme was operated, the overall management, coordination and implementation of the various project components prove highly effective. The volume of the outputs produced has been significant, substantially meeting key targets. Structures established as well materials developed prove enduring and are being used as models for replication. There is a pro-active involvement and collaboration among key stakeholders in project implementation and service delivery that enhanced capacity for migration governance. Coordination and liaison work on the policy dialogues also proved highly efficient with the remarkable success of the Asia-EU Dialogue and the 4th Colombo Process Ministerial. Evidently, the work accomplished has been extensive and produced concrete results.

There are, however, some limitations in achieving the component on facilitating legal migration from South Asia to the EU, particularly in securing job openings and inviting EU employers and recruiters to the regional marketplace/job fair and in facilitating pilot placements. Clearly, the implications of the global financial crisis significantly influenced the policy directions particularly among target European nations. It was also affected by the changing demands of the European market towards a higher skilled market vis-à-vis the more traditional low skilled outbound labour migrants from South Asia. It can be said that the initial assumptions made could not anticipate the onslaught of the crisis and project components could not be promptly updated at the outset amid foreseen changes in economic conditions. Nonetheless, the programme management and implementation team manifested flexibility in reinforcing other key programme components, particularly the information dissemination campaigns and capacity enhancement. These include bolstering the distribution of information materials on available skills in South Asia among employers and recruiters in EU participating countries. Project amendments were also made to establish more MRCs, particularly in Bangladesh.

4.2.1 Effectiveness of Programme Implementation

Objective 1. To reduce irregular migration from South Asia to destination countries including EU Member States

Component 1: Monitoring mechanism on employment/recruitment service strengthened and enhanced in the South Asian migrant origin countries

Key Achievements

- 1) National assessment reports on existing monitoring mechanisms of recruitment practices were conducted for Bangladesh and Sri Lanka, while a gap analysis on Grievance Redressal System was produced for India.
 - India is notably the most advanced and pro-active among the three South Asian countries in setting up a modernized recruitment monitoring system. In line with the government's thrust toward e-governance, the programme has provided assistance in upgrading its Grievance Redressal and Complaint Management system through: 1) A national consultative workshop was organized to identify gaps and recommendations to modernize and further upgrade the country's complaint monitoring and grievance redressal mechanism; 2) This was followed through by the Grievance redressal gap analysis/study, which produced a draft action plan based on the Customer Relation Manager (CRM) software. Adopting the study's recommendations, IOM contracted out the IT-based systems implementation to the same professional service provider who conducted the study, carried out in the Overseas Workers Resource Center (OWRC). The full use of a web-based CRM infrastructure as supported by the programme, facilitates systematic, timely and transparent response and action from the government. The 24-hour call centre integral to the system (operated by 10 staff working in shifts and speaking eight different languages) also allows for a close monitoring of inquiries and complaints. Based on the CRM structure, all stakeholders are linked up with the centralized database at the OWRC, including MRC Hyderabad with its fully functional CRM.
 - The national assessment for Bangladesh provided a substantial analysis of the government's existing regulatory framework governing overseas employment, identifying gaps and concrete proposals for improving the system, including further research for ensuring accountability of recruitment agencies. A technical consultation was held during the assessment, followed by a National Workshop to share the draft and gather inputs from government and NGO stakeholders. After the feedback was incorporated into the assessment, a roadmap was also developed. The final assessment has been reviewed and approved by the government and has been distributed to key stakeholders in the country.
 - In Sri Lanka, the national assessment was discussed at two national consultative workshops and high-level meetings with government stakeholders and key officials. A set of recommendations and a plan of action were outlined and endorsed by the Ministry of Foreign Employment Promotion and Welfare (MFEPW) and the Sri Lanka Bureau of Foreign Employment (SLBFE) for implementation.

- 2) Institutional strengthening, capacity building and coordination support for the Vigilance Task Force (VTF) in Bangladesh.
 - Through IOM's training support, the country's Vigilance Task Force – composed of all relevant agencies tasked to monitor the migration process and movement of labour migrants - could strengthen its institutional capacity and coordination. The first training assisted the task force in framing its scope of work, setting up mechanisms for coordination and developing action plans for the short, medium and long term. Such training support facilitated exchange, sharing of ideas and an increased recognition among officials of the need for systematic coordination of responsibilities and jurisdictions. Members were also equipped with relevant skills and techniques. A second training on interrogation and investigation techniques was also conducted based on the specific request of the VTF.
 - The Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE) is now taking the lead in transforming the Task Force into a more permanent institution whilst expressing its need for further technical assistance from IOM on this regard.
- 3) Private sector outreach activities were held in participating countries to enhance recruitment services and increase awareness on South Asian overseas employment process.
 - In Bangladesh, IOM provided technical assistance to the Bangladesh Association of International Recruiting Agencies (BAIRA) in drafting a Code of Conduct (CoC) on ethical recruitment practices in the country, including discussions on how it is disseminated, publicized and adopted by all of its 992 member agencies. The CoC has also been incorporated into the Constitution of BAIRA.
 - An informational DVD on Bangladesh' overseas employment process was produced (incorporating the information about the existence of the Code of Conduct) to increase awareness among migrants, recruitment agencies and potential employers, particularly in the EU. All 1,000 copies produced were distributed in all target countries, as well as in the Asia-EU Dialogue and in the 4th Ministerial Colombo Process.
 - In India, a workshop for recruitment agencies on the legal process of recruitment and the punitive measures against malpractice was organized. Thirty participants attended representing 18 public and private recruitment agencies.
- 4) A good practice study on regulating recruitment services has also been completed looking at the case of the Philippines aimed to inform the three target South Asian countries. A regional Experience Sharing was held in Dhaka for government officials from Bangladesh, India and Sri Lanka. The final report is being finalized integrating the feedback to be made available for the three South Asian countries.

Key Challenges

- 1) There are noted constraints in implementing the modernization of recruitment monitoring cells in Bangladesh and Sri Lanka, such as the development of software database and associated trainings for staff members to record the recruitment activities and compile complaints. Without fully established mechanisms for recruitment monitoring in both countries, there are consequent difficulties in producing the quarterly recruitment service monitoring reports aimed by the programme.

- In Sri Lanka, SLBFE still uses a manual system of performance based ranking to monitor the recruitment agencies and sub agents. This is due to the bureaucratic restructuring that deferred government decisions on plans to modernize the system.
- The Vigilance Task Force in Bangladesh remains ad hoc in nature. While member institutions have been fixed, there are no regular designated staff, nor structures of accountability and mechanisms of reporting to institutionalize inter-ministerial coordination and monitoring. At the request of the VTF, IOM is exploring co-funding for modernizing the recruitment monitoring of the government, prepare a Standard Operating Procedure and develop materials for information campaign on safe migration that the VTF members can use.

Key Recommendations

- 1) Key investments, attention and close follow-up are needed toward modernizing and upgrading the structures for recruitment service monitoring. Bangladesh and Sri Lanka can take reference from the Indian practice. With proper budget allocation, contracting out the system to a consultant service provider can ensure efficiency and independence.
 - There is a critical need to fully institutionalize the VTF as an oversight and policy structure for recruitment monitoring in Bangladesh. Noting that it is inter-ministerial in composition, the actual implementation of recruitment monitoring can be contracted out to the private sector using the CRM system, such as that of India. A stable secretariat with regular staff can then be designated for administrative support and coordination (i.e. at MoEWOE). Moreover, other non-government actors (e.g. airline/private sector stakeholders and other migration-focused NGOs) can be invited and provided seats in the executive board of the VTF apart from BAIRA.
- 2) It needs to be ensured that the good practice study, along with all other studies conducted, is used for in-country deliberation among key national stakeholders in South Asia on how good practices can be replicated. In the same way, the national assessment reports must be fully utilized to inform the process of modernizing the recruitment monitoring systems.

Component 2: Structures and capacity established /strengthened to carry out information dissemination activities targeting potential migrants vulnerable to irregular migration

Key Achievements

- 1) Through the programme's technical and operational support and material and equipment provision, Migrant Resource Centres (MRCs) were established and supported in the three South Asian countries, in close collaboration with implementing government agencies. In varying levels of capacity, the centres generally operate as one-stop shops which not only assist migrants and potential migrants with information and referrals (i.e. opportunities and procedures in working abroad), but also raise public awareness about problems associated with irregular migration and the risks of recruitment-related abuse, as well as receive and refer grievances (i.e. against brokers) to appropriate enforcement authorities. All MRCs are strategically established in existing government structures to ensure ownership and full integration to overall migration management mechanisms.

- One MRC was established in India under the programme (Hyderabad). Remarkably, the national government has already made it a policy mandate for every State to set up MRCs based on the IOM model after the success case of AENEAS funded MRC in Cochin (Kochi, Kerala), India's first ever. The State Government in Panchkula Haryana is the first to set up its MRC along this policy mandate and has been provided with technical assistance from the programme. Currently, MRCs are developed as grievance redressal and information dissemination centres by setting up telephonic help-lines/ call centre and web based Customer Relations Manager (CRM) software and connecting them to the central OWRC. Walk-in counseling services and pre-departure orientation trainings are also available. MRC staff also closely collaborates with NGOs in information campaigns to reach out to the grassroots villages.
- Seven MRCs were established in Bangladesh under the programme (all at the district level in each of the seven divisions in the country). These add to the one set up at the national level at the Bangladesh Overseas Employment and Services, Ltd. (BOESL). While the original programme plan was to establish one MRC in every South Asian country, the setting up of seven more MRCs at the district level in Bangladesh was done to accommodate the government's request for the establishment of more MRCs at the grassroots. This has transformed and reactivated some District Employment and Manpower Offices (DEMOs), which were otherwise inactive and unfamiliar structures to potential migrants. Based on the recommendation of the national assessment report and the growing popularity of MRCs in Bangladesh, the BMET has expressed plans to transform all the other DEMOs and migrants' welfare desks across the country into MRCs based on the IOM model.
- Two MRCs were established in Sri Lanka. The first was set up in Gampaha district (regional) and a central MRC fully integrated in SLBFE. The information centre (call centre) is already integrated into the central MRC. SLBFE now plans to establish 10 regional MRCs across the country. IOM also developed a database/website along with a corporate profile, as well as an end user manual for the operation of the central MRC.
- Capacity building trainings were provided for MRC staff. In Sri Lanka, capacity building training was provided to 24 SLBFE officials on operations of MRC ICT platform and an end user training on MRC database and website management. In India, MRC staff and relevant State Government officials in Hyderabad and Panchkula Haryana were trained on CRM, MRC operations and pre-departure orientation training. IOM also conducted training for the district level employment officers in Andhra Pradesh on issues related to migration and also with a view to prepare them as information source to the job seekers who come to register with them. The training included ways for safe and legal migration, Government of India rules for recruitment agents, the different entry requirements of countries of destinations, visa system, among others. In Bangladesh, four different capacity building trainings were provided for around 70 MRC staff.
- Public awareness raising and media advertisements were conducted to publicize MRCs in the three countries as well as solicit proposals for improvement of operations and service delivery. In Sri Lanka, 10 seminars conducted in 10 selected high migrant prone districts reached out to 829 participants including prospective migrant workers, SLBFE trainees, young school leavers, university students, technical college students and family members of migrant workers. Report of the seminar was shared with SLBFE to execute similar initiatives in the future. In India, MRCs conducted camps at the Hyderabad airport to provide assistance to around 3000 Muscat Returnees and encouraged them to apply for

the jobs that were organized by the local District Employment Offices as local Job fairs.

- This project component has also built synergies with other projects. The UN Women set up a Women Migrant Resource Center (WMRC) at the Bureau of Manpower, Employment and Training (BMET) in Bangladesh. UN Women has co-funded IOM's work on MRCs while IOM shared technical inputs in the production of women-focused booklets. Moreover, under a Swiss Development Cooperation (SDC)-funded project, the DEMOS were rebranded with IOM's goodwill ambassador, Momtaz Begum (a member of parliament and a well-known folk singer), which further increased the popularity of the MRCs in Bangladesh.
- 2) Information materials produced through the programme prove substantive. These are in the form of flyers, brochures as well as film production and video documentaries. Materials made available for South Asia aim to educate migrants about EU country-specific migration procedures and requirements, basic rights, precautions on the dangers and risks of resorting to irregular migration, and overall guide and basic know-how on how to access legal channels for migration. Materials sent to the EU include information on available skills in South Asia to market them to EU employers and information on the overseas employment process in South Asia.
- Information materials are made available at the various MRCs in the three countries. They are also distributed through a series of outreach campaigns and networking meetings in various localities. In Bangladesh, materials are also provided at the various Migrant Welfare Desks, including at the international airport as well as a video provided to Biman Bangladesh Airlines for in-flight showing.
 - Bangladesh has the most varied and substantive materials, made available in Bangla language and commissioned popular personalities and folk artists to attract attention. Some materials are made mandatory by BMET to be used by potential migrants during pre-departure orientation training/seminars.
 - A brochure on safe and legal migration was produced in Hindi for India with 5,000 copies distributed by the MRCs. The MRC pamphlets in Telugu are placed in the office of Protector of Emigrants in Hyderabad, Hyderabad International Airport and in all the District Employment offices in the state of Andhra Pradesh and circulated to potential emigrants. The brochure was also made available for electronic distribution.
 - In close collaboration with SLBFE officials in drafting the content, two brochures on safe and family friendly migration, as well as a DVD on safe migration available in English, Sinhala and Tamil languages were produced. A complete guidebook on safe migration, traveling abroad and information on key EU destination countries and their immigration procedure is to be released.
 - Information materials on available skills in South Asia are disseminated in target EU countries (30 copies in Italy and 150 in Denmark, 1,000 in Romania, and 5,000 in Czech Republic) and shared with stakeholders, private and public recruitment agencies, representatives of the private industry organizations/employers and officers of relevant ministries. The soft copies of the leaflets were also shared with the EU target missions for further dissemination.

- 3) Multi-sectoral training and capacity building workshops were organized toward inclusive migration governance.
 - In Bangladesh, an annual workshop for the media and NGOs was conducted reaching out to approximately 25 participants each year trained on techniques on how to carry out successful information campaign and sensitive reporting on issues relating to migration.
 - In Sri Lanka, five networking meetings and training workshop were conducted for government offices, NGOs, media representatives and private organizations to carry out safe migration information campaigns at source communities reaching out to 112 participants from five selected districts.
 - In India, a national stakeholders workshop on promotion of safe and legal migration was conducted for over 60 participants and another capacity building workshop for local NGOs and researchers in the field of migration was organized reaching out to around 35 participants.

Key Challenges

- 1) The lack of regular and full-time staff to supervise MRCs constrains effectiveness in public service delivery.
 - In Bangladesh, there's a high turn-over of staff, with MRC personnel regularly posted to different offices and/or having other official tasks, thus support to the MRC becomes ad hoc. This limits the regularity and consistency of service delivery and constrains the monitoring/recording of services rendered and materials distributed.
- 2) Political constraints significantly delayed project implementation.
 - In Sri Lanka, project activities were significantly delayed due to political reasons that subsequently had direct impact on internal capacity to implement. As a result of administrative and political restructuring, MRC establishment and related activities required constant revisions and adjustments.
- 3) The lack of feedback and follow-up mechanisms limit avenues to fully assess the impact of information materials and MRC services in terms of behavior/perception change and knowledge acquired by target beneficiaries.

Key Recommendations

- 1) A critical step forward is for MRCs, along with outreach awareness activities and information campaigns, to be fully embedded in the budget structure of the government. Officials/ government stakeholders have to ensure the allocation/designation of full-time and regular MRC staff who can render full service to the centre and institutionalize the service programmes available.
- 2) There is a clear need to further decentralize the MRCs in order that they become more accessible to the people, especially from the far-flung villages. For Bangladesh, it is a key step for BMET to strategically transform and empower the DEMOs into fully-operational and well-equipped MRCs. It is also commendable that the governments of India and Sri Lanka plan to establish MRCs in all states and a number of districts, respectively.

However, taking into account their population profile, it is strategic for all the three countries to simultaneously establish peripheral-local based MRCs while they are aiming for state-based (India) and district-based (Bangladesh and Sri Lanka) structures. More realistically, with budget constraints, MRCs can be mainstreamed as MRC desks in village level offices. This way, proper education can be done among potential migrants before decisions to work abroad are made.

- 3) Other mechanisms for awareness raising can be maximized. Radio broadcasting seems to be more popular particularly among the folks from the rural villages. Pamphlets can only reach the literates, effectively marginalizing those who cannot read and are highly prone to deception of brokers. The TTCs are also strategic venues to conduct the information campaigns on migration processes and risks. Such discussions can be integrated in the learning process towards a more holistic skills training and education.
- 4) Eventually, it becomes vital for governments to source and allocate funds/invest in institutionalizing and modernizing a central monitoring system that link up the local-based MRCs. India provides a viable template that can be replicated by Bangladesh and Sri Lanka. Facilitating a reliable and transparent web-based mechanism to document, monitor and effectively respond to inquiries and grievances is a considerable step toward reducing irregularities in migration.
- 5) Institutionalize the mechanisms of partnerships and collaboration of government agencies with NGOs, the media, the academe, the private sector and the community members themselves in the outreach and campaign activities to foster ownership, deeper involvement and accountability to putting a stop to irregular and deceptive migration.
- 6) Establish reporting structures in MRCs to better capture the reach of beneficiaries served. This is already being done in India through its web-based CRM infrastructure. However, beyond outlining the quantity of target output, it also becomes essential to define the indicators for quality assessment. Setting up feedback mechanisms could capture the levels of knowledge acquired/ influence to perceptions/behavior. Feedback mechanisms such as FGDs conducted among target beneficiaries/ prospective migrants can also assist the evaluation in assessing the impact of the projects.

Objective 2. To facilitate safe and legal migration from South Asia to destination countries including EU member states

Component 3: Legal labour migration of skilled workers from Asia to Europe facilitated where demands and supplies are identified and matched

Key Achievements

- 1) Amid global economic constraints, the Jaipur marketplace/job fair was effectively transformed into a regional conference on “Labour migration for South Asia towards Europe” held in March 2011. It facilitated a unique dialogue that involved private sector service providers in South Asia interacting with government stakeholders of participating origin and destination countries. It has notably made gains in facilitating concrete

agreements toward bilateral cooperation among participating countries. Italy, in particular, proceeded to discuss possibilities of signing bilateral cooperation agreements in the field of labour migration with South Asian participating countries. The project provided the opportunity for Italy to pursue its plan to establish “Labour Coordination Offices” in countries of origin as part of its strategy to manage labour migration.

- 2) Private sector outreach activities were held in Europe. Brochures and leaflets on available skills and overseas employment processes (1,000 copies) in Bangladesh are disseminated in target EU countries and distributed to private and public recruitment agencies and representatives of the private industry organizations/employers. The leaflet for India was also shared electronically. The leaflet on Sri Lankan skills has been approved by the government for distribution. Italy has distributed Bangladeshi and Indian brochures to 30 prospective employers and recruitment agencies, while Denmark has directly distributed 80 leaflets to stakeholders with 70 more available for distribution in various meetings and other activities.
- 3) The Market Research Unit (MRU) has been established and now fully operational in Bangladesh. The MRU has since produced a series of desk and online studies to analyze the labour market of potential destination countries, which can absorb the labour supply of Bangladesh. Countries studied include Sudan, New Zealand, Romania and Italy. A comparative study on female migration to Ireland, Hong Kong and Singapore was also conducted. A research assistant was contracted by the programme to take the lead in managing the MRU and eventually transfer the research skills to the government staff.
- 4) The study on the supply and demand for Sri Lankan migrant workers to the EU has been completed and will be shared among relevant stakeholders.

Key Challenges

- 1) The implications of the global financial crisis significantly influenced the policy directions particularly among target European nations, which affected the planned regional job fair. The crisis placed limitations in securing job openings and inviting EU employers and recruiters to the regional marketplace/job fair and in facilitating pilot placements.
- 2) This was also affected by the changing demands of the European market towards a higher skilled market vis-à-vis the more traditional low skilled outbound labour migrants from South Asia.
- 3) International political conditions affected immigration policies in Europe.
 - A stakeholders meeting in Italy designed to inform employers of relevant skills and potential labour markets of South Asian countries had to be cancelled due to the North African crisis (Tunisia, Egypt and Libya) which demanded stringent immigration policies related to unexpected flows of migrants and refugees from North Africa.

Key Recommendations

- 1) Emphasis can be made in providing avenues for consultation among stakeholders from both regions, bringing them together in designing the programme components. This can level off expectations and highlight mutual incentives to foster deeper ownership, accountability and commitment amid changing economic and political conditions.
- 2) Stakeholders from Europe would emphasize the need for a cost-benefit analysis of migrant labour placement as well as best practices of foreign labour recruitment to refer

from, beyond being informed of available skills in the countries of origin. This is a valid request in consideration of the widespread misperception about the burden of labour migration. Studies and analyses, including labour market assessments constitute as concrete evidence that can help facilitate understanding among EU stakeholders of the benefits of foreign labour recruitment, to the industry and the national and regional economy.

- 3) While the MRU is a good concept as a potential counterpart of MRCs and government technical training centers to inform the government of the skills requirements of various destination countries, this however requires substantial budget and research expertise. Labour market assessment is a critical task best done by established research institutions or research consulting firms. Again, India's strategy of contracting out its EU labour market analysis⁸ to an established private research consultancy firm (a separate IOM collaboration with the Government of India through the Indian Council of Overseas Employment under the Ministry of Overseas Indian Affairs) is far more viable. It is certainly a strategic direction for the governments to institutionalize state-run research centres/think tanks focused on migration related data and statistics and managed by experts in the field. This, however, requires a long and expensive process of institutionalization and credibility build up. If Bangladesh and Sri Lanka seek to invest in effectively training and placing its labour market, they have to do so via credible and reliable research to inform their policies.
- 4) Such labour market assessments of target destination countries would have to be fully integrated with the migration profiles/ analysis of labour supply done within South Asian countries. This facilitates a comprehensive analysis vis-à-vis the country's national development objectives.
- 5) Providing labour attaches with relevant training on the labour market situation of their countries of origin and assignment can best assist the promotion and facilitation of labour placement and network building.
- 6) South Asian countries would have to be pro-active in establishing bilateral agreements with the EU member states, including building direct relationships/partnerships with various non-government EU stakeholders such as the industries, recruitment agencies and universities/training centers.
- 7) The technical training centres in South Asian countries would have to be closely guided by analysis of labour market assessment to inform them of relevant skills and accreditation requirements that should be made available. Training centers can also gain from direct partnerships with foreign industries to facilitate job-matching and standards accreditation. The training centres can also work in close collaboration with MRCs to facilitate information raising on the potentials and risks of labour migration, as integrated in the learning process.

⁸ Labour Market Assessment in six European countries (France, Denmark, the Czech Republic, Sweden, Romania, and Poland) done by KPMG under its public sector consulting. The partnership is pursuing a second stage of assessment adding new EU member states.

Objective 3. To foster regional dialogue and cooperation among South Asian and European governments on the management of labour migration and its development impact.

Component 4: Knowledge and dialogue enhanced among EU States and Colombo Process member countries on the theme of labour migration and its development impact

Key Achievements

- 1) The two major policy dialogues prove to be remarkable successes. These events facilitated information sharing, network and relationship building and discussions toward more viable bilateral cooperation among participating countries.
 - The second Asia-EU Dialogue on Labour Migration held in February 2011 proved a huge step forward toward promoting a concrete inter-regional migration policy framework for cooperation. This is evident with the drafting and adoption of the Joint Recommendations that outlined mutual agreements and policy steps for sustained partnership between the two regions in improving migration management. This document also contributed to the discussions in the 4th Colombo Process Ministerial Consultations held in April 2011. Partner countries have expressed the benefits gained and their commitment to pursue such dialogue. Bilateral agreements were also facilitated; one notable is the Italian Ministry of Labour's pro-active discussions with a number of Asian countries on their draft bilateral agreements.
 - As supported by the programme, Bangladesh took over the rotational chairmanship of the Regional Consultative Process on labour migration instrumental in organizing and coordinating the 4th Ministerial Colombo Process after a six-year gap (since the Colombo Process held in Bali in 2005). The consultation provided an opportunity to reinvigorate dialogue with Colombo Process member states plus relevant destination countries and observers,⁹ by reviewing past activities, taking stock of the current situation regarding the implementation of primary objectives of setting up such a process and charting future directions. This has resulted in a greatly enhanced framework for cooperation towards effectively responding to the challenges of labour mobility in the context of today's globalized society.¹⁰

⁹ There were 71 representatives from participating member states of Afghanistan, Bangladesh, China, India, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka, Thailand and Vietnam. There were also 17 representatives from destination countries as observers including Australia, Italy, South Korea, Switzerland, UAE and USA along with representatives from different international organizations. See complete list at <http://www.colomboprocess.org/images/docs/dc2011/list%20of%20participants.pdf>

¹⁰ Dhaka Consultation 2011, Colombo Process at http://www.colomboprocess.org/index.php?option=com_content&view=article&id=45&Itemid=26

- 2) Studies on migration trends in South Asia have been conducted to build data and knowledge base useful to inform policy making and policy dialogues
 - Migration profiles of each of the three South Asian countries have been produced (quantitative and qualitative) to analyze outmigration statistics as well as the skills profile of potential migrants/ labour supply in the countries. These studies were contracted out to external consultants.
 - An Asia-EU circular migration study with a focus on Indian professionals has also been carried out by the International Migration and Diaspora Studies (IMDS) Project of Jawaharlal Nehru University

Key Challenges

- 1) There have been delays in finalizing the Migration Profiles due to significant revisions and edits needed of the documents. In the case of Sri Lanka, only one migration profile could be produced due to the challenges in finding an appropriate consultant that is endorsed by the government. While the studies prove useful to inform the governments in future policy-making, they could not be maximized for the two major policy dialogues held.
- 2) There are constraints in standardizing the quality of research outputs across the three countries in consideration of variability in data availability, accuracy and recency/datedness, and in research capacity.

Key Recommendations

- 1) A close follow-up on the Joint Recommendations produced from the Asia-EU dialogue can be pursued in the next dialogue, if not during the transition, to ensure continuity of collaboration toward achieving concrete policy measures and plans of action. As the dialogues are strengthened through the years, the objective should transcend beyond facilitating discussions toward producing concrete policy measures and legal frameworks and signing agreements that will institutionalize regional cooperation.
- 2) Simultaneous regional policy harmonization, particularly in the EU, can well contribute to building a standard regional strategy to guide inter-regional cooperation.
- 3) It can be stressed that while the migration profiles were to be submitted within the programme time frame, they are best produced at the middle stage, if only so their use among target stakeholders in their policy decisions and policy dialogues are ensured.
- 4) The conduct of studies would have to be standardized. Tapping respected institutions with experts in the field and recognized by the government (such as the case of IMDS-JNU in India) would be ideal. Outputs would then have to be reviewed by a team of experts from IOM.
- 5) Ultimately, these studies would have to be officially accredited if not managed by the governments and integrated to all other relevant studies produced. As earlier noted, the migration profiles that include labour market assessments of the country's labour supply should be analyzed alongside labour market assessments of target destination countries, and not treated separately. This facilitates a comprehensive analysis vis-à-vis the country's national development objectives.

4.2.2 Efficiency and Cost Effectiveness of Projects

Key Strengths

- 1) Coordination of tasks and responsibilities among project stakeholders constitutes one of the key strengths of the programme management and implementation team. This is evident in the team's ability to deliver simultaneous projects, taking into account the breadth of the programme scope and the volume of work across the participating countries. IOM staff involved displayed resilience and adaptability to deliver amid pressure and strict deadlines. The good working relations they have maintained with government partners and other stakeholders prove evident, with stakeholders acknowledging the efficiency and reliability of IOM team in project service delivery and institutional strengthening.
- 2) A clear logical framework guides the project implementation, as well as work and budget schedule were used for management and monitoring. The regional programme management closely monitors the project implementation of national counterparts through progress reports reviewed every month, along with a mid-term accomplishment report. The programme has also gone through EC internal evaluation with highly satisfactory results.
- 3) Project components confronted with constraints due to unanticipated economic and political conditions, particularly the global financial crisis affecting the EU member states' policy priorities, were immediately acted upon and adjusted within means. Amid global economic difficulties, the Jaipur marketplace/job fair was effectively transformed into a regional conference on "Labour migration for South Asia towards Europe." It has notably made gains in facilitating concrete agreements toward bilateral cooperation among participating countries. Other project components were also enhanced in lieu of the constrained components, such as bolstering the information campaigns in the EU and the establishment of more MRCs in Bangladesh.
- 4) Programme management demonstrates prudence in project spending, closely matching expenditures with planned budget allocations as well as incurring savings. There is minimal spending in administrative costs (with substantial savings as of June 2011) and more on direct costs of the action (Please see figures 1 and 2 below). There is also evident transparency and accountability in resource management.

The whole programme costs EUR 1,106,541, with the European Commission contributing EUR 885, 233 (80%). Below is a comparative chart of the final approved budget allocations and the expenditure allocations as of end of June 2011, with a total expenditure of EUR 856, 374.¹¹

¹¹ Approximate expenditure for July is EUR 60,000 together with the co-funding. This could not be included in the evaluation due to pending co-funding details for confirmation. Total programme expenditure by end of August is expected to reach EUR 1 million.

Figure 1

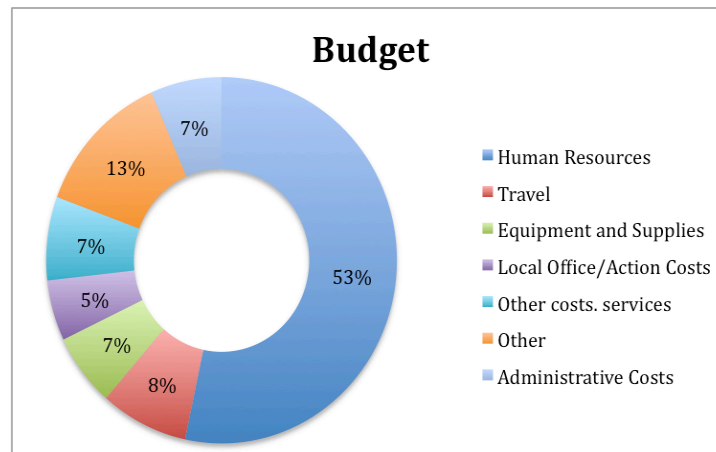
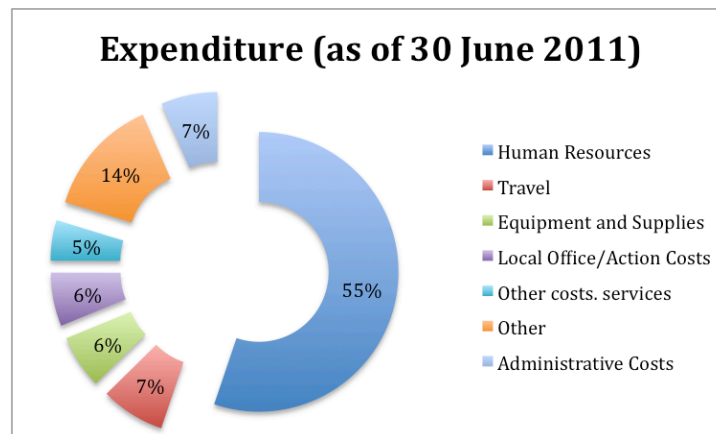


Figure 2



Gleaning from Figures 1 and 2, expenditures stay close to the planned budget allocations. It has to be noted that the human resource component also includes Daily Subsistence Allowance (DSA) for all key stakeholders involved in the project apart from the salaries of staff.

Key Challenges

- 1) While savings are incurred in all project components, there was minimal spending on critical investment areas.
 - It can be seen that in all expenditure components, savings were incurred. Remarkably, savings are also relatively high in administrative spending. However, while savings is a good thing, not spending on key investment areas such as research and capacity building is not very strategic. The biggest savings are gained in “Other costs, services” with 51 per cent as of June 2011 (See Figures 3 and 4 below). This category includes critical areas of research,

publications, costs of conferences and seminars, auditing, evaluation, translation and visibility actions. Research and publications as well as capacity building of stakeholders are core project components that are expected to contribute enduring impact to institutional strengthening. It cannot be overemphasized that research in particular, is an area where critical investments have to be made, if only to ensure quality and reliability, as it directly informs strategic policy decisions of governments.

Figure 3

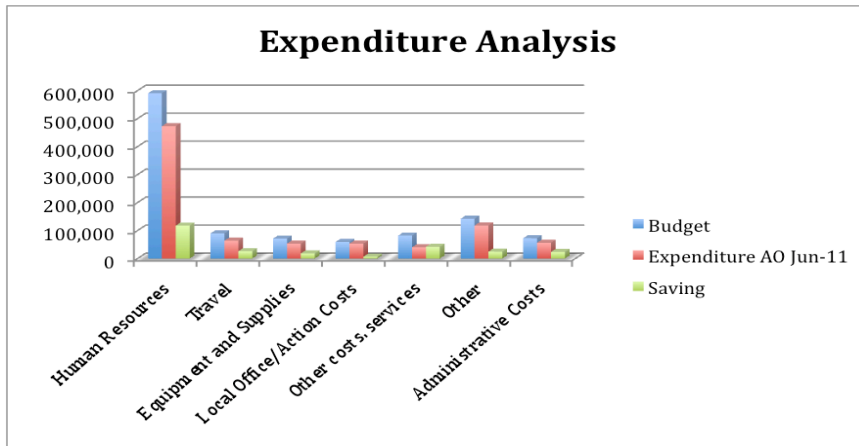
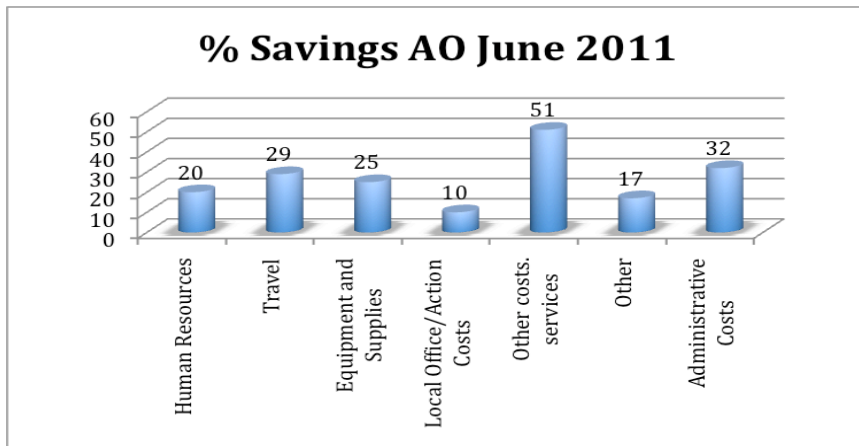


Figure 4



- 2) There were noted delays in certain project delivery/implementation.
 - As previously mentioned, there have been delays in finalizing the Migration Profiles due to significant revisions and edits needed of the documents. In the case of Sri Lanka, only one migration profile could be produced due to the challenges in finding an appropriate consultant that is endorsed by the government. While the studies are still useful to inform the governments in future policy development, they could not be maximized for the two major policy dialogues held.

- Denmark would note that the non-participation of Danish industries in the Jaipur marketplace/job fair was mainly due to the changing dates of the conference. Industries needed several months of preparation to attend an overseas job fair for a self-cost. The late availability of information materials also constrained the advertising of the event in general and as well as the skills profile in countries of origin in particular. Moreover, the adjustments made to change the primary target groups supported for the conference also discouraged participation among the private sector participants.
 - The changing political climate in Sri Lanka and its series of bureaucratic restructuring affected project delivery particularly the setting up of the central MRC and the production of information materials. These were however resolved and have been pro-actively taken on by the government.
 - Project delivery is closely dependent upon the actions and responses of partner governments and other key stakeholders. Limitations in bureaucratic performance and delays in policy decisions directly impact project implementation. These were however already anticipated in the risk analysis.
- 3) While the feedback of stakeholders and project implementers are integrated in the monitoring reports, there are no mechanisms to evaluate the feedback of target beneficiaries/ potential migrants. This limits the evaluation of the impact of project outputs in terms of the change in perspectives/behavior or levels of learning acquired.

Key Recommendations

- 1) To minimize the risk of unstable/changing policy decisions, avenues for consultation among stakeholders from both regions, bringing them together in designing the programme components, can foster deeper ownership, accountability and commitment amid changing economic and political conditions.
- 2) A greater degree of flexibility in modifying and updating programme objectives and project components at the outset of implementation is essential amid foreseen changes in economic and political contexts due to the economic downturn.
- 3) Anticipating the challenges in governance particularly among South Asia countries, delays can be managed by carefully choosing credible and reliable institutions (e.g. in research) to engage with.
- 4) As previously mentioned, setting up feedback mechanisms could capture the levels of knowledge acquired/ influence to perceptions/behavior. Feedback mechanisms such as FGDs conducted among target beneficiaries/ prospective migrants can also assist the evaluation in assessing the impact of the projects.
- 5) It is imperative to substantially invest in research. If governments and stakeholders are serious about pursuing appropriate policy strategies, due priority has to be accorded to research quality, accuracy and reliability. As for publication, printed materials prove necessary for distribution in South Asia. However, for more developed countries in the EU, electronic campaigns prove more effective and cost efficient.

4.3 Impact and Sustainability

4.3.1 Impact

Key Achievements

Given the unstable global economic context and varying national political landscapes upon which the programme has been operated, it achieved significant milestones in meeting its objective of strengthening national and inter-regional efforts to address irregular migration from South Asia to the EU.

- 1) The programme has enhanced the capacity of partner government institutions for migration management, particularly in South Asia.
 - It has made gains in institutional capacity building with key stakeholders strategically involved in programme implementation, trained and sensitized to the multi-dimensional issue of migration. This has resulted in a shift in attitude/position among officials from denial toward a broad acknowledgement and a sense of urgency to act on the critical problem of irregular migration and its impact on development. Government leaders display appreciation and fully acknowledge the programme's contributions to strengthening their institutional capacity and express willingness to cooperate and engage in further collaboration.
- 2) A framework for collaboration, partnership and coordination in migration governance was established.
 - Informed and inspired by the programme initiatives, the Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE) formed in 2010 the country's Vigilance Task Force (VTF) – composed of all relevant agencies tasked to monitor recruitment of labour migrants. The trainings by IOM provided through the programme, was instrumental in setting up the mechanisms for coordination, in framing the task force' scope of work, and in developing action plans for the short, medium and long term. Members were also equipped with relevant skills and techniques. The training support also facilitated exchange, sharing of ideas, capacity enhancement and an increased recognition among officials of the need for systematic coordination of responsibilities and jurisdictions.
 - A vertical coordination within relevant ministries was also facilitated through the capacity building and outreach initiatives undertaken at lower levels of government. Through the meetings and workshops, lower level concerns were communicated to inform national level policy decisions. Plans for systematic decentralization and coordination of programmes down to the grassroots now constitute a priority agenda in the three target countries in South Asia.
 - The programme has also strengthened multi-sectoral cooperation wherein government agencies fully engage with the private sector, non-government organizations, the academe and the media in various projects and initiatives to promote safe and legal migration.
- 3) It has created opportunities for policy dialogue, network-building, inter-regional cooperation and bilateral agreements among target countries.
 - The second Asia-EU Dialogue on Labour Migration held in February 2011 proved a huge step forward toward promoting a concrete inter-regional migration policy framework for cooperation. This is evident with the drafting of the Joint Recommendations that outlined mutual agreements and policy steps for

sustained partnership between the two regions in improving migration management.

- Support to the 4th Colombo Process Ministerial Consultations has strengthened ties of South Asian countries with other Colombo process members as well as their relationships with their counterparts from the EU.
- Amid constraints, the Jaipur marketplace/job fair was effectively transformed into a regional conference on “Labour migration for South Asia towards Europe” held in March 2011. It facilitated a unique dialogue that involved private sector service providers in South Asia interacting with government stakeholders of participating origin and destination countries. It has notably made gains in facilitating concrete agreements toward bilateral cooperation among participating countries.

Key Challenges

- 1) The lack of feedback mechanisms among target beneficiaries limits venues to fully assess the impact of the project components, such as the information campaign materials and the MRC services, in terms of behavior/perception change and knowledge acquired by target beneficiaries.
- 2) Irregular migration is itself extremely difficult to measure. Moreover, given the lack of baseline data and information (e.g. comparative data on reporting/monitoring of arrests/confiscation of licenses of recruitment agencies prior to the start of the programme and end-of programme data, etc.), there are limitations in measuring key outcomes and impact.

Key Recommendations

- 1) Key investments, attention and close follow-up are needed toward modernizing and upgrading the structures for recruitment service monitoring as well as the MRCs. A critical step forward is for these structures to be institutionalized and fully embedded in the budget structure. This can ensure the allocation/designation of full-time staff who can render full service to the offices and in the case of recruitment monitoring, for a more viable system managed by independent, well-equipped and trained private contractors.
- 2) There is a clear need to further decentralize the services (i.e. MRCs) in order that they become more accessible to the people, especially from the far-flung villages. Taking into account their population profile, it is strategic for all the three countries to establish peripheral-local based MRCs.
- 3) Beyond outlining the quantity of target output, it also becomes essential to define the indicators for quality assessment. Setting up feedback mechanisms could capture the levels of knowledge acquired/ influence to perceptions/behavior.
- 4) Investments need to be made in producing an integrated and comprehensive migration research. This facilitates an inclusive national development analysis that can ensure the programme initiatives directly contribute to social and economic development.

4.3.2 Sustainability

Key Achievements

- 1) The programme proved successful in setting up enduring structures and mechanisms, notably the MRCs, research and database, toward a viable framework for regulation and overall management of migration process. The political will and commitment of officials are manifested in their policy mandates to replicate and institutionalize the project initiatives so these are mainstreamed and embedded in government programmes and budget. While Sri Lanka and Bangladesh are yet to legislate such commitment, India has already released a policy mandate to implement its plans.
- 2) The various training and institutional capacity building among key stakeholders in the government, civil society, the media and even among recruitment agencies were key investments that have transferred knowledge and technical know how of processes and systems and ensure sustainability of programme initiatives.
- 3) The partnerships, networks and relationships built through the policy dialogues including the key bilateral agreements made are remarkable programme impacts that prove to endure in the longer-term.

Key Challenges

- 1) As previously noted, structures established remain ad hoc in operation and require strategic funding support/budget allocation and institutionalization. The lack of budget remains a serious constraint in much poorer South Asian countries such as Bangladesh and Sri Lanka.
- 2) On the part of South Asian countries are realities of unstable political landscapes and limitations in governance capacity. Institutional mechanisms remain vulnerable to political dynamics (i.e. collusion, co-optation and corruption) and private sector influence and thus the sustainability of programme outcomes remains subject to policy continuity and the government's political will and levels of accountability.

Key Recommendations

- 1) Investments have to be made in more enduring soft structures such as training/capacity enhancement, education, research and analysis and network building. Most critical particularly for South Asian countries would be to facilitate opportunities to build direct bilateral relations with EU member states, to establish concrete cooperation agreements and policy measures that can directly assist and facilitate the absorption and systematic integration of their labour market to the EU.
- 2) Simultaneously, a close follow-up on the Joint Recommendations produced from the Asia-EU dialogue can be pursued in the next dialogue, if not during the transition, to ensure continuity of collaboration toward achieving concrete policy measures and plans of action that will institutionalize regional and multi-lateral cooperation.

5 Conclusion and Recommendations

Political and economic constraints notwithstanding, the capacity enhancement, institutional strengthening, network building, partnerships and the wealth of research and information gained from the programme constitute important interventions that have enduring impact on South Asia's migration governance. Reflecting on the potential of the projects in saving thousands of lives at risk, as well as the potential contributions the huge labour surplus from Asia, if appropriately up-skilled and facilitated, can bring in to both Asia's and the EU's economy, the urgency to invest in migration management programmes cannot be overemphasized.

Moreover, in light of the programme results, it is evident that the extent of participation and inputs of the EU counterparts are critical in achieving the objective to facilitate safe and legal migration. In the context of the growing global interdependence among labour markets, the phenomenon of transnationalism and changing patterns of mobility¹², as well as the changing labour market profile of the EU and the growing competition for skilled labour¹³, the EU member states are increasingly faced with the imperative to reassess their framework for cooperation in migration management.

It then becomes crucial for the EC to build on what it has already invested in this programme and expand such initiatives carried through a longer-term programme that allows a reasonable period for substantial changes to manifest. It can build on the key strengths, structures and relationships built by IOM with key stakeholders in migration management. Taking off from the groundwork set up by the programme, there is high viability for reaping far more significant returns.

- A key direction to enhancing migration management and discouraging irregular migration, is strengthening the framework for facilitated labour migration towards a systematic integration¹⁴ of labour migrants in destination countries. If the EU is to reap maximum gains from the inevitability of labour migration, it has to invest in the potential of increased productivity, social revitalization and economic competitiveness through social cohesion and integration programmes that support an expanded base of workforce, skills, talents, taxpayers, consumers and entrepreneurs in society. It has been a long-standing framework of the EC that migrants benefit from comparable living and working conditions to those of nationals.¹⁵ It becomes urgent to pursue such framework. Policies responsive of the rights of migrants not only benefit individual migrants, but are in a broader sense in the longer-term social and economic interests of governments and citizens in receiving countries¹⁶. This programme would require a close collaboration between South Asia and

¹² Penninx R. et. al. (2008: 3-4) Migration and Integration in Europe: The State of Research, ESRC Centre on Migration, Policy and Society (COMPAS), University of Oxford available at www.norface.org/files/migration-COMPAS-report.pdf

¹³ Bosswick, W. and Heckmann, F. (2006: 20) Integration of Migrants: Contribution of Local and Regional Authorities, European Foundation for the Improvement of Living and Working Conditions available at www.eurofound.europa.eu/pubdocs/2006/22/en/1/ef0622en.pdf

¹⁴ Structural integration means the "acquisition of rights and the access to position and status in the core institutions of the host society: the economy and labour market, education and qualification systems, the housing system, welfare state institutions (including the health system), and full political citizenship. Participation in such 'core' institutions determines a person's socioeconomic status and the opportunities and resources available to them, in a modern market society" in Bosswick W. and Heckmann, F. (2006: 9) available at: www.eurofound.europa.eu/pubdocs/2006/22/en/1/ef0622en.pdf

¹⁵ *ibid*, p.22

¹⁶ International Council on Human Rights Policy (2010: 7) Irregular Migration, Migrant Smuggling and Human Rights: Towards Coherence. Geneva, Switzerland available at: http://www.ichrp.org/files/reports/56/122_report_en.pdf

other relevant source countries and the EU, potentially taking off with relevant education and skills training in source countries.¹⁷

- Investing in substantive country-specific and regional labour market assessments/analyses in both Asia and the EU, as well as comprehensive cost-benefit analyses of labour migration and migrant integration, can allow source and destination countries to make informed decisions and calibrate appropriate strategies (e.g. relevant skills training; labour matching/facilitation) to best maximize the potentials of skilled migrant labour force. Such analyses can facilitate clarity of incentives, cooperation and policy harmonization within the EU. Ultimately, it promotes genuine partnerships with the third countries amid a broad acceptance of the growing need for diversification of labour markets to support the national, regional and global economy.

For IOM:

- Emphasis can be made in providing avenues for consultation among stakeholders from both regions, bringing them together in designing the programme components. This can level off expectations and highlight mutual incentives to foster deeper ownership, accountability and commitment amid changing economic and political conditions.
- It is essential to mainstream and calibrate programme initiatives according to the target countries' national development strategies ensuring all project interventions to stay relevant for the longer term. Conducting a comprehensive analysis of national development strategies in close collaboration with stakeholders can serve as a strong basis for conceptualizing the programme initiatives and can also help identify the needs and specific service gaps, beyond using the outcomes of regional policy dialogues.
- National development policy and programmes can be strategically informed by a comprehensive migration research, including an analysis of the target country's existing migration policies. It is imperative to invest significantly in this area. The various research outputs produced through the programme can be integrated towards a comprehensive migration-related data and analysis. For one, country-specific migration profiles that include labour market assessments of the source country's labour supply should be analyzed alongside labour market assessments of target destination countries, and not treated separately. These data would then have to be officially acknowledged by the government toward institutionalizing a migration research centre/databank accredited if not managed by governments and experts in the field.
- The push/pull theories of labour migration explain that such movement is a by-product of relative disparities of opportunities and/or real wages (Rudolph 2009: 14). With the evident popularity of bilateral arrangements between South Asian countries and EU member states in managing labour migration, intra-regional (i.e. among South Asian countries) forums would have to be strengthened within the framework of the Colombo Process, to facilitate sharing of strategies that can leverage the bargaining power of labour-sending countries from Asia with their EU counterparts.

¹⁷ According to the aggregate report on Qualitative Eurobarometer (2011: 7-8), 1) legal status; 2) understanding of the local language; and 3) employment are foremost in the minds of both the general public and migrants, attributes that feature highly in importance in integration available at: http://ec.europa.eu/public_opinion/archives/quali/ql_5969_migrant_en.pdf

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Annex 1

Evaluation Framework and Questions

(Adapted from IOM and EU Thematic Specific Terms of Reference)

A. On Relevance (The appropriateness of the programme's objectives and design to the real problems, needs and priorities of its target countries. The extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and IOM's policies.)

- How the needs have been identified and if the design of the projects was adequate in order to achieve the specific goals of the projects as formulated by the beneficiaries
- The quality of the problem analysis and the project's intervention logic and logical framework matrix, appropriateness of the objectively verifiable indicators of achievement;
- The extent to which stated objectives correctly address the identified problems and social needs, clarity and internal consistency of the stated objectives;
- The extent to which the nature of the problems originally identified have changed;
- The extent to which objectives have been updated in order to adapt to changes in the context;
- The stakeholder participation in the identification, design and management/implementation of the projects, the level of local ownership, absorption and implementation capacity;
- The realism in the choice and quantity of inputs (financial, human and administrative resources);
- The analysis of assumptions and risks;
- The appropriateness of the recommended monitoring and evaluation arrangements.

Specific Questions

1. What is the prevailing global economic and political context upon which target labor sending and labor receiving countries thrive? (i.e. analysis of globalization, economic and financial scenario; labor market demands and needs, migrant needs and migration situation, poverty situation in developing countries, etc). Are such realities considered in the project design?
2. What are the development aspirations, strategies, cooperation objectives, needs and priorities of South Asian partner governments as well as members of the Colombo process? What are their varying levels of development? Does the project respond to/ is it consistent with such policy priorities?
3. What are the development strategies, cooperation objectives, policy priorities and needs of the EU on labour migration? Does the project support such cooperation strategies and priorities?
4. What are the needs of target beneficiaries? Does the project design, purpose and overall objectives respond to such needs?
5. Is this project not duplicated elsewhere? Were there similar interventions conducted by other agencies/organizations? Does IOM coordinate with such organizations?

6. Are consultations among participating partners conducted to help conceptualize the project design?
7. Are coordination, management and financing arrangements clearly defined?
8. Bearing in mind the political objectives, priorities and strategies of the EU in the thematic area, and the fact that the projects are implemented by different types of implementers and involve a wide range of stakeholders with different needs and priorities, to what extent did the projects address the needs and problems which are prevalent in specific regions?

B. On Overall Programme Management and Performance (Effectiveness of Project Implementation and Efficiency in Coordination, Fund Allocation and Expenditure Disbursement)

1. Achievement of purpose (Effectiveness)

The effectiveness criterion, concerns how far the project's results were attained, and the project's specific objective(s) achieved, or are expected to be achieved.

- The degree to which the purposes/objectives of the projects have been achieved. Did the results meet the projects' purposes? Whether the planned benefits have been delivered and received, as perceived by all key stakeholders (including women and men and specific vulnerable groups);
- Whether intended beneficiaries participated in the intervention;
- If the assumptions and risk assessments at results level turned out to be inadequate or invalid, or unforeseen external factors intervened, how flexibly management has adapted to ensure that the results would still achieve the purpose; and how well has it been supported in this by key stakeholders including Government, IOM (regional office and locally), etc.;
- Whether the balance of responsibilities between the various stakeholders was appropriate, which accompanying measures have been taken by the partner authorities;
- Whether any shortcomings were due to a failure to take account of cross-cutting or overarching issues such as gender, environment and poverty during implementation.
- To what extent has the external environment (political and economic) affected the achievements of the projects objectives? Are there common denominators?

Specific Questions

Objective 1. To reduce irregular migration from South Asia to destination countries including EU Member States;

1. To what extent capacity building initiatives and specifically tailored training supported by the programme have helped in building expertise and practical know how in the management of labour migration? How, and in which specific operational areas are these newly acquired capacities utilized at present?

2. Which new tools were developed or introduced by the projects to better manage international labour migration?
3. To what extent pre-departure information/vocational training modules are adjusted based on foreign labour market assessments and requirements and/or to smoothly integrate into the labour market and society of the country of destination? Are these assessments used or made available? Are the studies conducted (i.e. of the Market Research Unit) useful to bridge the gaps in the professional profiles of migrant workers and allow them to make full use of their skills?
4. To what extent awareness campaigns, information dissemination, flyers, videos, other media communication, have been efficient and effective when they are not done with a specific focus resulting from a feasibility study?

Objective 2. To facilitate safe and legal migration from South Asia to destination countries including EU Member States

5. Have authorities or employers in destination countries come to propose agreements or contractual conditions that take into consideration migrant workers' rights as result of the programme? To what extent employers seeking for foreign labour and would-be migrants seeking for jobs abroad have been facilitated, to find the appropriate candidates/vacancies? Which constraints emerge in this specific area of intervention?

Objective 3. To foster regional dialogue and cooperation among South Asian and European governments on the management of labour migration and its development impact.

General questions

1. What were the implementation strategies and mechanisms put in place as well as activities conducted for the project? Were they able to achieve expected outcomes/results? What is the quality of the outcome? Were standard criteria/indicators of success met?
2. What were the counterpart responsibilities provided by project partners in terms of human resource/logistical input, among others?
3. What are the various opportunities and factors that contributed to the strength of the project implementation?
4. What are the various constraints (political, economic, legal, institutional, etc) that prevent the achievement of results? What are the problems the implementers have faced, for instance in policy development and dialogue, especially for regional projects?

2. Sound management and value for money (Efficiency)

The efficiency criterion concerns how well the various activities transformed the available resources into the intended results (sometimes referred to as outputs), in terms of quantity, quality and timeliness. Comparison should be made against what was planned.

- The quality of day-to-day management, for example in:
 - a. operational work planning and implementation (input delivery, activity management and delivery of outputs), and management of the budget (including

cost control and whether an inadequate budget was a factor);

b. management of personnel, information, property, etc,

c. whether management of risk has been adequate, i.e. whether flexibility has been demonstrated in response to changes in circumstances;

d. relations/coordination with local authorities, institutions, beneficiaries, other donors;

e. the quality of information management and reporting, and the extent to which key stakeholders have been kept adequately informed of programme activities (including beneficiaries/target groups);

f. respect for deadlines;

- Extent to which the costs of the project have been justified by the benefits (cost-effectiveness) whether or not expressed in monetary terms in comparison with similar projects or known alternative approaches, taking account of contextual differences and eliminating market distortions;
- Contributions from local institutions and government in partner countries (e.g. offices, experts, reports, tax exemption, as set out in the Log Frame resource schedule), target beneficiaries and other local parties: have they been provided as planned?
- Quality of monitoring and evaluation: its existence (or not), accuracy and flexibility, and the use made of it; adequacy of baseline information;
- Did any unplanned outputs arise from the activities so far?
- Policy support and the responsibility of the beneficiary institutions, how far the relevant national, sectoral and budgetary policies and priorities are affecting the project positively or adversely; and the level of support from governmental, public, business and civil society organizations.

Specific Questions

1. Is the log frame or similar tool used as a management and monitoring tool? If not, why not?
2. Is an activity schedule (or work plan) and resource schedule available and used by the project management and other relevant parties? Were the activities implemented as scheduled? What were causes of delays if any? How were they rectified?
3. Were there changing external/policy conditions/unanticipated events in the duration of the project? How did the project cope/adapt to such changes to ensure delivery of results/benefits?
4. How well are resources (funds, expertise, time) used to undertake activities? Are project resources managed in a transparent and accountable manner?
5. Were the objectives achieved at a minimal cost? Were there savings? Were budget allocations expended as planned? Are funds committed and spent in line with the implementation time scale? If not, what were the reasons? What expenditure does the bulk of the funds spent on?
6. Do the inter-institutional structures (e.g. steering committees) monitoring systems, allow efficient project implementation? Was there a regular monitoring and evaluation of the progress of project implementation? How often? Who conducts the evaluation? What are the feedback mechanisms? Were corrective measures taken?

7. Was the communication between responsible actors in the partner country, the EC Delegation and the project management satisfactory? Was there smooth coordination of tasks and responsibilities among project stakeholders? Have all partners been able to provide their contributions? If not, what are the constraints?

8. Was field research, data gathering and analysis of migration flows supported by the programme sufficient and delivered on time to enable progress in policy design, policy dialogue and policy development?

C. On Impact and Sustainability (Overall contribution to benefitting target populations and the broader society, and the continuation of such benefits produced by the project after the period of external support has ended)

1. Achievement of wider effects (Impact)

The term impact denotes the relationship between the project's specific and overall objectives.

- Extent to which the objectives of the project have been achieved as intended in particular the project planned overall objective.
- Whether the effects of the project:
 - a) have been facilitated/constrained by external factors;
 - b) have produced any unintended or unexpected impacts, and if so how have these affected the overall impact;
 - c) have been facilitated/constrained by project management, by co-ordination arrangements, by the participation of relevant stakeholders;
 - d) have contributed to economic and social development; in other terms, which are the social consequences and the development impact of the analysed projects;
 - e) have made a difference in terms of cross-cutting issues like respect of human rights in general and migrants rights in particular, gender equality, environment, good governance, conflict prevention etc;
- What difference (positive or negative) has the programme made in practice?
- In capacity building projects, whether behavioural patterns have changed in the beneficiary organisations or groups at various levels; and how far the changed institutional arrangements and characteristics have produced the planned improvements (e.g. in communications, productivity, ability to generate actions which lead to economic and social development);

Specific Questions

1. What are the key achievements of the project? Has it enhanced capacity of government service providers?
2. Has the programme informed the policy making and legislation of the government? Has it resulted in any changes to any labour migration policies? Did it facilitate reflection concerning related policy areas among concerned authorities (i.e. regulation/training

- policy)? Has any bilateral agreement been signed between EU member states and South Asian countries as a result of the programme? If no progress has been witnessed, what are/were the main obstacles?
3. Does the project support institutional strengthening and local ownership?
 4. Have policy dialogue and coordination among relevant stakeholders increased in the domain of legal labour migration as a result of the programme? At what level?
 5. Have the policy dialogues resulted to establishment of multilateral/regional policies between South Asian countries and the EU and concrete policy measures toward protection and integration of migrants?
 6. To what extent do migrants demonstrate as a result of the programme, increased knowledge of their labour rights and understanding of labour-related administrative procedures and key stakeholders? To what extent are would-be emigrants in third countries better informed, as a result of the programme, on the possibilities of legal migration, on labour needs in Europe and on the risks inherent to illegal immigration? And how were these migrants better equipped to enable them pursue legal channels of migration?
 7. To what extent the program had any influence on reducing illegal employments and channels in countries of destination, or, any influence in creating new legal labour possibilities in these countries? What are the lessons learned?

2. Sustainability of achieved results

The sustainability criterion relates to whether the positive outcomes and benefits of the project are likely to last once external support is discontinued or ended.

- Institutional capacity, e.g. of the Government and counterpart institutions; the extent to which the project is rooted in local institutional structures; whether the institution appears likely to be capable of continuing the flow of benefits after the project ends (is it well-led, with adequate and trained staff, sufficient budget and equipment?); whether counterparts have been properly prepared for taking over, technically, financially and managerially;
- The adequacy of the project budget for its purpose particularly phasing out prospects
- Financial sustainability, e.g. whether the products or services being provided are affordable for the intended beneficiaries and are likely to remain so after funding will end; whether enough funds are available to cover all costs (including recurrent costs), and continued to do so after funding will end;
- Technical (technology) issues, e.g. whether (i) the technology, knowledge, process or service introduced or provided fits in with existing needs, culture, traditions, skills or knowledge; (ii) alternative technologies are being considered, where possible; and (iii) the degree in which the beneficiaries have been able to adapt to and maintain the technology acquired without further assistance.

Specific Questions

1. Has the programme transferred knowledge and technical know-how to local stakeholders and partners? Has it empowered community organizations and potential migrants and their families?

2. Has it institutionalized the operations of MRCs and MRUs and facilitated replication of best practices?
3. Has similar initiatives been integrated in government programs and structures with budget allocations?
4. Is there a phase out/hand over strategy? Is the sustainability strategy (handing over strategy to partners) fully understood by the partners?
5. Did the projects generate a strong sense of ownership at the level of national institutions involved in the management of labour migration? If not, why?
6. Have the projects created new partnerships and synergies between institutions at either the national or international level? If so, which ones? Are these partnerships and synergies likely to be sustained in the longer term in order to consolidate results, follow-up any plans or activities and pursue common objectives?

Annex 2

List of Respondents and Field Visits

Bangladesh, 31 July- 2 August 2011

- ❖ *Attendance to Comilla MRC-MRU Workshop*
- ❖ *Visit to Comilla MRC, DEMO and TTC*
- ❖ *Visit to Kafe Mukti*
- ❖ *Observation at BMET Pre-Departure Orientation Training*
- ❖ *Visit to UN Women WMRC*

Interviews

1. Engr. Md. Aynul Haque, Acting Principal, Comilla District Technical Training Center
2. Md. Ahidul Islam, Assistant Director, Comilla District Employment and Manpower Office
3. Dr. Zafar Ahmed Khan, Secretary, Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE)
4. Mr. Md. Ashadul Islam, Joint Secretary, Employment, Policy and Research, Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE)
5. Mr. Md. Nurul Islam, Director, Training Standard and Planning, Bureau of Manpower Employment and Training (BMET)
6. Ms. Mafruha Sultana, Additional Director General, Bureau of Manpower Employment and Training (BMET)
7. Mr. Md. Zahirul Islam, General Manager/Deputy Secretary, Bangladesh Overseas Employment and Services, Ltd. (BOESL)
8. Mr. Md. Amirul Islam, Deputy General Manager, Bangladesh Overseas Employment and Services, Ltd. (BOESL)
9. Mr. Md. Muktadir Rashid, Staff Correspondent, New Age
10. Ms. Rabab Fatima, Regional Representative for South Asia, IOM - Dhaka
11. Ms. Kristina Mejo, Regional Programme Manager, IOM - Dhaka
12. Mr. Asif Munier, National Programme Officer, IOM - Dhaka
13. Ms. Nazia Haider, Project Associate, IOM - Dhaka
14. Mr. Amitabh Acharjee, Finance and Budget Coordinator, IOM - Dhaka

India, 3-4 August 2011

- ❖ *Visit to Overseas Workers Resource Center, Ministry of Overseas Indian Affairs*

Interviews

1. Mr. G. Gurucharan, Chief Executive Officer, Indian Council of Overseas Employment (ICOE)
2. Mr. Arup Roy, Senior Program Director, Karshan Technologies
3. Prof. Binod Khadria, Project Director, International Migration and Diaspora Studies (IMDS) Project, Jawaharlal Nehru University
4. Mr. Vikas Aggarwal, Director, Advisory Services, KPMG
5. Mr. Nitin Thakur, Manager, Advisory Services, KPMG

6. Dr. K. V. Swamy, General Manager, OMCAP, MRC Hyderabad (over the phone)
7. Mr. Amit Bhardwaj, IOM - New Delhi
8. Mr. Nitin Kumar, Project Coordinator, IOM – New Delhi

Sri Lanka, 5 August 2011

Interviews

1. Mr. Fernando, AGM, Training, Sri Lanka Bureau of Foreign Employment (SLBFE)
2. Mr. P. P. Weerasekara, Deputy General Manager, Product and Services Development, Sri Lanka Bureau of Foreign Employment (SLBFE)
3. Ms. Shanghinie Shanmuganantha, Researcher, Migration Profile
4. Mr. Shantha Kulasekara, Head, Migration Management, IOM- Colombo
5. Mr. Giuseppe Loprete, Project Development and Donor Liaison Officer, IOM- Colombo
6. Mr. Priyantha Kulathunga, Programme Manager, IOM - Colombo

Online Discussion/Correspondence

1. Mr. Alex Flavell, Policy Liaison and Project Development Coordinator, IOM-Brussels
2. Mr. Ugo Melchionda, Labour Migration Expert, IOM – Rome
3. Ms. Jenny Svensson, IOM – Copenhagen
4. Mr. Jan Schroth, IOM – Prague
5. Ms. Simona Boanca, Project Assistant, IOM - Bucharest

Annex 3



IOM International Organization for Migration
OIM Organisation Internationale pour les Migrations
OIM Organización Internacional para las Migraciones

EVALUATION:

REGIONAL PROGRAMME AND DIALOGUE ON FACILITATING SAFE AND LEGAL MIGRATION FROM SOUTH ASIA TO EU

Funded by the European Commission under its 2006 THEMATIC Programme

Terms of Reference

1. BACKGROUND

The International Organization for Migration (IOM) has been implementing a project on safe and legal migration from South Asia to the EU with support from the European Commission. This project, a follow up to the first EC funded programme on promoting safe migration and dialogue, between the two regions, commenced in February 2009 for a period of 31 months. With two revisions and extensions, the project will conclude August 31st.

The project was developed following the successful implementation of the AENEAS funded Regional Dialogue and Programme on Facilitating Managed and Legal Migration Between Asia and the European Union (EU) that took place from 2006 to 2009. The initial project idea was based on the conclusions of the third Colombo Process Ministerial Consultation¹⁸ in Bali (2005). Thus, the second programme has consequently complimented the initiatives taken in the first and has sought to do the following: i) to reduce irregular migration from South Asia to destination countries including EU Member States; ii) to facilitate safe and legal migration from South Asia to destination countries including EU Member States; and iii) to foster regional dialogue and cooperation among South Asian and European governments on the management of labour migration and its development impact. The projects were also developed in light of the growing

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

rise of irregular migration from South Asia to the EU, as well as EU's policy observations highlighting the implications of EU's declining and ageing population on the EU's economic growth and competitiveness and identifying immigration as a one of the potential means to meet EU's market labour needs and ensure EU's prosperity.

The project covers three countries of origin in South Asia and four countries of destination in Europe. They are: Bangladesh (the project management site), India and Sri Lanka and in Europe: the Czech Republic, Denmark, Italy and Romania. The project also notably included all eleven Colombo Process member states, and the four target countries of Europe (amongst others and key EU officials) at the second Asia EU Dialogue, as well as notably the 4th Colombo Process (after a six year gap) hosted by the current chair, Bangladesh.

Under the project, at the country level, information campaigns targeting potential migrants to European countries have been carried out. Information materials such as brochures, flyers, a telefilm on the ills of irregular migration, a film on the promotion of migrants from Bangladesh, and correct migration procedures in Sri Lanka were carried out. Information materials were disseminated to potential migrants and migrant families, central, provincial and local governments as well as community organizations. Campaign and advocacy meetings were held with representatives of the Government at different levels, civil society and media. Outreach activities included network meetings and migration awareness meetings held in migrant prone communities. The themes of the campaigns were to promote safe and legal migration abroad.

To supplement the campaigns, Migrant Resource Centres (MRCs) were established or upgraded, to provide relevant information on overseas employment opportunities and on immigration and work permits rules and procedures in countries of origin and destinations. The project provided MRC as well as NGO staff orientation on migration process and provided access to different sources of information (virtual and non-virtual). In total, a second MRC was supported by the project (with the third being replicated by State funds and IOM's technical assistance), seven MRCs were established based on existing government structures in Bangladesh, and the first MRC in Sri Lanka was established, with ten more being replicated at already existing regional government offices in efforts to render one stop shops active throughout the countries. Moreover, in India, the central government in October 2010 called on all State governments to establish one MRC in each State given the effectiveness and importance identified in MRCs.

To identify and explore access to newer prospective labour markets abroad, trainings were organized on labour market research and the administration of overseas labour programme. The objective was to promote the establishment or the further development of Market Research Units (MRUs) on overseas employment within the Government structure, such as in the case of Bangladesh.

At the regional level, the project attempted to facilitate a cross regional dialogue between Asia and the European Union, amongst others, by organizing the second Asia EU Dialogue held in Brussels, of which the first was supported by the AENEAS programme. It was attended by 11 Colombo Process countries and over 10 different EU member states, EC and EU representatives to exchange experiences and discuss issues of common interest in the field of labour migration. The project also supported the meeting of the 4th Ministerial Consultation of the Colombo Process, which brought together the eleven Member States of the Colombo Process as well as both State and Non state Observers. It was hosted by the 4th Chair of the Colombo Process, the Government of Bangladesh, who took chairmanship in December 2009. Lastly, the project also supported a Regional Conference and Market Place for Labour Migration from South Asia towards Europe in Jaipur, India. This conference aimed to: i) Inform participants on the dynamics of labour mobility between South Asia and the EU as well as recent legislative and policy developments; ii) Develop and strengthen the interest and confidence of the EU employers for recruitment of resources from South Asia; iii) Identify priority issues of mutual interest and promote actions which will facilitate fair, humane and economical recruitment of resources from South Asia; and iv) Understand requirements in terms of general skills and policies to facilitate recruitment from South Asia and encourage stakeholders in South Asia to work together to create a conducive environment for such recruitment.

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

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

2. OBJECTIVES OF THE EVALUATION

This evaluation exercise will be a final evaluation of a thirty one month project. The project activities and outputs are a combination of concrete but pilot initiatives, as well as policy inputs. The lessons learned and activities carried out in the first AENEAS can consequently be measured as implemented in this current EC Thematic.

The overall objective of the evaluation is to measure the overall performance, achievement and impact of the project in line with its objectives and expected results, taking into account the context and scenario of a still recovering global downturn, of which this project immediately was born after the initial global economic crisis. It will explore the work carried out in and amongst changing demands of the European market towards a higher skilled market vis a vis the more traditional low skilled outbound labour migrants from South Asia. It will also evaluate the relevance of the project to the needs and priorities of the Governments part of the Colombo Process as well as EU MS. The evaluation will also examine IOM's implementation strategy as well as its overall performance in fulfilling the outputs and outcomes described in the project documents.

The primary user of the evaluation would be EC and IOM. Evaluating the impact and results of this project would be beneficial to more concretely prepare for future projects in the realm of promoting safe and legal migration as well as dialogue between South Asia and the European Union, and other relevant destination countries.

The evaluation results and recommendations would also be taken up with the partner Governments for follow up independently, and in the context of new projects. Key representatives of the project stakeholders will be consulted during the evaluation, either directly or over phone/email. The evaluation will also provide information on capacity enhancement and outreach programme in promoting safe migration and insight on further continuation of such activities.

More specifically, the evaluation will:

- Evaluate the relevance of the strategy with respect to IOM approach, the targeted Governments' co-operation objectives, the needs and development of the selected countries
- Evaluate the effectiveness in reaching the objective, project purposes and expected outcomes of the project as defined in the project document;
- Analyse the effectiveness in implementing the various components of the projects and of the mechanisms put in place;
- Evaluate the direct involvement of the EU States of destination, to include the concrete measures/follow up that the receiving countries have in place or should have for further integration of migrants;
- Analyse the efficiency and cost-effectiveness of the project;
- Assess the impact and sustainability of the project;
- Evaluate IOM overall management of the project;

- Propose any recommendations deemed necessary for increasing the performance and impact of the Thematic initiative;

3. METHODOLOGY

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

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

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

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

- **In Bangladesh** – 3 full working days
- **In India** – 2 full working days
- **In Sri Lanka** – 2 full working days

The total duration of the evaluation will be (17days) including:

Initial briefings and documentation review	4 days
Field visits (Asia)	7 days
Other interviews and drafting of the report	4 days
Finalisation of the report and debriefing	2 days

Sources of information will include:

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

4. Report output:

A report in English of maximum 25 pages, with a maximum of two-page Executive Summary should be produced in line with the objectives of this TOR. The report should consist of analysis of facts, findings / observations and recommendations. Additional supporting information will be provided in the annex. The annex can include short 'note for the file' on individual country visits. A draft report should be made available to IOM Dhaka for comments two weeks after the completion of the proposed evaluation missions to above mentioned three project locations.

The Chief of Mission and Regional Programme Manager at IOM Dhaka will manage the evaluation exercise with the technical assistance of relevant departments at the Regional Office in Bangkok, IOM Liaison Office in Brussels, and Headquarters in Geneva. IOM Dhaka will guarantee the availability of necessary documentation and information, coordinate the arrangement of necessary interviews and travels, comment on the draft report and endorse the final report.

The IOM offices in Dhaka, New Delhi and Colombo will provide all required programme inputs as well as administrative and logistic support for the evaluation.