



## EX-POST INTERNAL EVALUATION REPORT

ENHANCING INDUSTRY CAPACITY TO IMPLEMENT ETHICAL RECRUITMENT MODELS IN VIET NAM AND NEPAL TO PROTECT MIGRANT WORKERS IN SOUTH KOREAN BUSINESSES' SUPPLY CHAINS

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## LIST OF ACRONYMS

<i>AMKAS</i>	Aaprabasi Mahila Kamdar Samuha
<i>APEC</i>	Asia-Pacific Economic Cooperation
<i>ASEAN</i>	Association of Southeast Asian Nations
<i>BLA</i>	Bilateral Labour Agreement
<i>CEDAW</i>	Convention on the Elimination of All Forms of Discrimination against Women
<i>CESCR</i>	Committee on Economic, Social and Cultural Rights
<i>CREST</i>	Corporate Responsibility in Eliminating Slavery and Trafficking
<i>CSO</i>	Civil Society Organizations
<i>DoFE</i>	Department of Foreign Employment (Nepal)
<i>DOLAB</i>	Department of Overseas Labour (Viet Nam)
<i>FEIMS</i>	Foreign Employment Information Management System
<i>EPAN</i>	Ethics Practitioners Association of Nepal
<i>GCM</i>	Global Compact for Migration
<i>GFEMS</i>	Global Fund to End Modern Slavery
<i>ICESCR</i>	International Covenant on Economic, Social and Cultural Rights
<i>ICRMW</i>	International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
<i>The Fund</i>	IOM Development Fund
<i>ILO</i>	International Labour Organization
<i>IOM</i>	International Organization for Migration
<i>IRIS</i>	International Recruitment Integrity System
<i>KII</i>	Key Informant Interview
<i>NHRCK</i>	National Human Rights Commission of Korea
<i>MNC</i>	Multinational Corporation
<i>MNE</i>	Multinational Enterprise
<i>MOLISA</i>	Ministry of Labour, Invalids and Social Affairs (Viet Nam)
<i>MOU</i>	Memorandum of Understanding
<i>NAFEA</i>	Nepal Association of Foreign Employment Agencies
<i>NCP</i>	National Contact Point
<i>NIDS</i>	Nepal Institute of Development Studies
<i>ODI</i>	Overseas Development Institute
<i>OECD/DAC</i>	Organisation for Economic Co-operation and Development Development Assistance Committee
<i>PRAs</i>	Private Recruitment Agencies
<i>RBA</i>	Responsible Business Alliance
<i>ROAP</i>	Regional Office for Asia and the Pacific

<i>RRP</i>	Responsible Recruitment Program
<i>SAARC</i>	South Asian Association for Regional Cooperation
<i>SDGs</i>	Sustainable Development Goals
<i>SRF</i>	Strategic Results Framework
<i>TAWG</i>	Thematic Area Working Group
<i>UN</i>	United Nations
<i>UNDP</i>	United Nations Development Programme
<i>VAMAS</i>	Viet Nam Association of Manpower Supply

# 1. EXECUTIVE SUMMARY

## Background

This report outlines the findings and recommendations of an ex-post internal evaluation of the regional project: *“Enhancing Industry Capacity to Implement Ethical Recruitment Models in Viet Nam and Nepal to Protect Migrant Workers in South Korean Businesses’ Supply Chains”*. The project was funded by the International Organization for Migration (IOM) Development Fund (The Fund) and was implemented from 01 November 2017 to 31 March 2021 in Viet Nam and Nepal as sending countries of migrant workers, and in the Republic of Korea as a destination country. The evaluation was conducted between December 2022 and April 2023.

Recognizing the links between unethical recruitment practices and decent work deficits for migrant workers, including exploitative situations, this regional project aimed to contribute to the protection of the human rights and labour rights of migrant workers by supporting private sector actors in Nepal, the Republic of Korea and Viet Nam to implement fair recruitment principles. Concretely, the project aimed to build the capacities of government and business stakeholders in Nepal, the Republic of Korea, and Viet Nam to translate private sector commitments into effective ethical recruitment schemes and multi-stakeholder action plans to reduce the risk of human trafficking and slavery. It leveraged IOM’s International Recruitment Integrity System (IRIS), and the Corporate Responsibility in Eliminating Slavery and Trafficking (CREST) initiatives as platforms on which to build communities of practice.

The first project component aimed to assist Multinational Corporations (MNCs) in the Republic of Korea to apply protective measures within relevant frameworks to prevent exploitation and forced labour in their supply chains. The second project component focused on capacity building and facilitating partnerships to increase transparency and accountability of the recruitment industry in selected countries of origin; Nepal, and Viet Nam. In doing so, the project promoted greater adherence to relevant international and national standards, including the IRIS Standard. This two-pronged approach recognized the need to apply a multi-stakeholder approach to bolster demand for ethical recruitment services and subsequently promoted policy coherence with ethical recruitment principles.

The project presented an opportunity to pilot the application of the IRIS Standard with Nepal, Viet Nam, and the Republic of Korea. Viet Nam and Nepal as countries of origin and the Republic of Korea as a country of destination were selected due to their existing policy environments and strategic importance in the region. To this end the project was expected to generate critical learnings in South and Southeast Asia, but also in an Asian supply chain context, which considered the importance of a multi-stakeholder and corridor approach for the effective promotion of ethical recruitment practices. Lastly, the geographical coverage enabled better harmonization with existing initiatives, such as the Asia-Pacific Economic Cooperation (APEC), Association of Southeast Asian Nations (ASEAN), South Asian Association for Regional Cooperation (SAARC), the Colombo Process, and Abu Dhabi Dialogue.

## Evaluation Purpose, Objective and Scope

The evaluation was commissioned by IOM Viet Nam and The Fund with the aim to assess the extent to which the project has achieved its aims and objectives and determine the relevance, effectiveness, coherence, efficiency, impact, and sustainability of project outcomes. This evaluation sought to generate findings, conclusions and recommendations for The Fund, IOM missions in Nepal, Republic of Korea and Viet Nam to inform IOM's future programming linked to business and human rights. Beyond this, the evaluation was aimed to provide private sector partners with recommendations relevant to ethical recruitment and the elimination of modern slavery. The review considered the six OECD/DAC evaluation criteria<sup>1</sup> Validity of project design was included as an additional criterion from The Fund. IOM cross-cutting principles of gender and human rights were incorporated into the analysis and findings. The scope of this evaluation covered the project implementation period from 1 November 2017 until the start of the evaluation (December 2022). The geographical areas covered encompassed all project sites: Nepal, the Republic of Korea and Viet Nam.

## Evaluation Methodology

The evaluation was done remotely. Data was collected through qualitative methods including document reviews and key informant interviews.

## Findings and conclusions

Relevance: The evaluation found very good evidence of the project's relevance. The very aim of the project to strengthen the capacities of recruiters and employers, aligned with the current efforts of the governments of the Republic of Korea, Nepal, and Viet Nam. This includes, for example, the Republic of Korea's Labour Standard Act, which regulates working conditions in the country to protect workers, including migrant workers, from rights violations; the recent 2022 directive No. 20-CT/TU by the Viet Nam government to address gaps identified in over 10 years of implementing directive No. 16-CT/TU, regarding the work on dispatch of workers to work abroad; and the government of Nepal's "free visa-free ticket" policy, that is a step towards eliminating labour recruitment fees. The evaluation, however, noted gaps in the project design in addressing limitations in the above legislations, that present loopholes for migrant workers' rights violations pre-departure, and in destination countries.

The project enabled IOM to align its work to global commitments such as the United Nations Guiding Principles on Business and Human Rights, the Global Compact for Migration, Sustainable Development Goal (SDG) 8, and Target 8.8 to protect labour rights and promote safe and secure working environments for all workers, including migrant workers, and the International Labour Organization (ILO) General principles and operational guidelines for fair recruitment. The project's work responded to regional commitments including the Colombo Process, and the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers.

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<sup>1</sup> OECD, 2019, *Evaluation Criteria*, retrieved from: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

By design, the project addressed human rights, as it promoted ethical recruitment. Gender was included in key outputs, result matrix indicators, and selection of participants for key activities. The evaluation however could not find the voices of migrant workers in project implementation and monitoring.

Validity Of Project Design: The evaluation found a logical alignment between the selected interventions and the results (outputs and outcomes), as well as a good connection between the three outcomes, and the intended objective. However, the evaluation found limitations in selected interventions to achieve the project objective. The project's design focused on building the capacity of employers and their client MNCs in the Republic of Korea to adopt ethical recruitment standards and practices and strengthening the transparency and accountability of the recruitment industry in Viet Nam and Nepal to effectively implement ethical recruitment and employment. Critical risks and assumptions such as internal factors within businesses themselves, their willingness to participate, and coherent government legislation on ethical recruitment in both migrant workers sending and receiving countries could have been considered. The absence of sufficient outputs on government, and migrant workers' engagement as indirect beneficiaries weakened the project design. Further, the indicators selected at the objective and outcome level were not always SMART, which posed a challenge in measuring the results achieved.

Effectiveness: The evaluation found adequate evidence of the project's effectiveness. The evaluation found weak to adequate evidence of the project's contribution to the protection of the human rights and labour rights of migrant workers, depending on the country of implementation. As explained under each outcome, the companies in the Republic of Korea and recruitment agencies in Nepal and Viet Nam had not made sufficient progress to adopt ethical standards in their recruitment practices. Only one company (Samsung) that was linked to the project was conducting due diligence and training within its supply chains abroad. Two recruitment agencies in Nepal started to take steps towards IRIS certification.

Efficiency: The evaluation found good evidence of efficiency. The project had three staff, one each in the Republic of Korea, Viet Nam, and Nepal to coordinate the implementation of project activities in each country. There was an overall project manager who provided technical backstopping and overall coordination, which was described as excellent by the three implementing missions. The main concern from key informants was that this was a rigorous project that required high-level technical expertise and extensive engagement with the private sector on the IRIS and CREST initiatives. The staff budget was not sufficient to allow a full-time level of effort for the technical staff to engage fully with stakeholders for a meaningful impact. Having additional resources could have enabled the project to involve more experts in tackling technical aspects, such as establishing networks and engaging in policy-level work. The limited staffing capacity led to a stretched effort, as the team had to balance coordinating implementation activities with deeply engaging with important stakeholders, including employers and government officials. However, the evaluation noted that the project effectively leveraged its resources to supplement the budget and activities, resulting in cost savings. The project was extended twice, because of delays linked to the COVID-19 pandemic, which led to changes in activities; and adjustments to align activities with the Global Fund to End Modern Slavery (GFEMS) project, which



provided co-funding. The GFEMS project was a collaboration between IOM and ILO that provided support to the government of Viet Nam to revise the Law on Contract-Based Vietnamese Overseas Workers (Law 72), that had been in place during project inception, to Law on Contract-Based Vietnamese Overseas Workers (Law 69). Despite the above challenges, the project was able to utilize the entire planned budget by the close of the project.

Coherence: The evaluation found very good evidence of the project's coherence with internal and external initiatives in promoting ethical recruitment. Firstly, the project actively coordinated with and leveraged the work of a few migrant worker associations, civil society, Private Recruitment Agencies (PRAs), industry associations, and other IOM projects. For example, in Viet Nam, which was the leading mission, the choice to partner with Viet Nam Association of Manpower Supply (VAMAS) rather than the Ministry of Labour - Invalids and Social Affairs (MOLISA) worked well to overcome lengthy and bureaucratic project approvals.

This, however, compromised direct engagement with the related government departments. The evaluation did not find evidence of the project's active engagement with government initiatives taking place at the time of implementation in the three countries. Participation and feedback to and from the labour-related departments in Nepal, Viet Nam, and the Republic of Korea could have strengthened the results of the project.

In Nepal, the project worked closely with Aaprabasi Mahila Kamdar Samuha (AMKAS), an organization of returnee female migrant workers, and coordinated its work with Nepal Association of Foreign Employment Agencies (NAFEA), an association of recruitment agencies with 850 plus members sending workers to several destination countries including the Republic of Korea.

Secondly, the project utilized tools and material developed through the CREST project to train stakeholders on CREST tools and guidance as well as the IRIS Standard), Finally, within a co-financing arrangement with the GFEMS project that was a product of this project and implemented by IOM and ILO, the project was able to coordinate its work with policy advocacy activities on ethical recruitment in Viet Nam.

Sustainability: The evaluation found good evidence of the sustainability of the project. There was good evidence showing that the project's engagement with companies such as Samsung, and partnerships created with the Responsible Business Alliance (RBA) and a few PRAs in Nepal are likely to sustain the capacity building and promotion of ethical recruitment. The awareness created momentum on ethical recruitment among PRAs and businesses. The follow-on partnerships with Samsung for example, which is conducting training in its global chains is a lasting example of the sustainability of some of the project's elements.

As mentioned in the impact section, the project triggered the development of follow-up projects that are facilitating a continuation of some of the project results. The main challenge that remains is the underlying factors such as fewer employers willing to pay, insufficient laws in migrant workers sending and receiving countries, and lack of sufficient awareness among migrant workers on their rights.

Due to limited engagement with governments, it was not clear to what extent IRIS and CREST guidance has been integrated within the recent laws and policies published in the three countries. The key informants from the United Nations (UN) and the government interviewed did not demonstrate clear familiarity with IRIS or

CREST tools and guidance. The understanding, ownership, and adoption of these principles by government and stakeholders is key to the sustainability of project results.

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## Recommendations

### Recommendations for IOM country offices in the Republic of Korea, Nepal and Viet Nam

1. When designing ethical recruitment projects linked to the IRIS standard, IOM Viet Nam, Nepal and the Republic of Korea could narrow scope, expectations and set realistic outcomes for projects that engage businesses and PRAs to apply CREST guidance and the IRIS Standard in their policies and practices. IOM projects could be phased, so that a follow-up phase is dedicated to supporting PRAs with the IRIS certification process, so that projects do not end leaving PRAs half-way through the process. New projects could continue to build momentum created in introducing IRIS principles among PRA associations in Nepal and Viet Nam and enlist them into the IRIS certification programme. IOM in Viet Nam specifically, to continue engaging with VAMAS to move towards full adoption of the IRIS standards by its members.
2. Design targeted projects to increase opportunities for women migrant workers in the Republic of Korea. The women quota is marginal compared to men owing to requirements for physically demanding work in the Republic of Korea businesses. Programmes targeting women empowerment, could address structural challenges that deny women the benefits of labour migration. by enabling women to access employment opportunities in other sectors.
3. While a corridor approach is good practice, there should be a comprehensive approach to target PRAs regardless of the corridor in migrant sending countries to potentially address challenges faced in non targeted corridors. Most of the challenges identified from key informant interviews revealed high levels of exploitation and potential irregular migration to other corridors such as Malaysia and countries in the Middle East.
4. Engage government and strategic partners such as ILO, and RBA to increase understanding on IRIS which seemed to be perceived as an internal standard by some key informants. IOM in the Republic of Korea should continue to build trust with governments and enterprises to strengthen partnerships to increase self regulation of companies to carry out due diligence in their supply chains.
5. For maximum impact, ethical recruitment programmes could be designed to include components for engagement of governments in both sending and receiving countries on one hand, businesses, PRAs, and support for empowering migrant workers on the other. If funding is limited, the scope could be narrowed, with a component to partner with other stakeholders, or projects that are working on the other components to ensure a holistic approach.
6. IOM should advocate for the harmonization of national recruitment policies, working towards enforcement of a zero fees policy to eliminate opportunities for exploitation. Recent policies still include some fees, which is a loophole for exploitation, and therefore do not provide incentives for PRAs to stop charging some fees to potential migrant workers. This should include strengthening existing policies by supporting governments to adopt recommendations from the reports the project produced such as: improving rating mechanisms, and enforcement of regulations on employers and PRAs to align with the IRIS Standard and utilize CREST tools and guidance. IOM Nepal could reinforce

the adoption of the “employer pays principle” in the government legislation on “free visa-free ticket,” to ensure additional costs paid by migrant workers pre-departure are borne by employers.

7. Integrate migrant workers into project design and delivery of future projects. This could include Strengthening workers associations to know their rights and providing their feedback and input to project implementation
8. Continue to engage and leverage the membership of countries of origin such as Viet Nam and Nepal in regional forums such as relevant ASEAN meetings or the Colombo Process Thematic Area Working Group (TAWG) on ethical recruitment to address gaps in legislation. It was not clear from the evaluation, how some of the gaps have informed similar projects currently being implemented.
9. Project staff should document and save monitoring information and results of monitoring activities, including monitoring data on output and outcome indicators in a common location such as SharePoint. Although progress reports showed progress on indicators, there were no records for monitoring of outcome results. Records of pre- and post test, training reports, post training follow up are useful to assess application of knowledge.

#### **IOM Development Fund**

10. Discuss staff costs prior to award, evaluate progress mid point to ensure projects assign the right level of human resources for maximum impact. For projects requiring extensive consultation and high-level technical expertise and time commitment, consider reviewing the 30 per cent staff and office cost ratio to allow more staff budget and technical resources. There should be a realistic expectation on results based on intensity of technical assistance and engagement with stakeholders versus resources and duration of the project. Consider increasing overall budget for projects of this nature.
11. Respective governments in the Republic of Korea, Nepal and Viet Nam had a fringe role in design and implementation of the project. Ensure that the Fund’s projects have high level representation, or a focal point from relevant government ministries participating in planning and implementation of project activities to ensure ownership and sustainability of results.

## 2. INTRODUCTION

### Project Summary

Project identification:	Project Code: LM.0334
Project type:	Labour Migration
Sub-project type:	Counter-Trafficking
Executing agency:	IOM Missions in Nepal, Republic of Korea and Viet Nam
Management site:	IOM Viet Nam Mission, HCMC Sub-office
Duration:	1 November 2017–31 October 2019, extended until 31 March 2021
Geographical coverage:	Nepal, Republic of Korea and Viet Nam
Beneficiaries:	Recruitment Agencies, Government officials, Private Sector Recruitment Agencies that recruit migrants and Businesses that hire migrants
Partner(s):	Ministries and Departments of Labour in sending and receiving countries, labour recruiters, recruitment associations, public employment services and civil society organizations.
Total funding:	USD 300,000
Donor	IOM Development Fund
Total expenditures	USD 300,000
Evaluation date	December 2022–February 2023
Evaluator	Angeline Wambanda, Regional Monitoring and Evaluation Officer

### Introduction

This is the ex-post internal evaluation of internal evaluation of a project funded by the IOM Development Fund: *Enhancing Industry Capacity to Implement Ethical Recruitment Models in Viet Nam and Nepal to Protect Migrant Workers in South Korean Businesses' Supply Chains*. The project was implemented from 01 November 2017 to 31 March 2021 in Viet Nam and Nepal as countries of origin for migrant workers, and in the Republic of Korea as a country of destination.

This internal evaluation was commissioned by the IOM Viet Nam Country Office and the IOM Development Fund. The evaluation was conducted for accountability purposes to show the donor, project stakeholders and beneficiaries, the extent to which the project has achieved its aims and objectives. The evaluation determines the relevance, effectiveness, coherence, efficiency, impact and sustainability of project

outcomes. It has generated findings, conclusions, and recommendations for use by IOM Nepal, the Republic of Korea and Viet Nam to inform IOM's future programming linked to business and human rights. Further, the findings will be useful to private sector partners because they outline recommendations relevant to ethical recruitment.

## Project context

The Asia-Pacific region accounts for the highest prevalence of forced labour in the world – 15.1 million (55 per cent) of the global total.<sup>2</sup> While migration can be a path to a more promising future, mobility makes migrants particularly vulnerable to modern slavery and related abuses. One in three migrants is from Asia,<sup>3</sup> and according to estimates from ILO, 15 per cent of the roughly 164 million migrant workers globally hail from South and South-east Asia.<sup>4</sup> Women migrant workers are in high demand in the labour markets in Southeast Asia and East Asia and are employed in sectors like domestic work, health care, entertainment, manufacturing and textiles.<sup>5</sup> The ongoing demand for international migrant labour has created a highly profitable business for individuals and agencies that facilitate migration.

Competition among businesses across various sectors is creating immense pressures on enterprises to deliver high quality at low costs in ever-shortening timeframes and against rapidly changing market demands. In complex multi-tier supply chains that span different regions, where labour rights are insufficiently safeguarded, private sector businesses hold a crucial role in labour governance, including migration governance. They possess the ability to shape the recruitment and employment practices of migrant jobseekers in accordance with globally recognized standards.

As Asia's fourth-largest economy, Korean businesses have been increasing overseas investments in the manufacturing sector. Korean businesses employ a vast number of migrant workers in their supply chains abroad, and Korea is a top destination country for migrant workers from Southeast and South Asia, including Viet Nam and Nepal which are major labour migrant sending countries in the region. Korea has been operating an Employment Permit System since 2004, which places migrant workers in factories, agriculture and aquaculture enterprises throughout the country. Since then, the number of migrant workers from both Viet Nam and Nepal have gradually risen.

The total number of Vietnamese migrant workers living abroad has increased annually from 2012 onwards. When the project started in 2017, there were 134,700 contract-based workers abroad. Of these, 5,178 workers were working in the Republic of Korea.<sup>6</sup> The number of migrant workers living abroad is now estimated to be 580,000, with 230,000 in Taiwan Province of People's Republic of China, 250,000 in Japan and 50,000 in the Republic of Korea. Most Vietnamese migrant workers in the Republic of Korea work in the manufacturing industry. The COVID-19 pandemic had a detrimental effect on the migration of Vietnamese contract-based migrant workers, resulting in a significant decline of 70 per cent; from 152,000 in 2019 to just 45,000 in 2021, primarily because of border closures and travel restrictions.<sup>7</sup> In 2020, Viet Nam revised its law on Vietnamese working abroad under labour contracts<sup>8</sup> from law no. 72/2006/QH11

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<sup>2</sup> ILO, Walk Free, IOM, 2022, *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage*, ILO, Walk Free, IOM, Geneva.

<sup>3</sup> Asian Development Bank, 2018, *Asian Economic Integration Report 2018*, Asian Development Bank, Manila.

<sup>4</sup> ILO, 2018, 'New ILO figures show 164 million people are migrant workers', accessed from: [https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS\\_652106/lang-en/index.htm](https://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_652106/lang-en/index.htm)

<sup>5</sup> UN Women, 2017, 'omen Migrant Workers In The ASEAN Economic Community', UN Women, Bangkok

<sup>6</sup> Department of Overseas Labour under Viet Nam's Ministry of Labour, Invalids and Social Affairs, 2018, 'Vietnam sends over 134,700 workers abroad in 2017', accessed from: <https://en.vietnamplus.vn/vietnam-sends-over-134700-workers-abroad-in-2017/125029.vnp>

<sup>7</sup> IOM, 2022. *Asia-Pacific Migration Data Report 2021*. Asia-Pacific Regional Data Hub, Bangkok.

<sup>8</sup> In 2020, the Government of Viet Nam revised the 2006 Law on Contract-Based Vietnamese Overseas Workers to incorporate several ILO recommendations, including the removal of the obligation for migrant workers to pay brokerage commissions. Accessed from: [www.ilo.org/dyn/migpractice/migmmain.listPractices?p\\_lang=en&p\\_country=VN](http://www.ilo.org/dyn/migpractice/migmmain.listPractices?p_lang=en&p_country=VN)

to 69/2020/QH14. The law regulates recruitment fees and related costs charged to job seekers for overseas employment.

Foreign employment in Nepal is also a primary source of income and livelihoods for many households and a lucrative business for recruitment agencies.<sup>9</sup> As per the 2021 census, 2.1 million Nepalis live abroad. The number of labour permits issued to outbound migrants peaked in 2013/2014, reaching a high of 519,638 before falling in the following years.<sup>10</sup> One of the main reasons for the decrease in issuance of labour permits after 2013/2014 was the Free Visa, Free Ticket policy introduced in June 2015, which made employers in destination countries liable to pay all the recruitment expenses, airfares, visa fees and medical examination fees for migrant workers. In the fiscal years 2021/2022, Nepal's Department of Foreign Employment (DoFE) issued 348,867 new labour approvals for a total of 133 countries. The DoFE estimated that 21,212 migrant workers were issued a labour permit to work in the Republic of Korea from 2019 to 2022.<sup>11</sup>

While migration can be a pathway out of poverty, with poor economic opportunities at home and limited knowledge on access to safe migration channels, migrant workers can be exposed to risks of abuse and exploitation, which are evident in recent discoveries of exploitation of Nepali migrant workers in the Middle East, or human trafficking of Vietnamese migrants into the Thai or Korean fishing industries. In addition, abuse and exploitation of Nepali migrant workers in electronics factories in Malaysia, or exploitation in MNE supply chains in manufacturing and retail apparel sectors sheds light on the opacity of recruitment procedures in global supply chains. Multiple studies have emphasized an urgent need to address the frequent misconduct occurring in Nepal during the pre-departure phase by labour recruiters. Recruiters are often at the forefront of violating worker's rights. The pursuit of a cheaper labour force, extensive movement of migrants within regions, and inadequate oversight of business and human rights have led to a series of scandals involving migrant exploitation, some of which are directly linked to major multinational enterprises, including those headquartered in the Republic of Korea. These allegations have resulted in both legal and financial liabilities that many Korean enterprises had not anticipated. As awareness of exploitation against migrant workers within the intricate and multifaceted supply chains of global brands grows, both the government and private sector stakeholders in the Republic of Korea are now actively seeking effective regulatory and preventive measures. Although the Republic of Korea established a National Contact Point (NCP) in 2000 in line with the OECD Guidelines for multinational enterprises, there have been concerns raised about its limited effectiveness in preventing human rights violations by businesses. In May 2016, the UN Working Group on Business and Human Rights undertook their first official visit to the Republic of Korea to examine the impact of business activities on human rights in the country. In the report released in July of the following year, the Working Group highlighted the "apparent failure by lead[ing] companies to adequately oversee their supply chains and the lack of willingness to take effective responsibility for preventing, or mitigating, the human rights impact linked to their operations."<sup>12</sup> It also pointed out that the risk of human rights abuse tends to be worse lower down the supply chain, and particularly where supply chains extend overseas.

To regularize and further promote labour migration and regional collaboration, governments in Asia and the Pacific region signed several bilateral labour agreements (BLAs) and Memoranda of Understanding (MOUs), which equally benefit countries of origin and destination. For countries of origin, BLAs ensure

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<sup>9</sup> Central Bureau of Statistics of Nepal, 2021, *National Census 2078 Preliminary Results*, Central Bureau of Statistics of Nepal, Kathmandu.

<sup>10</sup> Nepal Department of Foreign Employment, 2022, *Nepal Labour Migration Report*, Ministry of Labour, Employment and Social Security, Kathmandu.

<sup>11</sup> Government of Nepal, Ministry of Labour, Employment and Social Security, 2022, *Employment and Social Security: Nepal Labour Migration Report*, Ministry of Labour, Kathmandu.

<sup>12</sup> [International Financial Law Review, 2022, Business and human rights trends in South Korea, accessed from: https://www.iflr.com/article/2a647zxame68p5fi0d1c0/business-and-human-rights-trends-in-south-korea](https://www.iflr.com/article/2a647zxame68p5fi0d1c0/business-and-human-rights-trends-in-south-korea)

continued access to foreign labour markets and provide them with opportunities to promote the protection of their citizens working overseas. For countries of destination, on the other hand, BLAs help to address labour shortages in particular sectors. According to ILO, more than 60 BLAs were signed in Asia and the Pacific between 1995 and 2014. For example, the Republic of Korea has MOUs with Bangladesh, Cambodia, China, Indonesia, Nepal, Pakistan, Philippines, Thailand, Viet Nam, and other countries under the Employment Permit System.

The COVID-19 pandemic not only revealed pre-existing vulnerabilities faced by migrant workers but also exacerbated them. Unfair termination of contracts, unpaid wages, poor living conditions and other abuses of migrant workers' rights have been reported.<sup>13</sup> Due to poor living conditions, migrant workers were disproportionately exposed to covid infections. Furthermore, migrant workers were often excluded from relief measures and social safety nets available to national workers due to their irregular status or lack of citizenship. Thus, migrant workers were often left jobless, without a source of income, and were forced to become undocumented, making them even more vulnerable to employers' exploitative behaviour.<sup>14</sup>

Although labour migration can and does provide opportunities to women to overcome social and economic inequalities, migration can also expose women to discrimination and gender-based violence. Women migrant workers face heightened vulnerability due to gender-specific aspects within the migration process, their experiences during migration, and the policies surrounding migration. This issue becomes particularly acute when migrant women move within gender-biased labour markets, often lacking sufficient rights in their destination countries. The COVID-19 pandemic has had a disproportionate impact on women migrant workers. They frequently hold precarious employment contracts and tend to engage in short-term or part-time work. Moreover, they are often excluded from social protection programs and have limited or no access to economic assistance packages, healthcare, and maternity protection.

## Project description

The project, *Enhancing Industry Capacity to Implement Ethical Recruitment Models in Viet Nam and Nepal to Protect Migrant Workers in South Korean Businesses' Supply Chains*, was implemented in IOM Viet Nam, Nepal and the Republic of Korea from 1 November 2017 to 1 November 2019, with a no-cost extension until 31 March 2021. It aimed to address two interrelated challenges: businesses' ability to monitor exploitation and abuses along the supply chain and identification of recruiters in countries of origin with demonstrated commitment to ethical recruitment practices and to broadly improve transparency, accountability and capacity of recruitment industry in implementing ethical recruitment practices.

Recognizing the links between unethical recruitment practices and decent work deficits for migrant workers, including exploitative situations, this regional project aimed to contribute to the protection of the human rights and labour rights of migrant workers by supporting private sector actors in Nepal, the Republic of Korea and Viet Nam to implement fair recruitment principles.

To protect Vietnamese and Nepali migrant workers effectively, the project adopted a two-tier approach: (a) capacity building of employers and their client MNCs in the Republic of Korea to adopt ethical recruitment standards and practices and (b) strengthening transparency and accountability of the recruitment industry in Viet Nam and Nepal to effectively implement ethical recruitment and employment schemes, *with reference to gender inequalities* in migration and recruitment channels. The project was aligned with guidance from IOM's IRIS and the CREST initiatives. It aimed to provide relevant platforms on

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<sup>13</sup> International Organization for Migration (IOM), Regional office for Asia and the Pacific. *Shifting Patterns: The Impact of Covid-19 On Labour Mobility in Asia and The Pacific: Labour Mobility and Covid-19 Issue Brief #2* (2021)

<sup>14</sup> *ibid*

which to build communities of practice, address opacity in supply chains and possible exploitation scenarios in Asia. The project worked towards the following objective and outcomes:

**Objective:** To contribute to the protection of labour rights and promotion of decent work for women and men migrant workers through ethical recruitment and fair labour/supply chain practices.

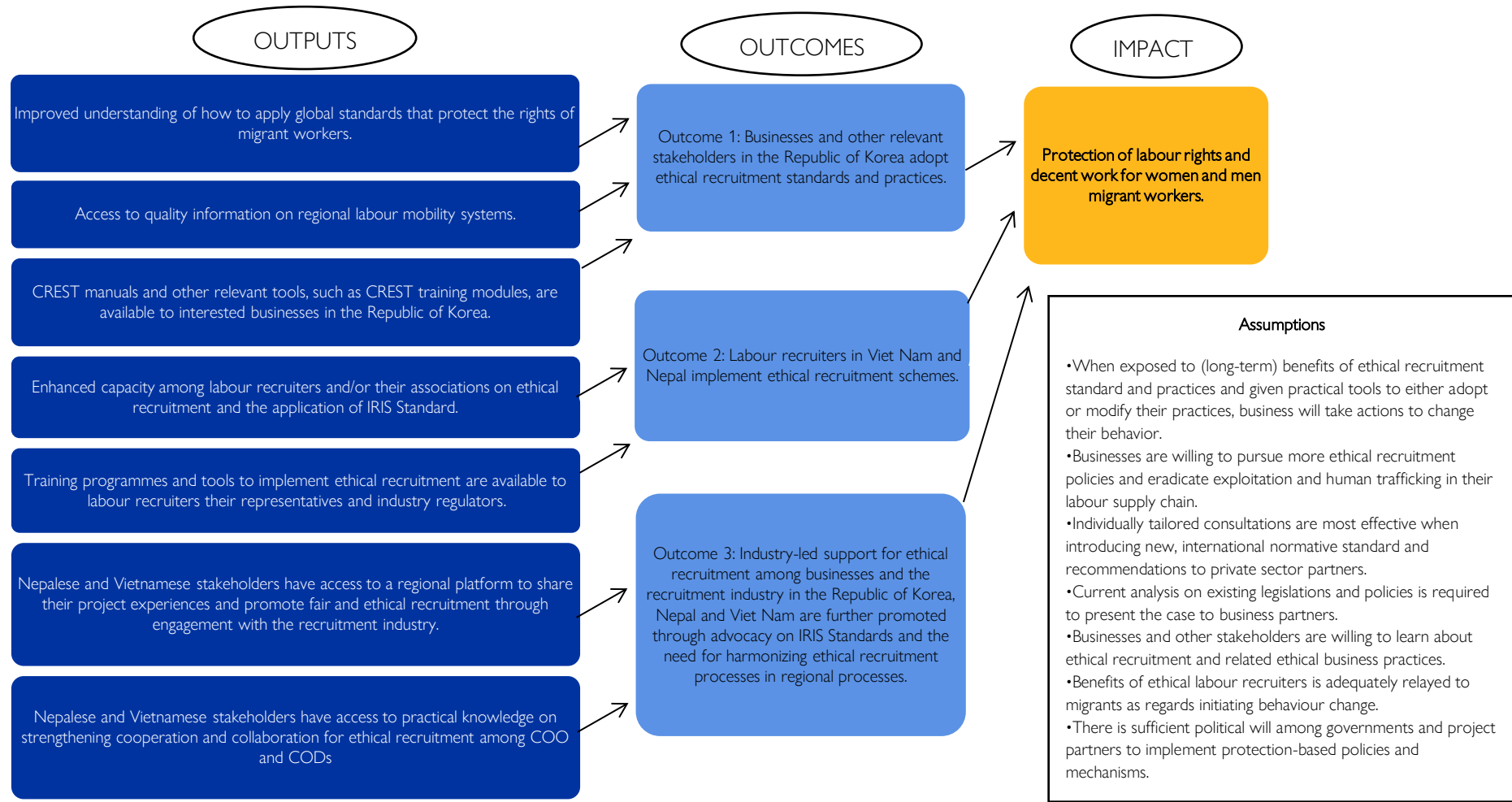
- **Outcome 1:** Businesses and other relevant stakeholders in the Republic of Korea adopt ethical recruitment standards and practices.
- **Outcome 2:** Labour recruiters in Viet Nam and Nepal implement ethical recruitment schemes.
- **Outcome 3:** Industry-led support for ethical recruitment among businesses and the recruitment industry in the Republic of Korea, Nepal and Viet Nam are further promoted through advocacy on IRIS Standards and the need for harmonizing ethical recruitment processes in regional processes.



## Theory of Change

Figure 1 is a constructed project logic based on the result matrix and discussions with project staff.

Figure 1. Visual Theory of Change



## Theory of Change: Narrative

**Outcome 1 (activity to output-level change):** IF consultations are held and information about potential business partners willing to adopt ethical recruitment principles and practices is gathered; IF research is conducted on the adequacy and implementation of legislation, and a gender inclusive analysis of patterns of actual recruitment practices of Vietnamese and Nepali women and men migrant workers; IF CREST tools and manuals including communication package for private partners are developed; and translated into the local language (Korean) and adjusted to the local context; IF research findings are presented to all the relevant stakeholders including business representatives, labour recruiters, migrant workers' representatives and others to understand priorities regarding ethical recruitment standards; IF a select number of business partners are trained in a workshop using CREST modules to build capacities to adopt ethical recruitment standard and practices. **THEN** businesses and other relevant stakeholders in the Republic of Korea will have an improved understanding of how to apply global standards that protect the rights of migrant workers, have access to quality information on regional mobility systems and have access to CREST manuals and other relevant tools, such as CREST training modules for use in cascading knowledge among their supply chains, **BECAUSE** extensive consultations will lead to familiarization and understanding of human rights abuses in their supply chains, and stakeholders will have access to tools and manuals in the local language, providing an opportunity for self-reflection; **ASSUMING** that major businesses will be willing to engage in consultations, and materials are suited to their needs.

**Outcome 1 (output to outcome level change):** IF businesses and other stakeholders in the Republic of Korea have an improved understanding of how to apply global standards that protect the rights of migrant workers and have access to CREST manuals and other relevant tools; **THEN** they will adopt ethical recruitment standards and practices in their supply chains, **BECAUSE** access to the right tools and knowledge of human rights abuses in their supply chains will enable them to support and commit to practices to carry out due diligence and eradicate recruitment fees in their supply chains. In addition, making the eradication of recruitment fees a requirement will create demand for ethical recruitment in supply chains. **ASSUMING** that companies will see the benefits of ethical recruitment, and legal and policy frameworks in countries of origin and destination will be harmonized and enforced, and that businesses will still adhere to global standards where those legal and policy frameworks fail.

**Outcome 2 (activity to output-level change):** IF labour recruiters in Nepal and Viet Nam are engaged through tailored consultations, industry dialogues and trainings; have access to self-assessment tools that are in line with the IRIS Code of Conduct and relevant legal frameworks; a capacity building programme for labour recruiters that is in line with the IRIS Code of Conduct and relevant legal frameworks is rolled out and best practice guides for labour recruiters are disseminated in Nepal and Viet Nam; and a social auditing training programme and guidance on IRIS certification tools and CREST guidance is conducted. **THEN** recruiters and their associations will have enhanced capacity on the application of IRIS Standard and improved understanding and access to CREST tools and processes for IRIS certification, **BECAUSE** they will become familiar with self-assessment tools, best practice guides and acquire skills for self-auditing; **ASSUMING** that labour recruiters in both countries are willing to engage in the capacity building programme, and the content and progress of relevant discussions are sufficient to justify realistic recommendations; and national consultations to promote

the IRIS certification framework in Nepal and Viet Nam result in consensus among the relevant stakeholders to support the action plan development on implementation of the IRIS standards.

**Outcome 2 (output to outcome level change):** IF labour recruiters in Nepal and Viet Nam have improved understanding of how to apply global standards that protect the rights of migrant workers; **THEN** they will initiate steps to adopt the IRIS standard and CREST guidance in their recruitment policies and practices, enhancing ethical recruitment **BECAUSE** improved understanding among sufficient numbers of recruiters, access to CREST tools and processes for IRIS and an agreed action plan to facilitate implementation of policies on ethical recruitment will trigger allocation of resources to engage in certification processes, **ASSUMING** that there will be genuine and sustained trust and cooperation between governments and recruitment industry representatives in Viet Nam and Nepal; and labour recruiters in both countries of origin and destination will be willing to engage in ethical recruitment practices.

**Outcome 3 (activity to output-level change):** IF lessons learned are promoted in the Colombo Process TAWG meeting on ethical recruitment in order to disseminate common knowledge products, share experiences, lessons learned and best practices on overseas employment; **THEN** Nepali and Vietnamese stakeholders will have access to a regional platform to share their project experiences and promote fair and ethical recruitment through engagement with the recruitment industry, **BECAUSE** limited awareness among stakeholders on scale and challenges related to protection of migrant workers and access to decent work has impeded development of responsive legislation and adoption of best practices, **ASSUMING** that relevant regional initiatives can be persuaded to integrate project findings into their agenda.

**Outcome 3 (activity to output-level change):** IF a synthesis report with solid recommendations on best practices to promote regulatory harmonization of recruitment intermediaries within the countries of origin and with countries of destination is produced, preparatory consultations for integrating project findings and lessons learned into relevant regional agenda and knowledge products with solid recommendations on best practices are disseminated at relevant regional level Colombo Process meetings to promote regulatory harmonization within countries of origin and countries of destination; **THEN** Nepali and Vietnamese stakeholders will have access to practical knowledge on strengthening cooperation and collaboration for ethical recruitment among countries of origin and countries of destination **BECAUSE** limited information on gaps and limited know-how on regulatory harmonization is the main impediment for collaboration between stakeholders in countries of origin and countries of destination on ethical recruitment, **ASSUMING** available data can be accessed to inform the synthesis report.

**Outcome 3 (output to outcome level change):** IF Nepali and Vietnamese stakeholders will have access to practical knowledge on strengthening cooperation and collaboration for ethical recruitment among countries of origin and countries of destination **AND** have access to a regional platform to share their project experiences and promote fair and ethical recruitment through engagement with the recruitment industry; **THEN** industry-led support for ethical recruitment among businesses and the recruitment industry in the Republic of Korea, Nepal and Viet Nam will be further promoted through advocacy on the IRIS Standards and the need for harmonizing ethical recruitment processes in regional processes. **BECAUSE** the lack of buy-in and harmonization of policies and practices on ethical recruitment among key stakeholders, including governments, businesses and PRAs prevents full implementation of ethical recruitment in both countries of origin and

countries of destination, **ASSUMING** there is sufficient political will among governments and project partners to implement protection-based policies and mechanisms.

**Overall objective (outcome to impact level change):** **IF** businesses and other relevant stakeholders in the Republic of Korea adopt ethical recruitment standards and practices and **IF** labour recruiters in Viet Nam and Nepal implement ethical recruitment schemes and **IF** industry-led support for ethical recruitment among businesses and the recruitment industry in the Republic of Korea, Nepal and Viet Nam is further promoted through advocacy on the IRIS Standard and the need for harmonizing ethical recruitment processes in regional processes; **THEN** the protection of labour rights and decent work for women and men migrant workers through ethical recruitment and fair labour and supply chain practices will be enhanced, **BECAUSE** the demand and supply sides of ethical recruitment will be achieved as PRAS can access employers that are keen on recruitment agencies that have adopted ethical practices. **ASSUMING** that businesses will take actions to change their behaviour; and pursue more ethical recruitment policies and eradicate exploitation and human trafficking in their labour supply chain; and genuine and sustained trust and cooperation between governments and recruitment industry representatives in Viet Nam and Nepal; the Republic of Korea companies and regional level stakeholders.

### 3. EVALUATION PURPOSE, SCOPE AND METHODS

#### 3.1. Evaluation Purpose

This ex-post evaluation aims to assess the extent to which the project has achieved its aims and objectives and determine the relevance, effectiveness, coherence, efficiency, impact, and sustainability of project outcomes.

The specific objectives of the evaluation are to (a) assess whether the results contributed to reaching the intended outcomes and objective, (b) assess the management of the project, including strengths and weaknesses of the project relating to planning, implementation, coordination, monitoring and communication and (c) establish key lessons learned and provide clear, specific and implementable recommendations to inform future business and human rights initiatives. The findings, conclusions and recommendations will inform the Fund, IOM missions in Nepal, the Republic of Korea and Viet Nam’s future programming linked to business and human rights. Furthermore, the evaluation will be useful to private sector partners as it outlines recommendations relevant to ethical recruitment and the elimination of modern slavery.

The evaluation analyzed overall project implementation and performance under the different activities, progress towards impact and sustainability and proposes actions for future implementation of similar projects. Details of intended users and uses of the evaluation are summarized below.

Table 1: Evaluation Intended Uses and Users

INTENDED USERS	INTENDED USES
Project management and senior management of IOM Viet Nam, Nepal and the Republic of Korea.	<ul style="list-style-type: none"> <li>- To improve identification of country’s needs and alignment with global development agenda regarding ethical recruitment, protection of migrant workers’ rights and access to decent work and IOM’s relevant strategic guidance;</li> <li>- To improve project design, efficiency and effectiveness of future project implementation;</li> <li>- To prove the accountability of budget and results to the Fund;</li> <li>- To identify specific follow-up actions/initiatives and project development ideas.</li> </ul>
IOM Regional Office for Asia and the Pacific (ROAP)	<ul style="list-style-type: none"> <li>- To document lessons learned and best practices to support project formulation and endorsement in the future.</li> </ul>
Governments of the Republic of Korea, Nepal and Viet Nam	<ul style="list-style-type: none"> <li>- To identify gaps to improve policies and legislation on ethical recruitment and their enforcement among businesses and recruitment agencies;</li> <li>- To provide opportunity for harmonization of recruitment policies and collaboration on protection of migrant workers’ rights on the Viet Nam - Republic of Korea, and Nepal - Republic of Korea corridor.</li> </ul>
IOM Development Fund	<ul style="list-style-type: none"> <li>- To assess value for money for a set of activities funded;</li> <li>- To use the findings and conclusions in consideration of future project funding approval.</li> </ul>

### 3.2. Scope of Evaluation

The evaluation covered the project implementation period from 01 November 2017 until 01 November 2022 (the beginning of the evaluation), and encompassed all project sites: Nepal, Republic of Korea and Viet Nam. Interviews targeted key stakeholders including IOM senior management, recruitment agencies, businesses and migrant worker representatives that were engaged in the project. All three outcomes were assessed. The evaluation made a light assessment of outcome 3 where minimal implementation took following adjustments related to COVID-19 restrictions.

### 3.3. Evaluation Criteria

The evaluation was based on the OECD-DAC evaluation criteria. It assessed the relevance, effectiveness, efficiency, coherence, impact and sustainability of the project, and sought to answer the following key evaluation questions:

#### **Relevance:**

- (a) Were the project activities, outputs and indicators consistent with the intended outcomes and objectives?
  - (i) To what extent was a gender and a human rights-based approach mainstreamed into the project design, and was it appropriate to the context?
- (b) To what extent did the project respond to the needs and priorities of migrant workers and the target beneficiaries (private sector recruitment agencies, the governments of Nepal, the Republic of Korea, Viet Nam and businesses that have migrant workers in their global supply chains), as well as IOM strategies and adapt appropriately according to the priorities and needs of stakeholders within the shifting and dynamic context at regional and country levels, including the COVID-19 pandemic?

#### **Effectiveness:**

- (a) To what extent were the project's targeted outputs, outcomes and objective achieved?

#### **Efficiency:**

- (a) Were the project activities undertaken and were the outputs delivered on time?
- (b) Was the project implemented in the most efficient way compared to alternative means of implementation?

#### **Coherence:**

- (a) How well did IOM use and facilitate interlinkages with its partners as well as other relevant external stakeholders to maximize synergies and reduce duplication?

#### **Impact:**

- (a) Did the intervention contribute to observed impacts (intended or unintended)?
  - (i) Was there any observed impact to migrant workers' lives (particularly concerning their labour rights, recruitment and access to decent work)? Were these changes the same or different when disaggregated by gender?

- (b) Did the project contribute to rights-holders' (migrant workers) ability to enjoy their rights or duty-bearers ability to comply with their obligations?
  - (i) In what ways could the impact of the project have been increased or better captured?

**Sustainability:**

- (a) To what extent are the project results likely to be sustained in the long-term?

### 3.4. Cross-cutting issues

IOM evaluation guidelines require that relevant cross-cutting issues are considered within an evaluation. The evaluation adhered to the guidance on integrating gender in evaluation, and mainstreamed in the design, data collection and analysis and findings report, gender and human rights principles (non-discrimination, participation, transparency and accountability) in line with human rights normative frameworks. The evaluation looked at how gender and human rights as cross-cutting issues were incorporated in project design, implementation and reporting. In terms of gender, the alignment with IOM's policy and guidance was analyzed, along with the incorporation of gender analysis into project design (indicators, outputs and outcome levels) and implementation phases (data collection and reporting). The evaluation applied the IOM gender and evaluation tip sheet as a checklist to analyze the results of the evaluation and reflect on the gender relevance of the implementation, results and impact of the project.

In terms of human rights, the evaluation assessed the extent to which a right-based approach was integrated in activities of the project including design and implementation. For instance, the extent to which rights holders were engaged in the design of the project and activities. The evaluation ensured that crosscutting issues were considered when putting together the list of external stakeholders proposed by the project team. The selection of stakeholders ensured representation to cover the two cross-cutting themes. Interview guides were also developed to include questions related to the cross-cutting issues.

The participation of migrant workers was limited by the nature of programming. It was not possible for the evaluation to include final beneficiaries of the programme. Therefore, the evaluation could not report on both the employers and employees' voices. By including one women representative organization, the evaluation tried to ensure the voice of migrant women, which contributed significantly to the evaluation results. As part of the human rights approach, the evaluation considered the projects relevant to various international and regional normative frameworks related to migration and various ILO Conventions and Guidelines which promote labour standards within the context of decent work.

### 3.5. Evaluation methodology

The evaluation used qualitative methods. The evaluation applied utilization focused evaluation principles, case-based evaluation principles, as well as a theory-based evaluation approach. The evaluation questions and methodology were prioritized jointly with the identified intended primary users of the evaluation. The evaluator traced the project's pathway of change and results using the implied theory of change as described by staff that designed and implemented the project.

**Qualitative methods:** The evaluation used a combination of document review (see Annex 2 for documents reviewed) and key informant interviews from different stakeholder groups (see Annex 1). Semi-structured interview guides were developed for key informants.

**Sampling:** The selection of respondents for the key informant interviews (KIs) was purposive, based on their role in implementation. Selection of respondents depended on their availability.

**Data analysis:** Qualitative methods were utilized to analyse the data and to derive relevant conclusions on the project performance. Under each of the evaluation criteria, a rating has been given by using the The Fund Scoring Matrix (Annex 4) supported by evidence collected.

### 3.6. Limitations

**Limited implementation of the IRIS standard to date:** Due to the nature of the industry that is profit driven, and which required more engagement and incentives for businesses and recruiters to invest in ethical recruitment policies and practices, only a few actors including recruiters and employers had made steps towards implementing IRIS principles in recruitment policies and practices in their global supply chains. The limited number of those that have achieved this by end of the project reduced the ability of evaluation to assess the theory behind the programme and how effectively the theory worked due to a small sample of companies spanning across three countries. The evaluator interviewed three companies that interacted with the project through KIs to establish progress made and assess assumptions overlooked during the programme design.

**Limited access to migrant workers:** The evaluator was not able to secure interviews with migrant workers who were indirect beneficiaries of the project to determine the extent to which the project addressed their needs. The evaluator therefore interviewed one CSO formed by migrant women returnees in Nepal to gather views on general needs and how the project addressed them. However, the evaluator only relied on desk review and staff interviews to assess the project impact on migrant workers in Viet Nam.

**Limited sample of government key informants:** The evaluator could not secure interviews from government officials in Viet Nam and Republic of Korea because they were not directly involved in project implementation and did not have any feedback on the project performance. Information from desk review, staff interviews and literature on recent publications was used to establish at least the relevance of the project.

**Not being able to travel to project locations:** All interviews took place remotely. Loss of nuance or understanding is possible because of the lack of non-verbal cues during remote data collection. However, the evaluator is experienced in remote data collection and conducted similar evaluations before. The broad range of stakeholders involved in the evaluation allowed for the triangulation of data to mitigate some of these concerns.

**Time lapse since the end of the project and evaluation:** The evaluation was implemented 18 months after the project ended which limited the institutional memory among most key informants. Most direct interlocutors in government and some recruitment associations like VAMAS had transferred and those who were available exhibited a lot of recall bias.



## 4. FINDINGS

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The section below describes the evaluation findings based on the OECD-DAC evaluation criteria of relevance, effectiveness, efficiency, sustainability, coherence and impact. It also looks at mainstreaming of gender and human rights as key cross-cutting issues.

### 4.1. Relevance

Rating according to Evaluation Scoring Matrix: 4 – Very Good<sup>15</sup>

To what extent did the project respond to the needs and priorities of migrant workers and the target beneficiaries (private sector recruitment agencies, the governments of Nepal, the Republic of Korea, Viet Nam, and businesses that have migrant workers in their global supply chains) global priorities, normative frameworks as well as IOM strategies (including IOM's Development Fund), especially with regards to migrants' rights and gender equality?

*a. Did the project align with the priorities of the key stakeholders? Are the project results still aligned with and supportive of national policies and strategies of target countries on ethical recruitment?*

**Finding 1:** This project was in line with, and the results still support, the current efforts of the governments of the Republic of Korea, Nepal and Viet Nam but with several noted gaps.

#### Republic of Korea

The evaluation established that the Republic of Korea has made progress in improving working conditions for workers and has made laws to protect workers, and surveillance mechanisms to check employers' actions aimed at maximizing business profit through exploitation. For example, according to a project document on the Republic of Korea's laws, policies and practices, "key labour legislation was revised to lower the ceiling of maximum working hours to 52 hours a week, and to more proactively prevent and punish harassments at workplace" in 2018-2019. The Republic of Korea has updated its labour laws. The Labor Standard Act, for example, regulates working conditions in the territory of the Republic of Korea to protect workers, including migrant workers, from rights violations, such as excessive working hours and hazardous working environment. The Republic of Korea has also established policy provisions that protect migrant workers from exploitation of migrants during the recruitment process to prevent excessive charging of recruitment fees. The public notice of Ministry of Employment and Labor for example, limits brokers to charge only up to one per cent of expected wages for employment shorter than three months, and one per cent of the three-month wages for employment longer than three months.

The evaluation, however, noted gaps in the project design in addressing limitations in the Republic of Korea's legislation. While current laws check rights violations within the Republic of Korea's jurisdiction, there is no legislation to protect workers' rights violations in enterprises abroad and their supply chains. Whereas the project targeted businesses in the Republic of Korea and recruitment agencies in Viet Nam and Nepal, the

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<sup>15</sup> See scoring matrix in annex 4

project did not have a robust approach to work with the Republic of Korea's government to address these gaps.

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*“There is currently no legal obligation for companies domiciled in the State party and those entities that they control, including those in their supply chain (subcontractors, suppliers, franchisees, etc.), to exercise due diligence in order to identify, prevent and mitigate the risks of violations of the Committee on Economic, Social, and Cultural Rights Covenant rights to avoid such rights being abused and to account for the negative impacts caused or contributed to by their decisions and operations” (IOM paper on: Policy Framework and Business Practices on Human Rights Management in Republic of Korea).*

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It was noted that the Republic of Korea has BLAs with both Nepal and Viet Nam. Given that not all migrant workers to the Republic of Korea secure contracts through these BLAs, the work of the project was relevant in protecting the rights of migrant workers that were recruited directly through recruitment agencies.

The evaluation observed, based on existing literature, that there has been a recent public outcry regarding human rights abuses involving Korean companies. It also identified limited interest among management within Republic of Korea-based companies and noted the presence of a weak human rights management system. However, there has been a noticeable shift in corporate interest, with many now focusing on human rights. This shift has been prompted by heightened awareness campaigns initiated by government actors.

## Nepal

The evaluation found evidence of alignment of the project with government of Nepal's regulatory system and programmes on ethical recruitment. Nepal is signatory member state for THE Global Compact for Migration (GCM), and a champion country for objective six. The government has regulated the recruitment process for migrant workers, making it more transparent. According to a key informant, *“you must get a demand letter, which must be attested by the sending country and labour department in Nepal and uploaded in FEMIS [Foreign Employment Information Management System] online system. (Key informant, recruitment agency).* The government has amended foreign employment policies, removing the role of sub-agency recruiters.

To promote adherence to fair ethical recruitment, the government has put in place a policy providing three pathways for migrant workers to access employment abroad. The first one is A government to government system. In this pathway, the government of Nepal has entered into BLAs with key labour destination countries: Republic of Korea, Malaysia, Israel and Japan in which successful applicants to job vacancies in these countries are approved to travel for work by the government. The second one is facilitated by PRAs who create demand for jobs abroad and connect workers to employers abroad. The third is the Individual system, where migrant worker applicants can receive approval through the online system if the recruitment is in line with government rules. The project activities therefore were geared towards the protection of migrant workers recruited through the second and third pathways for migrants that are recruited through PRAs or through individual pathways.

According to a key informant, a government online complaints system through embassies is in place to address all forms of abuses of workers' rights, which are followed up through the office of foreign employment or the tribunal. Others are expected to be followed up through the employer system. However, other key informants noted that due to limited staffing at embassies in destination countries, most cases are not addressed.

Other government policy provisions included the introduction of a cash deposit with the Department Of Foreign Employment by recruitment agencies towards compensation of migrant workers. Though not finalized, the government is coming up with a criterion to promote zero fees to incentivize recruitment agencies in coming months. By working directly with recruitment agencies and employers and their supply chains, this project aligned well with government priorities.

## **Viet Nam**

The project and its results are closely aligned with the priorities, policy and legal frameworks in Viet Nam which address Vietnamese migrant workers' rights. In 2020, the government revised law number 72, that had been in place during the project inception, to Law No. 69/2020/QH14. This law outlines the rights, duties, and responsibilities of Vietnamese guest workers (who are Vietnamese citizens aged 18 or older residing in Viet Nam and working abroad), as well as the obligations of enterprises, service providers, agencies, organizations, and individuals involved in sending Vietnamese citizens to work overseas. It also covers aspects such as enhancing the skills of workers, including craftsmanship and foreign language proficiency, and providing orientation for overseas employment. Additionally, the law establishes a fund for overseas employment, outlines policies for workers, and defines the role of the state in managing Vietnamese guest workers.

In December 2022, the Vietnamese government issued a new directive, No. 20-CT/TU, aimed at addressing the shortcomings identified in directive No. 16-CT/TU, which had been in effect for over a decade. Directive No. 20-CT/TU primarily focuses on the dispatch of workers for overseas employment. Several gaps were identified in the previous directive, including: (a) dispersed and overlapping state management; (b) slow development, insufficient and uncomprehensive mechanisms and policies; (c) high costs paid by migrant workers for overseas employment; (d) instances of undocumented workers going abroad to work, in violation of the laws and regulations of host countries, breaking contracts, or failing to return home upon contract expiry.

In addition, the directive intended to address the limited capacity among recruitment agencies – which currently do not meet the standards – and practice unfair competition. The directive includes provisions to:

1. Strengthen information dissemination, education and raise awareness of Party committees, organizations, authorities, officials, party members, workers and the whole society on the role and importance of the work related to labour migration;
2. Review, supplement and improve the legislations related to sending Vietnamese workers to work abroad, covering all migrant workers and their forms of work, in line with international frameworks that Viet Nam is signatory to;
3. Enhance the capacity, effectiveness and efficiency of state management of labour migration, assign, decentralize and clearly define the responsibilities of central and local agencies and organizations, ensuring the dispatch of workers to work abroad is for the right purposes and in accordance with the legislation, and protection of Vietnamese migrant workers abroad;
4. Strengthen the inspection, supervision and evaluation of the results on performing the Party's guidelines, policies and regulations of the State regarding the dispatch of Vietnamese workers to work abroad, including handling of violations to legislation.

According to a key informant, the law protects the rights of Vietnamese migrant workers. Registered recruitment agencies are required to deposit money in the bank to support workers if there is a problem

overseas, in which the government can compensate migrant workers in the event of no compliance. There is better management of enterprises, with a requirement for transparency with information and to have a website where workers can access information on location, salary and the method of recruiting workers. The revised law allows enterprises to have branches which can now send workers abroad. “*Workers have more rights and benefits. The legal regulation is better than what it was 5 years ago*” (key informant: Recruitment Agency representative, Viet Nam). There are, however, potential gaps in the law and government programmes, such as the pre-departure orientation package, which could be audited to ensure 100 per cent attendance of prospective migrant workers.

Viet Nam has also signed BLAs with several migrant worker destination countries including the Republic of Korea and is working on a national action plan supported by the UNDP on responsible business conduct. As a champion country for the GCM, Viet Nam approved GCM in 2018, through the Prime Minister’s decision No. 1676/QD-TTg of December 3, 2018, and put in place a plan to implement GCM, through decision no. 402/QD-TTg 2020.<sup>16</sup> The project’s work on ethical recruitment is in line with the Colombo Process Technical Working Group (TAWG) work on Ethical recruitment. Viet Nam and Nepal are members of the Colombo process. A key informant noted that due to the shift of the Colombo Process chair to Afghanistan and limited project funding, few synergies were made with the TAWG.

*b. To what extent were stakeholders consulted and involved in the design and implementation of activities, thereby improving ownership, accountability, and effectiveness?*

**Finding 2:** All the Fund’s projects are required to be conceived together with respective member states. The evaluation could not establish evidence of engagement with at least the Viet Nam government, other stakeholders such as civil society, direct beneficiaries such as businesses and recruitment agencies, and migrant workers in the design of the project. There was no evidence of assessment of both direct and indirect project beneficiary needs to inform project design. The evaluation however found a good practice within the Republic of Korea, where Samsung company was engaged with IOM in planning for training of recruitment agencies in their supply chains in South and Southeast Asia and globally: “*We already knew problems of migrant workers. I contacted IOM Korea, to check whether they had any program, of which they suggested CREST, but we did not have enough money, as we needed a lot of money to do the CREST programme, that is why we decided to do the training to get knowledge on ethical recruitment for our suppliers.*” (Key informant, Samsung Korea).

*c. Was the programme aligned with regional priorities, strategies, relevant international normative frameworks and core international business and human rights treaties/other universal human rights mechanisms? Was the programme consistent with the goals of the SDGs and GCM?*

The evaluation found that the project’s work responded to global and regional frameworks on ethical recruitment. The following are priority frameworks that the project was aligned with.

#### International Covenant on Economic, Social and Cultural Rights (ICESCR)

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<sup>16</sup> Viet Nam Library of Law, 2020, *Plan For Implementing United Nations’ Global Compact For Safe, Orderly And Regular Migration*. Accessed from: <https://thuvienphapluat.vn/van-ban/EN/Quyen-dan-su/Decision-402-QD-TTg-2020-plan-for-implementing-Compact-for-safe-and-regular-migration/530858/tieng-anh.aspx>

The project's work aligned with the ICESCR which oblige state parties to have specific obligations to respect, to protect and to fulfill the rights, both with respect to situations on the State's national territory, and outside the national territory in situations over which States parties may exercise control. The Republic of Korea is a state party of the ICESCR. It is expected to take steps to prevent human rights violations outside its territory that may be committed by enterprises that are domiciled in the Republic of Korea territory and/or jurisdiction, without infringing the sovereignty or diminishing the obligations of the host state.

### **UN Guiding Principles on Business and Human Rights**

The project design and implementation were anchored on the UN Guiding Principles on Business and Human Rights unanimously endorsed by the UN Human Rights Council in 2011. The guiding Principles apply to all States and to all business enterprises, regardless of size and operational area. The principles are grounded in recognition of:

1. States' existing obligations to respect, protect and fulfil human rights and fundamental freedoms;
2. The role of business enterprises as specialized organs of society performing specialized functions, required to comply with all applicable laws and to respect human rights;  
The need for rights and obligations to be matched to appropriate and effective remedies when breached.

### **ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers**

The project's work responds to the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers which was adopted by the ASEAN heads of state in Cebu, Philippines in 2007. The declaration outlines four main principles and obligations of sending and migrant workers receiving countries, that this project's work was aligned to. The Declaration calls on countries of origin and destination to ensure the dignity of migrant workers by outlining their obligations in the areas of:

1. protection from exploitation, discrimination, and violence;
2. labour migration governance; and
3. the fight against trafficking in persons.

ASEAN has established the ASEAN Forum on Migrant Labour - a regional tripartite platform to discuss issues faced by women and men migrant workers from and within ASEAN. The open platform reviews, discusses and exchanges good practices and ideas between governments, workers' and employers' organizations, and civil society stakeholders on key issues facing women and men migrant workers in Southeast Asia. It has a mandate to provide recommendations to advance implementation of the ASEAN declaration on the protection and promotion of rights of migrant workers.

### **Global Compact for Migration**

The project is in line with the GCM objective 6. The GCM was adopted by the United Nations General Assembly in December 2018. The project's work is aligned to Objective 6, to facilitate fair and ethical recruitment and safeguard conditions that ensure decent work. Under this objective, member states of which Viet Nam and Nepal are champions, committed to "review existing recruitment mechanisms to guarantee that they are fair and ethical, and to protect all migrant workers against all forms of exploitation and abuse in order to guarantee decent work and maximize the socioeconomic contributions of migrants in both their countries of origin and destination".

## International Recruitment Integrity System Standard

The IRIS Standard is a set of global principles that define ethical recruitment. Developed through extensive multi-stakeholder consultation, it is based on international labour and human rights instruments such as ILO Conventions and standards, ILO's General principles and operational guidelines for fair recruitment, the UN Guiding Principles on Business and Human Rights, as well as related codes of conducts and best practice from the recruitment industry, including the World Employment Confederation Code of Conduct. The IRIS Standard articulates what ethical recruitment means in practice and how labour recruiters can demonstrate compliance.

The IRIS Standard consists of seven core principles for ethical recruitment. There are two overarching principles (Principles A and B) and five specific principles (Principles 1 to 5), and each principle is supported by one or more criteria, which provide further guidance on the key elements of each principle. Each criterion is then supported by set of indicators that need to be met for a recruiter to be IRIS certified Standard. This project was established to build the capacity of employers and recruitment agencies to adopt IRIS principles in their policies and practices.

### Sustainable Development Goals

The project's work contributes to SDG goal 8 to promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all; and target 8.8 to protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

### IOM Strategic Results Framework

The results of this project will contribute to achievement of SRF Short-Term Outcome **2b.4**: Private sector entities respect migrant workers' rights and actively engage in efforts to prevent exploitation and trafficking;; including the indicators; **2b4a** on number of recruitment agencies and/or associations that are involved in and support the IRIS Ethical Recruitment Initiative; number of stakeholders that use the International Recruitment Integrity System (IRIS); indicator **2b4c** on number of private sector entities actively engaging in efforts to prevent exploitation and/or Trafficking in Persons; indicator **2b4d** on number of systems in place for prosecution of employers violating rights of migrant workers; and **2b4e** on number of countries who hold the private sector accountable for migrant worker's rights violations. It further contributes to Output **2b.4.1**: Employers are aware of [fair and] ethical recruitment standards and have access to the International Recruitment Integrity System (IRIS), including indicator **2b41a** on number of employers and/or industry groups reached with information on ethical recruitment, the IRIS; Ethical Recruitment Initiative and/or migrant worker protection; and indicator **2b41b** on number of employers and/or industry associations publicly committed to ethical recruitment and/or migrant worker protection

### ILO General principles and operational guidelines for fair recruitment

The design and implementation of the project, aimed to protect migrant workers rights by building the capacity of businesses to integrate CREST tools and guidance and the IRIS Standard in their policies and practices including among their global supply chains, and influence recruiters to prevent charging of recruitment fees. This was well in line with the ILO general principles and operational guidelines on fair recruitment.<sup>17</sup> They

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<sup>17</sup> ILO, 2019, *General principles and operational guidelines for fair recruitment & Definition of recruitment fees and related costs*. International Labour Office - Fundamental Principles and Rights at Work Branch, Labour Migration Branch, Geneva.

provide a comprehensive approach to realizing fair recruitment and provide a framework for development and implementation and enforcement of laws and policies aiming to regulate the recruitment industry and protect workers' rights. The guidance is within the framework of the Fair Recruitment Initiative, which aims to help prevent human trafficking, protect the rights of workers (including migrant workers) from abusive and fraudulent practices during the recruitment and placement process, reduce the cost of labour migration and enhance development gains. It lays out general principles and operational guidelines for fair recruitment ("principles and guidelines") and the definition of recruitment fees and related costs, with clear responsibilities for governments, enterprises and public employment agencies and recruiters on ethical recruitment.

## 4.2. Validity of Project Design

Rating according to Evaluation Scoring Matrix: 3 - Good<sup>18</sup>

Were the project activities, outputs, and indicators consistent with the intended outcomes and objectives?

- a. *As designed, were interventions adequate to achieve the project objective?*
- b. *Was the theory of change understood by the stakeholders? Were the Result matrix indicators appropriate and SMART? Have risks remained valid and were they managed effectively to realize anticipated results?*

**Finding 3:** As explained in the relevance, effectiveness, and impact sections of this report, the evaluation found limitations in selected interventions to achieve the project objective. The project's design focused on building the capacity of employers and their client MNCs in the Republic of Korea to adopt ethical recruitment standards and practices and strengthen transparency and accountability of the recruitment industry in Viet Nam and Nepal to effectively implement ethical recruitment and employment. However, critical risks and assumptions such as internal factors within businesses themselves, their willingness to participate, coherent government legislation on ethical recruitment in both migrant workers sending and receiving countries were not considered. The absence of sufficient outputs on government, and migrant workers' engagement as indirect beneficiaries weakened the project design.

The engagement of key actors could have been designed to be more robust and sufficiently resourced to ensure important assumptions such as the willingness of companies and other stakeholders to learn about ethical recruitment and related ethical business practices; benefits of ethical labour recruiters is adequately relayed to migrants as regards initiating behaviour change; and sufficient political will among governments and project partners to implement protection-based policies and mechanisms to hold true. This may have affected progress towards the project objective. The evaluation did however establish that in Viet Nam, the project triggered a separate collaboration between IOM and ILO that conceived the GFEMS project. Through a co-funding arrangement, the GFEMS project provided support to the government of Viet Nam during the revision process of the Law on Contract-Based Vietnamese Overseas Workers (Law 72), that had been in place during project inception, to Law on Contract-Based Vietnamese Overseas Workers 69/2020/QH14 (Law 69). However, the evaluator could not ascertain the exact contribution of the project as the GFEMS project manager was not available for interview.

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<sup>18</sup> See scoring matrix in annex 4

The indicators selected at objective and outcome level were not always valid or SMART. For example the two objective indicators: (1) *Number of Korean companies taking measures to implement ethical recruitment or other sustainable supply chain practices, including those that address gender equality and women's empowerment in the recruitment process and in the workplace; and (2) Labour recruiters in Viet Nam and Nepal subscribe to more ethical business models in accordance to national policies and the IRIS Code of Conduct, including the gender dimension* were suited at outcome level; but a little ambitious and unrealistic. As explained above, the willingness of PRAs due to internal factors such as the balance between profits, absence of incentives to adhere to ethical recruitment frameworks of zero recruitment cost due to the absence of national legislation that enforces the 'employer pays principle', or finding employers that pay; and long processes involved in acquiring IRIS certification, these two indicators were unrealistic measures of the project objective based on implemented activities. An appropriate objective indicator could have measured the realistic effects of the project on the protection of migrant workers at the national levels.

## HUMAN RIGHTS AND GENDER

To what extent was a gender and a human rights-based approach mainstreamed into the project design, and was it appropriate to the context?

- a. *Did the programme identify what needs and priorities of women were and how they differ from other groups priorities and needs? To what extent were women's voice and agency promoted through the programme?*
- b. *Was broad participation (of different groups and meaningful consideration of each groups' inputs) promoted during the programme? Did representative groups have the opportunity to guide the direction of the programme and involvement in individual activities?*

**Finding 4:** The evaluation found adequate evidence of gender and human rights mainstreaming during project design, implementation, and reporting. The project result matrix indicators were disaggregated by gender as relevant. In addition, interim reports and the final narrative report presented outputs with gender-disaggregated data. Based on document review and key informant interviews, specific outputs such as the two research studies on Situational Analysis and Policy Recommendations conducted in Nepal and Viet Nam by the Nepal Institute of Development Studies (NIDS) and the Overseas Development Institute (ODI) respectively included gender related information in the study findings and recommendations. Both studies ensured women's representation among key informants, although the number of women interviewed was smaller compared to men. Gender considerations were integrated in the development and roll-out of the IRIS Capacity Building toolkit, highlighting the specific vulnerabilities for female migrant workers during the labour migration process, and building awareness among key stakeholders on gender equality and women's empowerment during some of the trainings. The evaluation however could not ascertain the results of this as it could not confirm the extent of use of the toolkit.

A key informant, however, noted the absence of institutional guidance on minimum requirements to mainstream gender and human rights in project design. Whereas gender was included in the results matrix and in a few outputs, there was no explicit mention in the project design of how gender and human rights would be addressed throughout the project cycle.



Further, a CSO key informant from Nepal reported that they were often invited to share experiences of women migrant workers during stakeholder consultations on ethical recruitment organized by the project. The evaluation noted from almost all key informants that women migrant workers faced more challenges than their men counterparts. These ranged from a cultural bias against women migrating to work abroad to most jobs in the Republic of Korea's companies requiring physically demanding work where women were not favoured. The government of Nepal's ban on the migration of domestic workers abroad, could have increased use of irregular channels for women migrant workers seeking domestic work abroad. A key informant mentioned that majority of jobs available in the Republic of Korea are skewed towards men. Activities that address factors that disadvantage women and increase their chances of securing opportunities in this corridor would be beneficial. Selection of a few activities targeting root causes could have contributed to gender transformative effects.

The project itself, by addressing ethical recruitment, directly addressed human rights issues. It mostly targeted rights holders by holding consultations with MNCs and PRAs, CSOs, and inviting relevant government interlocutors in some of these consultations to promote the protection of labour rights and decent work for migrant workers of all genders. To promote the principle of participation and equity, at least AMKAS, an organization representing the voices of migrant women returnees in Nepal was invited to consultations. During the conduct of the situation analysis studies mentioned above, the evaluator found good evidence of involvement as key informants of both duty bearers such as key government agencies, parliament, civil society organizations and private sectors involved in foreign employment process such as recruiting agencies, orientation centers, migrant health check-up institutions, and media on one hand; and rights holders such as aspiring and returnee migrant workers. However, there could have been more robust engagement and synergies with active governmental and non-governmental human rights organizations in the three countries for example the National Human Rights Commission of Korea during design and other project outputs. The evaluation found no evidence of active feedback loops from rights holders through monitoring to assess the results/impact of the project on different beneficiary groups. With the absence of a needs assessment, the evaluation could not determine how the needs of different migrant workers, including men and women, and various employment sectors were factored into the project design.

### 4.3. Effectiveness

Rating according to Evaluation Scoring Matrix: 2 – Adequate<sup>19</sup>

To what extent were the project's targeted outputs, outcomes and objective achieved?

- a. *Have migrants' rights been protected throughout the labour migration cycle: recruitment/and working environment?*

**Finding 1:** The project's main objective was to contribute to the protection of labour rights and decent work for women and men migrant workers through ethical recruitment and fair labour/supply chain practices as determined by the number of Korean companies taking measures to implement ethical recruitment or other sustainable supply chain practices; and the number of labour recruiters in Viet Nam and Nepal subscribe to more ethical business models in accordance to national policies and the IRIS Code of Conduct, including the

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<sup>19</sup> Annex 4: Evaluation Scoring Matrix

gender dimension. The evaluation found weak to adequate evidence of the project's contribution to this objective depending on country of implementation. As explained under each outcome, the companies in Korea and recruitment agencies in Nepal and Viet Nam had not made sufficient progress to adopt ethical standards in their recruitment practices. Only one company (Samsung) was conducting due diligence and training within its supply chains abroad. There were only two PRAs in Nepal that had started to take steps towards IRIS certification. Key informants noted the companies' lack of readiness to be assessed, so the evaluation could not ascertain to what extent these PRAs efforts protected migrant workers throughout the labour migration cycle/journey.

Whereas the results matrix objective indicators were not best suited to assess progress towards contributing to protection of migrant workers' rights, the evaluator used outcome harvesting to assess examples of measures linked to the project that could contribute to the protection of migrant workers. Furthermore, national policies in all the three countries were still weak during project implementation, and there was no component of the project doing active coordination with policy development except in Viet Nam where there was a co-funded project for policy support. In Viet Nam, by leveraging on separate funding, the project had a catalytic effect indirectly whereby through the GFEMS project collaboration with ILO, it supported the revision of labour migration Law No. 69/2020/QH14. This is the single most effect that will likely contribute to the protection of the rights of workers, although it still has gaps that need to be addressed, such as total removal of recruitment fees, and expanding awareness of potential migrant workers in Viet Nam on ethical recruitment. As explained elsewhere in the report, both PRAs and employers were reluctant to provide access to their employees for interview. The project team was not able to identify any other migrant workers for the interview to obtain their views on the extent to which their rights have been protected throughout their labour migration journey.

*b. To what extent have businesses in the Republic of Korea updated their policies and practices in line with IRIS and CREST guidance? What factors promote/hinder adoption/implementation?*

Outcome 1: Businesses and other relevant stakeholders in the Republic of Korea adopt ethical recruitment standards and practices.

**Finding 2:** This outcome was achieved to a small extent. For example, businesses in the Republic of Korea involved with the project that have shown a willingness to either adopt or modify their recruitment standards and practices in line with IRIS and CREST guidelines as per project indicators, with a target of those that either adopt or modify their recruitment standards and practices in line with the IRIS Standard and CREST guidelines. This also included evidence of measures businesses have taken to implement ethical recruitment or other sustainable supply chain practices, including those that address gender equality and women's empowerment in the recruitment process and in the workplace. In addition, Samsung Electronics company conducted CREST training sessions for its staff and suppliers in Malaysia, Hungary and Poland. A key informant confirmed the influence of the project on company ethical recruitment practices:

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*"After we did the training with IOM, and then with RBA, we did an audit and due diligence on our supply chains in Malaysia. Samsung as a company pays everything including air ticket, visa, transportation, dormitory utilities. We explain working conditions to migrant workers before and after arrival to country of destination."*  
*(Key informant, Samsung Company, the Republic of Korea).*

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Although the project set a realistic target of two companies adopting or modifying their recruitment standard and practices in line with IRIS and CREST guidelines, after consultations with 44 MNEs it only achieved one. The slow progress was due to limited awareness of human rights abuses in supply chains, willingness of companies to adopt the IRIS standard and the slow and costly process of IRIS certification.

**Output 1.1:** Businesses and other stakeholders in the Republic of Korea have improved understanding of how to apply global standards that protect the rights of migrant workers and have access to quality information on regional labour mobility systems.

This output was achieved. The evaluator assessed the output indicator on the number of businesses that have conducted individual consultation with IOM Office in the Republic of Korea. Although the project had a target of four, the project held individual meetings with 15 (13 MNEs and two advisory companies). These included Samsung Electronics, HomePlus, Hankook Tire, LG Electronics, Hanwha Group, Hyundai E&C, Samsung Electro Mechanics, Hyundai Mobis, Hyundai Motor Group, CJ, Choi&Shin, Samsung C&T, Korea Corporate Governance Service, Sustinbest and Taekwang. The meetings were intended to raise awareness and determine the MNEs plans to adopt ethical recruitment practices. This was to be an entry point in engagement and training on CREST tools and guidance and the IRIS Standard. Under this output, a research paper on Policy Framework and Business Practices on Human Rights Management in the Republic of Korea was completed. Though a crucial activity, the evaluation could not establish the connection between this activity, to the output and eventually the outcome.

**Output 1.2:** CREST manuals and other relevant tools, such as CREST training modules, are available to interested businesses in the Republic of Korea.

This output had two indicators: number of practical and gender-sensitive tools and manuals developed for CREST; and number of companies trained on IRIS and under CREST Pillar 1. Although the project exceeded targets for the first and second indicators (4 against 3 planned) and (44 against 15 planned) respectively, this output and indicators could have been merged with output 1. The project developed an information leaflet, a three-minute infographic video and training modules for businesses with reference to CREST materials that were used by IOM to engage with and build capacity for private sector partners. All these activities, coupled with two national-level consultation workshops in February and September 2019 were linked to output 1.1 on raising understanding to apply CREST tools and guideline.

- c. Do recruiters in countries of origin utilize the IRIS Standard and CREST guidance and tools in their recruitment practices?*

Outcome 2: Labour recruiters in Viet Nam and Nepal implement ethical recruitment schemes.

**Finding 3:** This outcome was not achieved. However, the evaluator noted progress towards its achievement as demonstrated by changes in some practices on recruitment fee charges by one of the PRAs the project engaged with. The evaluation assessed the outcome by its indicator of the number of labour recruiters in Nepal and Viet Nam that either adopt or modify their recruitment standards and practices in line with the IRIS Standards and CREST tools and guidelines, including gender sensitivity. Based on document review and key informant

feedback, three labour recruiters in Nepal were guided through the IRIS capacity building programme to prepare for IRIS Certification. Seven labour recruiters in Viet Nam signed up for RBA's Responsible Recruitment Programme. They did not start implementation during the project period due to the postponement of the programme launch in Viet Nam. Furthermore, a key informant expressed concern on the genuineness of PRAs in Viet Nam to progress beyond the RBA Code of Conduct, to the IRIS certification process. As mentioned before, it was a little ambitious to expect labour recruiters to fully achieve IRIS certification given that none of the assumptions held true during the project period. The evaluator however found some evidence of the project influence on recruitment practices in Nepal following a training collaboration between IOM and RBA in 2022.

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*"We were engaged with IOM since 2019, before that we took training similar to IOM with other organizations such as RBA, they provide us with training, as for RBA and IRIS instruction we are principled, we are doing 100 per cent zero-cost recruitment, and we are starting to send workers since 2012 and from 2018 we converted to zero-cost recruitment agency" (Key informant, Recruitment agency, Nepal).*

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The representative confirmed that after the training on CREST and IRIS tools and guidelines, the agency cascaded the training to 20 human resource employees in the company. *"Our workers are a little bit knowledgeable about ethical recruitment and they have been involved for a long time. We do not have to worry about zero-cost recruitment because they do not ask for money from the workers. It was very beneficial."* (Key informant, recruitment agency, Nepal).

IOM in collaboration with RBA and umbrella associations in Viet Nam and Nepal, conducted introduction sessions on IRIS standards attended by interested PRAs. After the training, IOM piloted IRIS certification process with one recruiter in Nepal, Trust Nepal Overseas. The evaluator could not validate further the impact of the training conducted on the IRIS process as it was not possible to access any of the training participants from the various recruitment agencies. In their feedback, a key informant complained that a two-day training was not sufficient and that they needed further assistance to complete the certification process.

**Output 2.1:** Enhanced capacity among labour recruiters and/or their associations on ethical recruitment and the application of IRIS Standard.

**This output was partially achieved.** The evaluator assessed the output indicator on the number of national recruitment industry dialogues held to advocate for the ethical recruitment of migrant workers. Six out of eight planned industry dialogues were held in Nepal and Viet Nam. This was due to the cancellation of in-person events following COVID-19 restrictions.

The second indicator target on the number of action plans developed to facilitate the implementation of policies on ethical recruitment was achieved as no new action plans were developed, but IOM supported the existing plans of the Ethics Practitioners Association of Nepal (EPAN), NAFEA and VAMAS on ethical recruitment including capacity-building for their members.

Under this output, reports on situational analysis and policy recommendations for Nepal and Viet Nam were made available in August 2019 and April 2020 respectively. The analysis for Viet Nam was published in late 2021. The evaluation, however, found no evidence of access to these documents by key informants interviewed.

A national consultation to promote ongoing initiatives and good practices on international ethical recruitment practices was organized in Nepal on 24 October 2019 but did not happen in Viet Nam due to the COVID-19 pandemic and its restrictions of gatherings which shifted the priorities and interest of stakeholders in Viet Nam.

**Output 2.2:** Training programmes and tools to implement ethical recruitment are available to labour recruiters and their representatives, and industry regulators.

**This output was achieved.** The output was assessed through the indicator of the availability of self-assessment tools to recruitment industry representatives and the number of labour recruiters trained. Project documents indicated that two self-assessment tools are available for VAMAS and labour recruiters in Viet Nam, to assess against the VAMAS Code of Conduct and the other looks towards international standards, with a focus on management systems. The evaluator could not verify to what extent the tools are being used as VAMAS declined to participate in the evaluation, while the other recruitment agencies were not familiar with these tools.

Regarding training, IOM worked with VAMAS to build their capacity to promote good practice to members by conducting two training courses directly to recruitment agencies both VAMAs and non-members. According to a key informant and records review, 112 recruiters (24 women and 88 men) against a target of 40 were trained (93 in Nepal and 19 in Viet Nam with VAMAS).

The evaluator further assessed two indicators on the availability of a best practice guide disseminated in Nepal and Viet Nam; and the number of newly trained social auditors, disaggregated by gender. While project documents showed that a best practice guide was developed and is part of the IRIS toolkit for labour recruiters, and was disseminated in Nepal, none of the key informants interviewed confirmed this. In Viet Nam, labour recruiters signed up for RBA's Responsible Recruitment Program as the starting point for working towards IRIS standards and certification, and thus the guide was not disseminated. Based on the document review, to develop and implement a social auditing training programme based on the third pillar of the CREST programme, a comprehensive capacity-building programme was designed for VAMAS in Viet Nam to monitor and assess the recruitment practices of member recruitment agencies beyond the VAMAS Code of Conduct standards and towards international ethical recruitment standards. Twenty-three (9 men/14 women) individuals were trained as social auditors. A two-day training to introduce the assessment tool was organized for VAMAS and recruitment agencies in December 2019 in Hanoi. The evaluation though could not verify this for the reasons mentioned above.

- d. Have relevant regional initiatives such as the Colombo Process used the findings on best practices for promoting regulatory harmonization of recruitment intermediaries within the countries of origin and with countries of destination?*

Outcome 3: Industry-led support for ethical recruitment among businesses and the recruitment industry in the Republic of Korea, Nepal, and Viet Nam is further promoted through advocacy on IRIS Standards and the need for harmonizing ethical recruitment processes in regional processes.

**Finding 4:** This outcome was not achieved. It was assessed by reviewing the outcome indicator on the number of recommendations endorsed regarding cooperation on IRIS Standards and the need for creating industry-led support for ethical recruitment. The evaluator also assessed the extent to which project partners including governments were supportive and collaborating in a meaningful way to create industry-led support for

ethical recruitment, including their engagement in regional collaborative platforms. The evaluation also looked at the availability of synthesized data and the extent to which data/lessons learned have been used to inform decisions/regional agenda on ethical recruitment practices including by the Colombo Process TAWG on ethical recruitment. Although some of the outputs under the outcome were realized, they were neither adequate nor of sufficient scale to lead to achievement of the outcome. The evaluator did not find any evidence of collective industry-led recommendations that would enhance cooperation, and harmonization of ethical recruitment processes.

**Output 3.1** on Nepali and Vietnamese stakeholders' access to practical knowledge on strengthening cooperation and collaboration for ethical recruitment among countries of origin and countries of destination **was achieved to a limited extent. Although three of four planned products were finalized, they were not accessed by the targeted stakeholders or sufficiently linked to the output.** According to document review, and key informant interviews with staff, three of four knowledge products were translated into Colombo Process Member States' official languages. This included the Montreal Recommendations on Recruitment, IOM's COVID-19 Guide for Labour Recruiters, and IOM COVID-19 Guide for Employers and Business. A mapping of the existing Rating Mechanism of Recruitment Agencies in the Colombo Process Member States was translated into Vietnamese by an external consultant but has not been disseminated due to pending endorsement of Colombo Process Member States. The Montreal Recommendations on Recruitment: A Road Map towards Better Regulations was translated into Vietnamese and shared with relevant stakeholders in Viet Nam to inform law reforms that were taking place. Further, two of IOM's COVID-19 guides for Labour Recruiters, Employers and Business were translated into the languages of Colombo Process Member States and have been published on IOM website. The evaluation could not however confirm access and use of any of the knowledge products by the targeted stakeholders.

**Output 3.2** on Nepali and Vietnamese stakeholders having access to a regional platform to share their project experiences and promote fair and ethical recruitment through engagement with the recruitment industry **was partially achieved.**

The first indicator on number of TAWG meetings on ethical recruitment held to share lessons learned was not achieved due to factors outside the project's control as no TAWG or Colombo Process meeting was identified as relevant for the project to participate in during the final two years of the project where experience and lessons could be shared. The second indicator on "promotion of lessons learned in relevant regional level Colombo Process meetings", which could have been merged with the first indicator to be smarter, was achieved. Project lessons were shared in the 2019 Global Forum for Responsible Recruitment on 9-10 July 2019 in Thailand. However, the evaluator did not find evidence to determine the outcome of this event, particularly on primary beneficiaries given it was a global event.

*e. What factors have contributed to achievement/failure to achieve planned results?*

**Finding 5:** The key factor in the achievement of mainly project outputs was the presence of dedicated staff, leveraging on existing projects. The project benefitted a lot from the work of CREST project. The tools developed by CREST project on ethical recruitment practices were adopted by the project increasing synergies and reducing duplication of effort. The success observed with Samsung company in the Republic of Korea implementing CREST guidelines to conduct due diligence in its supply chains and implementing the employer pays principle is a culmination of the strong foundation laid by the CREST project in the Republic of Korea. In

addition, the dedication of a senior staff with thematic expertise to coordinate implementation, decision making and technical assistance in the three implementing missions ensured successful completion of the project. The greatest hurdles to achieving results included:

1. Given the nature of the industry that is profit driven, and as explained below, not many PRAs and businesses were willing to proceed to the next steps of IRIS certification. This affected collaboration with associations such as VAMAS. For example, IOM held initial training of its members with VAMAS, but the association later dropped out of further engagement. IOM has not been able to determine the application of the tools and knowledge that was shared in the trainings, for most of the PRAs and companies engaged
2. The funding allocated was not sufficient to implement a project of this scale. Non-completion of outcomes was only a small part as it was also affected by external factors. To achieve the objective, extensive engagement with key stakeholders was required. As explained elsewhere, technical staff time was stretched between operational coordination and actual technical engagement with stakeholders. To achieve results for such a project, more time and dedicated human resources for policy-level technical engagement and building relationships with stakeholders including private businesses and PRAs is beneficial.
3. Successful achievement of outcomes was also linked to implementation of legal frameworks on ethical recruitment in the three countries. The existing laws in the three countries at project inception, and implementation period, were weak in provisions to enforce ethical recruitment or protection of migrant workers' rights. Although progress has been made in legal environments on ethical recruitment in the three countries, the fact that, the laws in Nepal and Viet Nam still allow charging of fees to workers, there is still room to expose migrant workers to exploitation. The project, however, did not have a strong engagement with relevant government ministries, which is likely to affect ownership and sustainability of results.

*f. What are the main lessons learned from the design and implementation of the project?*

**Finding 6:** Getting a critical mass of businesses and recruitment agencies to achieve IRIS certification takes time. It could be pragmatic to work with umbrella associations beginning with compliance to Code of Conduct as they work gradually towards IRIS certification. According to a key informant:

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*“Small agencies may not have capital to implement ethical standards without shutting down. They need time to build the brand. It is not that they do not want to do it but financially are not able to. It is easy for big companies to apply ethical recruitment. Once PRAs see there are many companies who want to work with them, and are willing to apply principles, they will get on board, but it is a long process. There is demand, it just takes time, they too have challenges that they face.” (Key informant, RBA)*

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**Finding 7:** Businesses and PRAs are more likely to comply with a lesser time intensive certification process. According to a key informant, depending on willingness and commitment, companies lose interest after some time and drop out. Another key informant from PRAs was concerned about the delays by IOM to facilitate the IRIS certification process. This was confirmed by a staff key informant: *“We could not provide recruiters with IRIS, as they didn't find it attractive – RBA has a responsible recruitment programme which is more preferred. IRIS is still in pilot, though it is a gold standard, while RBA code of conduct is progressive.” (Key informant, IOM Staff).*

**Finding 8:** To achieve ethical recruitment standards, it requires all actors including host countries, employers, and workers on board. Harmonization and operationalization of legal frameworks on ethical recruitment in migrant worker sending and receiving countries is one of the key ingredients in enforcing compliance to ethical recruitment among businesses and their supply chains, but employers, PRAs and workers must be aware of these and be willing to comply.

**Finding 9:** The Best example of cross-synergies internally and externally was achieved through the CREST and GFEMS project. As explained above and under coherence, the project benefitted from tools developed through the CREST project; but also acted as a catalyst for the development of the GFEMS project that has supported the revision of legislation on ethical recruitment in Viet Nam.

#### 4.4. Efficiency

Rating according to Evaluation Scoring Matrix: 3 - Good<sup>20</sup>

*Were the project activities undertaken and were the outputs delivered on time?*

*a. How efficient was the management of the project (including coordination modalities, allocation of human, physical and financial resources implementation processes, and monitoring)?*

**Finding 1:** The project had three staff, one each in the Republic of Korea, Viet Nam and Nepal to coordinate implementation of project activities in each country. There was an overall project manager that provided technical backstopping and overall coordination. The evaluation found excellent evidence of effective coordination of activities across three implementing missions. The main concern from key informants was that this was a rigorous project that required high level technical expertise and extensive engagement with the private sector on the IRIS and CREST initiatives and tools. The staff budget was insufficient to support a full-time commitment from the technical staff, preventing them from engaging fully with stakeholders to achieve a meaningful impact. Having more resources at their disposal could have enabled the project to involve additional experts to address technical aspects like network-building and policy-level work. The limited staff capacity meant that they had to juggle their efforts between coordinating implementation and administrative tasks and engaging deeply with key stakeholders, which included employers, governments, and other relevant parties. According to a key informant, *“Building relationships and finding entries for engagement with the government and the regulators, but then also with the companies in Korea and recruiters in Nepal just requires a lot of time from IOM staff on top of all the project administration requirements”*.(key informant, IOM Staff).

The evaluation found good monitoring modalities for activities and outputs in place. This included a record of project deliverables, post-test results and training evaluation, and training reports. However, there were no monitoring mechanisms for project outcomes, especially following up on training participants to assess the application of knowledge or barriers to the application of knowledge. The absence of such information has limited the assessment of the project’s impact, especially where the personnel that were engaged had already moved on.

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<sup>20</sup> Annex 4: Evaluation scoring matrix



*b. Were the results achieved in a timely manner? What factors promoted or inhibited adherence to the implementation schedule?*

**Finding 2:** A first no-cost extension was made to align with the GFEMS project's NCE which co-funded the project activities in late 2019 and early 2020. Due to the impact of COVID-19 pandemic, the project was extended a second time. The project implementation was profoundly impacted by the COVID-19 pandemic in its last two years. Due to travel restrictions and social distancing requirements, all in-person activities had to be either put on hold or replaced by other activities which were assessed to be more practical in the new context. For example, adjustments were made to outcome three. Because there were few regional platforms for Viet Nam and Nepal to participate in the outputs were revised to focus on the dissemination of products related to ethical recruitment; and workshops to promote IRIS.

The project activities were affected by the COVID-19 pandemic. Most of the remaining face-to-face meetings under outcome three, were held virtually. Some of the activities that could not be conducted were modified.

IOM coordinated with the Colombo Process Technical Support Unit to have the COVID-19 guides for Labour Recruiters, Employers and Business translated into the languages of several Member States including Afghanistan, China, Indonesia, the Republic of Korea, Viet Nam, as well as Japan, a popular destination for many migrant workers from the Member States. These guidance documents were published by IOM in 2020 amidst the COVID-19 pandemic that negatively impacted migrant workers with soaring unemployment rates and loss of income to support labour recruiters and employers to better protect migrant workers during and after the pandemic. Translations of these documents have been made available on IOM's IRIS website for public access, especially for stakeholders in Member States to better protect migrant worker rights during the COVID-19 pandemic.

**Was the project implemented in the most efficient way compared to alternative means of implementation?**

*c. Did the project leverage the expertise and resources of other IOM projects?*

**Finding 3:** The evaluation found good leveraging of resources to complement the project budget and activities and save on costs. For example, two training sessions of VAMAS and its members were co-financed through the GFEMS project. The GFEMS-funded project, implemented by IOM, ILO and RBA was a made possible by this project, demonstrating its catalytic nature. Although this caused administrative burden in terms of reporting, it enhanced achievement of results.

## 4.5. Coherence

Rating according to Evaluation Scoring Matrix: 4 – Very Good<sup>21</sup>

**How well did IOM use and facilitate interlinkages with its partners (Ministries and Departments of Labour in sending and receiving countries; labour recruiters; recruitment associations; public employment services; and civil society organizations) as well as other relevant external stakeholders (UN agencies, business associations) to maximize synergies and reduce duplication?**

<sup>21</sup> Annex 4: Evaluation scoring matrix

**Finding 1:** The evaluation did not find evidence of the project's active engagement with government initiatives taking place at the time of implementation in the three countries. Participation and feedback to and from the labour-related departments in Nepal, Viet Nam and the Republic of Korea could have strengthened the results of the project.

**Finding 2:** The project, however, actively coordinated with and leveraged the work of a few migrant worker associations, CSOs, PRAs, industry associations, and other IOM projects. For example, in Viet Nam, which was the leading mission, the choice to partner with VAMAS rather than MOLISA was by design as project approvals are lengthy and bureaucratic.

The project utilized tools and material developed through the CREST project to train stakeholders on the IRIS Standard as well as CREST guidelines and tools. In Nepal, the project worked closely with AMKAS, an organization of returnee female migrant workers that carries out activities including capacity building, community awareness for informed choice, economic reintegration; small businesses; shelter and post-arrival orientation and advocates with the government for women-friendly policies in Nepal. AMKAS was often invited during stakeholder consultation processes to bring their members to share information about women migrant workers.

Further, the project coordinated its work with NAFEA, an association of recruitment agencies with 850 plus members sending workers to several destination countries including the Republic of Korea. NAFEA assisted IOM to reach its members during project training. In Viet Nam, IOM worked closed with RBA, that was building capacity of members to implement ethical recruitment code of conduct.

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*"We would have a group of recruitment agencies participate in a training for a year on ethical recruitment, we would then collaborate with IOM on IRIS standard. Once trained, they would go through an audit on the risks they are facing while implementing standards. We would determine the levels of ethical recruitment process from start to mature. We publish the status to serve as incentives to get more business from RBA members; and help RBA determine recruitment agencies that would be engaged by members" (key informant, RBA, Viet Nam)*

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At the same time, IOM worked with VAMAS in Viet Nam to build their capacity to promote ethical recruitment practice to members. IOM conducted two training courses directly to recruitment agencies that are VAMAs members.

Within the UN, although the thematic working group on migration has been inactive since 2020, a key informant confirmed that IOM was actively invited to provide input to law and policy advocacy workshops organized by ILO in Viet Nam. However, the evaluation could not establish whether the participation was from this or other IOM projects on ethical recruitment.

Finally, within a co-financing arrangement with the GFEMs project that was a product of this project and implemented by IOM and ILO as explained under impact section, the project successfully synchronized its efforts with policy advocacy activities related to ethical recruitment in Viet Nam.

## 4.6. Sustainability

Rating according to Evaluation Scoring Matrix: 3 - Good

The evaluation found good evidence demonstrating continuity of project benefits.

### To what extent are project results likely to be sustained in the long term?

- a. Did recruitment agencies, the governments of Nepal, the Republic of Korea and Viet Nam or businesses introduce or modify structures, resources, and processes to ensure that the benefits generated by the project continue once external support ceases?*

**Finding 1:** The evaluation found good evidence showing the project's engagement with companies such as Samsung, and partnerships created with RBA and a few PRAs in Nepal are likely to sustain the capacity building and promotion of ethical recruitment. The awareness created momentum on ethical recruitment among PRAs and businesses. The main challenge remains underlying factors mentioned before such as fewer employers willing to pay, insufficient laws in countries of origin and destination and a lack of sufficient awareness among migrant workers on their rights.

The follow-on partnership with Samsung for example, which is conducting training in its global chains is a lasting example of sustainability of some of the project's elements. However, with limited engagement with governments, it was not clear to what extent the IRIS Standard and CREST tools and guidance have been integrated within the recent laws and policies published in the three countries. UN and government key informants interviewed did not demonstrate clear familiarity with IRIS Standard or CREST tools and guidance. Understanding and ownership of these tools and guidance by government and stakeholders is key to the sustainability of project results.

There was uncertainty regarding whether the training materials developed by the project had been passed on to the PRAs, Samsung, and recruitment agencies. Although Samsung and a few PRAs are currently conducting training sessions for their staff and supply chains, it remains unclear which specific materials are being utilized. However, the evaluation did acknowledge some positive project outcomes that could ensure its long-term viability. For instance, the project created a practice guide for labour recruiters to implement ethical recruitment, which was co-financed in collaboration with the IRIS initiative and shared with interested PRAs in Nepal. The toolkit, known as Version 1.0, is accessible for use by all IOM staff in various country missions who have undergone training to become IRIS trainers.

- b. To what extent do the project partners have the capacity (technically, financially, and managerially) to continue delivering the project's benefits and services?*

**Finding 3:** As mentioned above and before, the evaluation found the existence of technical and financial capacity among companies that were willing to adopt ethical recruitment practices to continue with training. However, those with limited financial capacity like small enterprises and PRAs are unlikely to utilize and cascade knowledge or take steps to initiate IRIS certification. It can be assumed that with greater financial capacity, the knowledge and awareness raised will still benefit such companies in the long run.

## 4.7. Impact

Rating according to Evaluation Scoring Matrix: 3 –Good<sup>22</sup>

Was there any observed impact to migrant workers' lives (particularly concerning their labour rights, recruitment, and access to decent work)? Were these changes the same, or different, when disaggregated by gender?

**Finding 1:** The expected impact of this project would have been its influence on protection of migrant workers throughout the recruitment cycle, beginning with ethical recruitment practices from country of origin and protection of workers' rights in the workplace in the three project countries. The evaluator found some evidence of inroads made by the project to introduce IRIS and CREST guidance to companies and stakeholders in the Republic of Korea, and recruitment agencies through PRA associations such as NAFEA in Nepal, and work with RBA in Viet Nam. The project had a wide reach by bringing different stakeholders together such as MNEs, state-owned businesses, government counterparts, industry associations and UN agencies, raising awareness to the topic. The research paper "Policy Framework and Business Practices on Human Rights Management in the Republic of Korea", conducted by the project, revealed low levels of awareness on international standards among stakeholders, and companies in the Republic of Korea. The recent changes in national legislation in Nepal, Viet Nam and the Republic of Korea, signify the gap the project filled in laying the ground for stakeholders to engage in and implement ethical recruitment principles.

**Finding 2:** The greatest impact was observed in raising awareness levels among stakeholders in the three countries but also leveraging on partnership with ILO in Viet Nam that influenced improvements in the law on ethical recruitment. The collaboration between IOM, ILO and RBA to map stakeholders and engage well will recruiters and government in Viet Nam, left an observable footprint through the awareness raised. A key informant in Viet Nam acknowledged: *"In the past three to four years, there has been a change among recruiters about employer pays, and zero fees. If you talked about that five years ago, they would not listen. Due to the new law, the cost has been reduced. There is a party new directive talking about making costs transparent and the government is talking about reducing costs for migrant workers which was not like before."* (key informant, ILO, Viet Nam).

Did the project contribute to rights-holders (migrant workers) ability to enjoy their rights or duty-bearers ability to comply with their obligations?

a. *In what ways could the impact of the project have been increased or better captured?*

**Finding 3:** There was limited evidence of the project's effects on migrant workers' lives. As mentioned earlier, it would have been an ambitious expectation for a project of this size and design to achieve this. Despite the extensive dialogue with companies on ethical recruitment, few private sector stakeholders apart from Samsung in the Republic of Korea, and two recruitment agencies in Nepal took steps to initiate the IRIS certification process or implement ethical recruitment principles in their policies and practices that influence protection of migrant workers' rights. However, the project's impact can be seen in the shift in willingness by some companies such as Samsung that took concrete steps and cascaded the IRIS and CREST training sessions to staff among

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<sup>22</sup> Annex 4: Evaluation Scoring Matrix

their supply chains and began to undertake due diligence among PRAs and their global supply chains including in Malaysia, Viet Nam, and Nepal. A few companies in Nepal have also implemented changes in their recruitment practices:

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*“From the training we are now knowledgeable about this ethical recruitment and from the training and applying what we got. For example, we think that we are successful in ethical recruitment because we didn’t get any complaints from the workers and the employers” (key informant, Trust Overseas Nepal).*

*“Now from the training we learnt that documentation is very important. In the past for example, we could generally brief them, on no need to pay everything, but we did not have any paper, now we brief them and after the briefing we give them a paper and they sign that they fully understand about zero-cost and that they do not have to pay anything.” (key informant, Trust Overseas Nepal).*

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The project’s collaboration in Viet Nam and Nepal with IRIS from IOM headquarters was also groundbreaking. The evaluation found that this initiative enabled IOM to set the momentum on the issue of ethical recruitment in countries of origin and destination and build important partnerships. It has laid the ground for more programming on ethical recruitment in both countries by IOM. The collaboration with RBA to train companies on their code of conduct has created an entry point to strengthen discussions on the alignment with the IRIS standard and CREST guidance. Although companies did not immediately enroll in IRIS certification, after training seven out of 18 signed up for RBA programme according to a staff key informant in Viet Nam.

While migrant workers, in general, may not fully enjoy their rights, there is evidence to suggest that those recruited through companies like Samsung, with which IOM has engaged extensively through this project, are more likely to have their rights protected. Samsung has implemented various training programs for both its current staff and prospective employees, contributing to better working conditions and the protection of workers’ rights. For example, the company has initiated a women empowerment program called “HER” in Vietnam, Indonesia, and India.

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*“We have made a lot of changes. Before, staff did not know about modern slavery, and the kind of abuse that happens in supply chains. We provide them with toolkits. Multi-national companies audit us, with good feedback.” (key informant, Samsung).*

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There are recruitment agencies that are taking steps to be transparent about their recruitment practices. As mentioned by an IOM staff in Nepal:

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*“There is one recruitment agency I was impressed with; recently after operations resumed after the COVID-19 pandemic, they are promoting zero fee to Malaysia, through their social media Facebook page outlining what employers will take care of” (key informant, IOM staff, Nepal).*

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However, there is still a long way to go in realizing full protection for migrant workers’ rights, as there was limited information to show that the rest of the engaged MNEs, and PRAs were implementing the IRIS standard. The raised awareness among companies on human rights issues is likely to trigger further steps by companies to adopt ethical recruitment principles in their supply chains after the project ends.

The project has had a positive impact in Viet Nam, particularly in enhancing the adoption of a code of conduct, raising awareness about recruitment issues, and fostering engagement at the policy level. In South Korea,

companies, including Samsung, have become more conscious of these issues and have taken some actions. Furthermore, the project has been strategically significant and groundbreaking, leading to the initiation of complementary projects and partnerships. These include major initiatives supported by private sector entities such as RBA and the Walmart Foundation, as well as a complementary Fund project focusing on fair and ethical recruitment with the aim of achieving IRIS certification. Nepal played a vital role in piloting IRIS, offering valuable insights for the global rollout of IRIS. The evaluation revealed that Trust Oversees Nepal continued the rollout and pilot testing of IRIS with another Fund project. They completed mock auditing in 2022, although there were some non-compliance issues with IRIS standards.

As mentioned in efficiency and relevance section, and according to a key informant:

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*“[the project would have been a bit clearer in the beginning, what it was about and what the roles of other stakeholders would be then and then it would have perhaps been a little bit easier to implement and create more impact. The staff had to constantly find opportunities for meaningful engagement with stakeholders (key informant: IOM staff).”*

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More human and financial resources to forge strong linkages with key actors, including origin and destination countries, employers, and recruitment agencies and migrant workers associations could have made a difference.

## 5. CONCLUSIONS AND RECOMMENDATIONS

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### 5.2. Conclusions

The project was an ambitious but groundbreaking initiative that was designed and implemented at a time when ethical recruitment as a topical issue in the region and globally was gaining momentum. Although there was limited participation of migrant workers and government interlocutors in interviews, **the evaluation found the project to be highly relevant. Its results remain relevant to the current migrant workers' needs, recruitment agencies, multinational enterprises, and priorities of governments in the three countries of implementation.** The research paper on policy environment in the Republic of Korea and recent IOM Asia-Pacific migration data confirm the relevance of this project. The impact of the COVID-19 pandemic has exacerbated pre-existing human rights abuses in the recruitment industry and created risks for exploitation of migrant workers due to limited work opportunities at home and abroad. The project design and budget limitations, however, diminished its scope to engage relevant stakeholders to scale for a meaningful impact. Although the evaluation found alignment of the project with government priorities and beneficiary needs, the limited involvement of government departments, and migrant workers who are indirect beneficiaries, during design and implementation of the project weakened the impact and sustainability of the project. Ownership of the IRIS standard within government initiatives especially in Nepal and the Republic of Korea was not evident.

**The project made some efforts to mainstream gender and human rights in design and implementation.** By focusing on protection of migrant workers, the project was designed to directly address human rights and was in line with international normative conventions on human rights. It was designed to build capacity of businesses, PRAs and governments as duty bearers, though this was not sufficiently achieved as explained in the effectiveness section. Even though data was disaggregated by gender, and project outputs, such as research reports collected information on gender, there were no sufficient activities to bring gender transformative changes. For instance, societal norms in sending countries are mostly patriarchal and the labour markets are mostly gendered, especially the Republic of Korea businesses that require skilled workers in manufacturing and electronics sectors that mostly favor male workers. Apart from invitation of one organization representing migrant women, the voices on migrant workers were critically missing during project design and implementation. The evaluator could not interview migrant workers, as they were not accessible.

**Some progress has been achieved towards outcome one and two with limited progress towards the project objective.** Samsung company in the Republic of Korea, and two recruitment agencies in Viet Nam and Nepal that the project actively engaged with, have implemented zero fees in their recruitment practices, demonstrating willingness and taking steps to adopt ethical recruitment standards and practices, though by the time of evaluation, none of the engaged companies had met the required standards for IRIS certification. In the Republic of Korea, Samsung company has cascaded the trainings received from the project to staff in their global supply chains and has designed trainings to address specific needs of women including in countries of project implementation such as Viet Nam. The company actively conducts due diligence on companies in their supply chains. Two PRAS (one in Nepal and the other in Viet Nam) have also cascaded trainings to their staff and are applying zero recruitment fees. The PRA Trust Nepal Overseas has taken steps towards IRIS certification, although this is yet to meet the required standards. These conclusions are however based on limited information as most stakeholders and companies that were engaged were not willing to be interviewed or

grant access to their employees to be interviewed. In addition, the project did not have robust monitoring data on project outcomes.

Although most activities were concluded before the start of the covid pandemic, outcome three was not fully achieved, partly due to the COVID-19 pandemic and the limited engagement in Colombo Process TAWG activities. The outputs produced under the projects were either not approved by members states or shared with stakeholders. **There is therefore very insignificant progress towards the project objective** of contributing to the protection of labour rights and decent work for women and men migrant workers through ethical recruitment and fair labour/supply chain practices. It would be ambitious to expect a project of such scope to make a huge difference. Based on the theory of change, demand and supply factors ought to have been addressed in both countries of origin and destination to have an impact. It required a significant change in recruitment practices in countries of origin, adoption of ethical recruitment practices and protection of workers' rights among companies in destination countries; harmonization of recruitment policies in countries of origin and countries of destination, and empowerment of migrant workers. The willingness of relevant actors was a major assumption that needed to be met. The design and implementation of the project was not sufficient to achieve this. That said, **the project had a catalytic effect as it triggered the development of other projects that have led to significant results, demonstrating the project's impact.** The GFEMs project, a collaboration between IOM, RBA and ILO, is a good example of a project that was a product of the project, that supported the revision of a law in Viet Nam on recruitment.

**Although many PRAs have not taken significant steps to adopt ethical recruitment practices, the awareness raised by the project is a major footprint and impact of the project.** It has laid a major foundation upon which further programming on ethical recruitment has been anchored.

**The project achieved excellent internal and external synergies that leveraged existing resources and minimized duplication.** Use of CREST tools in capacity building was an example of such internal synergy. The project had strong collaboration with strategic actors such as RBA, national recruitment agency associations in Nepal and Viet Nam. The engagement with ILO was an important entry point to influence policy on ethical recruitment in Viet Nam, although it could have been strengthened by ensuring better understanding of IRIS by ILO and government stakeholders.

**The project could have been more efficient had it been completed on time and with sufficient resources.** Initially planned for 24 months, from 01 November 2017, the project was completed on 31 March 2021 after no-cost extensions. The COVID -19 pandemic delayed implementation of activities. Dropping or shifting physical meetings to online workshops reduced the level of engagement with stakeholders. The budget was not adequate to afford the technical capacity required for engaging stakeholders fully to achieve the desired results. Synergies with the CREST and GFEMS projects had positive results in terms of sharing tools and human resources, which led to successful results. However, some challenges were observed in the administrative burden of managing the two projects.

**The sustainability of the project has been mostly in the initiation of follow-up programmes on ethical recruitment, that have provided continuity of capacity building of companies that are willing to engage in ethical recruitment principles.** However, partial engagement of actors, excluding governments in the three countries, robust engagement of companies at senior level, and absence of the voice of migrant workers themselves was a gap that left no ownership of the project's results.



### 5.3. Recommendations

#### Recommendations for IOM country offices in the Republic of Korea, Nepal and Viet Nam

1. When designing ethical recruitment projects linked to the IRIS standard, IOM Viet Nam, Nepal and the Republic of Korea could narrow scope, expectations and set realistic outcomes for projects that engage businesses and PRAs to apply CREST guidance and the IRIS Standard in their policies and practices. IOM projects could be phased, so that a follow-up phase is dedicated to supporting PRAs with the IRIS certification process, so that projects do not end leaving PRAs half-way through the process. New projects could continue to build momentum created in introducing IRIS principles among PRA associations in Nepal and Viet Nam and enlist them into the IRIS certification programme. IOM in Viet Nam specifically, to continue engaging with VAMAS to move towards full adoption of the IRIS standards by its members.
2. Design targeted projects to increase opportunities for women migrant workers in the Republic of Korea. The women quota is marginal compared to men owing to requirements for physically demanding work in the Republic of Korea businesses. Programmes targeting women empowerment, could address structural challenges that deny women the benefits of labour migration.
3. While a corridor approach is good practice, there should be a comprehensive approach to target PRAs regardless of the corridor in migrant sending countries to potentially address challenges faced in non-targeted corridors. Most of the challenges identified from key informant interviews revealed high levels of exploitation and potential irregular migration to other corridors such as Malaysia and countries in the Middle East.
4. Engage government and strategic partners such as ILO, and RBA to increase understanding on IRIS which seemed to be perceived as an internal standard by some key informants. IOM in the Republic of Korea should continue to build trust and establish self as a broker between governments and enterprises to strengthen partnerships to increase self-regulation of companies to carry out due diligence in their supply chains.
5. For maximum impact, ethical recruitment programmes could be designed to include components for engagement of governments in both sending and receiving countries on one hand, businesses, PRAs, and support for empowering migrant workers on the other. If funding is limited, the scope could be narrowed, with a component to partner with other stakeholders, or projects that are working on the other components to ensure a holistic approach.
6. IOM should advocate for the harmonization of national recruitment policies, working towards enforcement of a zero fees policy to eliminate opportunities for exploitation. Recent policies still include some fees, which is a loophole for exploitation, and therefore do not provide incentives for PRAs to stop charging some fees to potential migrant workers. This should include strengthening existing policies by supporting governments to adopt recommendations from the reports the project produced such as: improving rating mechanisms, and enforcement of regulations on employers and PRAs to align with the IRIS Standard and utilize CREST tools and guidance. IOM Nepal could reinforce the adoption of the “employer pays principle” in the government legislation on “free visa-free ticket,” to ensure additional costs paid by migrant workers pre-departure are borne by employers.

7. Integrate migrant workers into project design and delivery of future projects. This could include strengthening workers associations to know their rights and providing their feedback and input to project implementation
8. Continue to engage and leverage the membership of countries of origin such as Viet Nam and Nepal in regional forums such as relevant ASEAN meetings or the Colombo Process Thematic Area Working Group (TAWG) on ethical recruitment to address gaps in legislation. It was not clear from the evaluation, how some of the gaps have informed similar projects currently being implemented.
9. Project staff should document and save monitoring information and results of monitoring activities, including monitoring data on output and outcome indicators in a common location such as SharePoint. Although progress reports showed progress on indicators, there were no records for monitoring of outcome results. Records of pre- and post- test, training reports, post training follow up are useful to assess application of knowledge.

#### **Recommendations for the IOM Development Fund**

10. Discuss staff costs prior to award, evaluate progress mid-point to ensure projects assign the right level of human resources for maximum impact. For projects requiring extensive consultation and high-level technical expertise and time commitment, consider reviewing the 30 per cent staff and office cost ratio to allow more staff budget and technical resources. There should be a realistic expectation on results based on intensity of technical assistance and engagement with stakeholders versus resources and duration of the project. Consider increasing overall budget for projects of this nature.
11. Respective governments in the Republic of Korea, Nepal and Viet Nam had a fringe role in design and implementation of the project. Ensure that the Fund's projects have high level representation, or a focal point from relevant government ministries participating in planning and implementation of project activities to ensure ownership and sustainability of results.

## ANNEXES

### Annex 1: List of Persons interviewed.

Name	Position	Organization	Gender	Country
Mr. Sujit Shrestha	Former General Secretary of NAFEA	NAFEA	Man	Nepal
Mr. Rabindra Kumar Neupane Mr. Robin Gurung	Chief Executive Officer	Trust Nepal Overseas	Man	Nepal
Ms. Kumari Bijaya Rai Sharestha	Founder and Executive Director	AMKAS	Female	Nepal
Mr. Khai Yau Chua/ Ke Ea Lim	Senior Program Manager	RBA	Man	Malaysia
Ms. Nguyen Thi Mai Thuy	National Project Coordinator	ILO	Female	Viet Nam
Mr Lee Juyoung	Global HR team, Senior Professional	Samsung Electronics	Man	Republic of Korea
Mr. Le Tuan Hung	Manager of International Labor Supply Centre	Hoang Ha Human Development Joint Stock Company (3HR)	Man	Viet Nam
Mr. Maximilian Pottler	Former Project Manager	IOM	Man	Viet Nam
Ms. Park Mihyung	Former IOM Republic of Korea COM, Current IOM Viet Nam COM	IOM	Female	Viet Nam
Ms. Nguyen Huong	IOM Viet Nam National Programme Officer	IOM	Female	Viet Nam
Ms. Purnima Limbu Palunga	IOM Nepal National Programme Officer	IOM	Female	Nepal
Mr. Chiranjivi Baral	Executive director	Nepal Institute of Development Studies	Man	Nepal
Ms. Allesia Castelfranco	IOM Development Fund focal point	IOM Development Fund	Female	Switzerland
Mr Kabira Upreti	Nepal Ministry of labour	Government Official	Man	Nepal

## Annex 2: List of documents reviewed

- The project proposal, budget and donor agreement
- Project output documents
- Available donor reports (interim and final)
- IOM MIGOF and Regional Strategy
- Relevant SDG targets
- Relevant GCM objectives
- RBC Workshop in Arusha: 17-18Oct 2017\_Presentation on the UN Guiding Principles by Dante Pesce CV
- 2021-AP-Migration-Data-Report
- Vietnam law no: 69\_2020\_QH14\_460518
- Abu-Dhabi-Dialogue-Senior-Officials-Meeting-Final-Report
- Project document: Annex 1\_ROK\_Paper\_Laws Policies and Practices
- ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers
- Global Compact for Migration
- UN Guiding Principles on Business and Human Rights
- Migrant Workers Convention 1975
- IOM Labour Mobility and COVID-19 Issue Brief 2 - The impact of COVID-19 on labour mobility in Asia and the Pacific
- IRIS Standard Report
- IOM note on Labour Migration and Ethical Recruitment in Asia-Pacific
- Vietnam Party Directive 20 on Labour Migration
- SDG Resource Document Targets Overview
- SRF Indicators (EN)- February 2023
- The Montreal Recommendations
- Vulnerabilities And Risks of Exploitation Encountered By Vietnamese Migrant Workers - Research Brief - 31 A
- Vulnerabilities-and-Risks-of-Exploitation Full report
- Nepal 2022 Labour Migration Report

## Annex 3: Evaluation Matrix

Question	Secondary Lines of Enquiry	Indicators	Data Sources	Method	Analysis and assessment
<b>Relevance</b>					
To what extent did the project respond to the needs and priorities of migrant workers and the target beneficiaries (private sector recruitment agencies, the governments of Nepal, the Republic of Korea and Viet Nam, and businesses that have migrant workers in their global supply chains) global priorities, normative frameworks as well as IOM strategies (including IOM's Development Fund), especially with regards to migrants' rights and gender equality?	<p>To what extent were government, stakeholders and migrant workers consulted and involved in design and implementation of the project?</p> <p>Did the project align with the priorities of the key stakeholders?</p> <p>To what extent was a gender and a human rights-based approach mainstreamed into the project design, and was it appropriate to the context? does this meet the needs identified?</p>	<p>Alignment of programme goals with member state, social partners, migrant representative groups, and donor priorities.</p> <p>Evidence of consultation, and input of duty bearers and rights holders</p> <p>Evidence of gender needs assessments being considered in the programme design and implementation.</p> <p>Evidence of human rights principles of participation, equality and non-discrimination, rule of law, transparency etc. considerations in project design such as clear identification of rights holders and duty bearers and strategies for empowerment at project design etc.</p>	<p>Programme documents TAWG Meeting Minutes Interviews Government, Social Partners, Migrant Representative Organizations, Donor</p>	<p>Document review KIs</p>	<p>Qualitative Content Analysis of relevant national and donor policy documents. Thematic analysis and triangulation of interview data showing relevance to various stakeholder needs.</p> <p>GRES</p> <p>Assessment of human rights principles in line with IOM M&amp;E guidelines</p>
	<p>Are the interlinkages in the theory of change clear and valid? Were there breakdowns in implementation which could have impacted the overall goals of the programme?</p> <p>Was the theory of change understood by the stakeholders? Were the Result matrix indicators appropriate and SMART? Have risks remained valid and were they managed effectively to realize anticipated results?</p>	<p>Evidence of connection between the activities and the various pathways of change in the theory of change</p> <p>Evidence of risk management plan</p>	<p>Programme documents Key stakeholders Project staff Government, Social Partners, Migrant Representative Organizations, Academics</p> <p>Risk register Progress reports Project staff</p> <p>Key stakeholders (Government, recruiters</p>	<p>Document review KII</p>	<p>Qualitative content analysis of theory of change, risk matrix, logframe, assumptions list</p>
	<p>Was the programme consistent with the goals of the SDGs and GCM?</p> <p>Is the programme aligned with relevant international normative frameworks? Did the programme align with the core international business and human rights treaties and other universal human rights mechanisms?</p>	<p>Alignment of programme with SDGs, MiGOF, GCM, ILO conventions, CEDAW, ICRMW, UNCRPD, APEC, ASEAN, SAARC policies, and Abu Dhabi Dialogue and others</p>	<p>Programme documents International framework documents Government Officials Project staff</p>	<p>Document review KIs</p>	<p>Qualitative Content Analysis of international normative frameworks and project documentation.</p>

<p>To what extent did the project respond and adapt appropriately and according to the priorities and needs of stakeholders within the shifting and dynamic context at regional and country levels, including the COVID-19 pandemic?</p>	<p>How did the programme adapt to the COVID-19 pandemic?</p> <p>Has COVID-19 changed the priorities of different stakeholders?</p> <p>What other changes in external environment/priorities of stakeholders were experienced and to what extent did the project adjust to remain relevant?</p>	<p>Documented evidence of adaption to COVID-19 and various geo-political crises</p> <p>Evidence of reviewing key stakeholder needs as the programme progressed</p>	<p>Programme documents Key stakeholders Recruiters and Businesses, Government, Social Partners, Migrant Representative Organizations</p>	<p>Document review Kills</p>	<p>Assess measures taken to adapt the programme to changing priorities.</p>
<b>Coherence</b>					
<p>To what extent did IOM use and facilitate interlinkages with its partners (Ministries and Departments of Labour in sending and receiving countries; labour recruiters; recruitment associations; public employment services; and civil society organizations) as well as other relevant external stakeholders (UN agencies, business associations) to maximize synergies and reduce duplication?</p>	<p>What synergies exist between this programme and other projects/programmes implemented by IOM, government and other agencies?</p>	<p>Evidence of use of different IOM/other agency resources</p> <p>Examples of coordination with other regional projects: GFEMS funded project in Viet Nam, CREST, etc.</p>	<p>Programme documents TAWG members; CREST staff, other relevant programme as captured from interviews</p>	<p>Document review Kills</p>	<p>Qualitative Content Analysis of programme documents. Thematic analysis and triangulation of interview data showing coherence and synergies between participating UN Organizations.</p>
<b>Effectiveness</b>					
<p>To what extent were the project's targeted outcomes and objective achieved?</p>	<p>Have migrants' rights been protected throughout labour migration cycle: recruitment/and working environment To what extent have businesses in the Republic of Korea updated their policies and practices in line with IRIS and CREST guidance? What factors promote/hinder adoption/implementation?</p> <p>Do recruiters in countries of origin observe IRIS and CREST guidance and guidelines in their recruitment practices?</p> <p>Have relevant regional initiatives such as the Colombo Process used the findings on best practices for promoting regulatory harmonization of recruitment intermediaries within the countries of origin and with countries of destination?</p>	<p># action plans developed/operationalized to facilitate implementation of policies on ethical recruitment</p> <p>Examples/evidence that migrants are protected from exploitation in project countries.</p> <p>Evidence of Businesses taking measures to implement ethical recruitment or other sustainable supply chain practices, including those that address gender equality and women's empowerment in the recruitment process and in the workplace.</p> <p>Evidence of recruiters in Viet Nam and Nepal subscribing to more ethical business models in accordance with national policies and the IRIS Code of Conduct, including the gender dimension</p>	<p>Progress reports against results matrix; government policies and strategies; Businesses/businesses policies and strategies KII with project staff,</p> <p>Key stakeholders including rights holders if possible; businesses, recruiters, migrant organizations; business associations.</p> <p>Colombo Process TAWG members</p>	<p>Document review KII (outcome harvesting)</p>	<p>Analysis of work plan against outputs</p>

		<p>Evidence of labour recruiters in Nepal and Viet Nam adopting or modifying their recruitment standard and practices in line with IRIS and CREST guidelines, including with regard to gender sensitivity.</p> <p>Examples of recruitment practices aligned to IRIS and CREST guidelines.</p> <p># recommendations endorsed regarding cooperation, with regard to IRIS Standards and the need for creating industry-led support for ethical recruitment</p>			
<p>What worked or didn't work and why? What could have been done differently? What were the factors of success both at the policy and operational level? What were the challenges?</p>	<p>What were the strengths, weaknesses, opportunities, and threats of the programme?</p> <p>Are there any lessons learnt and good practices to be applied in future programming.</p> <p>How well were risks managed throughout the project?</p> <p>To what extent were the needs of different genders met in the development of tools and services? Were there groups that were left behind?</p>	<p>Evidence from data collected for other questions of key enabling factors and challenges of the programme.</p> <p>Documentation of what worked/did not work.</p> <p>Examples of lessons learnt and good practices from implementation including in addressing gender inequality.</p> <p>Evidence of risk management (as above under relevance)</p> <p>Evidence of gender equality considerations in project activities and products such as research and assessments</p>	<p>Data from other questions project staff Government Officials</p> <p>Case study</p> <p>Progress reports</p>	<p>Data analysis KII</p> <p>Document review</p>	<p>Thematic analysis of interview data GRES</p>
<b>Gender and human rights mainstreaming</b>					
<p>To what extent is the programme identifying, reaching and responding to the priorities and needs of the most excluded groups of women migrant workers, including women with disabilities and other marginalized groups?</p>	<p>Has the programme identified what their needs and priorities are and how they differ from other groups' priorities and needs?</p> <p>To what extent are women's voices and agency promoted through the programme?</p>	<p>Evidence of involvement of representative groups in decision making processes</p> <p>Evidence of needs assessments</p> <p>Meeting minutes showing involvement of migrant women's groups.</p>	<p>Programme documents Migrant Representatives Trade Unions Participating UN Organization Gender and Diversity Experts</p>	<p>Document review KII</p>	<p>Thematic analysis of interview data GRES</p>

<p>To what extent is the programme applying a rights-based approach in its implementation (inclusive, participatory, transparent, etc.)?</p>	<p>Is broad participation (of different groups and meaningful consideration of each group's input) promoted during the programme? Do representative groups have the opportunity to guide the direction of the programme and involvement in individual activities? Are issues of non-discrimination for other groups such as persons with disabilities addressed through the programme?</p>	<p>Meeting minutes showing involvement of different groups. Existence of feedback loops</p>	<p>Programme documents Government, Social Partners, Migrant Representative Organizations</p>	<p>Document review KIs</p>	<p>Qualitative Content Analysis of programme documents. GRES</p>
<b>Efficiency</b>					
<p>How efficient was the management of the project (including coordination modalities, allocation of human, physical and financial resources implementation processes, and monitoring)? What improvements could have been made?</p>	<p>Were the results achieved in a timely manner? What factors promoted or inhibited adherence to the implementation schedule?  In what ways did project partners or beneficiaries make contributions to the project, and how did this support the project's efficiency?  Did the project leverage the expertise and resources of other IOM projects?  What was the planned vs actual expenditure?  Did the project management capacities and structure (including the operational/implementation arrangements and communication structure) facilitate good results and efficient delivery?  Was there an effective mechanism for collecting disaggregated programme monitoring data?</p>	<p>Evidence of value for money being considered.  Evidence of coordination and contributions from partners and beneficiaries  Evidence of fidelity to the workplan  Planned vs actual outputs. Communication SOP or similar Evidence the M&amp;E plan or system Updated log frame and progress reports</p>	<p>Programme documents Project staff</p>	<p>Document review KIs</p>	<p>Analyze against efficiency principles  Assess measures to improve coordination and use of existing resources. Analyze M&amp;E system</p>
<b>Impact</b>					
<p>Was there any observed impact (change) to migrant workers' lives (particularly concerning their labour rights, recruitment and access to decent work)? Were these changes the same, or different, when disaggregated by gender?</p>	<p>Was there any observed impact to migrant workers' lives (particularly concerning their labour rights, recruitment, and access to decent work)? Were these changes the same, or different, when disaggregated by gender?  What policy level changes have been achieved by the end of the programme?  Did the project contribute to rights-holders (migrant workers) ability to enjoy their rights or duty-bearers ability to comply with their obligations?</p>	<p>Evidence of commitment by policy makers/  Perceptions of migrants/representatives on improved rights protection  Businesses to consider policy changes.  Evidence of changes in lives, particularly to female migrant workers among sectors most affected in terms of access to decent work and protection from rights abuses</p>	<p>Programme documents Project staff Government officials Businesses Recruiters Partners TAWG Members Migrant associations</p>	<p>Document review (Government, Global, national, regional migration reports)  KIs</p>	<p>Analyze project results for evidence of impact</p>



	In what ways could the impact of the project have been increased?				
<b>Sustainability</b>					
To what extent are the project results likely to be sustained in the long term?	<p>Did recruitment agencies, the governments of Nepal, the Republic of Korea and Viet Nam or businesses introduce or modify structures, resources and processes to ensure that the benefits generated by the project continue once external support ceases?</p> <p>To what extent do the project partners have the capacity (technically, financially and managerially) to continue delivering the project's benefits and services?</p>	<p>Evidence of ownership of project results among, governments, businesses and recruitment agencies</p> <p>Evidence of continued capacity building within businesses, both private and public using project tools, resource and financial commitments towards aligning recruitment practices to IRIS standards.</p>	<p>Programme documents</p> <p>Project staff</p> <p>Government officials</p> <p>Partners</p> <p>TAWG Members</p>	Document review KIs	<p>Analyze project results for evidence of sustainability</p> <p>Assess measures taken for sustaining project results</p>

## Annex 4: Evaluation Scoring Matrix

CRITERIA / OECD DEFINITION	DIMENSIONS MEASURED	1- Poor	2-Adequate	3 - Good	4 - Very good	5 - Excellent
<b>RELEVANCE</b>	Level of alignment with national priorities, strategies, policies, global commitments and IOM/Fund priorities/criteria.	Project is not aligned with national priorities, strategies, policies, global commitments and IOM / Fund priorities/criteria.	Project is only partially aligned with national priorities, strategies, policies, global commitments and IOM / Fund priorities / criteria.	Project is mostly aligned with national priorities, strategies, policies, global commitments and IOM / Fund priorities/criteria.	Project is aligned with national priorities, strategies, policies, global commitments and IOM / Fund priorities/criteria.	Project is well aligned with national priorities, strategies, policies, global commitments and IOM / Fund priorities/criteria.
The extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.	Level of evidence that beneficiaries and stakeholders were involved in project design.	No evidence that beneficiaries and stakeholders were involved in project design.	Adequate evidence that beneficiaries and stakeholders were involved in project design but with many limitations.	Good evidence that beneficiaries and stakeholders were involved in project design but with some limitations.	Very good evidence that beneficiaries and stakeholders were involved in project design.	Excellent evidence that beneficiaries and stakeholders were significantly involved in project design.
	Existence of needs assessment.	No needs assessment carried out.	Very limited or no needs assessment carried out.	Limited needs assessment carried out.	Needs assessment carried out.	Needs assessment carried out.
	Level of integration of human rights and gender equality within the project design and implementation.	No integration of human rights and gender equality within the project design and implementation.	Little or no integration of human rights and gender equality within the project design and implementation.	Some integration of human rights and gender equality within the project design and implementation.	Strong integration of human rights and gender equality within the project design and implementation.	Very strong integration of human rights and gender equality within the project design and implementation.

CRITERIA / OECD DEFINITION	DIMENSIONS MEASURED	1- Poor	2-Adequate	3 - Good	4 - Very good	5 - Excellent
<b>VALIDITY OF PROJECT DESIGN</b>	The validity and logic of the project design as seen in the results matrix (RM).	Poor vertical logic of the RM (assessing quality of results-formulation as well as linkages between objectives, outcomes and outputs).	Adequate vertical logic of the RM (assessing quality of results-formulation as well as linkages between objectives, outcomes and outputs).	Good vertical logic of the RM (assessing quality of results-formulation as well as linkages between objectives, outcomes and outputs).	Very good vertical logic of the RM (assessing quality of results-formulation as well as linkages between objectives, outcomes and outputs).	Excellent vertical logic of the RM (assessing quality of results-formulation as well as linkages between objectives, outcomes and outputs).
		Poor horizontal logic of the RM (inter alia indicator quality)	Adequate horizontal logic of the RM (inter alia indicator quality)	Good horizontal logic of the RM (inter alia indicator quality).	Very good horizontal logic of the RM (inter alia indicator quality)	Excellent horizontal logic of the RM (inter alia indicator quality)
		Indicators do not match the respective result and therefore do not measure progress adequately against the respective result.	Only some (or few) Indicators match the respective result and measure progress adequately against the respective result.	Indicators match well the respective result and measure well progress adequately against the respective result with some limitations.	Indicators match well the respective result and measure well progress adequately against the respective result with very few limitations.	Indicators match well the respective result and measure well progress adequately against the respective result.
		Baselines and targets are inappropriate and unrealistic.	Most baselines and targets are inappropriate and unrealistic.	Baselines and targets are appropriate and realistic, with some limitations.	Baselines and targets are appropriate and realistic, with very few limitations.	Baselines and targets are appropriate and realistic.
		No assumptions are described.	No assumptions are described or very few.	Assumptions are described, but more could have been foreseen.	Assumptions are described.	Assumptions are described.
<b>COHERENCE</b> <i>HOW WELL DOES THE INTERVENTION FIT?</i>	Extent of compatibility and coordination with other interventions of the sector.  The compatibility of the intervention with other interventions in a country, sector or institution.	Poor coherence with other IOM projects; relevant staff not aware of other IOM projects within the country and at other IOM missions.	Adequate coherence with other IOM projects; relevant staff aware of other projects but little or no contact.	Good coherence with other IOM projects; relevant staff aware of each other's projects and are in contact.	Very good coherence with other IOM projects demonstrated through coordination between projects.	Excellent coherence with other IOM projects demonstrated through working together, possible joint activities and sharing resources.
		Poor coherence with relevant external interventions as demonstrated through IOM staff not aware of them.	Adequate coherence with relevant external interventions as demonstrated through IOM staff being knowledgeable of some interventions but not all relevant.	Good coherence with relevant external interventions as demonstrated through IOM staff being knowledgeable of them.	Very good coherence with relevant external interventions as demonstrated through contact between IOM and interventions' staff.	Excellent coherence with external relevant interventions as demonstrated through coordination meetings and possible joint activities.

CRITERIA / OECD DEFINITION	DIMENSIONS MEASURED	1- Poor	2-Adequate	3 - Good	4 - Very good	5 - Excellent
<p><b>EFFECTIVENESS</b> <i>IS THE INTERVENTION ACHIEVING ITS OBJECTIVES?</i></p> <p>The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.</p>	Extent to which the project objective and outcomes were achieved.	Poor or no evidence that the project activities were translated into short- & long-term results. Evidence of unintended negative results.	Some satisfactory evidence that the project produced positive effects. Evidence of unintended negative results.	Good evidence that the project produced good positive effects. Few negative unintended effects.	Strong evidence that the project produced very good positive effects. Few negative or no unintended effects identified.	Excellent evidence the project achieved more than set targets including unintended positive changes.
		Project objective and outcomes not achieved.	Project objective and outcomes partially or not achieved.	Project objective and outcomes partially achieved.	Project objective and outcomes partially or mainly achieved.	Project objective and outcomes mainly or fully achieved.
	Effectiveness of collaboration and coordination with partners and stakeholders.	Collaboration and coordination with partners inadequate and evidence of negative impact on results.	Collaboration and coordination with partners inadequate.	Collaboration and coordination with partners effective with some limitations.	Collaboration and coordination with partners effective with very few limitations.	Collaboration and coordination with partners effective.
	Evidence of involvement of beneficiaries in project processes.	No involvement of beneficiaries in the project processes.	Very limited Involvement of beneficiaries in the project processes.	Involvement of beneficiaries in the project processes but with some limitations.	Involvement of beneficiaries in the project processes but with very few limitations.	Involvement of beneficiaries in the project processes.
	Resilience/agility to manage and monitor risks, or unexpected internal/external factors.	Risks/unexpected factors not managed/monitored adequately.	Risks/unexpected factors partially managed/monitored.	Risks/unexpected factors were managed/monitored.	Most risks/unexpected factors were well managed/monitored.	All risks/unexpected were very well managed/monitored.
<p><b>EFFICIENCY</b> <i>HOW WELL ARE RESOURCES BEING USED?</i></p> <p>The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.</p>	Economic use of resources (human, physical and financial).	Little evidence of efficiency; results disproportionate with resources invested.	Only some evidence of appropriate use of resources but some results could have been achieved with less budget or fewer resources.	Evidence of good use of resources and noticeable efforts to choose cost-effective interventions and approaches.	Very good evidence that results proportionate with resources invested.	Excellent use of resources. Strong evidence that the project resources used are proportionate to the results generated.
		Under 60% use of budget.	Less than 70% use of budget.	At least 70% use of budget.	At least 80% use of budget.	At least 90% use of budget.
	Timeliness of interventions (ability to stick to project timeline).	One or more no-cost extensions.	One or more no-cost extensions.	One or no no-cost extension.	No no-cost extensions.	No no-cost extensions.
Respects reporting requirements.	Project reports not submitted to PRIMA on time (with delays between 4 weeks and more).	Most project reports submitted to PRIMA late (with delays between 2 weeks and more).	Most project reports submitted to PRIMA on time (within 1-2 weeks delay).	All project reports submitted to PRIMA on time.	All project reports submitted to PRIMA on time.	

CRITERIA / OECD DEFINITION	DIMENSIONS MEASURED	1- Poor	2-Adequate	3 - Good	4 - Very good	5 - Excellent
<b>IMPACT</b> <i>WHAT DIFFERENCE DOES THE INTERVENTION MAKE?</i>	The significance of short- and long-term effects and changes of the project.	No positive short- or long-term incidences of effects/changes of the projects identified.	None or very few positive short-term incidences of effects/changes of the projects identified; no indications of potential long-term results.	Positive short-term incidences of effects/changes of the projects identified; some indications of potential long-term results.	Positive short- and long-term incidences of effects/changes of the projects identified; impact looks significant but too early to be sure.	Positive short- and long-term incidences of effects/changes of the projects identified and estimated to have significant impact (e.g. policy in place, practices changed, etc.).
	The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.	Negative effects/changes of the project identified with potential negative impact (e.g. project delay policy process, reputation of IOM negatively affected by project, raised expectations of beneficiaries by project, etc.).	Negative effects/changes as a result of the project identified.	Insignificant or no negative effects/changes of the project identified.	Insignificant or no negative effects/changes of the project identified.	No negative effects/changes of the project identified.
<b>SUSTAINABILITY</b> <i>WILL THE BENEFITS LAST?</i>	Temporality/ permanence of outcomes achieved.	No evidence of sustainability in the design, implementation, and results.	Little evidence of sustainability in the design, implementation, and results.	Good evidence of sustainability in design, implementation, and results.	Strong evidence of sustainability in design, implementation, and results.	Excellent evidence of sustainability in design, implementation, and results.
	The extent to which the net benefits of the intervention continue, or are	Processes and deliverables of the project not generating benefits.	Processes and deliverables of the project generating very few results.	Processes and deliverables of the project are still generating a few results.	Processes and deliverables of the project are still generating some results.	Processes and deliverables of the project are still generating results.
	Extent to integration of project in national/local structures.	No evidence of integration of project processes/deliverables in national/local structures.	Little evidence of integration of project processes/deliverables in national/local structures.	Evidence of integration of project processes/deliverables in national/local structures with some limitations.	Evidence of integration of project processes/deliverables in national/local structures with very few limitations.	Evidence of integration of project processes/deliverables in national/local structures.
	Existence of follow up projects/mechanisms and hand- over.	No evidence of an officially documented hand- over / follow-up plan or actions.	Little evidence of an officially documented hand- over / follow-up plan or actions.	Evidence of an officially documented hand- over / follow-up plan or actions but with limitations.	Evidence of an officially documented hand- over / follow-up plan or actions.	Evidence of an officially documented hand- over / follow-up plan or actions.
	Evidence of resources within IOM and/or partners to continue to deliver project benefits.	No consideration of resources within IOM and/or partners for the continuity of the project results.	Little consideration of resources within IOM and/or partners for the continuity of the project results.	Consideration of sources within IOM and/or partners for the continuity of the project results.	Consideration of resources within IOM and/or partners for the continuity of the project results.	Consideration of resources within IOM and/or partners for the continuity of the project results.