Centre of Excellence for Development Impact and Learning

March 2022

Design Paper 4

Gender-Sensitive Risks and Options Assessment for Decision Making (ROAD) to Support WiF2

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About this design paper

This design paper was submitted to CEDIL by the "Gender-Sensitive Risks and Options Assessment for Decision Making (ROAD) to Support WiF2" Project L. 394 team.

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Suggested citation: Abdulrahim, S. (2022) 'Gender-Sensitive Risks and Options Assessment for Decision Making (ROAD) to Support WiF2, CEDIL Design Paper 4. Centre of Excellence for Development Impact and Learning (CEDIL), London and Oxford.

This project was funded by the Centre of Excellence for Development Impact and Learning (CEDIL), supported by UK aid from the UK Government. The views expressed in this research project paper do not necessarily reflect the UK Government's official policies or CEDIL.

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RESEARCH DESIGN PAPER:

Gender-Sensitive Risks and Options Assessment for Decision Making (ROAD) to Support WiF2

1. INTRODUCTION AND POLICY RELEVANCE

Evidence on the number of people affected by forced labour and trafficking is scant (Feingold 2005). Sustainable Development Goal 8.7 specifically aims to eradicate forced labour, modern slavery and human trafficking by 2030 and monitoring efforts toward eradication are being put in place. This evaluation will support the DFID funded program Work in Freedom Phase 2 (WiF-2) which aims "to reduce vulnerability to trafficking and forced labour of women and girls across migration pathways leading to the care sector and textiles, clothing, leather and footwear industries (TCLFI) of South Asia and Arab States" (TOC WiF-2). WiF-2 which runs from 2018 to 2023, aims to reach at least 350,000 women and girls at source in India, Nepal, and Bangladesh, and at destination in Oman, Bahrain, Lebanon and Jordan[1].

The International Labour Organization (ILO), implementer of Work in Freedom Phase 1 and 2, suggests three dimensions to forced labour- unfree recruitment; work and life under duress; and impossibility to leave employer. Forced labour exists if any one of these three dimensions exists. Trafficking also includes debt bondage and involuntary child labour. While there are many other definitions in use, we will use the official definitions of ILO to assess the impact of WiF-2 and the potential of additional interventions to support WIF's mandate. We will also utilise a gendered political economy lens to question how gendered division of labour devalues migrant women's work in the care and garment sectors, which might compound migrant women's vulnerability at origin and destination countries.

WiF2's ILO operates in countries of origin of migration flows from South Asia to the Middle East (Bangladesh and Nepal as well as India) and in host countries of migrants (Jordan and Lebanon). In Bangladesh and Nepal, collaborating NGOs are providing training for women who express interest to migrate focusing on alternative livelihood opportunities as well as on empowerment, human rights and risks associated with international migration. Moreover, ILO is working with the government on improving recruitment practices and ILO is implementing studies for learning purposes. The key impact indicators for ILO for these activities are "At least 240,000 women with an increased knowledge and/or skills". Key additional indicators include changes in recruitment practices and a change in the discourse on women's migration, an increase in the number of workers recruited through improved practices and strengthened laws, policies, practices and systems for social protection, safe labour migration and decent work for women. In Lebanon, where many migrants from South Asia work as domestic workers and in Jordan, where women migrants tend to work in the garment sector, ILO is supporting freedom of association centers where migrants can come for legal and other assistance and also meet up with other migrants. ILO is also directly working with the governments of Jordan and Lebanon on improving migrant worker

[1] Recent funding cuts have led to the removal of the potential expansion to Bahrain and Oman.

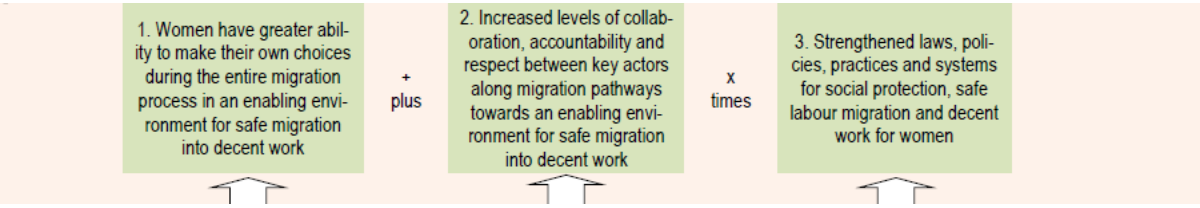
conditions. Here key indicators related to the outcome of women having greater ability to make their own choice relate to the number of cases of where women are able to collectively negotiate fair and equal wages, as well as changes in recruitment practices, and strengthened laws, policies, practices and systems for social protection, safe labour migration and decent work for women. Finally, ILO is implementing studies and assessments to improve the discourse and increase learnings on women's migration.

Of note, ILO/WiF2 focuses on all migrants in hosting countries, i. e. activities focus on women and men migrants, as well as on all countries of origin; in countries of origin, ILO/WiF2 focuses on districts with high outmigration, but does not focus on migrating women; the focus is to improve livelihood conditions regardless of intention to migrate.

STUDY GOALS

The three key outcomes supporting WiF-2's overall goal are shown in Figure 1. The evaluation will focus on outcomes 1 and 2. However, where evaluation findings relate to changes in policies and laws that WiF-2 is seeking, that is, outcome 3, linkages will be made. Activities under outcome 3 will also directly link to workstream 1 on the enabling environment of migration and workstream 6 on WiF's work on freedom of association, that are discussed in more detail in subsequent sections.

Figure 1: Outcomes that WiF-2 aims to achieve.



While the program also operates in India- focusing on internal migration and India as a destination country of migrants from Nepal- the focus of this evaluation is on migration from Nepal and Bangladesh to Jordan and Lebanon, as this is also the main focus of FCDO.

The evaluation components respond to specific needs and suggestions identified by DFID and ILO. These include:

a. Focus on the entire migration pathway (given the focus of previous evaluations on assessing activities at country of origin);
b. Focus on collection of quantitative data where such data have not yet been collected;
c. Support to Theory of Change (ToC), including the monitoring for need of change/revision to the ToC; and
d. Identification of indicators of the enabling environment of migration pathways that can be monitored by selected migration stakeholders.

Furthermore, the evaluation was designed to complement past and planned evaluation activities by ILO. As quantitative data had been collected in Nepal under WiF-1 in the past, we will focus on quantitative data collection in Bangladesh. ILO has planned surveys of employers in destination countries; hence we will not carry out new quantitative surveys of employers but will instead implement additional analyses using existing data. Since, WiF 1 and 2 are largely similar—the main change is a shift of activities toward destination countries—we can assess impacts over a longer timeframe.

KNOWLEDGE CONTRIBUTION

Until recently, the literature on women migrants from South Asia to the Middle East has been limited in scope. Articles published on this group have primarily focused on the Kafala system in destination countries (Khattab et al, 2020; Pande, 2013) and women's experiences with abuse and exploitation (Pande 2013). Although this focus is vital for international (and local) organizations that advocate on behalf of migrant workers and strive to provide them with better protections, there is great need as well to expand knowledge on gender and migration through a global political economy framework (Briggs, 2014).

The study plans to make three major contributions within a Risks and Options Assessment for Decision Making (ROAD) process (Figure 2) that might lend itself to further inquiries: The first is a focus on the role of women's empowerment along the migration pathway, that is both, in countries of origin and in host countries. Our hypothesis is that women's empowerment as it relates to their spouses or other decision-maker's empowerment in the country of origin will affect their decision to migrate as well as their migration experience. We will use a mixed methods approach to address this question both qualitatively and quantitatively.

The second contribution is related to the first contribution on women's empowerment, honing in on the role of social networks or collective agency that women have both in countries of origin and particularly in destination countries. We hypothesize that stronger collective agency and networks of women lead to more positive migration experiences.

The third contribution to the current state of knowledge on gender and migration lies in the study's focus on the migration pathway rather than only on conditions that impact women migrants in sending or destination countries. This expanded focus stands to generate a more realistic portrait of migrant women's experiences as they prepare for migration, during the migration process, in the destination country, and following their return home. Trafficking is a process, not an event, and can only be understood through examining the migrant's interaction with a network of individuals who organize the process, including brokers in origin and employers in destination countries. (Tinti and Teitand 2018; Kern and Müller-Böker 2015; Bajracharya and Sijapati 2012). Similarly, forced labour is not merely a one-time occurrence but a progressive coercive relationship (Romero 2018). These three contributions will be combined in the development of a Women's Empowerment in Migration Index (WEMI) (see also below).

Figure 2: Risk and Options Assessment for Decision Making (ROAD) process

Source: FE2W Network (2019).

POLICY RELEVANCE

Several of our hypotheses support policymaking. The key hypothesis among these is that strengthening women's empowerment will reduce their vulnerability to forced labour and trafficking. ILO's outcome 1 indicator focuses on women's empowerment as a key intervention area (see attachment 1 for all indicators). Empowerment here relates to three areas: empowerment within families in country of origin, empowerment during the migration process and empowerment during work in the host country.

Our evaluation, including the development of the Women's Empowerment in Migration Index, will help support this intervention area and generate a new tool that we hope will be widely used in the migration field, following further testing.

A second hypothesis is that stronger collective agency and networks of women lead to more positive migration experiences. Based on our qualitative study of such centres, we expect increased uptake of this measure in other countries in the Middle East. Moreover, we plan to assess the role of social networks of migrant women's in relation to women's experiences of vulnerability to trafficking in forced labour beyond the freedom of association centres in Lebanon. Again, any learnings from this study can be used for policymaking in other countries as well.

A third hypothesis is that migrant women need support across the entire migration chain, that is, not only in countries of origin and host countries, but also during migration and upon return. ILO's mandate does not relate to returnees, but any findings could be brought into the policy process.

Finally, we are developing key learnings in relation to the impact of Covid-19 on women migrants that are directly relevant for policy, given the expanded duration of Covid-19 in both South Asia and the Middle East as well as the likelihood of future shocks and stresses for which Covid-19 learnings can also be used. While much of the past focus on vulnerability has been focused on working conditions in receiving countries, in addition to deceptive recruitment practices in countries of origin (Bajracharya and Sijapati, 2012; SWiFT, 2017), COVID-19 has added new sources of vulnerability in countries of origin as returning migrants can face stigma and discrimination. Given the global scale of COVID-19 and its effects on all countries, this will be one of the first studies to look at the effects of COVID-19 on women migrants in these difficult contexts. COVID-19 also adds methodological innovations as for part of the research period, online forms of surveys and interviews will be required.

Aside from COVID-19, the study is greatly needed because of the difficult economic, political, and policy contexts in both origin and destination countries. In the Arab region as a whole, even during times of economic growth and political stability, migration policies have been structured around short-term labour needs at the neglect of migrants' rights. The two destination countries in the study, Lebanon and Jordan, have, moreover, been experiencing heightened political and economic challenges where the rights of migrant workers became increasingly perceived as secondary, if not unimportant. In Lebanon, policies regarding labour migration have been extremely resistant to change given chronic political instabilities and frequent turnover of ministers of labour.

The study fills key evidence gaps related to all three contributions described earlier. There is currently insufficient knowledge and understanding regarding the role of women's empowerment in determining migration experiences. Second, there is currently insufficient knowledge regarding the role of social networks in migration experiences. Social networks can be particularly important in cases of confinement and forced labour in destination countries. With new digital technologies and a slowly declining gender gap in mobile phone access, the role of digital technologies as a tool for strengthening social networks can reduce or attenuate experiences of forced labour and confinement. The third contribution, focusing on deriving insights for female migration along the entire migration pathway is particularly challenging as there generally no linkages between countries of origin and destination beyond limited bilateral interactions at the government level.

2. INNOVATION

Our study's contribution to the body of literature in this field is guided by two main methodological innovations- application of the Risks and Options Assessment for Decision Making (ROAD) process and development of the Women's Empowerment in Migration Index (WEMI). We discuss each of these in detail below.

ROAD PROCESS

To our knowledge, our study will be the first applying a complete ROAD process by focusing on decent work for women through safe migration pathways. ROAD is an overarching framework and facilitated learning process that starts with identifying risks associated with a challenge. ROAD supports the design of an intervention and its evaluation. In this particular project, ILO and FCDO asked us to reassess the Theory of Change of Work in Freedom and ROAD is particularly suited to support this activity. ROAD is an iterative process that breaks down complex risks into system components and enables analysis of decision outcomes (Grafton et al. 2016). This causal, systems approach supports resilient and sustainable decision-making under uncertainty. ROAD is also a systems approach because it looks at risks and vulnerabilities of a system, here migration of women, and allows to identify controls and mitigants which lead to interventions that can then be evaluated, resulting in an iterative approach. We do not posit that ROAD is a superior approach; its benefits lay in identifying risks and developing a casual model to address its consequences jointly with the stakeholders who are disparate in terms of stated objectives and power over decision-making process.

In this project we aim to bring together stakeholders from different areas in the migration field, e.g. academics, government agencies, NGOs, International Development Partners and Migrant Welfare Associations into a foresight workshop setting to discuss what the key constraints and solutions for a specific system/area are. The ROAD process has never been used for migration; as such this project allowed us to validate its usefulness.

The ROAD process follows a 'mixed-methods' approach for evaluation of risks across all levels of governance and decision-making. It encompasses complementary quantitative and qualitative phases, each integrating multi-disciplinary strengths in a three-step process: defining the scope, assessing risks and options, and implementation. The six workstreams and research questions of this study relate to the various ROAD process steps, as described in the following.

1. Defining the Scope (WS1): Redefining the Theory of Change

Through key informant interviews, workshops and netmapping of stakeholders (Schiffer and Waale 2008; Schiffer and Peakes 2009), the project team will define the risk events and drivers or triggers causing the risk events- in this case, forced and unsafe migration of women and girls. The project team will then conduct workshops in both host and destination countries to develop causal risk models using participatory consultations with stakeholders. These risk models will have a set of controls and mitigants to limit the likelihood of risk events and consequences respectively. The exercise will enable us to develop priority interventions for reducing forced labour and trafficking and will enable the project team to support WiF-2 with redefining their TOC.

As the four country workshops had to be postponed as a result of COVID-19, we are implementing a literature review-based assessment of the current WiF-2 TOC and are identifying elements and mechanisms that the implementer should consider adding to their intervention design with the help of Key Informant Interviews that are conducted via phone.

2. Assessing Risks and Options (WS2-WS6): Evaluation of WiF2

In this stage of the ROAD process, the project team will collect both quantitative (WS2) and qualitative data or use existing quantitative and qualitative data (WS3-WS6) to evaluate the impact of WiF-2 interventions across stakeholders including female migrants, their family members, recruitment agencies, and employers.

The project team will collate and synthesize data to estimate the likelihood of the casual pathways identified in stage 1, followed by identification of the extent to which each stakeholder's objectives are achieved. The analysis will also focus on the secondary impact of the priority options.

3. Implementing decisions based on the evaluation of the intervention/ROAD assessment (WS7)

At the final stage, the project team will consult all the stakeholders and reassess causal pathways and expected outcomes under alternative assumptions and provide a final update of the Theory of Change for WiF2.

Moreover, this study enhances the traditional ROAD framework by adding a gendered political economy framework which includes an assessment of how expertise on women's migration was defined, who was included, how risks and mitigants were defined, and what the gendered consequences of these decisions were. This means looking at the processes of stakeholder analyses, understanding of stakeholders versus specialists, and challenging blind spots such as risk analysis which typically tend to be gender neutral.

WOMEN's EMPOWERMENT IN MIGRATION INDEX (WEMI)

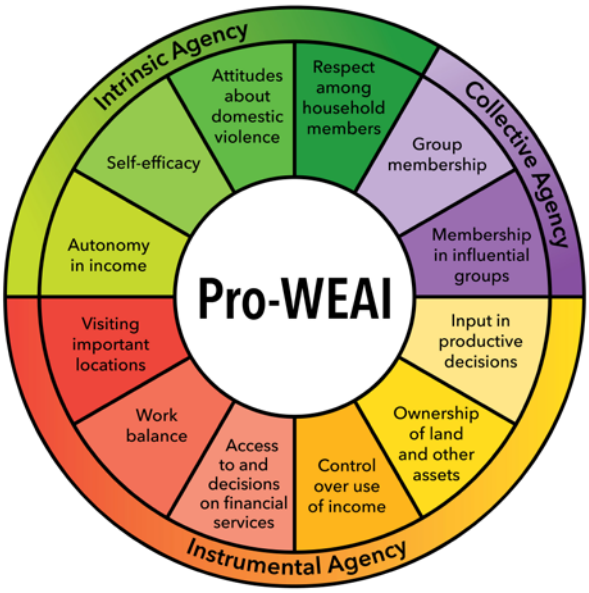
Based on the dimensions developed under Project Level Women's Empowerment in Agriculture Index (pro-WEAI) (Malapit et al. 2019), the project team will develop, test and validate the women empowerment in migration index (WEMI). Like the WEAI and pro-WEAI, WEMI will be based on Kabeer's (1999, 2005) framework of empowerment, which describes empowerment as a process of change on the interrelated dimensions of resources, agency, and achievements (see Figure 3).

Using the theoretical framework proposed by Kabeer (1999), WEMI seeks to evaluate the changes in the agency of women across different stages of migration: pre-departure/potential migrants (in the country of origin), migrants during the migration stage (from departure training, to being fully integrated at the country of work), at work in host country and following the return to the country of origin. For each stage we would compare women's empowerment between beneficiaries of WiF2 versus non-beneficiaries.

Kabeer (1999) defines empowerment as expanding people's ability to make strategic life choices, particularly in contexts in which this ability had been denied to them. In this definition, the ability to exercise choice encompasses three dimensions: resources (not only access but also income and future

claims to material, human, and social resources), agency (processes of decision-making, negotiation, etc.), and achievements (well-being outcomes, educational levels).

Figure 3: The Women's Empowerment Index: Intrinsic, Instrumental and Collective Agency



Source: Based on Malapit et al. (2019).

Following the conceptual framework applied for Pro-WEAI (Malapit et al. 2019), the WEMI seeks to measure changes in the three domains of empowerment: intrinsic agency (power within); instrumental agency (power to); and collective agency (power with). Table 1 describes key elements of the WEMI under development

Table 1: Key elements of the WEMI

Stage	Domain	Indicators	How measured
Pre-departure (or following return)	Intrinsic Agency	1. Autonomy in income / remittances	Vignettes
		2. Self-efficacy	Self-Efficacy Scale
		3. Attitudes towards domestic violence	
		4. Respect among household members	
		5. Respect in the community	
	Instrumental Agency	1. Control over use of income/ remittances	
		2. Ownership of Assets (defined in Multidimensional Poverty Index (MPI)	
		3. Access to financial resources	
		4. Time-use	
		5. Participation in investment decision	
		6. Mobility	

Stage	Domain	Indicators	How measured
	Collective agency	1. Membership in groups	
		2. Membership in groups important in the community	
		3. Are you leading any groups?	
During migration (from home to destination country)	Intrinsic Agency	1. Autonomy in income/attitudes about financial abuse	Sufficient funds to migrate without having to rely on potentially exploitative sources
		2. Self-efficacy	
		3. Attitudes towards violence against women	
		4. Respect vis-à-vis migrants	Government officials respect migrants, etc.
	Instrumental Agency	1. Freedom to enact changes during migration	
		2. Access to financial resources	
	Collective agency	1. Networks with other migrants	
		2. Attitude toward recruiters/ and employer agency	Received advice from recruiters or employer agencies that was helpful
		3. Have you provided advice to other migrants that was helpful?	
At work place abroad	Intrinsic Agency	1. Autonomy in income	
		2. Self-efficacy	
		3. Attitudes towards violence against women	
		4. Respect at workplace	
	Instrumental Agency	1. Control over time (time agency)	Able to get one day off, non-excessive work hours
		2. Control over living conditions	Key to apartment/house; private bedroom, retained passport, access to mobile phone
		3. Control over	
		4. Control over income	Able to obtain income in convertible currency
	Collective agency	1. Networks with similar social group (/bonding social capital)	
		2. Networks across different social group (/bridging social capital)	
		3. Networks with social and religious leaders (/linking social capital)	

The construction of the WEMI will be informed by quantitative and qualitative data that will be collected as part of the study, to ensure that all aspects of the migration experience are incorporated in the tool.

WEMI will advance research over earlier assessments of women's experiences in the migration process beyond more seemingly objective indicators, such as income, health and nutrition to incorporate subjective wellbeing statements in the migration literature.

Second, unlike earlier empowerment indicators that focused on women's versus men's empowerment, WEMI will focus on measuring agency of various actors in the migration process. Adding different indicators of agency and achievement will enable the project team to provide new insights on how resources, agency, and achievements interact for female migrants. The WEMI will build upon the validated WEAI and pro-WEAI instruments and this study will provide a first set of tests and validation of this tool. The goal is that other studies will also take up WEMI and will apply it to other social and economic contexts for additional validation.

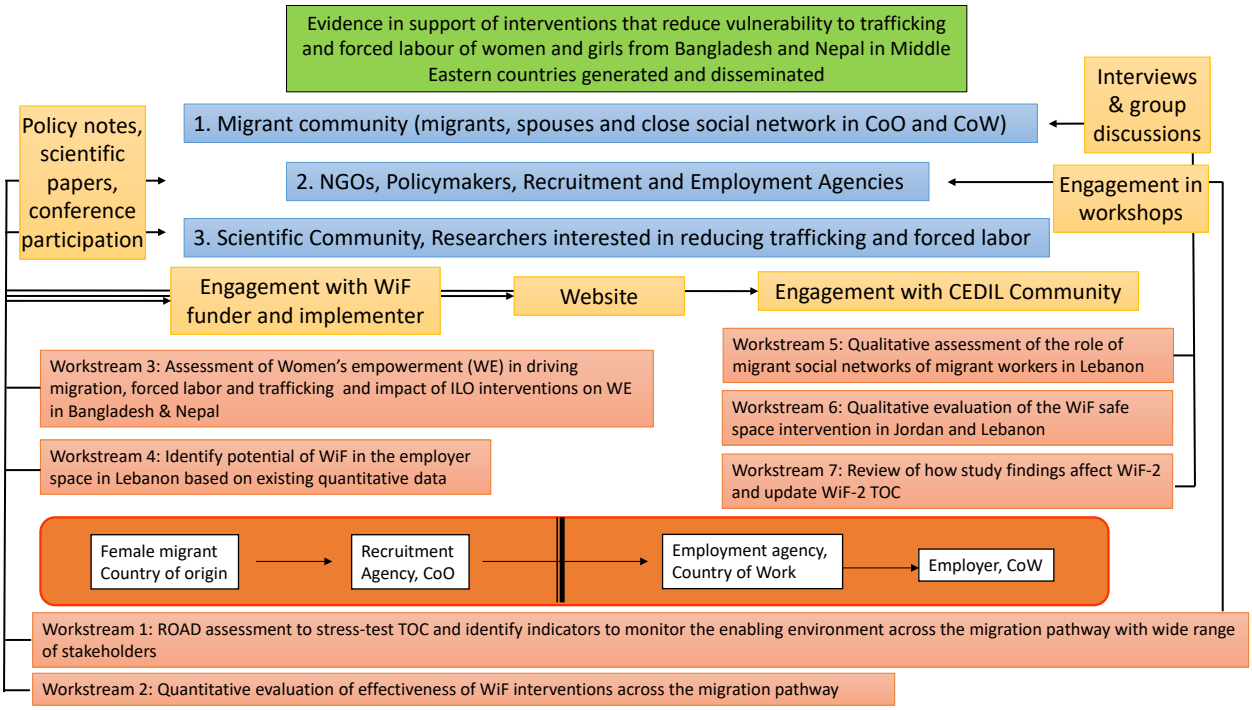
3. TECHNICAL DESIGN

The project will implement seven evaluative workstreams (WS) that tie in directly to the three steps of the ROAD process (Figure 4):

1. Application of the Gender-Sensitive Risks and Options Assessment for Decision Making (ROAD) process to a) "stress-test" the Theory of Change of WiF-2 and b) identify changing conditions in the enabling environment that affect the likelihood of forced labour/trafficking;
2. Quantitative assessment of the effectiveness of WiF interventions along the migration pathway in Bangladesh, as feasible, and identification where additional interventions might be most beneficial;
3. Qualitative evaluation of the role of women's empowerment (WE) in forced labour and trafficking situations and WiF's role in Bangladesh and Nepal;
4. Identification of additional WiF-2 interventions in the employer space in Lebanon based on employers' interactions within the migration pathway;
5. Qualitative assessment of role of social networks to inform and support women in country of work (Lebanon);
6. Qualitative evaluation of the WiF-2 freedom of association intervention in Jordan and Lebanon (see also Figure 2);
7. Recap and reassessment of findings for final update of WiF-2 TOC and summary recommendations.

While each workstream operates separately, they are closely inter-related, and aimed at various potential entry points in the migration process and different audiences and form part of the three steps of the gendered ROAD process. They also respond to the CEDIL's call for testing innovative methods of impact evaluation (Masset and White, 2019).

Figure 4: Pathways to Impact



RESEARCH QUESTIONS

All research questions directly contribute to the overall goal of WiF-2 (described above) and fall under the overarching research objective: using a feminist political economy lens, analyse how gendered division of labour, migration processes and globalisation shape migrant women's options and outcomes at both sending and receiving countries, and whether empowerment interventions and initiatives can improve migrant women's situation. The following research questions guide the various workstreams:

Workstream 1:

a. What are the short-term, medium-term and long-term risks to trafficking and forced labour by female migrants along the migration pathway?

b. What are the enabling environmental conditions affecting changes in migration and, in particular, changes in trafficking and forced labour of women and girls?

c. What changes in the WiF-2 Theory of Change (TOC) can further strengthen achievement of the WiF-2 Goal?

Workstream 2:

a. How and to what extent do WiF interventions influence Bangladeshi women's decision-making processes (to stay/leave exploitative work conditions) and agency? How were they supported by their immediate family members?

b. What additional interventions could WiF introduce in the focus countries?

c. What is the role of women's empowerment in driving migration decisions (quantitative assessment)?

Workstream 3:

a. What is the role of women's empowerment in the migration process (qualitative assessment)?

Workstream 4:

a. What are the different ways employers interact with private recruitment agencies and government institutions? How do existing processes and practices contribute to increased risk of trafficking/forced labour of migrant workers?

Workstream 5:

a. How and to what extent can a migrant's social networks in the destination country impact conditions of forced labour and improve work quality?

Workstream 6:

a. What is the impact of WiFs activities on freedom of association in Lebanon and Jordan?

Workstream 7:

a. Based on workstreams 1-6, what are final learnings for WiF-2 and other programs focused on reducing forced labor and trafficking
b. What are final recommendations for the WiF-2 TOC?

RESEARCH METHODS

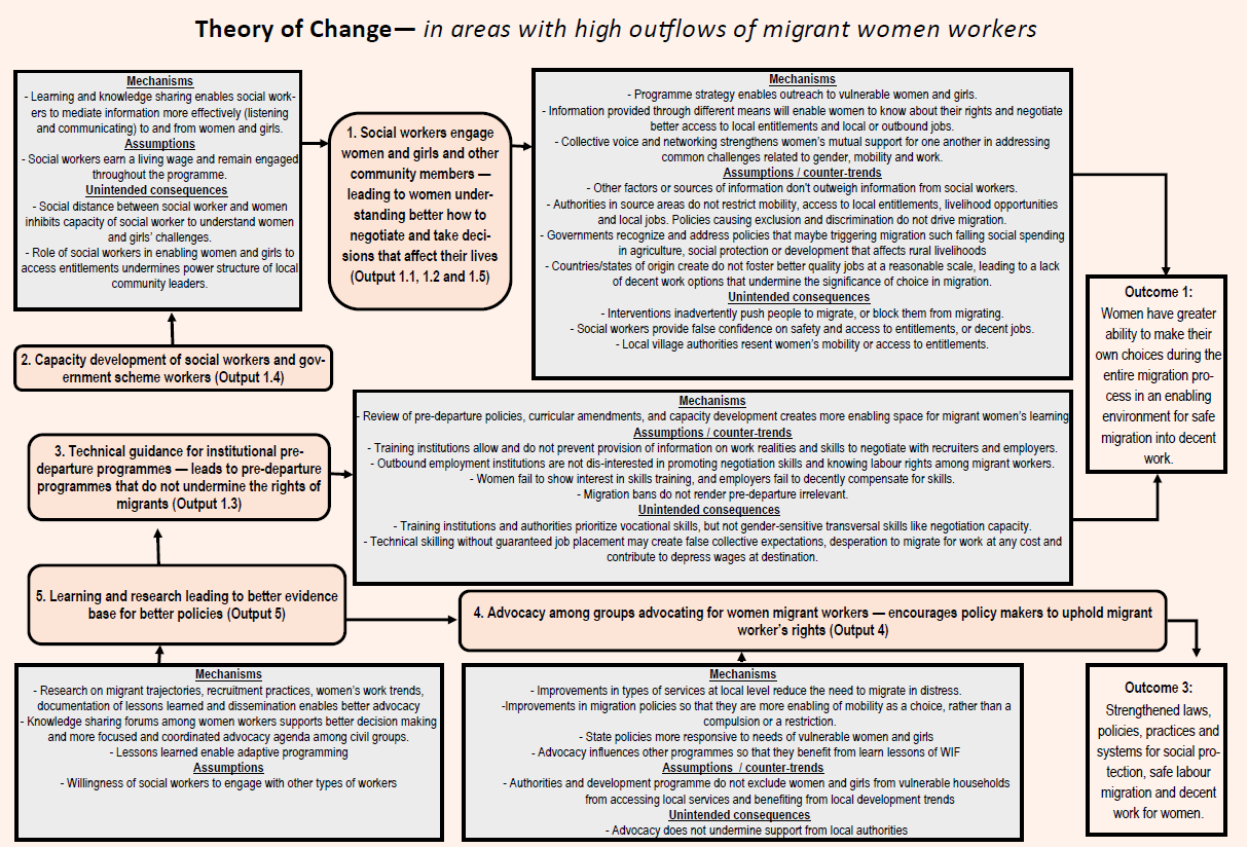
We will assess to what extent WiF2 has benefitted or not female migrants in Bangladesh quantitatively and in Bangladesh, Nepal and Jordan qualitatively. In Lebanon, we will also assess the potential of additional interventions in the employer space. We also plan an additional intervention that will be qualitatively evaluated to provide evidence on the role of social networks via digital inclusion in the domestic worker space in Lebanon. Qualitative and quantitative data will be integrated in Bangladesh, with the quantitative survey preceding the qualitative Focus Group Discussions. Here the qualitative fieldwork will probe some of the issues discovered as part of the quantitative survey, with a particular focus on women's empowerment. While there is also quantitative and qualitative analysis of data in Lebanon, the quantitative data have already been collected in a past effort and focus on employers of domestic workers whereas the qualitative analysis will focus on the impact of Freedom of Association centers on domestic workers and a second qualitative study will similarly directly focus on domestic workers with varying levels of social networks. As such there is no direct integration of quantitative and qualitative activities in Lebanon. The following describes the specific methods used in the various workstreams.

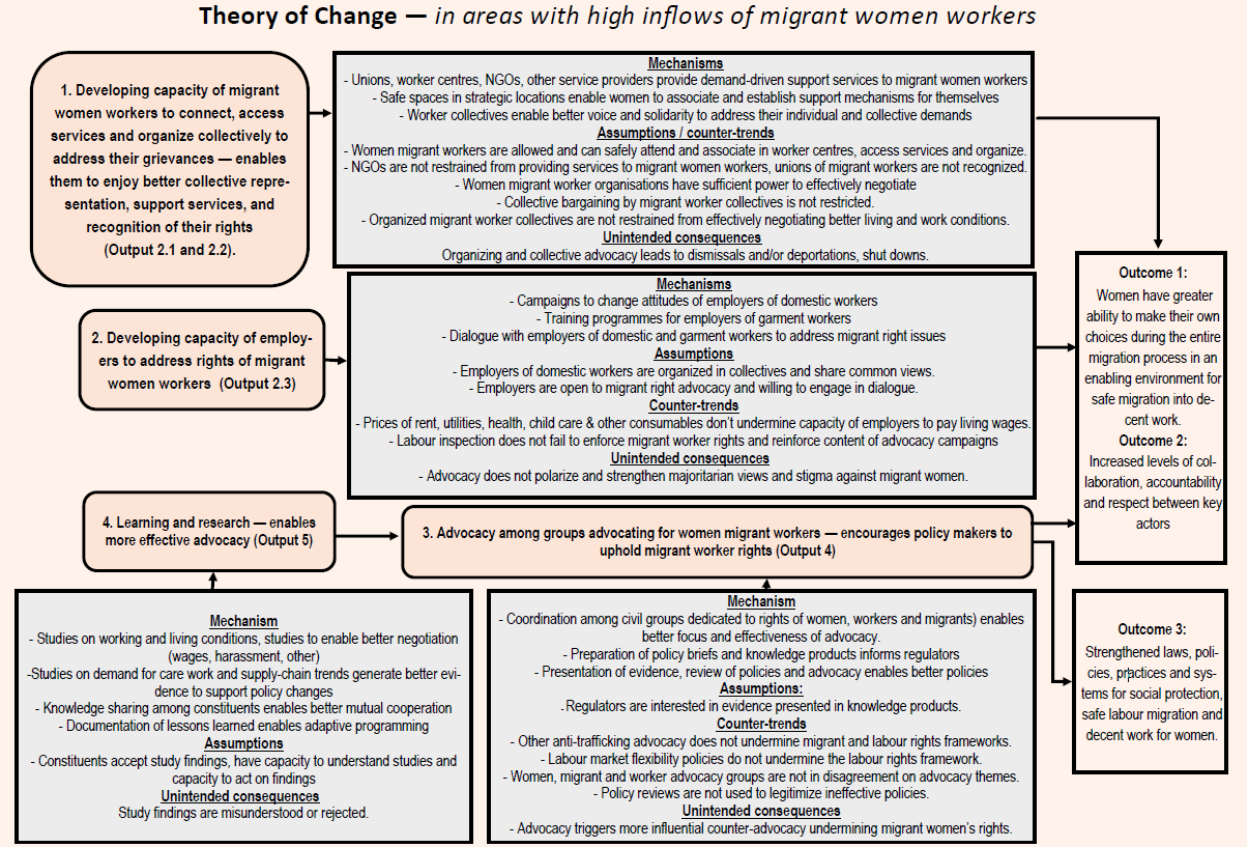
Workstream 1: ROAD assessment to stress-test TOC and identify indicators to monitor the enabling environment across the migration pathway with wide range of stakeholders

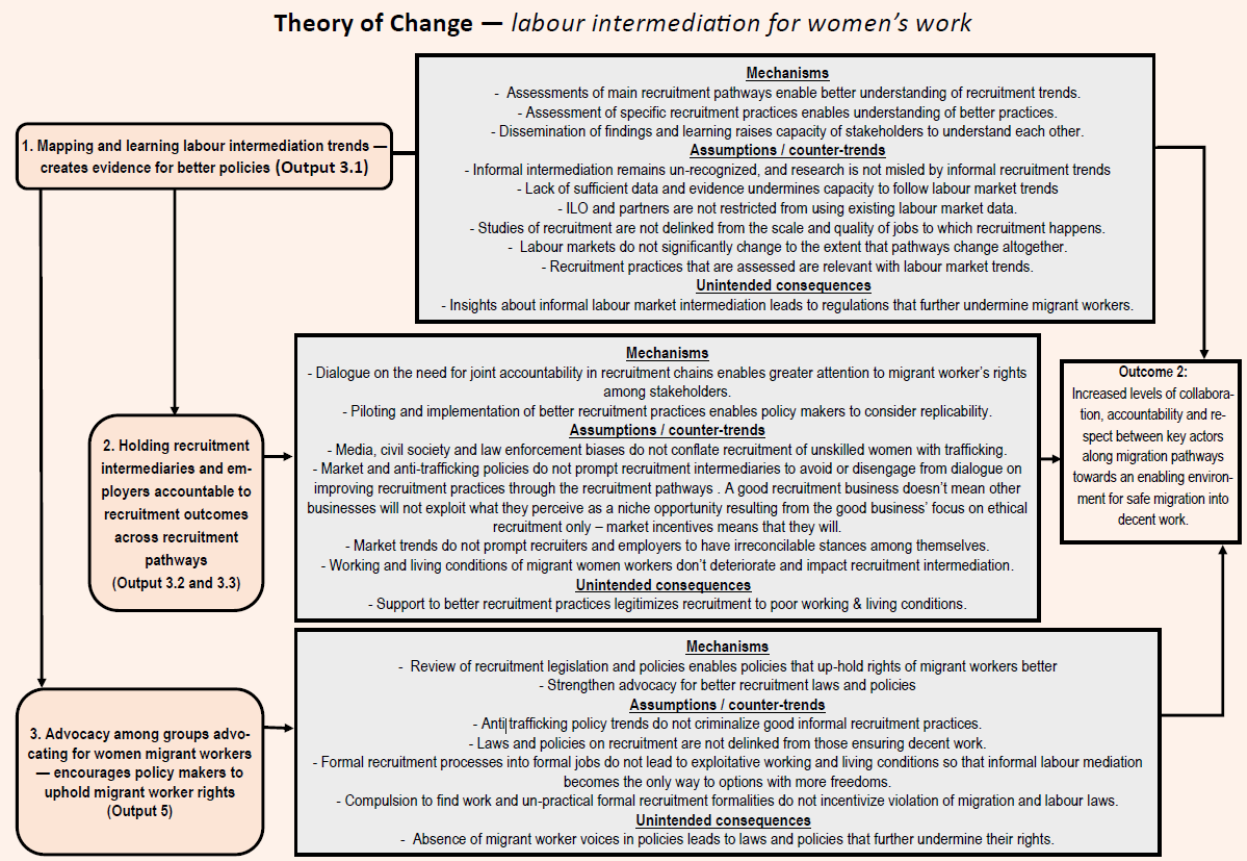
The hypothesis for workstream 1 is: The facilitated workshop approach of ROAD can support the redesign of the current Theory of Change of WiF-2 and can also help identify enabling environment conditions that affect forced labour and trafficking as we were requested to identify by FCDO/ILO.

The Theory of Change of WiF-2 that we have been asked to rereview with is shown in Figure 5.

Figure 5: Theory of Change of WiF-2




Theory of Change — in areas with high inflows of migrant women workers
1. Developing capacity of migrant women workers to connect, access services and organize collectively to address their grievances — enables them to enjoy better collective representation, support services, and recognition of their rights (Output 2.1 and 2.2).
Mechanisms
- Unions, worker centres, NGOs, other service providers provide demand-driven support services to migrant women workers
- Safe spaces in strategic locations enable women to associate and establish support mechanisms for themselves
- Worker collectives enable better voice and solidarity to address their individual and collective demands
Assumptions / counter-trends
- Women migrant workers are allowed and can safely attend and associate in worker centres, access services and organize.
- NGOs are not restrained from providing services to migrant women workers, unions of migrant workers are not recognized.
- Women migrant worker organisations have sufficient power to effectively negotiate
- Collective bargaining by migrant worker collectives is not restricted.
- Organized migrant worker collectives are not restrained from effectively negotiating better living and work conditions.
Unintended consequences
Organizing and collective advocacy leads to dismissals and/or deportations, shut downs.
2. Developing capacity of employers to address rights of migrant women workers (Output 2.3)
Mechanisms
- Campaigns to change attitudes of employers of domestic workers
- Training programmes for employers of garment workers
- Dialogue with employers of domestic and garment workers to address migrant right issues
Assumptions
- Employers of domestic workers are organized in collectives and share common views.
- Employers are open to migrant right advocacy and willing to engage in dialogue.
Counter-trends
- Prices of rent, utilities, health, child care & other consumables don't undermine capacity of employers to pay living wages.
- Labour inspection does not fail to enforce migrant worker rights and reinforce content of advocacy campaigns
Unintended consequences
- Advocacy does not polarize and strengthen majoritarian views and stigma against migrant women.
Outcome 1:
Women have greater ability to make their own choices during the entire migration process in an enabling environment for safe migration into decent work.
Outcome 2:
Increased levels of collaboration, accountability and respect between key actors
4. Learning and research — enables more effective advocacy (Output 5)
3. Advocacy among groups advocating for women migrant workers — encourages policy makers to uphold migrant worker rights (Output 4)
Mechanism
- Studies on working and living conditions, studies to enable better negotiation (wages, harassment, other)
-Studies on demand for care work and supply-chain trends generate better evidence to support policy changes
- Knowledge sharing among constituents enables better mutual cooperation
- Documentation of lessons learned enables adaptive programming
Assumptions
- Constituents accept study findings, have capacity to understand studies and capacity to act on findings
Unintended consequences
Study findings are misunderstood or rejected.
Mechanism
- Coordination among civil groups dedicated to rights of women, workers and migrants) enables better focus and effectiveness of advocacy.
- Preparation of policy briefs and knowledge products informs regulators
- Presentation of evidence, review of policies and advocacy enables better policies
Assumptions:
-Regulators are interested in evidence presented in knowledge products.
Counter-trends
- Other anti-trafficking advocacy does not undermine migrant and labour rights frameworks.
- Labour market flexibility policies do not undermine the labour rights framework.
- Women, migrant and worker advocacy groups are not in disagreement on advocacy themes.
- Policy reviews are not used to legitimize ineffective policies.
Unintended consequences
- Advocacy triggers more influential counter-advocacy undermining migrant women's rights.
Outcome 3:
Strengthened laws, policies, practices and systems for social protection, safe labour migration and decent work for women.



The WiF-2 evaluation will be implemented using the Gender-Sensitive Risks and Options Assessment for Decision Making (ROAD) process. The first step- *defining the scope*- which here refers to forced labour and trafficking of migrant women from South Asia to countries in the Middle East includes the following activities: First, risk events and drivers or triggers causing the risk events, here defined as forced labour and trafficking, will be identified, and causal risk systems for forced migration and trafficking will be co-developed with key stakeholders in all four locations, i.e. Bangladesh, Nepal, Jordan and Lebanon using participatory workshops. Such workshops can be supplemented with individual interviews if sensitivities are detected. A second step will be the application of the netmap tool (Schiffer and Peakes 2009) to identify key migration stakeholder and power relations across the migration pathway.

As the ROAD and netmap workshops have to be postponed because of COVID-19, a literature review assessing the TOC of WiF-2 will be implemented together with phone-based Key Informant Interviews for a first working paper on the TOC.[2]

These activities will be used to refine the Theory of Change of WiF-2. Moreover, key indicators of the enabling environment of migration changes will be developed, possibly in the form of a score card, that would allow ILO and DFID as well as governments to monitor forced labour and trafficking.

[2] Given the prolonged challenges of Covid-19 in South Asia, a first set of workshops will be held virtually in Bangladesh in early 2021.

As part of WS1 activities, a feminist political economy analysis will be conducted to understand the interrelationships between gender, class, race, ethnicity, migration, globalization and how such interactions of these issues and concepts produce understandings about migrant women workers from the perspective of stakeholders (i.e. service providers at origin and destination countries; policy makers; recruitment agencies/individuals; families and spouses; media; etc.) and influence the way services are provided and policies around labour and migration are shaped. Feminist political economy (FPE) is a series of conceptual frameworks and theories which have been widely used to understand the gendered nature of national and global political economy (Mohanty 2003, Safri and Graham 2010). The benefit of combining this analysis with ROAD, is that FPE is able to uncover gendered responses and assumptions and presumptions, that stakeholders may have. An output focused on ways to better sensitize stakeholders for supporting migrant women will be developed drawing on FPE.

Workstream 2-6 focus on the second step of the ROAD process: *assessing risks and options*. For this we will focus on evaluating the relative effectiveness of interventions aimed at reducing the risks of entering a forced labour/trafficking situation along the entire migration pathway (context in country of origin, recruitment in country of origin, context in country of work, employment agency, employer and characteristics of the female migrant—see also Figure 4), complementing earlier evaluations under WiF-1 and evaluations planned by the implementer. Based on these analyses we will re-evaluate the TOC, implement outreach activities and close the loop with the third step of the RAOD process under workstream 7.

Workstream 2: Quantitative evaluation of effectiveness of WiF interventions across the migration pathway in Bangladesh

We will assess to what extent WiF2 has benefitted or not female migrants in Bangladesh as well as in hosting/receiving countries, including both migrants and non-migrants and project participants and non-participants. The hypotheses for the quantitative evaluation are: WiF-2 activities in countries of origin improve women's empowerment, income and household assets, putting them on better footing if they were to migrate; women migrants face challenges after they have left their homes in order to migrate and before they are fully integrated in work activities in host countries (during transition); similarly women migrants face particular challenges (additional to those faced by men) upon return; these groups might need additional support by a follow-up program to WiF-2 or by other programs; Covid-19 has increased vulnerabilities of migrating women and additional Covid-19 specific support measures are needed to reduce the vulnerability of women migrants to trafficking and forced labour. Other hypotheses and outcome measures might be identified as part of the ROAD workshops.

The major outcome measure is the WEMI. The outcome score of the WiF2-touched migrants will be compared with WiF2-touched non-migrants and beyond-WiF2 categories in our sample (see Table 2). We will also look at differences in asset and incomes as a result of WiF-2 compared to non-WiF-2 potential migrants. Finally, we will assess differences in forced labour and trafficking between those who participated in WiF-2 and those who did not participate in WiF2.

Table 2: Program-based stratification

	Migration Status	
Scope of WiF-2	Migrant	Non-Migrant
Within	A: Individual **migrant**, her HH, and Family **within** WiF-2	C: Individual who is **not a migrant**, her HH, and Family **within** WiF-2
Beyond	B: Individual **migrant**, her HH, and Family **beyond** WiF-2	D: Individual who is **not a migrant**, her HHs, and Family **beyond** WiF-2

To assess these hypotheses, we will implement a complex quantitative survey (Lumley 2010) with female migrants and their spouses (or other influential (male) family members). The descriptive survey (DS) will guide our understanding of the gender-sensitive risks and options available for female workers with regard to migration-related decision-making. The survey will establish a measure of the pre-intervention (by ILO's WiF-2 programs) state of women's decision-making process (to stay/leave exploitative work conditions), their agency, and the extent to which they are supported by their immediate family members in such a process, as well as their state post-intervention by the WiF-2 program. For the purpose of the survey, our sample of interest are women who

a. are potential migrants who are actively searching (e.g. have started securing necessary documents) for opportunities of a job in a foreign country,
b. are former migrants who have returned in the last 2 years after a tenure, brief or long, of work abroad, and are now living in Bangladesh, either in their host community or in a secondary location such as an urban centre or an Export Promotion Zones (EPZ), where they migrated to after returning to Bangladesh. As such, they have potentially experienced WiF-support in the country of origin, during migration and in the host country.

The major source of information regarding Bangladeshi international migrants is the Bureau of Manpower, Employment, and Training (BMET) – the line agency of the Ministry of Expatriates' Welfare and Overseas Employment (MEWOE) of the Government of Bangladesh. BMET keeps records of migrants from Bangladesh who use official channels for overseas employment.[3] According to BMET, more than 13 million people have migrated overseas between 1976 and 2020 (Feb), with Middle Eastern countries accounting for about 95 percent of all migrations for the period. The Kingdom of Saudi Arabia (KSA) accounted for 32 percent, while 1.3 percent and 1.4 percent went to Lebanon and Jordan, respectively. Between 1991 and 2020 (May), about 921,294 females (just above 7 percent of all

[3] See BMET at http://www.bmet.gov.bd. The reported data source: BMET, Overseas Employment of Female Workers from 1991 to 2020 (Up to May), http://www.old.bmet.gov.bd/BMET/stattisticalDataAction, accessed December 18, 2020.

migrants) migrated to nearly 20 countries, 9 of which were Middle Eastern countries with KSA dominating with 38 percent of the total. Jordan and Lebanon ranked 2nd and 4th, at 18 percent and 12 percent of the total, respectively (see Table 3).

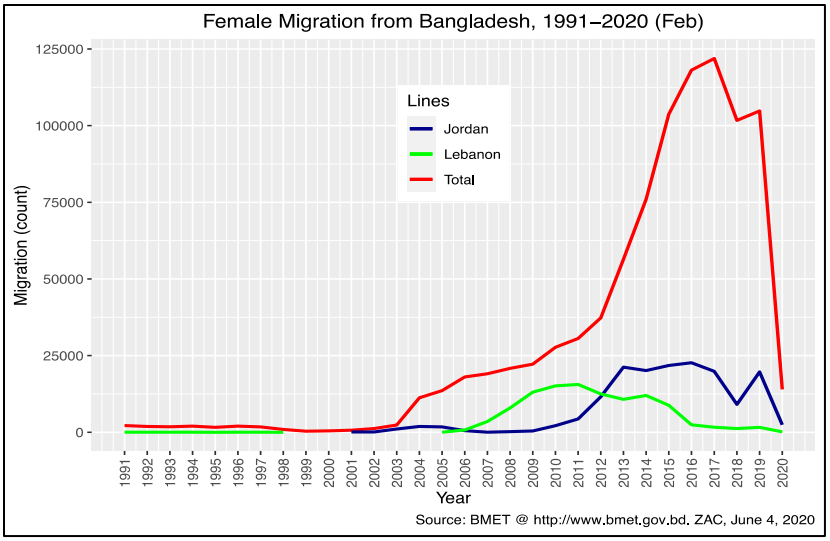
Figure 6 presents official female migration graphically for the two countries, in addition to total migration. Female migration started growing dramatically from 2003 after the ban on semi-skilled and unskilled female labour migration from Bangladesh was lifted. The trend reached its recent peaks in 2016 and 2017 when female migrants constituted about 16 and 12 percent of the total annual outflow of migrants, respectively.

Table 3 Employment Country of Female Workers from 1991 to 2020 (Up to May)

Rank	Country	Female Migrants	%
1	KSA	351950	38.20
2	Jordan	161593	17.54
3	UAE	131462	14.27
4	Lebanon	107211	11.64
5	Oman	90790	9.85
6	Qatar	33550	3.64
7	Mauritius	18332	1.99
	Others	26386	2.87

Note: Countries contributing less than 1% are collapsed into the "Others" category. The collapsed countries include Kuwait, Bahrain, Libya, Malaysia, Singapore, UK, Italy, Hong Kong, Pakistan, Cyprus, and Brunei.

Figure 6: Female migration trend from Bangladesh, 2991-2020 (Feb)- Overall, Jordan, and Lebanon



While reliable data exist on official international migrants, there is no similar record of returnees and potential migrants. Except for sporadically conducted surveys by NGOs, there is no information on the total number of returnees. Existing studies on returnees differ in their definition of returnees and their methodological choices suffer from inconsistencies. According to a recent study, in a typical 'migration-prone' district, the estimated proportion of returnees who had returned within the last ten years was as high as 44 percent of all migrant households surveyed. When districts with 'low' and 'medium' intensity migration were considered, the estimate dropped to about 21 percent (Siddiqui et al. 2018).

In the absence of a direct measure of potential migrants, a proxy measure can be constructed by using statistics of internal migration. Any labour migration involves an intention to move out of one's habitation in search of a job. In most cases in Bangladesh, we see women's rural-to-urban migration, especially to Dhaka and Chittagong (Chattagram) in search of jobs in the sewing assemblies of the readymade garments (RMG) factories and as maids. These are also the two types of jobs that migrants seek in Jordan and Lebanon. For the current purpose, it is assumed that there is a random process in operation determining the willingness (potentiality) of the women who seek jobs in these sectors to migrate internally viz-a-viz internationally. Given an intention to migrate, a migrant willing to migrate for these jobs nationally is at least as likely to migrate internationally.

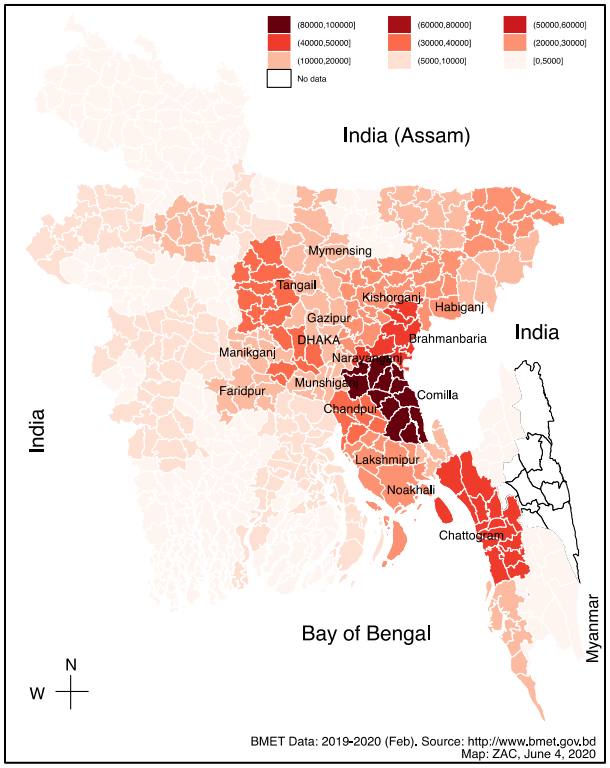
Study Location

Bangladesh has 64 districts. Some of the districts are more migration-prone than others. Historical reasons as to why this spatial difference exist are unknown. A close look at the spatial distribution of the districts reveals that the high-migration-prone districts are located in the mid-to-western part of the country that is geographically closer to either or both of Bangladesh's two megacities, Dhaka and Chattogram. Figure 7 maps the district-wise distribution of the total BMET-recorded out-migration (all genders) from Bangladesh.

WiF-2 is being implemented in nine of the most migration-prone districts in Bangladesh. Table 4 has three panels: Panel I, presents migration data against each of the ILO districts for the period January 2019 to

February 2020 collected from BMET; Panel II lists Unions, villages, and household (HH)-level aggregate census data and estimates from the Government of Bangladesh's (GoB) Bureau of Statistics (BBS); and Panel III shows WiF (1 and 2) related locational information from ILO. The estimated values are calculated based on other available information.

Figure 7: District-wise Distribution of Migration from Bangladesh, BMET 2019-2020 (Feb)



Note: The darker sheds represent higher concentration of out-migration. Some major migration-prone districts are labelled. Administrative demarcation: Sub-districts or Upazila level.

Table 4: ILO (WiF) Selected Districts and Estimation of Households

District		Panel II: Census 2011 (BBS) + Estimated	Panel III: ILO: WiF I & II

	Panel I: Total Migrated (BMET) 2019-20	Union	Villages	HH	HH per Village (Est.)	Average HH Size	Union	Villages	HH (Est.)
Brahmanbaria	49964	100	1323	538937	407	5.25	8	29	11813
Narayanganj	18563	41	1384	675652	488	4.34	6	46	22457
Faridpur	16987	79	1899	420174	221	4.51	4	21	4646
Manikganj	17169	65	1660	324794	196	4.26	3	7+?	1370
Dhaka	32711	86	1999	2786133	1394	4.21	9	43	59932
Gazipur	19155	44	1114	826458	742	4.07	12	68	50448
Habigonj	20291	77	2142	393302	184	5.3	6	24	4407
Chattogram	41600	194	1267	1532014	1209	4.9	3	6	7255
Kishoregonj	26609	108	1725	627322	364	4.62	1	17	6182
TOTAL	243049	794	14513	8124786	5205	4.6	52	261+?	168510

According to information shared by ILO, the WiF site selection process involved the following 4 stages:

1. First the 9 most migration-prone districts based on BMET data were selected. The districts are Brahmanbaria, Narayanganj, Faridpur, Manikganj, Dhaka, Gazipur, Habigonj, Chattogram. and Kishoregonj. As can be seen in Figure 7, all of these districts are located in the mid-to-western part of Bangladesh.
2. Based on consultation with various stakeholders such as Deputy Commissioners (the executive head of a district) and sub-district executive officers (UNOs), the most-migration-prone sub-districts or Upazilas within each district were selected.
3. Local partner NGOs including OKUP, KN, BNPS, BRAC, and ACD were asked to carry forward the selection process at the union and village levels with the same criteria, that is, the unions and the villages had to be migration prone.
4. The partner NGOs implement the WiF-2 interventions at the community-level. Training of NGOs on field activities has been completed but activities seized because of COVID-19. To our knowledge, field interventions under WiF-2 are limited but often build on activities from WiF-1. So far, we do not know the HH-level mappings of the villages.

Our study will be focused on households having at least one female worker matching the definition constructed above. Once we select the household, the survey will also include immediate family members, especially the spouse or primary male member of the household. To select households for both components, the study will use a cross-sectional one-group design that facilitates descriptive observations.

Once the sample size is known, the data collection process will involve stratification based on Table 2 below. In Table 2, there are four cells – A (within-migrant), B (beyond-migrant), C (within-non-migrant), and D (beyond-non-migrant) – each of which can be treated as a stratum. Each of these strata holds a

hierarchy of two layers of randomized-clustering, first of the district-villages (i.e. each village is tagged with its parent district), and second of the HHs within each village. Strata D is irrelevant for the survey, hence dropped from sample size calculations.

The survey will be conducted in areas where WiF-2 interventions have taken place already and with women migrants from neighbouring non-WiF-2 areas. We are cognizant of the fact that actual migration of women is a relatively rare event. In such a case, groups C (and D) may be overrepresented in the sample, compared to A and B.

Sample Size Calculation and Evaluation Approach

As defined above, female migration has three dimensions: current international female migrants, current female returnees, and current potential female migrants. While BMET statistics provide information on current migrants, the measures for the other two dimensions needs to be estimated from previous surveys.

- *Current international female migrants*: According to BMET, about 30 percent of the total female migrants from Bangladesh travelled to Jordan and Lebanon between 1991 and 2019.
- *Current female returnees*: In the SDC/RMMRU study, about 25% of all female international migrants surveyed were returnees.[4] Using this information along with the proportion of international migrants (30 percent), an estimated 8 percent (.25*.30*100, rounded) of all women returnees can be said to have returned from Jordan and Lebanon.
- *Current potential female migrants*: to the best of our knowledge there exists no direct or survey-based measure of potential migrants from Bangladesh. One proxy measure can be derived from the surveys of internal migration. The SDC/RMMRU study reported that about 30 percent of all female migrants surveyed were internal migrants. Using this information along with the national proportion for international migration, an estimated .30 * .30 = .099 or 10 percent (rounded) of all women internal migrants can be said to have migrated to Jordan and Lebanon given the chance.[5]

Thus, the overall estimated proportion of female migration to Jordan and Lebanon is

$$P = [(.30 + .8 + 10)/3] = .16.$$

Taking this proportion for both the WiF2 group and the non-WiF2 group (at this stage no group difference is assumed), assuming a 95% confidence level, and .05 percent precision, the overall sample size n = 207,[6] which after adjustments (as demonstrated in Table 5) becomes 1936. Such adjustments are necessary

[4] According to the SDC/RMMRU survey, the proportion of female returned from JL is about 7% (total FM 629* percent JL .30 = 188 * percent returned .25 = 47, which is 47/629 = .7% of all women) (Siddiqui et al 2018, 58)

[5] Total female migrants surveyed = 5650 international + 2748 internal = 8448. The proportion of female internal to all female migrants = 2748/8448 = 33%.

[6] Z_(1-alpha/2), two-tailed, 95% confidence level; Proportion of group = .16; precision range (.05), and therefore, the n_numerator = 1.96^2*[(P)(1-P)], and n_denominator = d^2 = .0025, the overall sample size, n = 207. Population adjustment [n/(1+(n-1)/N] keeps the size of the n the same.

particularly considering the rarity of female migrants[7] in the study areas. Moreover, if this planned face-to-face survey would need to be transferred to telephonic data collection, we might encounter considerable response rate attrition which also requires a higher potential pool of respondents.

Table 5: Sample size calculation

Adjustment Criteria	Parameters	Outcomes (rounded)	Reference	Comments
Primary sample size	N	207	Proportion was estimated	Calculation based on proportion for cross-sectional one-group design
Population adjustment				
Total population in the study area	N	37374016	BBS	
Finite Population Correction	Fpc	0.99		
FPC-adjusted sample size	n (fpc-adj)	207		No change due to larger population size.
Design Effect adjustment				Based on a previous baseline study for BRAC
Sampling Design Effect	DEF	1.5	Estimate	
DEF-adjusted sample size	n (dff-adj)	310		
Adjustment for Response rate				Minimum RR, based on a survey conducted during COVID-19 in urban setups.
Response rate (COVID-19)	RR	0.6	Estimate	
RR-adjusted sample size	n (rr-adj)	516		
Expected eligibility adjustment				Considering telephone survey and cultural norm about telephone conversation with women
Expected eligibility	edibility	0.8	Assumption	
Eligibility-adjusted sample size	n (elig-adj)	645		
Adjustment for groups				Cell D in Representation 2 is considered irrelevant for the DS
Number of effective groups	g	3	logical	
Eligibility-adjusted sample size	n (group-adj)	1936		
Final Sample Size	n_final	1936	Sequential calculation above	Final Sample Size +/- .05% percent precision rate
Estimated cost of survey	Cost per interview >=TK 700	>= TK 14,52,000	Based on a survey conducted during COVID-19 in urban setups. Costs of piloting and screening surveys are not included.	

[7] Migration in general and 'the migrant/household to Jordan and Lebanon who live in WiF2 area' in particular is a rare population.

To overcome the limitation of a one-round survey design, we plan to employ two sets of empirical strategy to estimate unbiased treatment affects. First, we would employ Propensity Score Matching (PSM) to address the shortcomings in the with-and-without counterfactual approach. It entails using pre-treatment and time-invariant characteristics of participants to predict an index of the likelihood of participation or propensity scores, for all households, by applying a probit or logistic regression model. Second, an Augmented Inverse Probability Weighted (AIPW) estimators' model will be applied for robustness checks. Under AIPW both the treatment assignment and outcome variables are estimated, and the 'double robust' property of AIPW estimator model would allow us to consistently estimate the treatment effect even if one of the estimation models is misspecified (Glynn and Quinn 2010).

No one has quantitatively assessed the impact of activities in the migration space on women's empowerment quantitatively. As such, we do not have a basis on which to develop a power calculation on. We do not have an expected difference in our variable of interest.

Research Questions

Below we highlight some of the key guiding questions that the survey will seek to answer:

a. How and to what extent do WiF interventions influence Bangladeshi women's decision-making processes (to stay/leave exploitative work conditions) and agency? How were they supported by their immediate family members?
b. What additional interventions could WiF introduce in the focus countries?
c. What is the role of women's empowerment in driving migration decisions (quantitative assessment)?
d. What is the role of women's own perceived agency and expanded choices, from migration and from WiF work in the migration process (building on Kilby, 2010, Malapit et al. 2019)?

More specifically, an indicative list of questions for migrant women's spouse/influential family member will include:

a. In what ways has WiF interacted with and influenced decision to migrate?
b. What are the prevailing norms and values and gaps in empowerment that affect decision to migration?
c. Has your behaviour changed towards your spouse as a result of (a) her migration, and (b) WiF exposure?

Similarly, questions for non-migrants include:

a. What role do stories of exploitation play in determining decision to not migrate?
b. What forms of adverse work conditions and risk factors do women face in their home country?
c. What is the role of WiF related social networks and non-WiF networks in preventing or encouraging women to enter into potentially exploitative work conditions?

Key survey components

Indicators of agency and therefore empowerment in many ways are determined by the women themselves (Kilby 2010). The WEMI, introduced earlier, will consider indicators for domestic workers around their mobility and to lesser extent voice in the household where they work. The WEIA framework provides a set of dimensions that we are adapting and into which relevant indicators can be added, for example: decisions about the type of work; access to and decision-making power in the workplace; control over use of income; leadership in the migrant community; and time use in the household (IFPRI 2012).

Other indicators that will be considered include: living arrangements in the house (from a having private bedroom to sleeping on the kitchen floor); frequency of days off, and autonomy on those days; being able to network with language/ethnic group etc.; verbal interactions with household from warm to shouting/bullying; ability to leave; where the passport is held; levels of abuse and access to redress; retention of wages and capacity to remit (e.g. Fernandez 2020). A Likert scale can be developed for each of these indicators and from that the level of agency calculated (Kilby 2010). The issue with this of course is that these indicators do not live on a neat and tidy continuum as such a scale would suggest. These indicators can then be correlated against *inter alia*: the motivation for migration; personal characteristics such as age, education, marital status, children etc; as well as any training and the type of training broken down to: skills training, rights training etc., provided by WiF-2.

If there are changes in these key elements of agency, then women's capacity to negotiate the circumstances of the migration and resist coercive practices that may lead to forced labour can be enhanced. We will also incorporate Naila Kabeer's (1999) social relations approach (SRA) analytical framework which examines institutional levels of empowerment components, linking migration to changes in government, employer, community and family. The strength of the SRA framework, is that we can understand how power (both empowerment and disempowerment) functions within institutions as well as in relation to one another, thereby gaining a more nuanced understanding of migrant women's experiences.

Data collection strategies and challenges

Given the current trend of COVID-19 in Bangladesh, it is hard to predict if a face-to-face (F2F) survey will be possible soon. In such a scenario, a telephone survey provides a viable alternative to F2F. A telephone survey is predicated on each subject of the study having access to at least one telephone/mobile number for taking the survey. Bangladesh has a high teledensity of about one mobile phone per person, on average. The research team has extensive experience designing and conducting telephone surveys, including in the region. Several survey platforms facilitate high quality data collection via mobile phones.

The survey would be conducted in two steps. In the first step, telephone calls will be made to run a brief survey identifying if the receiver is a migrant to Jordan or Lebanon and if she is within the WiF-2 zone of activity. Within the ethical code of conduct, following the short screening survey, the affirmative cases will be asked for an appointment for the actual survey to be completed at a later time.

While telephone interviews have emerged as a viable alternative to traditional surveys, several challenges remain in operationalizing large surveys over the phone. Our timeline and ability to implement the survey is also likely to be severely affected by the spread of COVID-19 in Bangladesh through the rest of the year. We highlight some of these challenges below, based both on established literature as well as our own experience of conducting surveys during the pandemic.

a. Phone survey rely on access to reliable phone information of potential respondents. In situations of economic crisis, of the kind that is unfolding at the moment due to Covid-19, households may cut back on non-essential expenses, of which women's mobile phones may be one. In such cases, even if we have access to a database of phone numbers, we might find that several numbers are no longer active, and this would be disproportionately applicable to women.

b. Relatedly, if the survey is conducted by calling men and then interviewing the women of the household, it will be difficult to ensure women are in a safe and private space to answer sensitive questions. This is already a challenge when calling women on their own phones. This is especially true now when shelter in place orders mean that households are spending increasing amounts of time in relative confinement with each other, further challenging access to private space.

c. Unless these households have been reached before by the same survey agency and enumerators, establishing trust and confidence of the respondent over a fresh phone survey can be a challenge in eliciting true and accurate responses.

d. Finally, as the full economic impacts of COVID-19 are increasingly felt in Bangladesh and in the migrant-receiving countries, the patterns of migrations may themselves change dramatically, resulting in little to no international migration and potentially increasing mass return migration to rural areas in the coming months. This short to medium term anomaly in migrations trends, would make it harder capture the true impacts of WiF-2 quantitatively by threatening both external and internal validity.

Workstream 3: Qualitative evaluation of the role of women's empowerment (WE) in forced labour and trafficking situations and WiF's impact on WE in Bangladesh & Nepal

This qualitative evaluation will focus on the WiF-2 strategy: to "focus on women's empowerment, as a way of contributing to make mobility a 'freer choice' rather than an accepted compulsion or forbidden step" (TCPR 2019) and will implement qualitative FGDs in Bangladesh and Nepal. In Nepal the data will be divided into those women migrating from the 'hills' and those from the 'terai' plains area where research suggests there are differences in women's agency and empowerment (Chapagain, 2015), with a

focus on WiF districts Morang, Rupahendi, Dolakha, Chitwan (and updates provided by the implementer). We will involve a national consultant from Nepal in the data collection and analysis. The proposed districts for Bangladesh will be finalized following project start.

One of the pathways to project impact is through empowerment of women migrants. The key element of this is changes in agency (power within) of women, or the capacity to make choices about aspects of their lives (Kilby 2006, 2010, Ch 5). The issue of how empowerment occurs is very much dependent on context, and the traditional definition of agency is 'the ability to make choices and act on them' (Fox and Romero 2017, p.10) can be problematic, because agency exhibits itself in different ways for short-term migrants, and whether they are domestic-work or factory based.

There are often opportunities for migrant women to exercise agency of one form or another under what can be quite restrictive conditions (for example, minor acts of self-assertiveness or "rebellion" against employers). How this occurs can be due to intersectional factors such as the level of education, age, cultural norms, work experiences, networks etc. It is also linked to their prior knowledge of migration and the level of training they receive from government, NGOs, and other entities such as ILO (Fernadez 2020). The Women's Empowerment in Agriculture Index (WEAI) focused on empowerment through women's agency, which is defined as intrinsic (awareness of one's rights, goals and capacities), instrumental (achieving one's goals) and collective (the achievement of group goals) (Malapit et al. 2019). This notion of empowerment through individual or joint agency can be useful, because it takes account of individual and collective activism. The framework does, however, not take into account the consequences of agency (i.e. negative or positive outcomes due to individual or group actions), but such consequences have been assessed econometrically, for example, a linkage between increased empowerment and reduced time availability for childcare.

Part of the nature of agency also relates to the 'desire for change' (Fernadez 2020, p.3). In the context of migrant workers, it is an interlinked notion of the desire to 'change my life' and the desire to change 'my family's life'. These at time may be in tension with each other if not contradictory, and is balanced between 'recognising the capacity of people to take action in order to achieve their desires and create social change, while also acknowledging the ways in which social structures shape and constrain these capacities' (p.9.) it is 'the socio-culturally mediated capacity to act' (Ahearn 2001, p.112).

The motives for migration play a role. There are three main reasons for short-term labour migration for women: the first is the support of their family and to provide for themselves on their return such as a small business; a third reason can be to escape from difficult family situations such as forced marriage or family violence, a form of 'forced migration'. Secondly, there is also the blurred area of indentured labour where the women are restricted in the mobility they have and if they can move between jobs. Sometimes the indenture is sought by the women to support a family back home (Parrenas 2017). Finally, there is curiosity and a desire to see the world (Fernadez 2020, p.7,8). These motives of course affect the agency that women chose to exercise. In one sense the motivation should be mapped as well as indicators of agency, which has a temporal dimension. '…to recreate familiar conditions of the past, to project forward to an imagined future, and to respond to the contingencies of the present' (Emirbayer and Mische 1998, p.970).

Workstream 3 will implement qualitative FGDs with women in key "migration-prone" districts in Bangladesh and Nepal where WiF-2 operates and in those where WiF-2 does not operate. The FGD protocols will be informed by Key Informant Interviews (KII) that will be administered through the phone as the start-up workshops in the four countries have been postponed due to COVID-19. The final design of the FGDs will be determined following KIIs.

Workstream 4: Identification of WiF-2 interventions in the employer space in Lebanon

Given the increased focus on countries of destination, we will assess the different ways employers interact with private recruitment agencies and government institutions and how these processes and practices contribute to increased risk of trafficking/forced labour of migrant workers. This will be done using a two-step approach, including implementation of a systematic review and analyses of qualitative and quantitative data in the employer space.

The most often cited academic publications and reports by international NGOs on migrant domestic workers in Lebanon and Jordan, and the Middle East in general, have focused on a narrative of abuse and victimhood with little attention to complex relationships between employers, recruitment agencies, and fragmented policies. These narratives have led to the assumption that interventions should come in the form of either abolishing Kafala, which is a formless system of practices not a policy and therefore abolishing it is untenable, or in raising the awareness of employers.

For this, the study will conduct a systematic review of academic research published between 2000 and 2020 on women migrant workers in select countries in the Middle East/Arab region: Lebanon, Jordan, and the Arab Gulf countries (Saudi Arabia, Kuwait, Qatar, Bahrein, UAE, and Oman). The aim of the systematic review is to evaluate the content of published research in terms of its engagement with a number of scholarly areas that have dominated international writings on gender and migration, this includes political economy, gender and migration, interaction between structure and agency, and transnational ties, among others. Whilst the review will cover all published research on women migrant workers, it will include a section focussed on migrants from South Asia.

The review can assess whether the strategies of WiF2 have identified and strengthened the bottom-up collective organizing efforts on the part of migrant domestic workers themselves.

To identify WiF-2 interventions in the employer space in Lebanon, we will analyse data collected in a mixed-methods study on the attitudes and practices of Lebanese employers regarding migrant domestic workers (Abdulrahim and Cherri 2016). The data include 20 in-depth interviews and 1200 surveys with employers of live-in migrant domestic workers. The study methodology has been described in detail in the ILO (2016) report on the study. The qualitative data from in-depth interviews have been transcribed and the survey data have been managed and prepared for quantitative analysis. The aim of the additional analysis is to examine, through the narratives of employers, how the system of recruiting and employing migrant domestic workers takes place along the migration pathway and to identify junctures where the worker becomes more vulnerable to trafficking/forced labour. For example, the analysis will explore the employers' interactions with private recruitment agencies and government institutions and how their

knowledge of the Kafala system and other legal guidelines associates with employment practices that are exploitative and contribute to forced labour.

As recommended by Patton (2014), the following steps will be undertaken in analysing the qualitative data: 1) transcripts will be read thoroughly; 2) a comprehensive list of open codes will be generated to reflect the whole data; 3) codes will be grouped into categories/themes; and finally, 4) themes will be examined in terms of how they fit together within the larger framework of the study. As to the analysis of survey data (N = 1,200), a set of research questions will be developed and bivariate and multivariate analysis will be carried out to answer them; statistical software will be used to analyse the data. Below are examples of research questions that will be explored.

1. What are prevalent employer practices that contribute to the exploitation and forced labour of migrant domestic workers? Based on the analysis, the study will propose interventions that can mitigate employer-specific practices.

2. What are the factors associated with positive employer practices such as respecting work hours, timely pay, and days off? If employer practices are determined based on knowledge of labour rights and guidelines as opposed to personal values and prejudices, then a training activity could be proposed for employers.

3. Does the level of skill of migrant workers (e.g., domestic versus elderly care) associate with her salary, rights, and vulnerability to exploitation and forced labour? If the study finds differences, then interventions can focus on enhancing the skills of migrant workers as a pathway to enhancing their agency and reducing their vulnerability.

While the analysis is focused on Lebanon, the co-investigator, with research support, will also search for relevant secondary data from Jordan that can be utilized to examine similar questions to the ones outlined above for Lebanon.

Workstream 5: Qualitative assessment of role of social networks in country of work in Lebanon

Migration is network-driven and migrants invest in maintaining transnational ties that provide them with both emotional and instrumental support. (ILO, 2015). Four key forms of support for migrant domestic and factory workers include direct counselling, maintaining social networks, with family back home and with members of their own community in the destination country, mutual aid groups and community interventions. Literature suggests that migrants are unlikely to resort to formal resources; instead, the primary source of help and support is migrants' own social network.

A qualitative assessment in Lebanon (that also covers workstream 6) will provide information on social networks that migrant workers maintain transnationally and new ones they build in the destination country, and the nature of the support and protections these networks provide. The activity will use the community-based participatory research (CBPR) methodology. CBPR is a partnership approach in which participants are actively engaged in all aspects of the research process and both contribute knowledge and share in the decision making (Israel et al., 2013). It can address social inequalities and address power dynamics between the researcher and the subjects of research.

For this, the Lebanon/Jordan co-investigator will train women from the migrant communities on basics of qualitative research and include them as active participants in the research process from the conceptualization of the study and data collection to the interpretation of findings. In her previous research, the Lebanon/Jordan co-investigator has experienced a number of methodological and ethical challenges in conducting traditional research with migrant workers – e.g., poor quality data due to power dynamics and language barriers – that CBPR can potentially address. As such, in this study, she opts to train women from the migrant communities on basics of qualitative research and include them as active participants in the research process from the conceptualization of the study and data collection to the interpretation of findings.

In Lebanon, the co-investigator will collaborate with the Anti-Racism Movement (ARM) on training and research activities to achieve Workstream 5. Founded in 2010 by Lebanese feminist activists and migrant domestic workers, ARM is a grassroots organization that carries out activities and projects to fight racism and support community-building (https://www.armlebanon.org/about-us). ARM created the Migrant Community Centers (MCCs) which provide safe spaces to migrant domestic workers to gather, network, and organize; the Centers also provide skills trainings, legal assistance, and educational classes. ARM's theory of change is based on the idea that migrant domestic workers are agents of change and not only recipients of services.

The MCCs will serve as sites to meet and connect with migrant domestic workers, describe basic elements of the qualitative study on the role of social networks in protecting against trafficking and forced labour, and receive their feedback. Following, the co-investigator, with support from both Lebanese and migrant ARM/MCC staff (and a research assistant) will conduct a three-day training on qualitative research to 5-6 Bangladeshi and 5-6 Nepali bilingual migrant workers. The training will address issues related to research ethics in addition to methodological aspects of facilitating FGDs, data transcription, and analysis and interpretation of results. Each community researcher will be tasked with conducting one FGD with a few co-ethnic participants, transcribing the data (data will be translated to English as well), and discussing the results with the co-investigator and ARM/MCC members.

Based on the documented importance of networks for domestic workers and building on the qualitative findings, we intend to pilot an intervention to strengthen female migrants' support networks in destination countries with a focus on Lebanon to assess to what extent this measure can be incorporated into WiF-2 interventions. The specific intervention is to connect women working in Lebanon in domestic care positions with other women through networking software such as Whatsapp or a similar technology and to provide smart phones to a subset (maximum 50 women) who do not have access to phones that support social networking. We expect a total sample of no more than 75 women participating in the study. The social networking intervention will qualitatively assess agency and empowerment before and after the intervention, and associated risk of forced labour and trafficking compared with 75 migrant care workers who do not have such access.

While we see benefits from using quantitative approaches for WP5, our budgetary resources are not sufficient for a quantitative survey. Moreover, Covid-19 has dramatically changed the situation of women migrants in Jordan and Lebanon and we will re-assess the implementation of this study component in early 2021.

Workstream 6: Qualitative evaluation of the WiF-2 intervention on freedom of association in Jordan and Lebanon

Workstream 6 builds on workstream 5 in expanding the definition of social networks and examining how they facilitate a response to collective organizing efforts, whether these efforts are initiated by migrant workers themselves or by an external catalyst. In Lebanon, there have been numerous efforts on the part of migrant domestic workers and their allies (with support from ILO through the WiF 1 and 2 programs) to organize for labour rights; many of these efforts have focused on abolishing the Kafala system.

Following the same methodology described in Workstream 5 section, that is CBPR and engaging women from Bangladesh and Nepal in the research process, we will carry out a qualitative evaluation to examine the effectiveness of WiF's activities on freedom of association, including through migrant workers' safe spaces in Lebanon. This includes MCCs that provide support and a sense of community to migrant women and aim to reduce the risk of forced labour through the provision of on-demand services, such as health and legal services. ILO has provided continuous support to MCCs through DfID funding. Data on migrant workers' experiences and views on the effectiveness of the efforts of ILO and MCCs in supporting collective organizing and freedom of association will be gathered during the same set of FGDs utilized for data collection.

In addition to the collaboration with ARM and MCCs, efforts will be made to reach migrant women who do not attend or know about these spaces and who may be at higher risk of exploitation, trafficking, or forced labour. In Lebanon, the co-investigator will draw on relations with ARM/MCCs but also on other organizations like Kafa, Amel, and Insan, as well as other advocacy groups to reach out to migrant domestic workers. Adopting the same CBPR methodology, migrant women will be trained in qualitative research; the women will in turn conduct focus group discussions and in-depth interviews in their native language, transcribe the data, and contribute to data analysis. Key informant interviews will complement FGDs focusing on broader aspects of freedom of association.

Although the Lebanon/Jordan co-investigator is very familiar with the Lebanese context, she will need to explore the context in Jordan before conducting a similar study on freedom of association and collective organizing. Data in Jordan will be gathered through FGDs and in-depth interviews with women who attend safe spaces as well as through key informant interviews. The evaluation in Jordan will be carried out in year 2 of the project in order to provide the co-investigator with ample time to establish connections with migrant workers' networks and advocacy groups and to facilitate the qualitative data collection process. The CBPR methodology will also be adopted in Jordan whereby migrant workers will contribute to shaping the research and engage in decision making. Following, a few migrant women will be trained in qualitative research; these women will conduct FGDs and in-depth interviews in their native language, transcribe the data, and contribute to data analysis.

Workstream 7: Bringing it all together

The third step of ROAD, *implementing decisions based on the evaluation of the intervention*, focuses on outreach of learnings from the various assessment pieces and suggestions for scaling up of interventions with a positive outcome for future activities in other countries of the Middle East.

This includes policy dialogues bringing together results from this evaluation with other insights and evaluations involving ministries of labour and embassies in the countries of employment, publication of research results in scientific journals and summary of results in easily accessible policy notes.

This also includes a final assessment of the TOC of WiF-2.

4. IMPLICATIONS OF COVID-19

COVID-19 is affecting female migrants in the target migration routes (South Asia-Middle East) dramatically, not least as it intersects with a series of other factors that had already affected the region and are now further magnified. These include severely reduced oil revenues in some Middle Eastern countries and the pre-existing economic collapse in Lebanon, where the severe devaluation of the local currency and the disappearance of US dollars had already led to a reduction in salaries of migrant domestic workers. In response to COVID-19, South Asian countries generally preferred for migrants to stay in host countries. Embassies in host countries did not organize return flights and thousands of sometime undocumented migrants were stuck throughout 2020; however, while some migrants want to return and others prefer to stay.

For migrants who have returned there are stigmas and taboos as migrants returning from abroad are considered to be potential carriers of the disease. This, in turn, has led to some migrants avoiding quarantine, as quarantine is itself associated with stigma and mis-perception regarding the disease. There has also been a lack of access of migrants or their families to relief for a series of reasons in their home countries; and there are similar stigmas and taboos for migrants in host countries (i.e. no or limited access to health services or relief; loss of jobs or lower compensation, linkage of any foreigner with the disease; etc.).

From a gender perspective, migrant women will be worse affected. For those in the garment industry, social distancing is difficult to achieve and it is doubtful if all factories comply with global health standards. Domestic workers often have to cope with additional workloads because all family members of the employer are home most or all of the time. There have also been reports of rise in domestic violence. Other domestic workers risk being dismissed by their employer (due to stigmatization).

Migrant females who are not eligible for government relief in the host country, are unable to send remittances, are unable to return and to support themselves are under immense economic, social and psychological pressure, as are their families.

It would be useful to understand how female migrants are supported in host countries and countries of origin during COVID-19. As such the evaluation is very timely and can benefit from COVID-19 related adjustments in addition to adjustments that have to be made due to travel restrictions and lockdowns.

Moreover, COVID-19 will likely dramatically and potentially permanently change migration pathways. Unlike migrant returnees from India to Nepal, most migrant workers in the Middle East did not return during 2020. However, the perception of migration is changing across the region and we expect changes in perception to be gendered. We will explore these changes as part of our studies.

Finally, with reduced mobility due to social distancing and travel restrictions migrant workers may have reduced access to their support systems. COVID-19 will bring to the fore the importance of social networks as determinants of migrant women's labour rights, wellbeing and ability to navigate the system in countries of reception.

Thus, all research that we do will reflect COVID-19 while focusing on the core tenet of WIF2 and its evolving nature in response to COVID-19.

Given the additional stigmas, racism, gendered discriminations and other additional challenges migrants in host countries and returnee migrants in origin countries face as a result of COVID-19, we will face additional sensitivities and potentially challenges in contacting migrants both for phone and for face-to-face surveys. Our strong linkages with partners in the 4 countries will help us address this challenge but it bears keeping in mind.

To understand the impacts of Covid-19 on potential women migrants and migrant returnees, we are designing a phone survey with approximately 1100 female migrants in migration prone-areas of Bangladesh where ILO's partners are operating. Some members of the study team have been implementing phone surveys with rural women and men in 8 countries and has found it challenging to reach rural women for a host of reasons, see, for example, this blog: https://pim.cgiar.org/2020/07/14/phone-surveys-to-understand-gendered-impacts-of-covid-19-a-cautionary-note/.

While it is clear that reaching rural women, in general, is highly challenging in rural South Asia, reaching women (returnee) migrants is yet more challenging and associated with more stigma. Given that the maximum length of phone surveys is 20-25 minutes, and given severe privacy concern, we cannot ask many of our face-to-face modules in a phone survey setting, and certainly cannot include the WEMI that is under development, however.

Additionally, we implemented a series of Key Informant Interviews and reviewed newspaper articles and other recent literature to develop two essays describing the challenges of women migrants from Bangladesh and Nepal, respectively, including as these relate to Covid-19.

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Appendix: Outcome Indicators, WiF-2

IMPACT	Impact Indicators		Baseline (2017-18)	Milestone 3 (June 2021)	Milestone 4 (June 2022)	Milestone 5 (June 2023)	Cumulative Target (July 2018- June 2023)	Assumptions
Reduce vulnerability to trafficking and forced labour of women and girls across migration pathways leading to the care sector and textiles, clothing, leather and footwear industries (TCLFI) of South Asia and Arab States.	Estimated number of women and girl migrants whose vulnerability to trafficking and forced labour may be reduced through systemic policy change and direct project interventions.	**Planned**	Baseline and endline targets will be assessed and confirmed in first six months. Universe of population potentially affected by policies will be confirmed in first six months.	Progress to be assessed as part of MTE.	n/a	n/a	At least 350,000 women and girls will be reached at source and destination in India, Nepal, and Bangladesh, Oman, Bahrein, Lebanon and Jordan. If policy recommendations are implemented, the programme could indirectly reach over one million.	Relevant policy changes reach and positively affect women beneficiaries. Policies can also adversely affect vulnerability (e.g. planned extension of overtime in India, new restrictions on women's mobility etc).
		Achieved						Project outputs and outcome will have a verifiable impact on numbers of women and girls that are vulnerable to forced labour and trafficking within lifespan on project.
			Source					
			This indicator will be assessed at the end of the programme, and will consider types and extent of vulnerability to forced labour within WiF population in study settings; awareness of safe / risky migration strategies and information and reasoning people use to make migration decisions; etc. A focus will be to assess qualitatively how women's vulnerability has decreased. This will be assessed from evidence from study population and implications of policy-level and recruitment practice shifts. For approximate universe					

OUTCOME 1	Outcome 1 Indicators		Baseline (2017-18)	Milestone 3 (June 2021)	Milestone 4 (June 2022)	Milestone 5 (June 2023)	Cumulative Target (July 2018- June 2023)	Assumptions
Women have greater ability to make their own choices during the entire migration process in an enabling environment for safe migration into decent work. [Linked primarily to Outputs 3 (indicator 2.2 and 2.3) and 4 (indicator 2.1)]	1.1 Changes in women's decision making ability (negotiating power/ shifts in power relations): - within the family - in the choice to migrate and the method of migration - at destination	**Planned**	Women empowerment assessment (as part of end term evaluation) completed at end of Phase one to determine baseline	At least 40% of surveyed women having participated in outreach events understand the benefits and risks of available options, strategies and practices; Improved programme strategies and intervention model.	0	At least 65% of surveyed women having participated in outreach events understand the benefits and risks of availlable options, strategies and practices; Improved programme strategies and intervention model.	At least 240,000 women with an increased knowledge and/or skills	Social and economic environment, peace and stability in source communities does not deteriorate and reduce perceived available migration options.
								Government and employers do not take measures to prevent workers from organising.
		Achieved						
			Source					
			Women empowerment surveys to be conducted at MTE and ETE. Cumulative target is 65% of sample reached through outputs 1.2 and/or 1.3, 2.1 and 2.2. Figure will be based on specific sample surveys or longitudinal tracking.					
	1.2 Sustainability and replication of processes/ methods - if replication of methods/ processes has occurred, by whom and with what resources	**Planned**	One per targeted country	One per targeted country	One per targeted country	One per targeted country	5	Environment enabling migration by choice is not undermined by forced displacement or mobility restrictions affecting women.
		Achieved						
			Source					
			Replication processes will be based on interventions reported in TPRs under outputs 1.5 and 2.3. MTE and ETE will assess. Sustainability will be based on qualitative assessments as					
	1.3 Number of reports documenting cases of targeted women being able to collectively negotiate fair and equal wages and better working conditions.	**Planned**	Case study reports	8	n/a	n/a	15	Policy and enforcement measures do not effectively undermine freedom of association and collective bargaining.
		Achieved						
			Source					
			Reports will be referenced in TPRs and available for MTE and ETE (Mid-term and End-term Evaluations)					
	1.4 Number of reports documenting cases of women supporting their peers who have faced violence or rights violations.	**Planned**	Case study reports	3	3	4	15	Policy and enforcement measures do not effectively undermine the possibility for civil groups and worker collectives to document and file complaints to authorities.
		Achieved						
			Source					
			Reports will be referenced in TPRs and available for MTE and ETE evaluation					

OUTCOME 2	Outcome 2 Indicators		Baseline (2017-18)	Milestone 3 (June 2021)	Milestone 4 (June 2022)	Milestone 5 (June 2023)	Cumulative Target (July 2018- June 2023)	Assumptions
Increased levels of collaboration, accountability and respect between key actors along migration pathways towards an enabling environment for safe migration into decent work. [Linked primarily to Outputs 3 and 4]	2.1 A strengthened discourse on women's right to migration and safe mobility, at all levels	**Planned**	Report	n/a	n/a	n/a	n/a	**Outcome indicator 2**: Informality of recruitment does not generate an environment of impunity where commitment to fair recruitment practices is difficult to enforce and hence inconsequential.
		Achieved	0					
			Source:					
			Baseline report describing status of discourse on women's right to migration and safe mobility in two destination countries / States and two source areas, with recommendations., followed by endline report. MTE will also assess progress.					
	2.2 Number of better recruitment regulations adopted in each country	**Planned**	n/a	1	1	1	At least three better recruitment regulations will be adopted/promoted in each country	The number of new and revised recruitment regulations is not overshadowed by other policy initiatives or administrative practices that undermine the rights of migrant women worker
		Achieved	0					
			Source:					
			For baseline see Policy brief on better practices and regulation of recruitment to domestic work and to garment work (http://www.ilo.org/newdelhi/whatwedo/publications/WCMS_565970/lang--en/index.htm). Progress will be bsed on MTE and ETE.					
	2.3 Percentage of increase of workers recruited through better recruitment practice supported by the programme	**Planned**	Report	5% annual increase for each new practice	5% annual increase for each new practice	5% annual increase for each new practice	Cumulative targets to be calculated based on total number of new practices.	Piloted recruitment practices are not undermined by new policy measures.
		Achieved						
			Source:					
			Documentation of total number of workers reached out by better practices. Reports will be referenced in Annual Technical Progress Reports					

OUTCOME 3	Outcome 3 Indicators		Baseline (2017-18)	Milestone 3 (June 2021)	Milestone 4 (June 2022)	Milestone 5 (June 2023)	Cumulative Target (July 2018- June 2023)	Assumptions
Strengthened laws, policies, practices and systems for social protection, safe labour migration and decent work for women. [Linked primarily to outputs 4 and 5]	3.1 Use of evidence based research to influence policy discussions	**Planned**	Baseline availability and uptake of research evidence in policy and practitioner documents		50% of policy-makers including constituents, researchers, practitioners or donors surveyed report understanding and/or use of WIF research and evaluation findings	66% of policy-makers including constituents, researchers, practitioners or donors surveyed report understanding and/or use of WIF research and evaluation findings	66% of policy-makers including constituents, researchers, practitioners or donors surveyed report understanding and/or use of WIF research and evaluation findings	Policy makers, researchers and practitioners are willing to access and use robust evidence on labour migration and human trafficking.
		Achieved	0					
			Source					
			ILO studies and reports from implementing partners. Brief survey of small sample of policy makers, researchers and practitioners and donors (e.g. survey monkey).					
	3.2 Reforms/ changes made at legislative and policy levels that address violation of migrant women worker rights and upholding of greater accountability levels	**Planned**	0	Two in destination and two at source	Two in destination and two at source	Two in destination and two at source	20	The number of new and revised policy initiatives that protect the rights of migrant women workers is not overshadowed by other policy initiatives or administrative practices that undermine the rights of migrant women worker
		Achieved						
			Source					
			Transcript of laws, policies or administrative decisions.					

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