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IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IDA-49400)

ON A
IN THE AMOUNT OF SDR 25.3 MILLION
(US\$40 MILLION EQUIVALENT)
TO THE
PEOPLE'S REPUBLIC OF BANGLADESH
FOR A

EMERGENCY REPATRIATION AND LIVELIHOOD RESTORATION OF
MIGRANT WORKERS PROJECT

March 25, 2013

Human Development Unit
Bangladesh
South Asia

CURRENCY EQUIVALENTS

(Exchange Rate Effective January 10, 2013)

Currency Unit = Taka

US\$ 1.00 = BDT 79.60

FISCAL YEAR

July 1 - June 30

BMET	Bureau of Manpower Employment and Training
ERD	Economic Relations Division
EPP	Emergency Project Paper
ERL	Emergency Recovery Loan
FM	Financial Management
GoB	Government of the People's Republic of Bangladesh
IDA	International Development Association
IOM	International Organization for Migration
JSDF	Japanese Social Development Fund
MOEWOE	Ministry of Expatriates' Welfare and Overseas Employment
SAR	South Asia Region
SBL	Sonali Bank Limited

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BANGLADESH

Repatriation and Livelihood Restoration for Migrant Workers

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MAP

A. Basic Information			
Country:	Bangladesh	Project Name:	Bangladesh: Repatriation and Livelihood Restoration for Migrant Workers
Project ID:	P126263	L/C/TF Number(s):	IDA-49400
ICR Date:	03/13/2013	ICR Type:	Core ICR
Lending Instrument:	ERL	Borrower:	THE PEOPLE'S REPUBLIC OF BANGLADESH
Original Total Commitment:	XDR 25, 300,000	Disbursed Amount:	XDR 25, 297,077.57
Revised Amount:	XDR 25,297,077.57	Canceled Amount:	XDR 2,922.43
Environmental Category: Not required			
Implementing Agencies: Ministry of Expatriates' Welfare and Overseas Employment			
Cofinanciers and Other External Partners: not applicable			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	03/30/2011	Effectiveness:	06/15/2011	06/15/2011
Appraisal:	04/18/2011	Restructuring(s):		
Approval:	04/26/2011	Mid-term Review:		09/21/2011
		Closing:	06/30/2012	06/30/2012

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Highly Satisfactory
Risk to Development Outcome:	Low or Negligible
Bank Performance:	Satisfactory
Borrower Performance:	Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Highly Satisfactory	Government:	Highly Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Satisfactory
Overall Bank Performance:	Satisfactory	Overall Borrower Performance:	Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	No	Quality of Supervision (QSA):	None
DO rating before Closing/Inactive status:	Satisfactory		

D. Sector and Theme Codes		
	Original	Actual
Sector Code (as % of total Bank financing)		
Other social services	100	100
Theme Code (as % of total Bank financing)		
Conflict prevention and post-conflict reconstruction	50	50
Social safety nets	50	50

E. Bank Staff		
Positions	At ICR	At Approval
Vice President:	Isabel M. Guerrero	Isabel M. Guerrero
Country Director:	Salman Zaheer	Ellen A. Goldstein
Sector Manager:	Pablo Gottret	Ming Zhang
Project Team Leader:	Iffath Anwar Sharif	Bernice K. Van Bronkhorst
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F. Results Framework Analysis

Project Development Objectives (from Project Appraisal Document)

The Project Development Objective was to support the Borrower in: (i) the timely repatriation of migrant workers, who have fled the ongoing conflict in Libya, from refugee camps in neighboring countries; and (ii) the provision of a one-time cash grant as a transitional safety net measure to help said workers meet immediate basic needs and commence the process of livelihood restoration.

Revised Project Development Objectives (as approved by original approving authority)

There were no revisions to the PDOs or key performance indicators during the life of the project.

(a) PDO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
1. Repatriated migrant workers who arrived safely at the airport in Dhaka (total number)	29,800	10,000	NA	13,484
Date Achieved				07/30/2011
Comments (incl. % achievement)	Baseline = number already repatriated returnees who flights costs were to be financed with retroactive financing. Original target value was 10,000 as specified by the Financing Agreement or about 30% of 30,000 expected returnees as was specified in the Emergency Project Paper (EPP) Actual value achieved of 13,484 is the number of returnees for which the International Organization for Migration was reimbursed. Actual value of the total number of returnees repatriated however was 36,713. Number of workers repatriated equal to 135% of Financing Agreement target			
2. Repatriated migrant workers who received the onetime cash grant (% of total number of repatriated workers)	none	100%	NA	99%
Date Achieved				05/22/2012
Comments (incl. % achievement)	Target was originally of 34,000 workers but 36,683 registered with IOM for cash assistance, and 36,307 actually received the cash assistance.			

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Percent of repatriated migrant workers who have proof of photo ID	none	100%		100%
Date Achieved				05/03/2011
Comments (incl. % achievement)	100% of target achieved			
TV and newspaper advertisements have been	Not available	Numerous newspaper and TV		2 Newspaper, 2 TV, 2 radio, 6 SMS, leaflets

launched to inform about cash grants and livelihood activities		advertisements		
Comments (incl. % achievement)	Target achieved			
Cash transfer system established through banks	None	System is in place and operational		System in place and operational during life of project
Date Achieved				10/26/2011
Comments (incl. % achievement)	Target achieved			

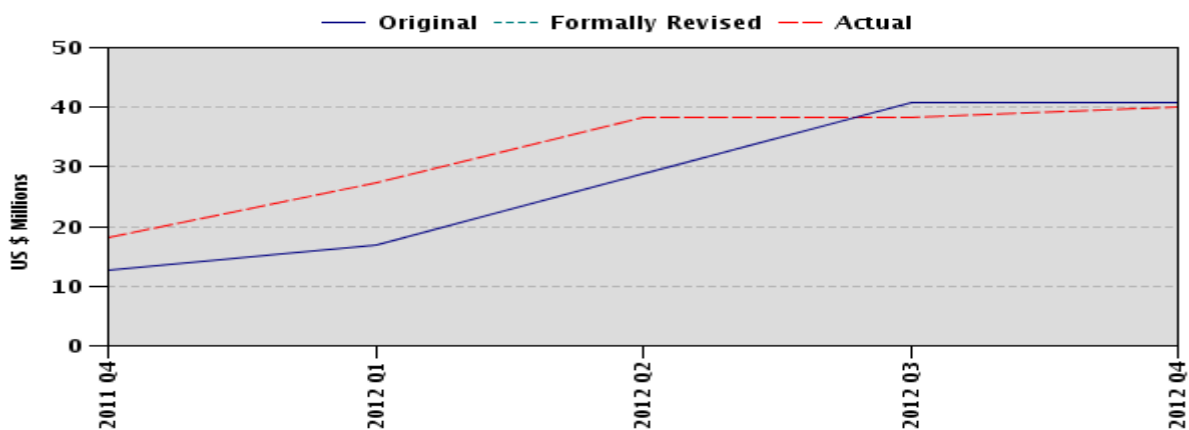
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	09/21/2011	Satisfactory	Satisfactory	27.41
2	06/16/2012	Satisfactory	Satisfactory	40.01

H. Restructuring (if any)

The project was not restructured.

I. Disbursement Profile



1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

1.1.1 Country background: At the time of appraisal, Bangladesh had a population of 150 million and a poverty headcount of 31.5 percent. Economic growth averaged 6.2 percent. Domestic consumption, largely driven by foreign remittances, accounted for 70 to 80 percent of growth. Migrant remittances accounted for 87 percent of the total external inflows in FY 2011, a share that is much larger than that for LDCs as a group.¹

1.1.2 The emergency context: Libya, which served as a host-country for migrant workers, entered a period of civil conflict in February 2011. At the outbreak of the conflict, there were approximately 63,000 Bangladeshis in Libya, mostly working as unskilled and semi-skilled workers. Following the outbreak of violence, approximately 380,000 foreign workers from various countries fled to refugee camps along the Tunisian and Egyptian borders. This presented a humanitarian crisis as conditions in camps were increasingly difficult, with inadequate food and sanitation. Although, many countries faced logistical difficulties in repatriating workers affected by the Libyan conflict, the Government of Bangladesh (GoB) faced a particularly large number of workers to be repatriated and with a high cost for long-haul flights. The crisis presented a significant shock to Bangladeshi migrants and their families. The loss of income, which averaged about US\$3,690 per year, threatened to increase household debt as the situation rendered families unable to repay their migration related debts which averaged roughly US\$3,150.²

1.1.3 Rationale for International Development Agency (hereafter referred to as the Bank) involvement: When Bangladeshi workers fled to refugee camps, the International Organization for Migration (IOM) and Biman Bangladesh Airlines (the national carrier) responded by initiating airline flights to repatriate workers. At appraisal, close to 29,800 Bangladeshis had already been repatriated. Some repatriation had been carried out by Biman, but the GoB was relying on IOM for most repatriation operations.³ However, the resources of GoB and IOM could not cover the costs of repatriating all affected workers, and stakeholders looked to the Bank for assistance. The credit was intended to reimburse IOM for repatriation costs already incurred, prevent disruption in future repatriation activities, and provide a one-time cash grant to returnees as a transitional safety net measure.

1.2 Original Project Development Objectives (PDO) and Key Indicators

1.2.1 The Project Development Objective was to support the Borrower in: (i) the timely repatriation of migrant workers, who have fled the ongoing conflict in Libya,

¹ World Bank. 2012. "Bangladesh: Towards Accelerated, Inclusive and Sustainable Growth – Opportunities and Challenges." Bangladesh Development Series Report No. 67991.

² As reported in the Emergency Project Profile (EPP).

³ Basic assistance on the ground (water, medical and vital services) was provided by United Nations High Commissioner for Refugees, International Federation of Red Cross and several NGOs.

from refugee camps in neighboring countries; and (ii) the provision of a one-time cash grant as a transitional safety net measure to help said workers meet immediate basic needs and commence the process of livelihood restoration.

1.2.2 The Project's key performance indicators as approved were the following:

1. Number of repatriated migrant workers who have arrived safely in Dhaka.
2. Number of repatriated migrant workers who have received a cash grant.

1.3 Revised PDO and Key Indicators

1.3.1 There were no revisions to the PDOs or key performance indicators.

1.4 Main Beneficiaries

1.4.1 The Project's primary target population was migrant workers fleeing the conflict in Libya. A profile of returning workers is provided in Box 1. The indirect project beneficiaries are the families of these workers. Therefore, the principal benefits of the project, bringing workers back to Bangladesh safely and providing a transitional safety net benefit, accrue to the repatriated workers and their families.

Box 1: A Profile of Returnees

Based on a sample of 7,234 returnees from Libya, the IOM reported that:

- 99% were male
- 70% were in the 26 – 40 year age cohort
- 56% were married
- 20% had no formal education; 17% had an incomplete primary education
- 11% had completed secondary school; 4% had completed higher secondary
- Mean family size was 5.5 family members
- Reported average household income was US\$129 per month

Source: IOM (2012) Repatriation and Reintegration of Bangladeshi Returnees from Libya, draft Final Report, Dhaka.

1.5 Original Components

1.5.1 The project had two components:

Component 1: Repatriation of migrant workers to their home country (US\$12.6 million IDA financing). This component was to finance the cost of airfare of conflict-affected Bangladeshi workers to Bangladesh for an estimated 10,000 returning workers (or 10 percent of 30,000 workers). At the time of appraisal, the activities in Component 1 had been essentially completed and the project was to provide retroactive financing for component 1. See paragraph 2.2.3, below. A pre-departure phase was financed and implemented by UNHCR/IOM and included identification of migrant workers from

Bangladesh and evaluation of whether the workers wanted to repatriate. On-site consular services had been organized by the IOM and GoB and emergency travel documents issued for workers who had lost their travel documents. Upon arrival in Bangladesh, the GoB had organized facilities at the airport to receive 7 to 8 additional flights per day and process about 4,000 returnees; had organized bus transportation to the central bus terminal for returnees; and had provided each returnee Taka 1,000 for transportation to their home. GoB and IOM organized immediate medical care; food; immigration support; and foreign exchange facilities at the airport.

Component 2: Transitional Assistance (US\$26.5 million IDA financing). This component was to finance a one-time cash grant of BDT 50,000 (approximately US\$775) to each returnee to an estimated 34,000 workers. The purpose of this grant was to cover immediate basic needs and partial expenses associated with initial restoration of livelihoods. Under this component, IOM was to establish a cash transfer system, including a public information campaign; a payment system; a monitoring system; and grievance and redress options.

1.6 Revised Components

1.6.1 The components were not revised.⁴

1.7 Other significant changes

1.7.1 NA.

1.7.2 **Project Cost and Financing:** The Emergency Project Paper (EPP) described a US\$74.1 million project with contributions from IDA, GoB and IOM (see Table 1). Accounting has been for the US\$40 million IDA credit as project targets are linked to the IDA financing.⁵

Table 1: Original Project costs in US\$ million, and Financing Plan per Component

	Total	IDA	IOM	GoB/ Biman
Component 1: Repatriation Costs	46.7	12.6	29.5	4.6
Component 2: Reintegration Costs	26.5	26.5		
Contingency	0.9	0.9		
TOTAL COST (US\$ m)	74.1	40.0	29.5	4.6

Source: EPP. Report No: 60376-BD, IDA, April 19, 2011

⁴ While the main text of the EPP included 2 components, the data sheet identified 3 components which were originally included in the project concept note, as follows: 1) repatriation; 2) reintegration and livelihood restoration c; and 3) labor market reinsertion of migrant workers at home and abroad. The inclusion of the third component on the EPP data sheet was an error.

⁵ Please see Annex I for further explanation

1.7.3 Reallocation of funds. The EPP reserved US\$0.9 million as contingency for the possibility that there would be a second wave of returnees. In December 2011, when it was clear that there would not be a second wave, the GoB requested to use contingency funds and the undisbursed amount for cash allowances to reimburse Biman for repatriation expenses incurred by the heavily cash-strapped national airline. The Bank gave its no objection and Biman was paid US\$3.43 million, which was a combination of the funds remaining in the contingency component and the unused amount left in Component 2. Since the IOM contract already included the US\$0.9 million contingency, the change required an amendment to the IOM contract but did not change the overall contract amount.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

2.1.1 Fast-track emergency procedures. Bank Operational Policy 8.00 on Emergencies was triggered and project preparation was accelerated using fast track emergency procedures. The official request for assistance was received from the Government of Bangladesh on March 9, 2011 and Board approval of the project was on April 26, 2011. To facilitate rapid approval, the Bank TTL, Country Director, and Regional Vice President briefed the Board on the proposed project design two weeks into project preparation and received the “green light” to continue to explore 100 percent retroactive financing of repatriation costs and direct contracting of IOM. A key factor in this extremely expedited preparation process was that one co-TTL was Dhaka-based and the other two Washington-based. This allowed work to proceed on an around-the-clock basis. It was a multi-sectoral team consisting of the South Asia Sustainable Development and Human Development Units.

2.1.2 Lessons from other emergency projects. The design incorporated lessons from other emergency projects as reflected in the emphasis on simplified objectives and clear scope of activities. These lessons were also reflected in the procurement arrangement which included one procurement activity only – a direct contract with IOM for the implementation of all project activities.

2.1.3 Simplicity of project design. Taking into account the short time frame for preparation, the project was well conceptualized. The Project Development Objectives (PDOs) were clear, realistic and measurable, and focused on outcomes for which the project could be held directly accountable. The strategic relevance and approach was appropriate based on the nature of the emergency and the capacity of the GoB to respond to the emergency. The implementing agency was the Bureau of Manpower, Employment and Training (BMET) under the Ministry of Expatriates' Welfare and Overseas Employment (MOEWOE). Given capacity constraints in MOEWOE and BMET, the project relied on IOM for implementation of all activities. Design of the cash grant provided a lesson in compromise. The Bank and the Government initially disagreed on the value of the cash grant benefit, with the Government wanting a considerably higher benefit than the Bank, but in the end, both sides reached consensus which also reflected the available resource envelop. Originally, there was also a third component for

livelihoods restoration, but this component was eliminated at the project concept stage due to concerns that these activities would necessarily mean a longer project period and would complicate the project. In hindsight, eliminating this complex activity was a sound design decision since funding decisions for this component were not under Bank management control.⁶

2.1.4 Ownership and participation from the Government. The idea of Government intervention to finance the repatriation and reintegration of migrant workers originated with the GoB in consultation with the IOM. Responding to the emergency, the GoB moved quickly to mobilize its national airline, Biman and the IOM to commence repatriation activities. In collaboration with the IOM, the Government established procedures for processing returnees upon their arrival in Bangladesh (including special immigration, medical and help desks); organized transportation for returnees to central bus terminals; and mobilized emergency resources to provide each returnee with Taka 1,000 (USD12.50) for bus transportation to their homes. Government stakeholders, particularly the MOEWOE and the BMET, were active in project design and Government fast-tracked its own approval processes in order to match the Bank's pace of preparation. Government ownership was complemented by the excellent working relationships between Government, the Bank, and IOM and which continued into implementation.

2.1.5 Poverty and gender focus. The PDO did not have an explicitly poverty focus and the project was not exclusively targeted to the poor. However, the project was expected to benefit many poor workers, particularly unskilled and semi-skilled workers engaged in construction work which constituted the average profile of Bangladeshi migrant workers in Libya, and to prevent vulnerable households of returning workers from falling into poverty.

2.1.6 The Project was in line with the Country Assistance Strategy (CAS) for FY11-14 and the Poverty Reduction Strategy Paper (PRSP-2) for FY09-11.⁷ The CAS focuses on accelerated, sustainable and inclusive growth, while the PRSP includes safe foreign employment and improved social protection for pro-poor growth. The Project supported safe overseas employment through repatriation of conflict affected workers and improved social protection through provision of an emergency cash grant. By setting the stage for livelihood restoration, the project also supported inclusive growth.

2.1.7 Risks and mitigation. Most risks were adequately identified and the risk mitigation measures were appropriate. The appointment of a financial management specialist in BMET experienced in Bank procedures was identified as a risk mitigation measure to address the limited financial management capacity of BMET. However, BMET was unable to hire a financial management specialist. This prompted the Bank team to provide additional support on financial management issues. Other risk mitigation

⁶ JSDF approval in principle was given in February 2011 but has not yet been approved as of February 2013.

⁷ GOB (2009) Steps Towards Change: National Strategy for Accelerated Poverty Reduction (FY09-11), revised, Dhaka.

measures identified were: (i) comprehensive audits of cash payments, and (ii) an establishment of a complaints mechanism for beneficiaries to register grievances. However these above measures were not adopted as IOM conducted its own assessments and regularly shared updates on the numbers of returnees verified for payments, grievance cases sent to the Grievance Committee, as well as the list of payments (verified by SBL statements). Audit reports were also prepared by the GoB and shared with the Bank.

2.2 Implementation

2.2.1. The implementation period for the operation was 12 months. Board approval was granted on April 26, 2011, effectiveness was declared on June 16, 2011, and the project closed on June 30, 2012. The duration of the emergency operation was realistic given its objectives.

2.2.2 Procurement under the Project. The entire IDA credit was encompassed in a single non-consultancy services contract procured by MOEWOE under Direct Contracting arrangements with the IOM. This approach was strategic for a number of reasons. First, it is consistent with the Bank's guidelines for emergency operations, including use of rapid procurement methods (direct contracting) for procurement of services of qualified UN agencies.⁸ Second, it reduced the procurement risk of the project by reducing the number of procurement packages. Third, since IOM was qualified in migration and delivery of cash transfers, the approach avoided time consuming capacity building of the implementing agency and reduced governance issues that could have emerged had the GoB implemented the program. Finally, IOM's charge to the project was US\$150,000, or about 0.4 percent of project costs for the establishment of the cash transfer system and its management which was an extremely efficient use of credit resources.⁹ Under this model, IOM worked as an extended arm of GoB in implementation, with IOM implementing the program while maintaining overall GoB oversight.

2.2.3. Retroactive financing. By March 2011, the majority of Bangladeshi workers would have already been repatriated by IOM; therefore, expenditures incurred on or after February 28, 2011 for Component 1 and April 18, 2011 for Component 2 were eligible for retroactive financing up to 97.5 percent (or XDR 24,760,000). This represented 100 percent of expenditures under Component 1 (Repatriation), and 96.4 percent of expenditures under Component 2 (Integration).¹⁰ The Board authorized this exception to the retroactive financing limit, which allowed the GoB to continue uninterrupted repatriation and to avoid having Bangladeshi workers remaining in camps while the project was being prepared.

⁸ The IOM is a UN affiliated international non-governmental organization comprised of 146 member and 13 observer states. The standard U.N. contract was modified in order to contract IOM.

⁹ As at June 12, 2012, IOM had made an estimated contribution of US\$0.3 million to finance administrative costs beyond the US\$150,000 allocated by the project. Information provided for ICR by IOM.

¹⁰ During the implementation of the project, actual retroactive financing was not utilized by the Borrower..

2.2.4. Disbursement condition for cash grants. The design included the disbursement condition for Component 2 of the preparation by IOM and approval by GoB and the Bank of the cash grant Operational Procedures, including details of the public education campaign, logistics for distribution of the cash grant, and methodology for ensuring the identification and verification of beneficiaries eligible for the cash grant. The Operational Procedures were submitted to the Bank and GoB on June 21, 2011 and the GoB provided its clearance on June 30, 2011. The Operational Procedures were exhaustive and consistent with international best practices for operational manuals for cash grant programs. Requiring an operations manual prior to disbursement of cash grants to beneficiaries is an important accountability and control mechanism for cash grant programs, and the project provides evidence that it is also a feasible condition in emergency situations.

2.2.5 Implementation of risk mitigation measures. Implementation of risk mitigation measures was adequate. Although a financial management specialist was not assigned as planned, the Bank supervision team provided as much support as possible to the client with the preparation of the IUFRs and making withdrawal claims. Two financial audits were conducted. The Bank supervision team conducted some spot checks of beneficiaries and their accounts. A complaints mechanism was established. It was comprised of IOM and Government representatives and reviewed cases of workers who had died or who had already left again for overseas employment. The MOEWOE published a list of cash beneficiaries on its website.

2.2.6. Mid-term Review (MTR). The project mid-term review carried out in September-October, 2011 analyzed reasons for disbursements bottlenecks. A primary factor was that the MOEWOE did not have sufficient documentation on bank transactions to submit withdrawal applications, and this led to fund shortages in the Designated Account. The Bank team provided recommendations that addressed the bottleneck. It was agreed that (i) MEWOE would request IOM to provide instructions to Sonali Bank Limited (SBL), the bank identified to transfer project funds to beneficiary accounts, in two parts — one for beneficiaries with Sonali Bank accounts (approximately 90 percent of beneficiaries) and one for non-Sonali Bank account holders; and (ii) SBL would in turn provide certification of payment based on the transaction register and the list of beneficiaries on a daily basis. This allowed for immediate certification for 90 percent of SBL transactions and the submission of timely withdrawal applications for the remainder of the project.

2.2.7 Hands-on supervision. The Bank team provided practical guidance during implementation, especially with respect to financial management. This was particularly important during start-up given the quick disbursing nature of this emergency operation, capacity constraints in the MOEWOE/BMET, and the lack of a financial management specialist hired or appointed by the client to support the project implementation.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

2.3.1 Design. This emergency operation had a simple monitoring framework with two PDO indicators and three intermediate indicators. PDOs defined immediate impacts of interventions since the emergency nature of the operation did not allow for longer term objectives and the results framework focused on measuring intermediate outcomes and activities (number of workers repatriated and number of grants paid to workers) as opposed to assessing the impact of the credit, for example, the number of migrants who have been reintegrated into the labor market.

The mid-term review recognized gaps in the M&E plan and indicated that the Bank would implement an evaluation to include: (i) a process evaluation to understand the key positive features of the project design that led to such a successful and expedient implementation of the project with minimal leakage; (ii) random spot checks to verify the final percentage of migrant workers who have received the one-time cash payment;¹¹ and (iii) an analysis of the type of intervention required to address the market failures that currently exist in the overseas employment market for unskilled and semi-skilled labor.

Given the emergency nature of the operation, it was not feasible to include a rigorous impact evaluation. The co-TTLs for preparation also noted concerns that complex monitoring arrangements would impede emergency activities. This is a valid concern in emergency situations; however, it would have been feasible to implement assessment activities after emergency activities were completed. This could have possibly included *inter alia* post implementation process audits, a beneficiary assessment, and analysis of the situation of Bangladeshi workers in other countries at risk of conflict. However inclusion of such activities would have required a longer execution period (perhaps 18 months).

2.3.2 Implementation and Utilization

The IOM developed a robust MIS that captured data on beneficiaries and payments and which formed the basis of the monitoring system. The IOM provided weekly informal email updates to BMET and the Bank team on key performance indicators.

2.4 Safeguard and Fiduciary Compliance

2.4.1 Safeguard compliance. Project activities did not trigger any safeguards.

2.4.2 Fiduciary compliance. Financial management and procurement capacity assessments were undertaken during preparation. The financial assessment found that the BMET/MEWOE did not have adequate financial management capacity. As mentioned above, the risk mitigation measure was to be the assignment of a financial management

¹¹ The Bank did undertake some spot checks but this was not a rigorous exercise. These spot checks found that transitional assistance grant payments were made to the correct beneficiary accounts within the agreed timeframe.

specialist familiar with Bank requirements. However, hiring turned out to be problematic so the Bank supervision team increased its support to ensure proper financial management of the project. As noted in Section 2.2, above, unaudited financial statements were submitted although some were late. Financial audits were conducted by the GoB Foreign Aided Project Audit Directorate, with two financial audit reports submitted on time.

Based on the procurement assessment, MOEWOE was not well equipped to carry out the acquisition of goods and services. To lower procurement risks, the procurement plan called for one US\$40.0 million direct contract with IOM for implementation of all project activities. This procurement arrangement was defined in the EPP and the Financing Agreement and was not revised during implementation. This procurement activity was carried out in compliance with the Bank's procurement policy and procedural requirements.

There were no fraud or corruption issues raised during implementation. Interim unaudited financial reports for the Project covering each quarter were submitted, however, all reports were late.¹² Audited financial statements were submitted on time. The Financing Agreement also required the Borrower to submit Project Reports to cover the period of one calendar semester. The Borrower did not submit Project Progress Reports but the IOM provided information on the project on a continued basis both to the Bank and to Government. Although random checks of the cash grants were carried out by the Bank team, it would have been beneficial to include independent third-party process audits, particularly of the cash grant to further increase transparency and accountability, as has been mentioned above.

2.5 Post-completion Operation/Next Phase

2.5.1 The Bank plans to support livelihood restoration through development of two JSDF grants, one which will focus on facilitating migration and the second which will focus on improving labor market outcomes inside Bangladesh. The former would establish a network of community-based organizations (CBOs) in areas with high numbers of potential migrants where there is lack of information and services to support safe migration. The objective is to improve the conditions for Bangladeshi migrant workers through addressing information needs, providing skill training and making the migration process more transparent. The second grant is likely to focus on establish the mechanisms of providing livelihood restoration support via labor market reinsertion of returnees from Libya. Activities will include skills training and self-employment services; development of a web-based system for job placement; and job intermediation for poor unskilled workers.

¹² Reports were due October 30, 2011 ad January 30, April 30, and July 30, 2012. The July to September and October to December 2011 unaudited statements were submitted on February 02, 2012 and January to March and April to June 2012 on August 26, 2012

2.5.2 The MOEWOE is planning to use the call center equipment furnished with Project resources as a migrant worker registration hub. The purpose of this hub would be to offer safe and less expensive ways to migrate. Transition arrangements for the MIS (database, software and hardware) developed by IOM are currently under discussions.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

3.1.1 Relevance of objectives. The PDOs were highly appropriate to the emergency context and, as such, focused on immediate impacts of interventions rather than longer term objectives. The PDOs were in line with the CAS (FY11-14) and the PRSP (FY09-11).¹³ Accordingly, the project rested on the following pillars: accelerated, sustainable and inclusive growth (from the CAS) and safe foreign employment and improved social protection in support of pro-poor growth (from the PRSP).

3.1.2 Design and implementation. Project design included clearly defined activities consistent with relevant emergency experience in Bangladesh and other countries. The first component addressed the need to return conflict affected workers to Bangladesh in a timely manner. Retroactive financing provided the vehicle to facilitate uninterrupted repatriation. UN protocols for voluntary repatriation were applied. The Bank team ensured that procedures for implementation of the cash grant met international standards by contracting a consultant to assist in preparing a procedures manual and required the manual as a condition for disbursement on Component 2. The implementation approach chosen contributed to smooth and timely implementation and achievement of project objectives. This was facilitated by consensus among partners on objectives and activities.

3.2 Achievement of Project Development Objectives

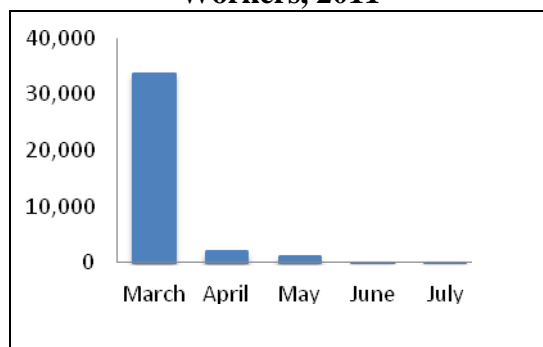
3.2.1 The project achieved its development objectives. A total of 36,713 conflict affected workers were repatriated, 36,683 registered with IOM to receive the cash assistance, and 36,307 of them were verified and received the transitional cash transfer (Table 2). At 99 percent of targeted beneficiaries, coverage of the cash grant was near universal. Moreover, this was accomplished within an extremely short execution period (Figures 1 and 2). Stakeholders were in agreement that the efficient implementation of activities by IOM was a key factor in the success of the project.

¹³ Steps Towards Change: National Strategy for Accelerated Poverty Reduction Strategy Paper (FY09-11)

Table 2: Project Development Objectives and Indicators

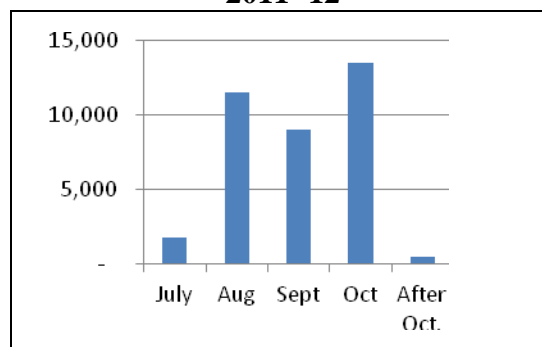
Project Development Objective	PDO Indicators	Baseline	Target	Actual ¹⁴
Objective 1: Repatriate migrant workers who have fled ongoing conflict in Libya from refugee camps in neighboring countries in timely manner	1. Repatriated migrant workers who arrived safely at the airport in Dhaka (total number)	29,800 ^(a)	10,000 ^(b)	13,484 (c)
Objective 2: Provide one-time cash grant as safety net measure to help them meet immediate basic needs and commence process of livelihood restoration	2. Repatriated migrant workers who received the onetime cash grant (number and %)	none	100%	99%
a) Number already repatriated and to be financed with retroactive financing b) 10,000 as specified by the Financing Agreement and 30% of 30,000 as specified in EPP c) Number of returnees for which IOM was reimbursed (original 10,000 plus 3,484 transported by Biman) d) Total number of returnees repatriated				

Figure 1: Flow of Repatriated Workers, 2011



Source: IOM (2012) Repatriation and Reintegration of Bangladeshi Returnees from Libya, draft Final Report, Dhaka.

Figure 2: Flow of Cash Grants, 2011 -12



Source: compiled by author based on IOM (2012) Snapshot of Payments, Dhaka.

All Intermediate Outcome indicators were achieved. IO number 1 was achieved at 100 percent - all workers had photo identification at project closing. Approximately 18 percent of returnees did not have passports upon return. Photographs of these returnees were taken as part of airport immigration processing and these photographs were used by IOM to verify workers. In terms of IO # 2, the public education was launched. Also the cash grant system was put in place and was operational during implementation of the cash grant. It was later dismantled as there was no need for the system given that the emergency was over, and no further returnees were expected from Libya. Nevertheless the office set up including the software and hardware as well as the Operations Manual is being maintained by BMET. The experience gathered and these assets can be utilized to

¹⁴ Actual figures are as reported by IOM (2012) Repatriation and Reintegration of Bangladeshi Returnees from Libya, draft Final Report, Dhaka.

address similar emergencies in the future. Achievement of these intermediate indicators contributed directly to achievement of the second PDO since they made it possible for the beneficiary to receive their cash assistance grant.

Intermediate Outcome	Outcome Indicators	Baseline	Target	Actual
Component 1: Migrant workers who seek to repatriate undergo repatriation process	Percent of repatriated migrant workers who have proof of photo ID	Not available	100%	100%
Component 2: Migrant workers who arrive in home country receive one-time cash grant	TV and newspaper advertisements have been launched to inform about cash grants and livelihood activities	Not available	Numerous newspaper and TV advertisements	2 Newspaper, 2 TV, 2 radio, 6 SMS, leaflets
	Cash transfer system established through banks	None given	System is in place and operational	System in place and operational during life of project

3.3 Efficiency

3.3.1. The project was an emergency response operation and economic or financial analysis was not undertaken during appraisal. However, the administrative cost of delivering the benefits was quite low. The total of these administrative costs, including project financed (US\$150,000) and IOM financed about US\$306,339 in administrative costs, represented about 2 percent of the direct costs of repatriation and reintegration. This turned out to be a very efficient operation costing only a small fraction in comparison with international standards, where costs for administering cash transfers average 7 – 8 percent of budgets total costs.¹⁵ Key implementation decisions, such as waivers on retroactive financing and procurement allowed for speedy implementation and also reduced overall costs.

3.4 Justification of Overall Outcome Rating

Rating: Highly Satisfactory

3.4.1 The rating of Highly Satisfactory is based on the following:

- High relevance of the PDOs to the CAS and the PRSP
- Salience of project design and methodology to the emergency context
- Development objectives fully achieved
- Project targets achieved
- Highly efficient and timely implementation of project activities

¹⁵ See for example, Margaret Grosh, Carlo del Ninno, Emil Tesliuc, and Azedine Ouerghi (2008) *For Protection and Promotion: The Design And Implementation Of Effective Safety Nets*, World Bank, Washington, DC.

3.5 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

3.5.1 The project did not have a specific poverty focus; however, it is assumed that a substantial share of benefits have gone to poor or vulnerable households. The majority of migrant workers who worked in Libya were mostly unskilled or semi-skilled, and largely employed in the construction industry. Average reported monthly household income by returning workers was US\$129 per month or about \$26 per capita¹⁶ or, on average, just above the poverty line of approximately US\$20 per capita.¹⁷

(b) Institutional Change/Strengthening

3.5.2. The BMET now has experience in repatriation and knowledge regarding best practices in terms of delivery of cash transfers. It now has the software and hardware and the Cash Grant Procedures Manual and a MIS to facilitate implementation of a similar program should such an emergency arise in the future. SLB, which held the project bank accounts, has advanced in-house capacity to rapidly disburse cash to beneficiary accounts and to account for those transactions.

(c) Other Unintended Outcomes and Impacts (positive or negative)

3.5.3. As a result of lessons learned from the Libya crisis and this emergency operation, IOM Geneva established an Emergency Migration Fund. This fund is expected to help IOM to timely and effectively respond to future emergencies such as the problems faced by IOM in Libya where the requirements of the emergency outpaced IOM resources. The fund will be used for the emergency affected repatriate migrants.

3.5.4. Although not part of project design, the SBL agreed to convert Libyan currency into Bangladesh Taka for returnees upon their arrival. This enhanced the welfare of returnees although this has resulted in large amounts of Libyan currency lying with SBL that it has not been able to convert. Moreover, the SBL did not charge for handling such a large volume of transactions in the returnees' bank accounts, which suggests that corporate social responsibility can be mobilized quickly in emergency situations.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

3.6.1 While a more formal beneficiary survey was not carried out, one focus group with eleven returning workers was held during the ICR preparation. In addition, IOM, with its own resources, conducted a follow up assessment of 7,234 returning workers. The assessment reported that 52 percent of workers left Libya with unpaid salaries of up to

¹⁶ IOM (2012) Repatriation and Reintegration of Bangladeshi Returnees from Libya, draft Final Report, Dhaka.

¹⁷ World Bank. 2013. Bangladesh Poverty Assessment 2010 (forthcoming)

three months, 36 percent with unpaid salary of 4 to 6 months, and 9 percent with unpaid salary of 7 to 9 months. The majority (84%) had been in Libya for less than a year. This means that many came home owing a significant amount of migration related debt. The cash grant was used to repay these loans (54 percent), followed by investment in business (20 percent), future migration (11 percent), and family (10 percent). It is impossible to assess whether or not repayment of debt facilitated restoration of livelihoods. On the one hand, it may have diverted resources away from investments in business. On the other hand, by reducing interest bearing debt, repayment of loans may have facilitated future investments in livelihoods and/or migration to another country.

3.6.2 There was no stakeholder workshop.

4. Assessment of Risk to Development Outcome

Rating: Negligible to Low

4.1 **There is no real risk to development outcomes.** The affected workers returned to Bangladesh and almost 99 percent received the one-time non-reimbursable cash grant.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

Rating: Highly Satisfactory

5.1.1 This rating is based on the following:

- Fast track processing to ensure responsiveness to the emergency
- PDOs that were relevant, measurable, and achievable in the time frame of the project and consistent with the requirements of the emergency
- Innovative and relevant approach to an emergency situation that relied on a simple design that was realistic given immediate needs of the emergency and the one year time frame for implementation
- Pragmatic implementation arrangements that addressed capacity constraints of Government by relying on existing capacity within IOM while at the same time reducing procurement risks
- Flexibility in adjusting Bank procedures while still maintaining adherence to fiduciary safeguards, particularly with respect to 100 percent retroactive financing and one direct contract with IOM for implementation of all project activities

5.1.2. Balanced by some weaknesses:

- Background analysis could have been strengthened through rapid assessment of beneficiaries (most of whom were already in the country)

- Project design could have included more emphasis on M&E, for example, third-party process audits and beneficiary assessments

(b) Quality of Supervision

Rating: Satisfactory

5.1.3 This rating is based on the following:

- Continuity between the preparation and supervision teams, with one of the three co-TTLs and the fiduciary team for preparation remaining during implementation
- Continuous interaction between the Bank team, the BMET/MOEWOE and IOM, in which IOM monitoring reports were shared among the partners
- Ensuring fast disbursements with 90% of funds disbursed within the first five months of project life.
- Regular review of informal IOM reports on the status of implementation
- Provided financial management support from Bank team
- Facilitated disbursements through practical guidance regarding design of accounting spreadsheets and preparation of replenishment requests
- Practical and prompt advice and action to resolve disbursement bottlenecks via continuous interaction with SBL
- Arrangements put in place through speedy submission of JSDF grant proposal to support restoration of livelihoods
- Responded swiftly to meet the request from GoB to support Biman by providing the necessary support to MOEWOE to amend the IOM contract and close the project on time

5.1.4 Balanced by some weaknesses:

- Follow-up on Borrower reporting requirements could have been stronger
- All of the evaluation activities thought useful during the mid-term review not implemented
- More attention to transition arrangements after project closing needed, particularly for the institutional memory of project activities, including the cash transfer procedures.

(c) Justification of Rating for Overall Bank's Performance

Rating: Satisfactory

5.1.5 This rating is based on the highly satisfactory quality at entry and the satisfactory quality of supervision. On the whole, the Bank team designed and implemented an innovative emergency operation and did so in near record time between identification and approval, as well as in the implementation of a cash transfer system.

5.2 Borrower Performance

(a) Government's Performance

Rating: Highly Satisfactory

5.1.1 This rating is based on the following:

- Moved quickly to request assistance from the Bank
- Speedy processing of necessary internal approvals and the contract with IOM
- Advanced funds for repatriation in order to prevent interruptions in repatriation
- Mobilized emergency resources to provide each returnee with Taka 1,000 for transportation from central bus terminals to their home
- Advanced funds for cash grants due to expected delays in Designated Account replenishment.

(b) Implementing Agency or Agencies' Performance

Rating: Satisfactory

5.1.1 This rating is based on the following:

- Efficient implementation of all activities by IOM
- Efficient management of project and beneficiary bank accounts by Sonali Bank Limited without receiving any service fee
- Borrower, in collaboration with IOM, established procedures for reintegration and repatriation
- Borrower successfully managed IOM contract
- Borrower, actively monitored the performance of IOM in completing its assignment
- Satisfactory financial management by Borrower, albeit with significant bank support
- Satisfactory procurement
- Borrower submitted all audited financial statements on time and with no significant accounting issues
- Borrower, facilitated implementation of cash grant through provision of space for call and verification centers for cash grant and staff to serve on Grievance Committee.

5.1.4 Balanced by some weaknesses:

- Borrower, did not comply with formal reporting requirements, although Bank was provided with all required information through regular informal updates on the status of key performance indicators
- Changes in ministry staff, which were generally out of the Ministry's control, resulted in some loss of institutional memory

(c) Justification of Rating for Overall Borrower Performance

Rating: Satisfactory

5.1.5 The rating for overall borrower performance is satisfactory. This rating represents a balance of highly satisfactory for Government performance, particularly the Ministry of Finance, and satisfactory rating for Implementing Agency performance.

6. Lessons Learned

- 6.1.1 Fast track emergency operations for migration are feasible.** The project was the first emergency migration project funded by the Bank and demonstrates that the Bank can play an important role in protecting emergency affected migrants.
- 6.1.2 The Bank can be responsive to borrower needs in emergencies, but this requires flexibility in the application of Bank rules.** In the case of this operation, clearance was given for 100 percent retroactive financing of repatriation and direct contracting of IOM for implementation of all project activities. As evidenced by this project, larger than usual advances may also be necessary due to the quick disbursing nature of emergency credits and grants. Obtaining the necessary clearances and an agreement for an expedited approval time line can only happen with the support of management at all levels. It also helps to have at least one TTL who is experienced in bringing emergency projects to the Board.
- 6.1.3 Simplicity of project design facilitates implementation in emergency operations and provides a greater opportunity for achieving project design.** The design was kept simple – there were clearly defined activities and an easily identifiable target group. Implementation arrangements were also simple – they relied on one contract for implementation of all activities. It also helps to have a TTL in the field to quickly respond to client needs and address implementation bottlenecks.
- 6.1.4 Planning for the unplanned is important because emergencies are dynamic and identification of additional needs may not be possible.** In the case of this operation, it was not possible to estimate the future flow of refugee workers so the project included a contingency amount to be utilized according to emerging needs.
- 6.1.5 Emergency operations cannot wait for rigorous analytic work to inform design; however, to the degree possible, the Bank needs to take stock of the situation.** This does not mean that the Bank will always need to carry out the assessments as they can rely on other agencies to carry out the assessment where appropriate. Beneficiary assessments do not need to slow down preparation. Terms of reference are available and the assessment can be implemented by local consultants. At the same time, background work should identify other affected persons who might not be immediately obvious. In this case, it would have been appropriate to think beyond the immediate target group to assess the situation of

the households of workers who did not leave Libya to determine their social protection needs (income support or psychosocial care).

- 6.1.6 Development of operational manuals prior to the first disbursement of a cash transfer is good practice and feasible in emergency situations.** The manual provides a definition of procedures, roles and responsibilities and provides a bench mark against which to assess whether the program has been implemented according to agreement. Manuals should be reviewed post-emergency and adjusted accordingly based on lessons learned. In this way, they can serve as a guiding document for future emergencies.
- 6.1.7 Third-party processes audits could be important accountability and control mechanisms.** They help to verify that the right people are receiving (or received) the cash grant and that processes were efficient. However, the inclusion of such instruments needs to be agreed on as early as possible to allow for such instruments to be truly effective which may not always be possible in emergency situations.
- 6.1.8 Emergencies provide opportunities to build systems to reduce the impact of future shocks.** Capacity constraints of the Government was addressed by pragmatic implementation arrangements with high level of reliance on the existing capacity of IOM, while at the same time adopting measures to reduce procurement risks. The BMET now has experience in repatriation and delivery of cash transfers. It now has the software and hardware and the Cash Grant Procedures Manual and a MIS to facilitate implementation of a similar program should such an emergency arise in the future. SBL which held the project accounts, has advanced in-house capacity to rapidly disburse cash to beneficiaries accounts and to account for those transactions.
- 6.1.9 Emergency operations should endeavor to include support for capacity building and knowledge generation.** If there is concern that these activities will interfere with implementation of emergency activities, they can be sequenced to occur following completion of emergency activities. With respect to this operation, the M&E plan could have included a process audit; beneficiary assessment; assessment of the situation of Bangladeshi workers in other conflict affected countries; and assessment of the requirements for sustainable social protection for Bangladeshi migrant workers. It could have also included training MIS use and maintenance and procedures established by IOM. This was a missed opportunity.
- 6.1.10 If designed well, it is possible to achieve high returns without incurring large administrative costs.** The administrative cost of delivering the benefits was quite low. The total of these administrative costs, including project financed (US\$150,000) and IOM financed (US \$306,339) represented about 2 percent of the direct costs of repatriation and reintegration. This represents a small fraction

in comparison with international standards where costs for administering cash transfers average 7 – 8 percent of total budget costs.

6.1.11 Conversion of local currency into home country currency for migrants is a good practice which should be included in future repatriation operations.

Mechanisms should be identified to assist the banking institutions involved to recycle these funds or to compensate them for the transaction costs involved.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies

Not-applicable

(b) Cofinanciers

Not-applicable

(c) Other partners and stakeholders

Not-applicable

Annex 1. Outputs by Component

Component 1: Repatriation

The costs associated directly with the airlift of 13,484 Bangladeshi migrant workers to Bangladesh were financed by the project. The airlift of 10,000 migrants was reimbursed to IOM and the additional cost of the airlift of 3,484 migrants was reimbursed to Bangladesh Biman, the national carrier.

Component 2: Reintegration

A detailed Standard Operating Procedures (SOP) was developed and finalized in coordination with GoB, which set out the eligibility criteria and the process of verification of documents, eligibility and finally the actual disbursement of the cash grant.

A Call Centre and a Verification Hub were established, including the procurement of furniture and necessary hardware.

A comprehensive database from the registration conducted at the airport was developed by IOM, in order to ensure a smooth verification and cash disbursement process.

A Grievance Committee was set up consisting of representatives from IOM, Ministry of Expatriates' Welfare and Overseas Employment (MOEWOE) and Bureau of Manpower Employment and Training (BMET).

A total of 54 staff were recruited, including a Hub Supervisor and trained accordingly on the SOP as well as the database, document verification and call centre operation.

Overview

Total Number of returnees who registered with IOM	36,683
Total Number of Verifications	36,307
Total Number of Cash Transfers Completed	36,307
Total Number of Cases cleared by Grievance Committee	412
Total Number of Grievances not resolved*	230
Total Number of Returnees who did not contact IOM/IOM could not reach**	146

* This includes those people who had left the country without registering for the cash assistance, those who applied from abroad but did not meet the deadline, and those cases who filed a case but did not follow through. This figure represents 30 more persons than the GoB records presented in the Borrower ICR.

** This figure is 10 more persons than the figure reported in the Borrower ICR.

Annex 2. Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Component 1	46.7	48.9	105.7
Component 2	26.5	23.3	87.9
Total Baseline Cost	0	0	
Price Contingencies	0.9	0	0
Total Project Costs	74.1	72.2	97.4
Total Financing Required	74.1	72.2	97.4

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower /Biman		4.6	4.6	100
IOM		29.5	29.8*	101
International Development Association (IDA**)		40.0	38.0	95

(*) includes the additional resources of US \$306,339 spent by IOM for setting up the cash transfer system

(**) US \$2 million is exchange rate loss due the SDR exchange rate

c) Disbursement by Category in SDRs

Category	Description	Allocation	Actual Disbursement	Undisbursed Amount	% Disbursed
1	Transportation Services	7,950,000.00	9,843,128.18		
2	Transitional Assistance Grants	16,720,000.00	15,311,080.91		
3	Unallocated	630,000.00	-		
DA	Designated Account	-	142,868.48		
	Total	25,300,000.00	25,297,077.57	2,922.43	99.99%

d) Disbursement by Category in US Dollar equivalent allocation versus actual Disbursement

Category	Description	Allocation	Actual Disbursement	Undisbursed Amount	% Disbursed
1	Transportation Services	11,929,531.50	14,770,302.85		
2	Transitional Assistance Grants	25,089,530.40	22,975,348.68		
3	Unallocated	945,359.10	-		
DA	Designated Account	-	214,384.16		
	Total	37,964,421.00	37,960,035.69	4,385.31	99.99%

The above calculation is based on July 23, 2012 exchange rate

The last and final transaction was July 12, 2012.

Annex 3. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Iffath Anwar Sharif	Sr. Economist, TTL	SASSP	Co-TTL, Social Protection
Andras Horvai	Country Program Coordinator	SACBA	Advisor
Bernice Van Bronkhorst	Sr. Urban Specialist	SASDU	TTL
Zahed Khan	Sr. Urban Specialist	SASDU	Co-TTL
Hjalte Sederlof	Short-term Consultant	SASSP	Cash Transfer Manual
Catherine Desiree Gamper	Short-term Consultant	SASSP	Research
Van Anh Vu Hong	Short-term Consultant	SASDU	Research
Burhanuddin Ahmed	Sr. Financial Management Specialist	SASFM	Financial Management
Marghoob Bin Hussein	Sr. Procurement Specialist	SASPR	Procurement
Zafrul Islam	Lead Procurement Specialist	SASPR	Procurement
Md. Tafazzal Hossain	Program Assistant	SASDU	Coordination
Supervision/ICR			
Iffath Anwar Sharif	Sr. Economist, TTL	SASSP	TTL
Bernice Van Bronkhorst	Sector Manager	SASDC	Operations
Zahed Khan	Sr. Urban Specialist	SASDU	Operations
Jessica Leino	Economist	SASSP	Social Protection
Aneeka Rahman	Economist	SASSP	Operations
Lorraine Blank	Short-term Consultant	SASSP	Author ICR
Jaferi Hussain	Short-term Consultant	SASSP	Coordination
Nushin Subhan	Short-term Consultant	SASSP	Coordination
Mohammad Sayeed	Short-term Consultant	SASSP	Financial Mgt.
Md. Mahtab Alam	Program Assistance	SASSP	Coordination

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY11	21.03	119,723.58
Total:		119,723.58
Supervision/ICR		
FY12	21.56	77,881.63
FY13	3.98	57,174.51
Total:		135,056.14

Annex 4. Beneficiary Survey Results

A beneficiary survey was not conducted; however, a focus group with 11 male returnees was held. Following is a summary of the discussion:

1. Workers had been in Libya from 12 months to 11 years
2. All were employed in building trades with the exception of one workers who was employed in sales
3. All were employed as unskilled or semiskilled workers
4. Workers waited from between 1 and 3 months to be repatriated
5. 8 out of 11 stayed at their workplaces and not in camps
6. 3 out of 11 lost wages as a result of the conflict, with lost wages ranging from 2-4 months
7. All reported that the airport was well organized
8. The primary mechanism for receipt of information on the cash grant was received via cell phone, with all workers reporting that they received text messages and heard and read at least one other media message.
9. Workers reported difficult in getting through to call centers with calls made repeatedly over many days
10. 9 out of 11 had to open a bank account as they did not already have one
11. Of those who opened a bank account, 4 reported that they were charged an unofficial fee of between Taka 150 and 500
12. Workers waited between 7 days and 2.5 days after verification to receive money in their bank accounts
13. 9 out of 11 used the cash grant to repay debt
14. 3 out of 11 still had debt at the time of the focus group
15. 6 out of 11 were either employed or self employed

Annex 5. Borrower's ICR and/or Comments on Draft ICR

Cover letter signed by Ms. Zubaida Mannan, Senior Assistant Secretary



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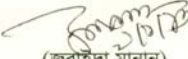
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তারিখ : ০৯ জানুয়ারী, ২০১৩

বিষয় : **Emergency Repatriation and Livelihood Restoration of Migrant Workers Project.**

উপর্যুক্ত বিষয়ের প্রেক্ষিতে গত ৩০ জুন, ২০১২ তারিখ সমাপ্ত "Emergency Repatriation and Livelihood Restoration of Migrant Workers Project" এর একটি খসড়া (Draft) Implementation Completion and Results Report (ICR) প্রস্তুতপূর্বক পরবর্তী প্রয়োজনীয় কার্যক্রম গ্রহণের জন্য এ সংগে নির্দেশক্রমে প্রেরণ করা হ'ল।

সংযুক্তি : বর্ণনামতে।


(জুবাইদা মান্নান)
সিনিয়র সহকারী সচিব
ফোনঃ

Iffath Sharif
Senior Economist and Task Team Leader
World Bank, Agargaoan
Sher-E-Banglanagar
Dhaka-1207.

অনুলিপি (সদয় অবগতির জন্য) :

১. মহাপরিচালক, জনশক্তি, কর্মসংস্থান ও প্রশিক্ষণ ব্যুরো, ৮৯/২, কাকরাইল, ঢাকা।
২. সচিব মহোদয়ের একান্ত সচিব, প্রবাসী কল্যাণ ও বৈদেশিক কর্মসংস্থান মন্ত্রণালয়, প্রবাসী কল্যাণ ভবন, ৭১-৭২, পুরাতন এ্যালিফেন্ট রোড, ইস্কাটন, ঢাকা।
৩. যুগ্মসচিব (কল্যাণ ও মিশন) এর ব্যক্তিগত কর্মকর্তা, প্রবাসী কল্যাণ ও বৈদেশিক কর্মসংস্থান মন্ত্রণালয়, প্রবাসী কল্যাণ ভবন, ৭১-৭২, পুরাতন এ্যালিফেন্ট রোড, ইস্কাটন, ঢাকা।
৪. অফিস কপি।

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Implementation Completion and Results Report (ICR)
ON
Emergency Repatriation and Livelihood Restoration of Migrant Workers Project.
Preparing and submitting to the Bank completion report of GoB:

1. (a) Assessment of the operation's Objective:-

In the midst of the severe unrest in Libya, approximately 36,700 Bangladeshi nationals had been repatriated to Bangladesh through IOM assistance, together with flight assistance from the national carrier, Bangladesh Biman while some travelled with the assistance of their employers and by personal means. Given the nature of the unrest, many fled Libya without their savings and some even without receiving their last few months' salary. As a result, the Government of Bangladesh (GoB) applied for and received a USD 40 million credit from International Development Agency (IDA) in order to provide the returnees with modest immediate cash grant (BDT 50,000 cash grant amount per person) and also to reimburse IOM for a portion of the cost of repatriation of Bangladeshi nationals.

(b) Design:-

Target Population.

All Bangladeshi returnees from Libya after February 28, 2011, that have met the eligibility criteria for claimants set out below.

Eligibility Criteria.

All claimants were asked to register by BMET through its Probashi Kallyan Desk (PKD) on arrival at the airport, the list of these returnees contained in the Master Database as received from BMET and as per the PKD cards filled out by all returnees.

Payment Amount, Timing, Delivery Mechanisms.

The payment amount (a one-time cash payment) is BDT 50,000.

The timing (the payment period) indicated to the claimant following successfully verification, the average time being 10-15 working days, although transfers for Sonali Bank account holders proved much shorter. The delivery mechanism was a one-time deposit to the claimants account (specified for the purpose) in Sonali Bank, one of its branches or in another bank.

(c) Implementation:

Very inception of the Project, GoB (Ministry of Finance) released BDT136.25 crore (USD 18.60 million) as an advance to start distributing immediate cash grant to Libya returnees. From this amount only BDT 43.95 crore had been utilized to address the primary need of the project. Later BDT 43.95 crore was deposited to GoB after getting IDA fund. However, approximate 38000 (thirty eight thousand) Bangladeshi nationals had been decided to repatriate to Bangladesh. Finally, approximately 36,700 Bangladeshi nationals have been repatriated back to Bangladesh through IOM assistance, together with flight assistance from the national carrier-Bangladesh Biman by personal means.

One of the major components of the Project was to disburse cash grant of BDT 50000 to each returnees. But a total of 36,683 (thirty six thousand six hundred sixty three) number of Bangladeshi nationals received cash grant.

Later another component was included after an amended agreement with World Bank and GoB. Approximately USD 3.45 million was reimbursed to Bangladesh Biman against repatriation of 3,484 returnees.

(d) Operational Experience:

It is an exemplary experience for Bangladesh to complete this project within 12 months of given period of time.

2. Assessment of the outcome of the operation against the agreed objectives:

For the purpose of the disbursement of the cash grant, a Call Centre and a Verification Hub were established at the Government-run Sheikh Fazilatunnesa Mujib Women's Technical Training Centre (TTC). The returnees, upon obtaining their appointments through the call centre were required to come in person with all necessary documentation to the Verification Hub to verify existing documents to determine whether the applicant was an eligible returnee. Upon successful verification, the returnees were provided with a receipt of successful verification and the onetime cash grant was transferred directly to the beneficiary's account through Sonali Bank.

OVERVIEW OF RESULTS

Total Number of Returnees	36,683
Total Number of Repatriated Bangladeshi Nationals to be reimbursed by GoB	13,484
Total Number of Verifications	36,307
Total Number of Cash Transfers Completed	36,307
Total Number of Cases cleared by Grievance Committee	412
Total Number of Grievances not resolved/did not contact IOM	215
Total Number of Returnees who did not contact IOM/IOM could not reach	136

3. Evaluation of the Borrowers :

1. A detailed Standard Operating Procedures (SOP) was developed and finalized in coordination with GoB, which set out the eligibility criteria and the process of verification of documents, eligibility and finally the actual disbursement of the cash grant.
2. Sonali Bank was identified by GoB as the disbursing bank, and a Service Agreement was signed between Sonali Bank and IOM, outlining the process of fund management and transfer, and reporting mechanisms.
3. An outreach campaign was conducted in several stages:
 - a. First phase: All Bangladeshi returnees having returned to Bangladesh on or after 28 February 2011 were informed of the reintegration programme, and requested to open a bank account through print and electronic media.
 - b. Second phase: All potential beneficiaries were informed regarding the required documentation, verification and cash grant disbursement procedure including location, start date and call centre numbers (through print and electronic media, including a TV spot showing the verification process).

4. A comprehensive database from the registration conducted at the airport was developed by IOM, in order to ensure a smooth verification and cash disbursement process. The Call Centre and Verification Hub were connected to the main network.
5. A Grievance Committee was set up consisting of representatives from IOM, Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE) and Bureau of Manpower Employment and Training (BMET).
6. A total of 54 staff were recruited, including a Hub Supervisor and trained accordingly on the SOP as well as the database, document verification and call centre operation.
7. A Call Centre was set up at the TTC, including the procurement of furniture and necessary hardware.
8. A Verification Hub was set up (including furniture, infrastructure and hardware) with 18 operational Verification Officers (VO), who were responsible for verifying the eligibility of the claimant. In addition to the Hub Supervisor, three Assistant Supervisors were also appointed to oversee the operation of the 18 VOs and the 34 (17 in each of the two shifts) call centre operators.
9. Once the majority of the returnees had obtained appointments for the in-person verification, the call centre operators were also used for spot checking on the payments being made, in order to monitor the payments of the cash grant and address delays/non-payment issues.
10. Sonali Bank provided periodic records of successful transactions for reconciliation of payments by IOM.

4. Evaluation of the performance of the Bank:

The IDA credit taken by the Government of Bangladesh through World Bank in order to provide each returnee with a onetime cash grant of BDT 50,000 and to reimburse IOM and Bangladesh Biman for the repatriation cost of 10,000 and 3484 returnees respectively was indeed very timely and contributed greatly to the immediate financial crisis faced by the returnees. GoB worked with the World Bank on a new area of intervention for the Bank – emergency situations – and given the positive outcome and efficient manner the project was implemented, the World Bank expressed keenness to collaborate in similar programmes with GoB in other parts of the world if a situation arises.

Description of the proposed arrangements for the future operation of the project:

Not applicable as the project is already closed.

Annex 6. List of Supporting Documents

A. Bank Project Documents

All documents in project files with particular focus on:

Emergency Project Paper, Report No: 60376-BD, IDA, April 19, 2011
Financing Agreement, Credit Number 4940-BD, May 30, 2011
Supervision ISRs (Report No: ISR6936 and Report No: ISR4539)
Mid-Term Review Technical Report and Aide Memoire, November 3, 2011
Foreign Aided Project Audit Directorate, GoB, Audit Inspections Report (September 2, 2012)
Draft Report on Sample Spot Check of Libya Migrants Workers Bank Accounts with Sonali Bank Branches of Different Districts (undated)
Government of Bangladesh (2009) Contract with the International Organization for Migration for the Repatriation and Re-integration of Bangladeshi Returnees from Libya, June 2011, Dhaka
Draft Report on Sample Spot Check of Libya Migrants Workers Bank Accounts with Sonali Bank Branches of different districts

B. Other Documents

Grosh, Margaret, Carlo del Ninno, Emil Tesliuc, and Azedine Ouerghi (2008) for Protection and Promotion: The Design and Implementation of Effective Safety Nets, World Bank, Washington, DC.

Government of Bangladesh (2009) Steps Towards Change: National Strategy for Accelerated Poverty Reduction (FY09-11).

International Organization for Migration (2012) Repatriation and Reintegration of Bangladeshi Returnees from Libya, draft Final Report, Dhaka.

International Organization for Migration (2012) Snapshot of Payments, Dhaka.

International Organization for Migration (2012) Study on Bangladeshi Returnees from Libya, Dhaka

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Marzo, Federica and Hideki Mori (2012) Crisis Response in Social Protection, World Bank, Washington, DC. Report No: 1205

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World Bank (2010) Country Assistance Strategy for the People’s Republic of Bangladesh, 2011-2014, Washington, DC. Report No: 54615-BD

World Bank (2007) World Bank Operations Manual, Rapid Response to Crisis, Operational Policies/Bank Procedures 8.0

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BANGLADESH

- DISTRICT CAPITALS
- ⊙ DIVISION CAPITALS
- ⊛ NATIONAL CAPITAL
- RIVERS
- MAIN ROADS
- RAILROADS
- DISTRICT BOUNDARIES
- DIVISION BOUNDARIES
- INTERNATIONAL BOUNDARIES



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