

নিরাপদ অভিবাসন বিষয়ক প্রশিক্ষণ ম্যানুয়াল

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Training Need Assessment of Government Officials
on
Safe Migration

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Prepared for:
DCA

Prepared with active participation of:
BOMSA and WARBE DF

Dhaka, March 2011



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এই প্রকাশনাটি ইউরোপিয়ান ইউনিয়ন ও ড্যান চার্চ এইড এর সহযোগিতায় মুদ্রিত। এর বিষয়বস্তু ও তথ্য সংক্রান্ত দায় দায়িত্ব কোন ভাবেই দাতা সংস্থা সমূহের মতামত হিসাবে গণ্য হবে না।

Final

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1. Introduction:

The training need assessment process involved qualitative approaches (FGD and in-depth interview) of data collection. It involved local elected representatives at Union and Upazilla level and DEMO and DC office based officials at the selected project areas of BOMSA and WARBE Development Foundation. The assessment identifies that these government actors need to assist the potential migrants with awareness assistances at five interlinked phases¹:

- Phase of pre-Migration decision
- Phase of organizing migration process
- Phase of actual mobility
- Phase of post-migration employment at destination
- Phase of return and reintegration

The 16 intervention areas (Upazillas) of the two DCA partners have been taken studied under TNA process. From each upazilla two Unions have been selected in consultation with the partners – matching the study areas under the baseline survey.

Therefore the study area of TNA, just as the baseline survey on “Promoting Safe Migration and Local Development in Eight Districts in Bangladesh” has covered 15 Upazillas of eight districts. Among them, 8 upazillas of five districts are under WARBE’s working area; those are Keraniganj Upazillas of Dhaka District, Bondor and Rupganj Upazilla of Narayanganj district, Fultola and Rupsha Upazilla of Khulna district, Rangpur Sadar and Mithapukur Upazilla of Rangpur Districts and Narsingdi sadar Upazilla of Rangpur district. Another 7 upazillas of 4 districts has been covered under BOMSA working areas; those are Jessore sadar and Sarsa Upazilla of Jessore districts, Manikganj sadar and Singaier Upazilla of Manikganj District, Noraiel sadar and Kalia Upazilla of Noraiel district and Shibpur Upazilla of Narsingdi District.

District	Upazilla	District	Upazilla
WARBE		BOMSA	
Narsingdi	Narsingdi	Jessore	Sadar
Rangpur	Pourasava		Sarsa
Khulna	Mithapukur	Manikganj	Sadar
	Fultola		Singaier
	Rupsha	Noraiel	Kalia
	Bondor		Sadar
Narayanganj	Rupganj	Narsingdi	Shibpur
Keraniganj	Taranagar		

¹.

1. Self-Assessment of the Government Actors at Grassroots

This section presents the assessment of the roles of government actors in relation to different needs of the citizens at grassroots level. These are results of a participatory self-assessment process.

2.1. Assistance in Pre-Migration decision

The local government officials have repeatedly informed that the scope assisting the potential migrants in pre-migration decision making phase is limited. This is because, usually people conceal their intention of migration from “outsiders”. Nevertheless, the local elected members of Union Parishad and Upazilla have identified some opportunities through which they can educate people on safe migration. They have identified two-fold awareness raising roles for themselves:

1. To inform people on opportunities of safe migration.
2. To aware people on how to assess migration opportunities to decide whether or not to migrate or where to migrate etc.

Through consultation the following information needs have been identified by these local level elected representatives¹:

- The factors needed to be considered to estimate net-benefit of the migration. (how much will be gained after paying of debt, loss of assets, meeting travel costs, cost of living at destination, social cost, etc.)
- The potential benefits of migration (financial, social etc.).
- The pre-requisite to reap the benefits of migrations.
- What is the government policy and benefits offered regarding migrants. (Tax holiday, housing, savings scheme, migrant welfare fund etc.)
- The financial costs of migration. What are the legal fees (for travel agent/government tax/airport tax/visa fee etc.). Who are entitled to receive the fees and when. How to check air-fare.
- The social and psychological costs of migration (alienation from family, community, conjugal gaps etc.).
- The cautions regarding contract, wage-salary, work-environment and trafficking. (knowledge on low wage, long hours, poor housing etc.)
- The women specific risks in migration.
- Countering the popular myths on easy success through migration/visa extension/overtime/finding job etc. and ways of challenging the myths.
- The available jobs and required skills for different jobs and the sources of accessing these information and skills.

¹ Consultation with Chairman, Member of Union Parishad and Upazillas in the working areas of BOMSA and WARBE

The officials at DEMO and the representatives of DC office (officials of Migration Welfare Desk) have noted least roles at this phase. However, in general they find relevance of raising awareness on the above mentioned issues. In this regard, the DEMO officials are largely found to possess knowledge on these issues. The DC office is not found to be aware on these issues as well. However, both of the actors have mentioned that they see little direct roles in this phase.

Therefore, the challenge lies in identifying the roles and responsibilities of these actors, motivating them on these roles and engaging them in delivering these awareness supports.

2.2. Assistance in the phase of organizing migration process

The major roles of the supportive actors in this phase are: to assist in assessing the authenticity of the recruiting agents and recruiting process as well as in ensuring safe and regular movement. Through consultation the following information needs have been identified by the participants¹:

- Awareness on safe migration (It is not just ensuring safe movement also safe stay and successful integration).
- Awareness on the risks irregular migration, regarding contract replacement, wage-salary, work-environment, forced return/deportation and trafficking.
- The means and ways of checking authenticity of travel and employment documents (passport, visa, contract etc)
- Awareness on what to demand from an agent.
- Mode and caution regarding payment of the recruiting agent. (risk of forward payment, waiting for a suitable contract before accepting offer etc.)
- Importance and method of preparing passport personally.
- Types of visas and employment requirements.
- Ways of assessing authenticity of recruiting/travel agents.
- Importance of avoiding dalals (informal recruiting agents).
- Ways to assess the authenticity of job contract (referral points).
- Means and importance of building destination and occupation focused marketable skills and language skills.
- Rules and regulations of different immigration regimes. (awareness on employer tied visa/contract and no legal provision of multiple employment/job switching).
- Knowledge on BMET registration process.
- Awareness on the legal fees of migration (fixed by government or charged by government).
- Role of local elected representatives and NGOs in verify authenticity of migration documents and actors.

¹ Consultation with Chairman, Member of Union Parishad and Upazillas in the working areas of BOMSA and WARBE

2.3. Assistance in the phase of actual mobility

The major features of this phase are: to ensure personal safety in movement. The local government actors do not find any specific role in this phase. However, they note that awareness can be built on¹:

- Awareness on Pre-departure (orientation on culture, law, work environment, language etc.) from NGOs and BMET.
- Embassy Assistance: How to reach Bangladesh Embassy, what to expect, what are the obligations of the Embassy, what are the rights of the migrants, whom to talk with in case of difficulty.
- Institutional aid at destinations: Which organizations can help at destinations to provide either transfer to employer or organize repatriation.

2.4. Assistance in the phase of post-migration employment

The major roles of the supportive actors in this phase are: to assist the potential migrant in ensuring personal safety in movement. Through consultation the following information needs have been identified by²:

- Awareness on rights at destinations.
- Awareness on legal environment at destination.
- Awareness on probable health risks and means of protection (including HIV/AIDS and STD) at destination.
- Source of assistance at destination.
- Awareness on embassy assistance (Time-table and location of Bangladesh Embassy, the obligations of the Embassy, the rights of the migrants, whom to talk with in case of difficulty etc.).
- Knowledge on risks of informal transfer of remittance and skills in using the regular means of remittance transfer (through banks and authorized dealers etc.)

¹ Consultation with Chairman, Member of Union Parishad and Upazillas in the working areas of BOMSA and WARBE

² Consultation with Chairman, Member of Union Parishad and Upazillas in the working areas of BOMSA and WARBE

2.5. Assistance in the phase of return and reintegration

The major roles of the supportive actors in this phase are: to ensure how to optimally utilize the remittance for a sustained and improved impact on livelihood, social status and esteem along with settling family dispute and conflict with recruiting agents in case of misconducts and frauds etc.

Through consultation the following information needs have been identified by the potential migrants and returnees¹:

- Assistance in safe re-integration plan and remittance management.
- Mediation and referral for legal support in case of conjugal conflict and conflict with recruiting agents.

¹ Consultation with the local government representatives and the community people

3 An overview of role and related capacity needs

The findings of the capacity assessment process also indicates that as of present there are some roles that the local level elected representatives and the District Level DEMO and DC office-based officials play in relation to the migration process (although the role is not optimal).

In relation to these roles the study has also indicated some knowledge and capacity gaps. These information were gathered during the Organizational Mapping exercise. The mapping exercise on one hand revealed existing access of the people to different institutions at Union, Upazilla and District etc. tiers of administration¹. On the other hand, the exercise has also revealed some gaps and needs to the existing institutions in delivering quality services to the migration seekers or return migrants or the family members of the migrants etc.

These findings are summarized in the following table:

Gaps and Needs of Duty Bearers (in relation to properly assisting migration process)
<ul style="list-style-type: none">• Lack of access to updated information on government led migration process.• Lack of information on source of verifying visa and appointment letter etc.• Poor knowledge on migration documents• Lack of knowledge on gram adalat (village court) and other source/mode of legal actions• Lack of knowledge on free source of legal aid and legal services• Lack of knowledge on alternative to middlemen-based migration• Unaware of source of different (pre-departure/pre-employment training) training for migration preparation• Poor knowledge on remittance management• Unaware of proper channels of remittance transfer• Unaware of the needs of migrants in relation to family members• Unaware of the requirements of documenting financial transactions with the migration agents.• Unaware of the responsibilities of migrants at destinations (safety and health/ HIV/AIDS)• Unaware of sources of supports to the migrants at destinations.• Unaware of the role of Bangladesh-Missions aboard.• Unaware of the supports offered by NGOs.• Unaware of proper channels of registering migration-wrong related complains• Unaware of proper methods of registering with BMET• Unaware of baggage rules (so cannot advise on what to bring back)• Not clear on role to play in relation to family/conjugal disputes of the migrants• No clear idea on risks associated with irregular migration• Not properly inform on safe migration and rights of migrants• Not clear on special protection needs of the female migrants• Not clear on the roles of the local-elected-member in relation to safe migration

¹ Please see DCA; Baseline Survey: Safe-Migration Situation in 16 Upazillas, Dhaka, 2011

The important issue is that these actors do advise and assist people in migration process even when they are not properly informed. However, the majority of the respondents (57%) in a baseline survey carried out in 16 Upazillas reported that they were not aware of any government support or service in relation to labour migration (59 % of female and 55 % of male respondents). Those who noted such services mentioned of:¹

Awareness on the migration and migrant support initiatives of the government													Total	
	Present Migrant		Returnee		Failure migrant		Trying for migration		Willing to migrate in future		Members of migrant family		N	%
	N	%	N	%	N	%	N	%	N	%	N	%		
Pre-departure training	23	21.1	46	22.0	17	23.6	23	32.4	22	12.8	55	16.2	186	19.1
Professional training	16	14.7	40	19.1	13	18.1	20	28.2	19	11.0	39	11.5	147	15.1
Setting maximum migration cost	17	15.6	37	17.7	9	12.5	14	19.7	23	13.4	22	6.5	122	12.6
Overseas employment by government facilitation	10	9.2	26	12.4	9	12.5	6	8.5	19	11.0	19	5.6	89	9.2
Information service	7	6.4	19	9.1	10	13.9	10	14.1	17	9.9	14	4.1	77	7.9
Insurance	8	7.3	14	6.7	5	6.9	7	9.9	7	4.1	10	2.9	51	5.2
Wage earners scheme	7	6.4	15	7.2	3	4.2	3	4.2	3	1.7	11	3.2	42	4.3
No services	11	10.1	25	12.0	4	5.6	7	9.9	12	7.0	30	8.8	89	9.2
Don't know	66	60.6	97	46.4	33	45.8	28	39.4	113	65.7	213	62.8	550	56.6
Total	109	100	209	100	72	100	71	100	172	100	339	100	972	100

At the same time around a tenth (9%) mentioned that there was no such service. These findings reveal two issues:

- Firstly; the role of the government officials at grassroots level in relation to spreading the role of government in migration support services is not adequate. The government officials during TNA process mentioned that they are not “interested” and “confident” in encouraging people to come to them for such services and supports as they are not properly oriented and capacitated to meet the demands of the people.
- Secondly; the community people to some extent are aware that on the roles of government but are not having proper assistance from the local government representatives to access those.

In the same survey, it has been found that although around a half (51%) of the respondents expressed ignorance, in assessing the grassroots-level effectiveness of the government led migration services, 29 percent of the respondents assessed the services to be ineffective (31 % of female and 27 % of male).² As causes of ineffectiveness the respondents mentioned of a set of factors:³ among which around a quarter (26.5 percent) mentioned of ignorance and lack of skill of the government officials.

¹ Please see Table: 5.1; DCA; Baseline Survey: Safe-Migration Situation in 16 Upazillas, Dhaka, 2011

² Please see; Table: 5.2; DCA; Baseline Survey: Safe-Migration Situation in 16 Upazillas, Dhaka, 2011

³ Please see; Table: 5.3; DCA; Baseline Survey: Safe-Migration Situation in 16 Upazillas, Dhaka, 2011

Reasons of failure of the government initiatives in reaching the people concerned	Distribution of the respondents												Total	
	Present Migrant		Returnee		Failure migrant		Trying for migration		Willing to migrate in future		Members of migrant family		N	%
	N	%	N	%	N	%	N	%	N	%	N	%		
Corruption	17	41.5	31	34.8	10	43.5	16	57.1	23	42.6	38	30.9	135	37.7
Lack of supervision	11	26.8	38	42.7	8	34.8	13	46.4	15	27.8	33	26.8	118	33.0
Absence of mass-awareness	19	46.3	22	24.7	7	30.4	9	32.1	20	37.0	36	29.3	113	31.6
Non-cooperation of Government officials	14	34.1	29	32.6	11	47.8	12	42.9	17	31.5	26	21.1	109	30.4
Ignorance and lack of skill of Government officials	12	29.3	16	18.0	11	47.8	7	25.0	16	29.6	33	26.8	95	26.5
Distance of service centre	9	22.0	26	29.2	3	13.0	10	35.7	10	18.5	17	13.8	75	20.9
Don't know	4	9.8	20	22.5	4	17.4			9	16.7	23	18.7	60	16.8
Total	41	100	89	100	23	100	28	100	54	100	123	100	358	100

Similarly regarding the migration related services of the local government authorities, in the same baseline survey, a large proportion (47%) reported that they were not aware of any such service (40 % of female and 47 % of male respondents). At the same time only 16 percent of the respondents (23% female and 9% male) considered these services of the local government to be effective.¹ As causes of ineffectiveness the respondents mentioned of the following:²

Causes of failure of local government bodies in delivering migration and migrant focused services	Distribution of the respondents												Total	
	Present Migrant		Returnee		Failure migrant		Trying for migration		Willing to migrate in future		Members of migrant family		N	%
	N	%	N	%	N	%	N	%	N	%	N	%		
Lack of proper importance	11	30.6	34	40.5	8	26.7	11	27.5	18	31.6	46	30.5	128	32.2
Absence of Government regulation	12	33.3	21	25.0	12	40.0	13	32.5	14	24.6	33	21.9	105	26.4
Corruption	11	30.6	14	16.7	5	16.7	14	35.0	21	36.8	40	26.5	105	26.4
Lack of information / skill	14	38.9	20	23.8	7	23.3	8	20.0	17	29.8	22	14.6	88	22.1
Lack of adequate time	6	16.7	4	4.8	7	23.3	9	22.5	3	5.3	17	11.3	46	11.6
Don't know	12	33.3	34	40.5	12	40.0	11	27.5	12	21.1	55	36.4	136	34.2
Total	36	100	84	100	30	100	40	100	57	100	151	100	398	100

¹ 4 Table: 5.5

² Please see ; Table: 5.6 ; DCA; Baseline Survey: Safe-Migration Situation in 16 Upazillas, Dhaka, 2011

4. Assessment of the Conceptual Capacities:

Through discussion with the GO and NGO representatives¹ the following areas of conceptual gaps on safe migration are identified:

- There is little organizational mandate and commitment on the rights and concerns of migrants, returnees or the potential migrants.
- The actors lack conceptual clarity on migration discourse and lack of understanding on migration cycle.. The issues of safe migration, regular migration, irregular migration and trafficking are not clear. There is also lack of knowledge regarding national legal provision, social support schemes, economic/investment opportunities for migration and migrants as well as the available international conventions and national provisions regarding migration and migrants.
- The local elected members fail to identify the returnees as source of knowledge. They fail to address the needs of the returnees other than in dispute situation or till an official complaint of some sort is lodged. The government structure at district level provides little space for active engagement of the returnees both as resource-persons and as beneficiaries.
- The spouse and family of members of the migrants are not treated as an integral part of ensuring safe migration.

5. Suggested Targets and Training Methods:

Through consultation with government representatives, NGOs and community members (returnees and potential migrants) the following government actors have been identified for capacity building initiatives:

- UP Chairman and Members (including female members)
- DEMO team
- Social Welfare Desk officials

However, it is important to note that it is a challenge to bring in the local elected members and the district level government official within a common training program due to their varied level of engagement and conceptual and cultural contexts.

The method of training requires including:

1. Pictorial or documentaries – for easy communication on issues;
2. Involvement of returnees as resource persons
3. Involvement of government officials/legal personnel as resource persons
4. Facilitation of participatory learning environment
5. Provision of handouts for future reference
6. Provision of contact addresses for facilitation of referral

¹ Consultation with the local government representatives, representatives of BOMSA & WARBE and the community people

The TNA findings further suggest the following fourteen broad capacity building clusters for the sample of government representatives and actors:

1. The overview of situation of migration in their working areas
2. Safe migration as a concept and relevant laws and rights of the migrants and their family members
3. Roles that they can play to aware and assist people during the pre-migration decision phase
4. Roles that they can play to aware and assist people during phase of implementation of migration decision
5. Specific agenda of safety and security in relation to passport, visa, job contract, middlemen and recruiting agents etc. migration documents
6. Pre migration preparation (registration, training/ orientation, health check-up and banking etc.)
7. Roles that they can play to aware and assist people during phase of reaching, working and residing at destinations
8. Awareness on welfare and assistance services for the migrants/migration delivered by the government
9. AIDS and other health risks at destination
10. Roles that they can play to aware and assist people during the phase of return and integration
11. Means and ways of ensuring safe return and the supports available in this regard
12. Legal and other supports required for safe family reunion
13. Awareness on the activities of BOMSA and WARBE in relation to the above mentioned issues
14. Developing commitment and facilitating planning to play effective role in promoting and facilitating safe-migration.

-The End-