PRE-DEPARTURE ORIENTATION PROGRAMME:
STUDY OF GOOD PRACTICES IN ASIA

A COMPARATIVE STUDY OF BANGLADESH,
THE PHILIPPINES AND SRI LANKA

A.K. Masud Ali*

* Executive Director, INCIDIN Bangladesh.
ACKNOWLEDGEMENTS

Maybelle Gorospe (Philippines), Leelangi Wanasundera (Sri Lanka), and Sakiul Millat Morshed (Bangladesh) contributed with country reports and provided information on their respective countries.

The Ministries of Labour and Employment of Bangladesh, the Philippines and Sri Lanka provided information and data without which this report would not have been possible.

Along with others, I would specially like to thank Md. Shahidul Haque, Regional Representative, IOM Dhaka, as well as Rina Sen Gupta and Umbareen Kuddus of IOM Dhaka.

The study was carried out under the overall direction of Nilim Baruah, Head of the Labour Migration Service of IOM. Comments on the draft were provided by Nilim Baruah and his colleagues at the Labour Migration Service.

The study was financed by the Asia Regional Poverty Fund of the Department for International Development (DFID) in the United Kingdom.

Opinions expressed in this work are those of the authors and do not necessarily reflect the views of the International Organization for Migration (IOM), DFID or the organizations where the authors are employed.
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
</tr>
<tr>
<td>ALFEA</td>
<td>Association of Licensed Foreign Employment Agencies</td>
</tr>
<tr>
<td>AMOSUP</td>
<td>Associated Marine Officers and Seafarers Union of the Philippines</td>
</tr>
<tr>
<td>ARB</td>
<td>Artist Record Book</td>
</tr>
<tr>
<td>ASCOP</td>
<td>Association of Service Contractors in the Philippines</td>
</tr>
<tr>
<td>BAIRA</td>
<td>Bangladesh Association of International Recruiting Agencies</td>
</tr>
<tr>
<td>BMET</td>
<td>Bureau of Manpower, Employment and Training</td>
</tr>
<tr>
<td>BOESL</td>
<td>Bangladesh Overseas Employment &amp; Services Limited</td>
</tr>
<tr>
<td>BOMSA</td>
<td>Bangladesh Women Migrant Workers Association</td>
</tr>
<tr>
<td>CARAM</td>
<td>Coordination of Action Research on AIDS and Mobility</td>
</tr>
<tr>
<td>CFO</td>
<td>Commission on Filipinos Overseas</td>
</tr>
<tr>
<td>CIC</td>
<td>Citizenship and Immigration Canada</td>
</tr>
<tr>
<td>COA</td>
<td>Canadian Orientation Abroad</td>
</tr>
<tr>
<td>COPE</td>
<td>Comprehensive Orientation Programme for Entertainers</td>
</tr>
<tr>
<td>COPPA</td>
<td>Comprehensive Orientation Programme for Performing Artists</td>
</tr>
<tr>
<td>CWA</td>
<td>Community Welfare Attachés</td>
</tr>
<tr>
<td>DECS</td>
<td>Department of Education, Culture and Sports</td>
</tr>
<tr>
<td>DEMO</td>
<td>District Employment and Manpower Office</td>
</tr>
<tr>
<td>DFA</td>
<td>Department of Foreign Affairs</td>
</tr>
<tr>
<td>DOLE</td>
<td>Department of Labour and Employment</td>
</tr>
<tr>
<td>ECOP</td>
<td>Primary Employers Association in the Philippines</td>
</tr>
<tr>
<td>FGD</td>
<td>Focus group discussion</td>
</tr>
<tr>
<td>IBP</td>
<td>Integrated Bar of the Philippines</td>
</tr>
<tr>
<td>ILO</td>
<td>International Labour Organization</td>
</tr>
<tr>
<td>IOM</td>
<td>International Organization for Migration</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental organization</td>
</tr>
<tr>
<td>OEP</td>
<td>Overseas employment promoter</td>
</tr>
<tr>
<td>OFW</td>
<td>Overseas Filipino Workers</td>
</tr>
<tr>
<td>OLAMWA</td>
<td>Legal Assistant for Migrant Workers Affairs</td>
</tr>
<tr>
<td>OPA</td>
<td>Overseas Performing Artist</td>
</tr>
<tr>
<td>OWWA</td>
<td>Overseas Workers Welfare Administration</td>
</tr>
<tr>
<td>PDOS</td>
<td>Pre-Departure Orientation Seminars</td>
</tr>
<tr>
<td>PEO</td>
<td>Pre-Employment Orientation</td>
</tr>
<tr>
<td>PEOS</td>
<td>Pre-Employment Orientation Seminar</td>
</tr>
<tr>
<td>PNA</td>
<td>Philippine Nurses Association</td>
</tr>
<tr>
<td>POEA</td>
<td>The Philippines Overseas Employment Authority</td>
</tr>
<tr>
<td>POLOs</td>
<td>Philippine Overseas Labour Offices</td>
</tr>
<tr>
<td>RAMMRU</td>
<td>Refugee and Migratory Movement Research Unit</td>
</tr>
<tr>
<td>SHISUK</td>
<td>Shikkha Shastha Unnayan Karjakram</td>
</tr>
<tr>
<td>SLBFE</td>
<td>Sri Lanka Bureau of Foreign Employment</td>
</tr>
<tr>
<td>TESDA</td>
<td>Technical and Skills Development Authority</td>
</tr>
<tr>
<td>TLRC</td>
<td>Technology Livelihood Resource Centre</td>
</tr>
<tr>
<td>TTC</td>
<td>Technical Training Centre</td>
</tr>
<tr>
<td>UAE</td>
<td>United Arab Emirates</td>
</tr>
<tr>
<td>Acronym</td>
<td>Full Name</td>
</tr>
<tr>
<td>---------</td>
<td>-----------</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
<tr>
<td>UNAIDS</td>
<td>United Nations Programme on HIV/AIDS</td>
</tr>
<tr>
<td>WARBE</td>
<td>Welfare Association of Repatriated Bangladeshi Employees</td>
</tr>
<tr>
<td>WIEC</td>
<td>Workers Information and Education Centre</td>
</tr>
</tbody>
</table>
PRE-DEPARTURE ORIENTATION PROGRAMME: 
STUDY OF GOOD PRACTICES IN ASIA 

A COMPARATIVE STUDY OF BANGLADESH, 
THE PHILIPPINES AND SRI LANKA 

SUMMARY 

This paper presents a comparative review of the effectiveness of pre-departure orientation programmes in protecting vulnerable migrants, with a view to highlighting good practices and lessons learned. The paper covers Bangladesh, the Philippines and Sri Lanka. In most cases, primary level data was collected in the capital cities of these three countries. The analysis provided in this paper depends heavily on a review of secondary sources. 

The definition proposed in UNESCO’s International Migration Best Practices Project has been applied: a practice must be adapted to the political, historic, cultural, social and economic context of the society in question. Moreover, best practices on pre-departure orientation seminars (PDOS) must have the following characteristics. First, they should be innovative: a best practice leads to the development of new and creative solutions to common problems. Second, they need to make a difference: by creating a positive and tangible impact on migrants’ life and worlds. Third, they need to have a long-term effect: the results must be sustainable. Finally, they need to have the potential for replication: a best practice can serve as an inspiration to generate policies and initiatives elsewhere. The paper also adopts an operational definition by which a practice is identified as a good practice, even if one or more of the above mentioned four criteria are not met. 

PDOS programmes can be further strengthened by other measures. For example, governments running PDOS programmes need to create decentralized offices around the country and to improve the popularity, flexibility and accessibility of their programmes. 

Mechanisms for implementing governmental programmes need to be properly oriented with regard to the government’s role and responsibilities vis-à-vis migrant workers (in both countries of origin and countries of destination). Information delivered through PDOS should reflect the activities of delivering authorities. The language of communication, both in the classroom and in printed and electronic materials, should be context- and client-specific. 

The PDOS curricula should include a general discussion of migrants’ and workers’ rights, even though knowledge of their rights can only be effective if overseas workers are given information and support in having these rights respected. Although governments have a role to play, NGOs are often better placed to deal with these issues.
Similarly, in order to accommodate the varied needs and availability for different categories of migrant workers, consideration should be given to tailoring PDOS curricula in terms of programming, with regard to departure dates, and duration.

Existing trends in migration still maintain gender-specific roles and images of women. To date, PDOS programmes continue to function within this framework, despite progress in the legal recognition of equal opportunities for women and men. The challenge now lies in taking a comprehensive approach to the issue of gender in migration, to avoid perpetuating the concept that women should be trained to perform their roles according to the needs of men (in the global sphere), and to empower them to regard migration as a way to overcome these stereotypes.

Lastly, the paper underscores the importance of including discussion of reintegration of migrant workers in the curricula for PDOS.

1. INTRODUCTION AND METHODOLOGY

This chapter provides the background and rationale for the paper along with an overview of the methodology.

According to the United Nations, at the start of the 21st century, one out of every 35 persons worldwide is an international migrant: 2.9% of the world population are migrants (IOM, 2003). Over the last 15 years, this figure has increased steadily overall, while in Asia, international migration has grown rapidly over the last two decades. The most significant growth has been observed in the numbers of temporary labour migrants.

In Asia, the growth of labour migration occurred because more and more governments in sending countries, such as Bangladesh, the Philippines, and Sri Lanka, saw temporary labour migration as a means of reducing unemployment figures and of earning foreign exchange. Many governments set up special authorities and institutions to supervise the recruitment, remittance and training needs of labour migrants and, in most cases, these authorities have focused on ensuring regular migration, development of human resources, and encouraging the payment of remittances through official channels.

The flow of migrant workers has made a significant contribution to receiving countries and the arrival of these workers has led to socio-economic development in these countries. Labour migrants are now recognized as champions in earning foreign exchange in their home countries. Thus migration of labour appears to provide a win-win situation for both sending and receiving countries. However, this picture needs to be re-examined, in light of migrants’ experience at both ends of the journey.

Experience so far reveals that the majority of labour migrants are low- and middle-skilled workers who find jobs at the bottom of the market, or who provide labour for jobs which the local population is not interested in taking. Migration often involves exploitation, abuse and violation of workers’ rights. At the same time, the cost of migration for the worker has increased over time, with no matching rise in wages. For illegal migrants, the situation is much worse, as
they, and in some cases regular migrants, fall victim to trafficking in persons. Moreover, while globalization contributes in liberalizing trade and investment for the global economy, the reverse is observed with respect to international labour migration.

At country level, wherever the private sector is involved in recruitment, an increase in fraudulent and unscrupulous practices has been observed: for example, aborted migration despite payment in advance, use of irregular methods for unsuspecting prospective migrants, false promises of work and, in the worst cases, trafficking. The manipulation of prospective female migrants by recruitment agents is facilitated by the fact that the majority are semi-literate rural women with little or no knowledge of the migratory process. Raising awareness of these problems is now considered an important strategy to overcome this vulnerability and to enhance the decision-making capabilities of female migrants (ILO, 2002b).

Given this situation, sending countries are becoming more and more conscious about the rights of migrant workers and are beginning to establish policy regimes aimed at better management of migration, development of human resources, efficient facilitation for emigration, enhanced protection in recruitment and in destination countries, assistance for families of migrant workers, better information for migrant workers on remitting income, and planning for reintegration. From the migrant workers’ perspective, pre-departure training, education and counselling constitute an important empowering initiative offered by the state, the civil society and the private sector and make a significant contribution in all these areas of concerns.

This paper covers all aspects of pre-departure training, education and counselling for migrant workers and to identify good practices. The study undertaken by the author has two levels of objectives: at the regional level,

- to present a comparative review of the effectiveness of pre-departure orientation programmes in protecting vulnerable migrants, highlighting good practices and lessons learned, and

at the national level,

- to take stock of existing pre-departure syllabi and curricula;
- to assess the cost effectiveness of pre-departure orientation programmes;
- to review and assess the process, policy, programme components, and institutional arrangements for pre-departure orientation programmes;
- to present a profile of participants to assess the effectiveness of orientation programmes in targeting the most vulnerable migrants; and
- to assess and recommend good practices in terms of type of courses, syllabus design and topics, target group, methods, duration, costs and financing, training of trainers, learning materials, and management.

To identify, assess and propose good practices the paper follows the recommendation in UNESCO’s International Migration Best Practices Project:

A “best” or “good” practice can be defined as a creative and sustainable practice that provides an effective response based on the idea of direct knowledge utilization, which can have potentials for replication as “inspirational guideline” and contribute to policy development.
Best practices are considered successful initiatives if they:

- have a demonstrable effect and tangible impact on improving people’s quality of life;
- are the result of effective partnerships between the public, private, and civic sectors of society; and
- are socially, culturally, economically and environmentally sustainable.

Any practice must be adapted to the political, historic, cultural, social and economic context of the society in question. Best practices on management of migration also have the following characteristics (i.e. they need to meet one or more of the mentioned criteria but they do not need to meet them all):

- they are innovative: they develop new and creative solutions to common problems;
- they make a difference: they create a positive and tangible impact on migrants’ quality of life;
- they have a sustainable effect: they generate results over the long term; and
- they have the potential for replication: they serve as an inspiration to generate policies and initiative elsewhere.

However, for the present paper, a practice is identified as a good practice even if not all these four criteria are met. Although good practices are identified, emphasis is not restricted solely to “a demonstrable effect” or to “a tangible impact on improving people’s quality of life”, as the potential contribution to improving quality of life for migrants is also taken into consideration.

The paper primarily takes a qualitative approach to data collection and analysis. The major approaches to data collection involve:

- **Literature review**: conducted for identification of vulnerable groups, required topics and existing components in pre-departure orientation programmes (primarily relating to syllabi and curricula), and general studies on migration flow (sex, age, occupation, destination and profile of course participants). Secondary sources were also utilized to create a quantitative database;
- **In-depth interviews**: in a few instances, researchers collected in-depth information from returnees and government officials through unstructured interviews (personal experience of officials, participants and returnees, relating to destination, occupation, sex, etc.);
- **Short interviews**: short interviews and informal discussions with stakeholders (participants in briefing sessions, government officials responsible for training and orientation centres, NGO workers) generated a comprehensive view of the trends, causes, and impacts of migration in certain localities. Socialization with people from different walks of life helped to assess different perspectives on labour migration, as well as on exiting migration and emigration regimes.
- **Focus group discussions (FDG)**: with participants and returnees, in separate sessions for men and women, whenever possible, covering a wide range of destinations and occupations;
- **Field visits and observation**: researchers in respective countries visited pre-departure orientation seminars (PDOS) centres and observed orientation sessions. Field visits also provided researchers with opportunities to interact directly with management, trainers and clients in these centres.
• **Case studies:** based on interviews and a review of literature on organizations and programmes indicating good practices.

Primary data was collected from the following sources:

- officials involved with pre-departure orientation programmes (ministries, institutes, NGOs, private sector actors/associations, community-based organizations);
- trainers of pre-departure courses;
- trainees of pre-departure courses (run by ministries, institutes, NGOs, private sector actors/associations, community-based organizations); and,
- returnees having attended pre-departure courses (run by ministries, institutes, NGOs, private sector actors/associations, community-based organizations).

As the study aimed to collect qualitative data through direct interactions, the research did not focus so much on the number of persons interviewed or involved in interactions, as on the categories of individuals and institutes.

The study covered Bangladesh, the Philippines and Sri Lanka. In most cases, the primary level data was collected in the capital cities of these three countries. In addition, some districts outside the capital were visited in Sri Lanka and Bangladesh.²

The study was given a short time frame in which to collect data at the national level. In view of this time constraint, the interview sample was small. However, researchers at country levels ensured that they talked with representatives of all major groups of land-based migrants, the target population of the programme. At the same time, efforts were made to include information on migrants relevant to all major destinations, occupations (both household workers and non-household workers), and experience (new hires and returnees). Sea-based workers were not included, however. Interviewees were selected on the basis of their availability, and workers migrating to different destinations and different categories of workers could not always be stratified.

Geographically, the primary material for the study came mainly from the capital cities, Dhaka, Manila and Colombo. Only a few of the training centres could be directly visited within the limited time frame for primary data collection and, as a result, the study applied methods such as focus group discussion, in-depth interviews, and a review of existing literature to ensure that country-level experience was comprehensively covered. Researchers at the country level could not always separate samples to analyse gender dimensions, as FGD participants had little time for further interviews after leaving the PDOS centres. As a result, the national consultants had to settle, in most cases, for mixed FGD sessions with women and men together. To overcome this constraint, the consultants conducted in-depth interviews to explore gender aspects through qualitative data analysis (Appendices I and II for details on respondents in Bangladesh and the Philippines).

The first chapter provides the background and rationale of the paper along with an overview of the methodology applied in developing the paper. The second chapter presents the context of migration within which the existing pre-departure orientation programmes were assessed and good practices identified. Chapter 3 presents an overview of the legal framework and institu-
tional arrangements relating to pre-departure training and orientation programmes established in Bangladesh, the Philippines and Sri Lanka for citizens seeking overseas employment. The last chapter presents indicators of good practices in pre-departure training and orientation for prospective migrants in Bangladesh, Philippines and Sri Lanka. Based on this framework the chapter presents and analyses good practices and draws broad conclusions regarding the way forward.

2. OVERVIEW OF THE MIGRATION SITUATION AND ITS NEEDS

This chapter presents the context of migration in two South Asian countries and another in South-East Asia. With respect to the trends and needs of migrants in these regions, existing pre-departure orientation programmes have been assessed and good practices have been identified.

Although migration is not a recent phenomenon, some Asian countries have experienced a phenomenal growth in labour migration over the last two decades: the average annual number of migrants from Bangladesh rose by 39%, the number of Sri Lankan migrants by 42% and for Filipinos by 11%. This rate has slowed recently, but still the positive trends in growth continue.

![Average annual rate of growth in numbers of migrants, 1984-1999](figures.png)

Source: Estimated from IOM, 2003b.

During the period 2000-2002 (January to October), the rate of growth for overseas Filipino workers was 3.1%. In Bangladesh, in 2002 (January-November), 21,801 new clearances were issued, while in Sri Lanka the average rate of growth in migrants hovered at less than 1% for the years 1999-2002.3

The Gulf States continue to remain the major destination for labour migrants although their share of total migrants declined slightly for all the countries within the period of 1980-84 to
1990-94. Apart from the Gulf region, the migrants from these countries also migrate to Japan, Korea, Malaysia, Thailand, Hong Kong, Taiwan, and other Asian destinations.

Countries outside Asia absorb less than 1% of migrants from Bangladesh. The situation in Sri Lanka is slightly different (1-2%). However, for the Philippines, a much greater proportion of its migrants moves to countries outside Asia (18%). For overseas Filipino workers (OFW), the average rate of increase in migration to Europe has been 10%, 13% for the Americas and 40% for African countries (January 2002 to October 2001). However, in January 2002, 72% of all OFWs outside Asia migrated to Europe, 18% to the Americas and 10% to Africa.\(^4\)

Another aspect of migration requires attention. For all three countries, there appears to be a growing phenomenon of undocumented or illegal migration. Many studies also indicate that prospective migrants are also recruited by traffickers (ADB, 2003). Analysis of migration data for 1997 reveals that undocumented migration should not be ignored as a phenomenon of human mobility in Asian countries.

A comparative analysis of selected destinations in terms of legal and illegal migration shows that, by many accounts, legal migration to certain destinations from countries included in this study may be lower than the level of illegal migration (see Table 2.1). This has been confirmed by many studies as a feature of labour migration in Asia (IOM, 2003a).

This aspect indicates certain specific needs of migrants of these countries for securing safe migration. These needs therefore have to be addressed at policy, institutional and instrumental levels both in originating and destination countries.

Profiles of migrants

A migrant worker is a person "who is to be engaged, is engaged, or has been engaged in a remunerated activity in a State of which he or she is not a national."\(^5\)

The profile of migrant workers varies from country to country, with some common characteristics. Migrants are largely unskilled workers, and there are growing numbers of women seeking to migrate for work. However, official migration data in Bangladesh reveal that migrants are predominantly men, while the reverse is true for the Philippines and Sri Lanka, where women migrants outnumber men, both in numbers and in rates of growth.

A general analysis of the situation also reveals that push factors are mostly responsible for this situation, while pull factors tend to maintain the migratory process in these countries. In addition to the lack of employment opportunities, conditions such as displacement due to wars and natural disasters in combination with opportunities of work abroad with a promise of better wages have a considerable impact on the migration scenario. The level of education for labour migrants from these countries ranges from illiterate to highly qualified professionals, and a large number come from rural areas.

Total official figures for Bangladesh nationals migrating for employment are on the rise. A large number also go abroad as illegal migrants and therefore the actual number of people going abroad is much higher. To date, a total of nearly 3 million Bangladeshi workers have left for foreign employment. According to a rough estimate, 1.05 million Bangladeshis live abroad permanently, either as citizens or with other valid documents.

Most of those leaving for employment abroad are unskilled workers. From 1976 to 1981, professionals and skilled workers outnumbered semi-skilled and unskilled workers. However, data from BMET (2000) now indicate a consistent level of a comparatively high proportion of semi-skilled and unskilled migrant workers.\(^6\)

In contrast to trends in migration to Western countries, migrants with short-term employment and specific job contracts usually travel to the Middle East and South-East Asia. International migration to the Middle East began after independence in 1971. The infrastructure development

<table>
<thead>
<tr>
<th>Country of Origin</th>
<th>Selected Destinations in Asia (1997)(^1)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Japan</td>
</tr>
<tr>
<td></td>
<td>Legal</td>
</tr>
<tr>
<td>Bangladesh(^1)</td>
<td>10,000</td>
</tr>
<tr>
<td>Philippines(^1)</td>
<td>38,930</td>
</tr>
</tbody>
</table>

\(^1\) Data on illegal migration from 2000 and on legal migration is of 2002 (official source) for Bangladesh, of 2001 (official source) and of 1998 (official source) for the Philippines.
boom, following the rise in oil prices in 1973, fuelled the demand of labour migrants, especially in the Gulf States. From 1976 to February 1999, a total of 2,679,171 people migrated from Bangladesh for overseas employment, of whom 1,126,539 (42%) went to Saudi Arabia. From the late 1980s, Malaysia became the second largest employer, while major destinations are now the United Arab Emirates (UAE), Kuwait, Qatar, Oman and Bahrain.

FIGURE 2.3
CATEGORY-WISE OVERSEAS EMPLOYMENT FROM 1976 TO JULY 2004, BANGLADESH

![Diagram showing category-wise overseas employment from 1976 to July 2004, Bangladesh]


In the 1970s, there was a sudden upsurge in the number of temporary migrant flows in the Philippines. The Middle East is the biggest destination of overseas Filipino workers (OFWs), attracting mostly migrants in the professional, technical, and skilled categories, as well as semi-skilled workers in the construction and medical sectors. In 2003, the Philippines deployed 867,969 temporary workers, of whom 216,031 were sea-based workers.

TABLE 2.2
OVERSEAS FILIPINO WORKERS ABROAD, 1999-2003

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
<th>Land-based</th>
<th>New Hires</th>
<th>Rehires</th>
<th>Sea-based</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999</td>
<td>837,020</td>
<td>640,331</td>
<td>237,714</td>
<td>402,617</td>
<td>196,689</td>
</tr>
<tr>
<td>2000</td>
<td>841,628</td>
<td>643,304</td>
<td>253,418</td>
<td>389,866</td>
<td>198,324</td>
</tr>
<tr>
<td>2001</td>
<td>867,559</td>
<td>662,648</td>
<td>271,085</td>
<td>390,554</td>
<td>204,951</td>
</tr>
<tr>
<td>2002</td>
<td>891,908</td>
<td>682,315</td>
<td>288,677</td>
<td>393,638</td>
<td>209,593</td>
</tr>
<tr>
<td>2003</td>
<td>867,969</td>
<td>651,938</td>
<td>279,565</td>
<td>372,373</td>
<td>216,031</td>
</tr>
</tbody>
</table>

Source: 2003 Annual report, Philippine Overseas Administration.
While Middle East countries remain a major destination, Asia is now a popular destination of Filipino workers, in particular Hong Kong, Japan, Singapore, and Taiwan. Furthermore a shift in the profile of OFWs has become apparent, due to changing needs in host countries, and has resulted in more opportunities in various sectors of the job market. Although the service sector workforce was dominated by male workers in the early years of the overseas employment programme, it now offers more job opportunities for women workers (68% of total deployed workers), particularly for household workers, caregivers and entertainers. Not to be ignored, however, is the resurgence of employment opportunities for nurses and other health care assistants in Europe and Americas. Also noticeable is the growing market in Africa, which increased by 26% over that of 2002. As of the last estimate (2003), Filipinos are found in a total of 190 countries worldwide.

The profiles of the OFW are better understood with a sex and skill segregated database. Apart from the administrative/managerial, agriculture and production sectors, female OFWs outnumber male OFWs. In 2003, of 241,511 OFWs, 73% were women and 27% men. This feminization of overseas migration is a significant feature of labour migration in the Philippines.

The oil boom in the Middle East in the 1970s led to a rising demand for unskilled labour and new employment opportunities for workers from Sri Lanka. At the time, the number of Sri Lankans was small – a mere 529 in 1976 – and migrants were mainly male. However, the outflow gained momentum with the liberalization of the economy at the end of the 1970s. At the same time, a significant number of women joined the migratory labour force as domestic workers. While the number of male migrants increased from 11,023 in 1986 to 70,726 in 2002 (64%), female migrant workers increased exponentially from 5,433 to 132,984 or by 2,347% over the same period. Women, who represented 33% of total migrants in 1986, accounted for
75% in 1997. This figure dropped to 65% in 2002, even though the number of women migrants increased. There has been a definite feminization of overseas migration.

The dominance of domestic workers among female migrant workers was equally significant. In 1992, 92% of the overseas workforce were women, but this figure decreased to 82% in 2002, with the growth in the migration of skilled and unskilled workers. Among male migrants, the number of skilled workers increased from 19,387 in 1996 to 30,677 or 58%, close to the growth rate for unskilled workers (57%). The percentage of unskilled male workers declined from 43% in 1996 to 41% in 2002, and skilled male workers from 45% to 43% from 1996 to 2002, while the percentage of professional, middle level and clerical and related workers increased. A similar trend in female departures was seen over the same period, though the increase in the latter category was not significant.

In response to the feminization of overseas migration in Sri Lanka, recent literature on migration has focused almost exclusively on female migrant workers and particularly on domestic workers, due to their vulnerability in labour-importing countries and to social costs at home. Documenta-tion on male migrant workers, their working conditions and the impact of their overseas work on the families left behind is limited.

A study carried out in 1988 (Marga Institute, 1988), showed that the majority of male migrant workers were in the age group 21-45 and were older than the majority of females who were aged between 18-35 years. It also showed that men had higher educational and skill levels. In general, over 60% were married with a dependency ratio of 1:2.1. According to another source, in 1994 around 80% of the female migrants and around 68% of the male migrants were married.7

Females migrate mainly as domestic workers, while an almost equal number of males leave for skilled and unskilled jobs. The percentage of Sri Lankans who migrate for higher qualified employment is low for both males and females, although marginally higher for males. It should be noted that the percentage of male unskilled workers has declined since 1999, with a corresponding increase in skilled, middle level and professional workers. Among the females the percentage declined from 92% to 82% in 2002, while the number of clerical, skilled and unskilled workers increased from 0.40% to 1.23%, from 4.07% to 11.19% and from 2.75% to 5.52% respectively from 1996 to 2002.8

Institutional arrangements and the migration process

Formal migration of Bangladeshi workers began under the direct supervision of the Employment & Training Bureau in 1976. After the independence in Bangladesh, immigration was regulated and controlled under the 1922 Immigration Act, which the country had inherited as a British legacy. With the sharp rise in the flow of temporary labour migrants to the Middle East, the inadequacy of the 1922 Act was soon felt and a radical shift in migration policy was envisaged. The then martial law regime promulgated a new legal instrument, the Emigration Ordinance of 1982. Since its promulgation, the Ordinance became the core framework for immigration in the country. It makes provision for the process of recruitment, licensing of recruiting agencies, emigration procedures, prevention of malpractice, minimum standard for wages, service conditions and so on. In 1976 a specialized agency, the Bureau of Manpower, Employ-
ment and Training (BMET), was created to render the entire process of migration easy, harassment-free and suited to the current situation. At present, BMET works under the Ministry of Expatriates’ Welfare and Overseas Employment. In early 1981, a Presidential Order barred certain categories of women workers from migrating for overseas employment.

Alongside the private sector recruiting agencies, there is also a state-owned enterprise (Bangladesh Overseas Employment & Services Limited – BOESL) for recruiting and placing skilled personnel for overseas employment, established by the Government of Bangladesh in 1984. Although BOESL is government-owned, it is a fully autonomous organization and runs commercially to fulfil overseas requirements in skilled manpower. It is governed by a Board of Directors chaired by the Secretary of the Ministry of Expatriates’ Welfare and Overseas Employment.

Unfortunately loopholes of the existing system have been thoroughly exploited by dishonest dalals (informal middlemen) and unscrupulous recruiting agents. Using forged and false documents, they circumvent governmental authority and continue to send Bangladeshi women abroad as domestic maids. In Bangladesh, 55% to 60% of migrant workers usually obtain overseas employment in this manner. Thus the unending tale of agony, abuse and exploitation continues unabated (CARAM Asia, 2004b).

In 2002, the Bangladesh government issued the Emigration Rules. They are expected to have a very positive impact on the immigration sector and will clarify certain ambiguities regarding the role and functions of all involved in labour migration: government employment agencies, foreign employers, and migrant workers. Section 4, for example, clearly defines the power and duties of the Registrar who “for the purpose of the 1982 Ordinance is also the Director-General of the Bureau of Manpower, Employment and Training”. The duties of the Registrar include rendering assistance to migrant workers and recruiting agents, making information available to people wishing to migrate, issuing visas, inspecting offices of recruiting agents, monitoring their activities and investigating allegations brought against them. Section 5 makes registration of applicants for migration mandatory and clearly lays out appropriate procedures. Another very important aspect is the appointment of Labour Attachés and the definition of their powers and duties. Under the provisions of Sections 6 and 7, Labour Attachés act as agents of the Government of Bangladesh abroad.

The Philippines’ legal framework regarding emigration is contained in Republic Act No. 8042, (the Migrant Workers and Overseas Filipinos Act of 1995). The principal ministries and administrative bodies responsible for labour emigration include the Department of Foreign Affairs, Department of Labour and Employment (DOLE) and its Philippine Overseas Employment Administration (POEA), and Overseas Workers Welfare Administration (OWWA).

The POEA is an agency attached to the Department of Labour and Employment (DOLE), which is responsible for managing the country’s overseas employment programme. POEA was created in 1982 by Presidential Decree No. 797 to promote and develop the overseas employment programme and to protect the rights of the migrant workers. In 1987, POEA was reorganized and its function was expanded to regulate private sector participation in recruitment and overseas placement, to maintain a registry of skills, and to secure the best terms of employment for Filipino contract workers.
POEA’s methods include: tripartite decision-making; full disclosure of terms of employment; deregulation of regulatory functions; selective deployment to countries where workers’ rights are amply protected; development of systems and information technology for labour market information; a one-country team approach to synergize services to Filipinos overseas; an expanded outreach education programme at grassroots level to enable potential OFWs to make informed decisions; and restructuring of the judicial system for the adjudication of cases relating to overseas employment.

The Overseas Workers Welfare Administration (OWWA) offers to Filipino migrant workers and their family members all the assistance they may need in the enforcement of contractual obligations by agencies or entities and/or by their principals. However, it should be noted that OWWA is not a dispute resolution body. This is the role of the National Labour Relations Commission, while, in overseas situations, it is the Welfare Attaché who mediates job disputes.

In Sri Lanka, the Employment Agencies Act No. 37 of 1956 was enacted at a time when there was no large-scale migration of workers. Its provisions proved to be totally inadequate to prevent the many charges of irregularities alleged by private labour recruiting agencies. The enactment of the Foreign Employment Agencies Act No. 32 gave powers to the Commissioner of Labour to license all recruitment agencies and monitor their activities. But these measures were largely ineffective in checking illegal migration and the exploitation of workers. In 1985 the Sri Lanka Bureau of Foreign Employment (SLBFE) was established by an Act of Parliament as a self-financed public corporation to provide for the systematic regulation of the process of migration, and to protect workers and provide for their welfare and their families. A ministerial advisory committee provides policy guidelines to SLBFE. The Ministry of Foreign Affairs is also responsible for the welfare of the country’s citizens and consequently migrant worker welfare is also a part of that responsibility. Diplomatic missions have been established in countries that import Sri Lankan labour in large numbers. A special category of officers – Labour Attachés from the Department of Labour – has been created for embassies in countries with more than 25,000 workers from Sri Lanka. From the passive and reactive stance of the pre-1985 era, the state had changed its attitude to protect workers and provide for their welfare.

Stages of migration and needs of the migrant workers

Migration does not occur in discrete steps, but is an ongoing process consisting of various stages (pre-departure, post arrival, reintegration) and each stage has its own vulnerabilities and strategies for intervention. “Pre-departure” refers to the period during which a migrant worker makes the decision to migrate, recruitment for work and pre-leaving. The “post-arrival” phase relates to the period when a migrant worker arrives in the host country and begins to adjust to the new environment and work in the host country. At the “reintegration” stage, a migrant worker returns to his or her own country (whether willingly, by deportment or at the end of the contract) and begins to readjust and re-assimilate into that country. Reintegration may in some cases be followed by “re-migration”. As each stage is linked to the other, it is important to address all relevant issues at the different stages. Migration is often a cycle, starting in the community, going into the pre-departure stage, then the journey, post-arrival, life abroad, the return home and reintegration into the local community. It is also important to address issues related to those whom migrant workers leave behind: their families, spouses and children.
Migrants from Bangladesh, the Philippines and Sri Lanka face a number of problems in terms of employment and living conditions, and are often exploited by domestic recruitment agencies (IOM, 2003b: 142). It is important to provide them with appropriate information at each phase of their migration (see Table 2.3).

As early as the application period, those seeking overseas employment already face problems with excessive placement fees, if not illegal recruitment. For example, in the Philippines, there is insufficient information available on procedures and requirements in applying for an overseas job, especially in the provinces and rural areas where many applicants live. As a result, many applicants are duped by persuasive illegal recruiters into paying tens of thousands of pesos for non-existent jobs abroad. The same situation has also been reported in Bangladesh and Sri Lanka.

Filipino, Sri Lankan and Bangladeshi workers also suffer from ill treatment in the workplace, mostly attributed to lack of knowledge and understanding by both the worker and the employer of their respective socio-cultural beliefs, practices and traditions. This is particularly prevalent in the Gulf countries, where there are cultural restrictions on worship, mobility, entertainment, and social interaction with the opposite sex. While this is one of the concerns which mandatory pre-departure orientation aims to address, there are gaps in the programme’s implementation allowing some agencies to issue the required certificate of attendance without requiring the worker to attend a PDOS.

On the worksite, employment problems range from substitution of contracts and violation of contract conditions, such as non-payment, under-payment or delayed payment of wages. Corol-
lary to this is the non-payment of other entitlements, such as overtime pay and other allowances and bonuses, as provided for the contract.

For migrant workers, even the post-employment stage is not easy, especially for workers who have lived overseas for at least five years. On return to their country of origin, many ex-migrants find themselves financially insecure with no source of livelihood. Savings erode fast, since most are not familiar with investment schemes or accustomed to running productive undertakings. Further, they are unable to find employment in the domestic job market.

Social and family reintegration is another issue which migrants face upon retirement from overseas employment. Long absence from their families, their community, and their country alienates them and results in psychological and emotional stress.

The impact of migration and mobility of the population is not only felt at the level of the individual. It also affects migrants’ families, their communities and the entire society. Migration and massive movements of populations change the fabric of societies, and often this change is irreversible.

Migrant workers also need to be protected from abuse and exploitation, including protection from trafficking. Although sexual exploitation and trafficking are increasingly reported, recorded and highlighted for female migrants, men are also subject to these difficulties. Indeed, economic exploitation is common for both sexes.

While the problems of migrant workers do receive attention, the hardships faced by their spouses and families are often ignored. In recent times, however, research and interventions with spouses,
children and extended families in Bangladesh, the Philippines, and Sri Lanka have identified the following problems in migrants’ families (CARAM Asia, 2004a):

- coping with problems with in-laws relating to management of resources and money – often the spouse has no control over the migrant’s remittances, which, especially in Bangladesh, are controlled by the father-in-law or brother-in-law. This creates considerable tension for the spouse in trying to meet her needs and those of her children;
- raising the children and looking after the family as a single parent with limited decision-making capacity and resources;
- dealing with one’s own emotional, psychological and sexual needs;
- taking care of health problems, including their vulnerability to STDs/HIV, and access to health services;
- avoiding sexual violence and rape, often by male family members who consider these women as their property in the absence of their husbands; and
- facing abandonment by their husbands who take other spouses and/or partners in the receiving country or home country.

The problems faced by children of migrant workers include:

- discrimination at school and in the community;
- incest which impacts their vulnerability as well as their mental well-being; and
- delinquency.

Thus the migration process and needs of migrants should not solely be seen in relation to the migrants alone, as it also has an impact on spouses and families, particularly children.

3. OVERVIEW AND ASSESSMENT OF PRE-DEPARTURE ORIENTATION PROGRAMMES

Pre-departure programmes are a part of the whole cycle of migration and are designed to reduce the vulnerability of migrant workers and to enable them to maximize benefits from overseas employment. As stated earlier, the migration cycle begins with making the decision to migrate, followed by leaving the country, arriving in the foreign country, settling in the workplace and integrating into the new environment, living and working overseas, and ends when the migrant finally returns home to readjust and reintegrate in society. Pre-departure orientation programmes should help workers to become informed and empowered in each phase in the overseas contract employment cycle.

This chapter presents an overview of pre-departure training and orientation programmes in Bangladesh, the Philippines and Sri Lanka. All three countries (as well other countries in Asia) have developed a legal framework and institutional arrangements to deal with the issues concerning pre-departure orientation and training of their citizens seeking overseas employment.

Under the Ministry of Expatriates’ Welfare and Overseas Employment, the BMET in Bangladesh currently operates at district level through 21 District Employment and Manpower Offices
The development budget has planned for a further 21 DEMOs and four divisional DEMOs, but this has been wound up, due to non-renewal of funding after completion of project tenure.

BMET is engaged in human resources development in line with Recommendations nos. 88, 96 and 97 of International Labour Organization (ILO) Conventions. It was established in 1976 with the specific purpose of meeting the country’s manpower requirements and for export of manpower and of:

- providing institution-based special vocational and technical training courses (both formal and informal) for different employable trades; and
- planning and implementing development programmes for conducting training programmes.

BMET operates 13 Technical Training Centre (TTCs) and an Institute of Marine Technology (BIMT) to cater for particular training needs of employers in basic trades. The TTCs are located in a number of districts and are equipped with adequate facilities for skill development programmes for about 15,000 trainees per year (regular and special courses). The Bangladesh Technical Education Board is responsible for conducting National Skill standards tests for Grade III and Grade II and for the issuance of certificates.

To expand the institutional training facilities further, 24 new TTCs are being established, of which six are reserved for women. Another project will establish 64 Technical Training Institutes at Upazila level. Bangladesh skilled workers receive comprehensive professional training which equips them adequately for overseas placement. However, these professionals do poorly in overseas job interviews as they fail to communicate well with prospective employers in English. Thus, inadequate knowledge of English appears as the primary stumbling block for their obtaining overseas employment. In 2002, BMET established an English Language Laboratory at their Dhaka training centre in order to offer language training for two categories of overseas job seekers: nurses and hotel workers. It was later decided to review and upgrade the materials and training for the language courses in line with migrants’ needs for language as a life-skill, i.e. language for work, for socialization, personal safety, well-being and justice. The courses were also assessed for their usefulness for migrant workers and their employers. Most visual aids were not very relevant for Bangladeshi migrants and better access to more appropriate visual narratives was thought to be helpful for the trainees. Instructors were also in need of refresher courses.

All aspirant migrants must be registered in BMET’s official database and attend the pre-departure briefing in the BMET briefing centre before their departure. Due to constraints on government departments’ resources, their capacity for improving coverage is limited but the government is committed to strengthening the pre-departure programme. A study conducted in the BMET pre-departure briefing centre assessed the suitability of the present briefing structure and seven people were interviewed after the briefing was completed.

The Bangladesh Overseas Employment & Services Limited (BOESL) is the only public limited company created by the Government in 1984 with the objective of creating healthy competition with private recruiting agencies. BOESL’s motto is to serve the nation, instead of making a
profit and its main objective is to provide efficient and prompt services to valued foreign employers at a minimum cost and within the scheduled time.

For the prospective skilled migrants, BOESL:

- arranges direct communications and an interview for scrutinized candidates with the recruiting delegation, according to the delegation’s requirements; and
- selects workers on behalf of the employer by engaging a board of experts in the respective field in order to offer appropriate candidates.

BOESL has created and maintained a substantial manpower database covering a wide range of skills since its inception. If the database does not cover the employer’s requirements immediately, BMET makes arrangements to collect CVs from suitable candidates. The introduction of BMET’s computerized database makes it more convenient for BOESL to identify the right job seeker. This is because it has now become mandatory for all the prospective migrants to be registered with the BMET.

Workers finding employment through BOESL only pay for the actual expenses of migration, in addition to the BOESL’s nominal service charge. If the employer pays a service charge to BOESL, the worker does not have to pay the charge. BOESL has to compete with the private recruitment agencies in securing employment for the potential migrants. Often BOESL faces difficulties when it has to purchase visas to send workers of a certain category to some specific countries. The General Manager of BOESL mentioned that sometimes BOESL has to pay 3000-4000 Riyal\(^2\) (approximately US$ 800-1000) to buy a visa. BOESL then has to charge those workers the cost of their visa. Usually workers departing with these visas earn about 93-106 US dollars (approximately 350-400 Riyal) per month.

For the skilled migrants (such as the doctors, nurses, etc.), in addition to the BMET’s pre-departure orientation seminar, BOESL organizes its own pre-flight briefing. The briefing schedule is for two hours and is held three to four days prior to departure. The programme includes lectures on the rules, regulations and traditional background of the country of employment, local customs and guidelines for personal conduct, and workers’ obligations under the destination country’s local labour laws.

It is observed that most participants coming to BMET’s briefing centre have collected visas from their relatives. Most of them wanted to go to the Middle East, especially Saudi Arabia. The content of the briefing has been modified on a number of occasions. The briefing is conducted twice a day on every working day and includes two video presentations: one with information regarding overseas employment (13 minutes), and the other on BMET’s Vocational Training programmes (15 minutes).

The first video screened at BMET’s pre-departure orientation programme describes the development in Singapore and the bank guarantees deposited by the employer to obtain approval for recruiting foreign workers. It also mentions the required medical tests, though without explanation. Other issues shown include: cost of deportation, conditions of work permits, workplace safety, compensation, employment agreements, personal safety, modes of communication, food, entertainment, and remittance transfer.
This study’s national consultant in Bangladesh met with participants at BMET’s pre-departure briefing sessions. The findings include:

- all respondents replied that they came to the centre to collect a certificate, the recruiting agents having informed them to collect it themselves as their visas had come from relatives. Usually the recruiting agents collect this certificate from BMET on behalf of those who go through the calling visa (“calling visa” is a specific form of visa which enables foreign professional staff to go to the embassy or high commission of the destination country in their respective country of origin to get approval.)
- all respondents said they had only understood the videos, as they were attractive and very easy to understand;
- the majority (five out of seven respondents) said they could not understand what the man had read from the screen. Those who could read understood a little from reading the booklet provided by the centre.

There was no evaluation, discussion, questions and answers, or any other information provided during the video and lecture sessions. During the preparation of this study, an assessment conducted by BMET with the assistance of IOM Dhaka produced results which confirmed these findings.

Recently BMET and IOM implemented the project “Enhancing Official Pre-departure Health Orientation” with the support of UNAIDS, in order to assess the existing pre-departure programme and develop a “training the trainer” manual to enhance the capacity of the pre-departure programme’s trainers, together with a video documentary and a booklet. This booklet is a guide for future activities and reference to be distributed to participants in the pre-departure orientation seminar. These steps have immensely contributed in enhancing the quality of the programme.

Thus the Bangladesh experience reflects that the PDOS programme has the flexibility of incorporating lessons learned to improve quality.

A number of Bangladeshi NGOs have adopted community-based awareness raising and pre-departure orientation programmes, including SHISUK (a national NGO), the Bangladesh Women Migrant Workers Association (BOMSA) and the Welfare Association of Repatriated Bangladeshi Employees (WARBE), and an association of Bangladeshi returnee women migrant workers. SHISUK organizes Peer Educators Training (PET) with selected migrant workers and also works through live media to raise awareness on issues concerning migration. It delivers information to facilitate decisions regarding migration and to ensure that individuals do not fall victim to fraudulent recruiting agents and traffickers. SHISUK focuses on HIV/AIDS issues in all phases: pre-departure, overseas employment and reintegration. Live theatre, which involves folk approach and community members, is one of SHISUK’s most effective means of message delivery and orientation. Thus NGOs also play a crucial and innovative role in delivering pre-departure orientations to prospective migrants in Bangladesh.

In the Philippines, POEA Memorandum Circular No. 3, Series of 1983 established the legal and policy basis for the pre-departure orientation programme. It provided guidelines for the conduct of a compulsory PDOS for “all first-time or re-contracted workers, and every agency is respon-
sible in providing each worker a thorough PDOS”. The guidelines also permitted industry associations and other business entities not in the overseas employment business to offer PDOS on condition that they conform to POEA requirements.

Since pre-departure orientation is mandatory for all new hires and implementation is part of the documentation system for OFWs, the programme is institutionalized, giving government easy access to target workers and facilitating supervision of the programme’s implementation.

In 1990, Memorandum Circular No. 18, Series of 1993 provided for a special PDOS for household workers who are deemed to be vulnerable. This circular enabled NGOs involved in migrant worker concerns with exclusive authority to provide PDOS for departing household workers.

In 2002, pursuant to POEA-OWWA Joint Circular No. 04, management of the PDOS programme was transferred to OWWA, including monitoring of PDOS provided by all service providers. The POEA however continues to act as a service provider for name hire and government hires through its government placement facility.

Memorandum of Instructions No. 010, Series of 2002 was thus subsequently issued by OWWA to provide for the creation of an ad-hoc Workers Information and Education Centre (WIEC) under the supervision of OWWA’s Plans and Programmes Office. The WIEC have three functional units: Office of the Programme Coordinator, the Programme Development Group, and the Projects and Services Group.

Under OWWA’s new system, the Programme Coordinator implements policies through the PDOS Trainers Council composed of OWWA officials, representatives of the private recruitment industry, and non-governmental organizations participating in the programme.

In DOLE Department Order No. 48-03 dated 23 June 2003, for the implementation of the Comprehensive Orientation Programme for Performing Artists (COPPA), a special and comprehensive orientation programme for entertainers was likewise placed under the management and supervision of OWWA and integrated into the regular Pre-Departure Orientation Seminar.

With the transfer of the PDOS Programme from POEA to OWWA, this programme has changed radically. It is no longer a mandatory information and education programme as a prerequisite for the issuance of OFW’s exit clearance, but a welfare and assistance programme for members of the OWWA Welfare Fund and their families. The PDOS programme relies on multi-sectoral cooperation among all sectors involved in the interests and welfare of OFWs, and as a result, it enjoys wide support. Partners include government, workers’ groups, recruitment agencies and associations, and NGOs.

The PDOS programme implements a registration system for its service providers upon compliance with certain requirements (venue, facilities, inclusion of an approved PDOS module and curriculum). Trainers must undergo the necessary training before content and skills can be accredited and are thus able to handle modules, in accordance with their expertise. Trainers from NGOs can also act as resource persons on topics within their domain, such as workers’ rights, gender sensitivity, and HIV/AIDS.
All PDOS providers are required to use the government-prescribed standard syllabus and specific modules for each topic have been approved to ensure that accurate and up-to-date information is given to OFWs uniformly. They receive updates and advisory notices on policies or relevant developments in host countries through a mailing list. Similarly OWWA has required that educational aids, such as an activity book for household workers and video CDs on health, workers’ rights and protection and workers’ reintegration, be included as part of the modules. Although these initiatives were presented by the government, they are in fact the result of extensive consultations and cooperation among all stakeholders, who contributed their knowledge and expertise to the development and production of these materials.

As mentioned earlier, the PDOS certificate of attendance is one of the documentary requirements for processing travel/employment documents presented to POEA for the issuance of an exit clearance. Thus POEA can check that all workers leaving for the first time for a particular country or region have attended a PDOS. Agencies deploying these workers are sanctioned if they are found to have violated this requirement.

While all PDOS providers are required to provide a general PDOS module, there are different types of PDOS curricula which can be used according to the vulnerability and information requirements of a particular group of workers. Specific modules have been created for household workers, performing artists and entertainers, nurses and seafarers (skill-based modules) or for workers migrating to certain countries/regions with special information requirements, such as Hong Kong, Libya, the Middle East, South Korea, and Taiwan (country-specific modules).

A recent study on the Philippines reveals two critical findings (ILO, 2002a). First, there is a lack of effective communication and comprehension. Although all OFWs are required to attend PDOS, most domestic workers or overseas performing artists (OPAs) had only a rudimentary knowledge of, and even less experience with, government programmes to protect them against illegal recruiters and traffickers. This ignorance was especially serious for migrant workers from outside the National Capital Region (NCR). In addition, most literature on migration is in English or Tagalog and is not widely disseminated in the regions. Non-Tagalog speakers who responded to the survey said that they only learned about these programmes after they had experienced problems and had been directed to the appropriate government agencies. Not one respondent had heard of, much less participated in, a pre-employment orientation seminar (PEOS).

Second, while the best informed migrant workers said that government policies and programmes were generally good and clearly intended to protect migrants against abuse, their experiences and encounters with the personnel of POEA, OWWA and DFA had a strong influence on their opinions and perceptions. For example, overseas domestic workers felt that embassy personnel discriminated against them. They reported that, while arbitrating employer-employee disputes, Filipino embassy personnel listened more to the employers than to the domestic workers and that runaway workers were encouraged to return to their employers. This lack of support pushed many overseas Filipino domestic workers to seek help from churches, NGOs and friends. Respondents also made a distinction between embassy personnel and OWWA officers, saying that the latter were more sympathetic.

This IOM study also showed that, for domestic workers, the PDOS was an important and effective means to prepare them for overseas work and to prevent abuse. The topics they find most
useful are the “dos and don’ts” and cultural practices in the host country. Most admitted that they themselves were not in the proper frame of mind when they took the PDOS, usually attended one or two days before departure when the migrants are inattentive due to excitement and worries about the impending departure. Moreover, they considered that sessions of four to six hours were not enough to discuss all the topics thoroughly. Discussions with bank personnel on remittances and management, for example, took up at least two hours of the PDOS.

Migrant workers also observed that PDOS lecturers focused on their particular priorities and points of view and these were not always complementary. The POEA and private agencies emphasize their services and the benefits of overseas work, while NGOs stress the inadequacies of laws, contract provisions, and the rights of migrant workers, as well as the consequences of migration. This emphasis seems designed to discourage women from leaving. About one-third of study respondents in Davao did not undergo any PDOS, having migrated on tourist visas and/or illegally through the “backdoor” in Mindanao.

**TABLE 3.1**

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. It is institutionalized and legally mandated, and thus sustainable.</td>
<td>1. Inadequate resources, especially financial resources, have an impact on the efficient and effective implementation of any programme. Efforts to upgrade training materials and facilities thus do not materialize.*</td>
</tr>
<tr>
<td>2. It is part of the OFW documentation system, thus government has access to target workers and attendance can be easily monitored.</td>
<td>2. Since the transfer of management from OWWA to POEA last year, only four of the 10 staff assigned to the Workers Information and Education Centre are actually working for the Centre. As a result, actual supervision and monitoring of PDOS are not carried out on a regular basis.</td>
</tr>
<tr>
<td>3. It accepts and encourages participation of private and public sectors and thus enjoys wide support.</td>
<td>3. The PDOS is mandatory in the last phase of the pre-departure process, i.e. after selection and during the documentation process immediately prior to deployment. The timing is not conducive to real learning and absorption by OFWs, as they are more preoccupied with obtaining documents required for their job and with making last-minute arrangements of their personal affairs.</td>
</tr>
<tr>
<td>4. It engages the services of qualified trainers who are experts in their field through an accreditation system.</td>
<td>4. OWWA lacks legal jurisdiction over recruitment agencies/entities. It is therefore difficult for the agency to impose sanctions on PDOS providers that do not comply with the set standards. Only POEA has this power.</td>
</tr>
<tr>
<td>5. It solicits the participation of private entities which have an interest in helping migrant workers in order to augment meagre government resources.</td>
<td></td>
</tr>
<tr>
<td>6. The inclusion of critical input relating to welfare problems and issues handled by OWWA, whether on-site or in the destination country, in the syllabus increases their effectiveness and ensures relevant intervention for the welfare of OFWs and their families.</td>
<td></td>
</tr>
</tbody>
</table>


Source: Developed through interactions with different stakeholders.
Women OPAs agreed that the new academic and skills training programme was more rigorous and provided them with better preparation for coping with the work environment. The supplemental pre-departure tips provided by their agencies and talent managers were considered most useful in helping them to cope with their work in clubs. Many OPAs found that some training courses (e.g. ballet lessons) were superfluous and irrelevant and that the academic courses were superficial and hurriedly conducted. Most still found it difficult to understand their contracts and the provisions for exercising their rights. OPA workers who attended PDOS alongside domestic helpers and other workers found the experience utterly useless, being more concerned with pleasing their employers and talent managers to ensure that they would be recommended for the next booking (ILO, 2002a).

In addition, IOM organizes PDOS for migrants going to work in Canada through its Canadian Orientation Abroad (COA) Programme. This programme offers training for independent immigrants and skilled workers, family class immigrants and refugees who are also in need of pre-departure orientation. The sessions are offered to immigrants who will eventually take up Permanent Residence status in Canada (see Appendix IV).

In Sri Lanka, most pre-departure programmes offered to prospective migrant workers involve training and orientation. Section 15(o) of the Act of Parliament gave SLBFE responsibility for offering training and orientation to Sri Lankan recruits for employment in collaboration with licensed agencies. SLBFE began training courses for migrant workers, but the number of participants in its programmes was not high and, until 1996, the vast majority of workers left Sri Lanka without any training or preparation for overseas work. Experience of Sri Lanka reveals that women who leave the country as overseas domestic workers without any PDOS and with virtually no knowledge of the language of the country, without any work specific skills and training, face difficulties in performing tasks in affluent homes equipped with modern household labour saving devices. Consequently a large number of these workers are often subjected to maltreatment, physical assault and non payment of wages by employers. A consequence of the harassment was the running away of many of these domestic workers to largely unsympathetic embassies.

Since 1994, the policy has changed to meet the government’s goal of economic liberalization “with a human face”. The protection and welfare of migrant workers was given high priority in national policy and two presidential task forces were established. As an outcome of their recommendations, registration and training were made compulsory for women going into domestic service overseas.

Dormant provisions of the Sri Lanka Bureau of Foreign Employment Act of 1985 and the 1994 amendments were implemented over the next few years, resulting in a stronger regulatory framework for migration of workers. Priority was given to vulnerable groups of domestic workers, providing information and training to help them to cope better in their new work environment. In addition, new strategies to reduce the social cost of migration of women for employment were put in place.

The Annual Report of the Bureau for 1996 states that “with a view to upgrading the level of domestic sector females workers, pre-departure training was made compulsory w.e.f. 10 April 1996 and this policy change has paved the way towards improving the foreign employment trade
in domestic sector in a very big way.” In that year, SLBFE managed 14 district training centres. Expenditure on training recorded a 60% increase from Rs1.5m (US$15,236.16) in 1995 to Rs5.2m (US$52,818.69) in 1996.16 A new and more comprehensive training syllabus was developed. Training days were extended from five days residential17 and seven days non-residential18 to 12 days for Middle Eastern countries and from 20 to 21 days for non-Middle Eastern countries.

The training function is the responsibility of a Deputy General Manager reporting directly to the Chairman. The incumbent of this position is responsible for policy matters relating to training and overall management with the assistance of a training manager and three administrative officers. The training centres come under the direct purview of the Training Manager and each centre is run by a SBFLE official. The Bureau has engaged 120 instructors and at present all the training centres have the required cadre. Trainers are attached to centres run by SLBFE and to centres operated by licensed agencies.

Currently the Bureau operates 22 training centres in all provinces except Sabaragamuwa and the Northern provinces. As provided by law, training has also been entrusted to the private sector, with nine centres at the end of 2003, making a total of 31 centres. Twelve information technology training centres and an industrial sewing training centre have been established. The largest number of centres is located in the Colombo and Kurunegala districts, which are high outflow areas.

The Bureau’s training centres in Colombo offer the best facilities in terms of premises, equipment and accommodation. The regional centre in Kurunegala and the training centre at Dambulla were reported to be satisfactory. However, the facilities available at the centre in Kalutara could be improved. The Bureau has recognized the need to upgrade its training facilities and has planned to set up (construct/purchase) its own premises.

The Bureau provides licensed agencies with instructors to ensure that the training is conducted to a common standard. The agency is expected to maintain the training centre and equip it in conformity with the requirements for practical training. It was found that the facilities available at a training centre in Colombo that was visited for the purposes of this study were not satisfactory. This however cannot be generalized, though it may be indicative of the situation of private training centres, especially in the districts.

<table>
<thead>
<tr>
<th>Province</th>
<th>Bureau Centres</th>
<th>Private Centres</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eastern</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>North Central</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>North Western</td>
<td>2</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Southern</td>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Uva</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Western</td>
<td>8</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>22</strong></td>
<td><strong>9</strong></td>
<td><strong>31</strong></td>
</tr>
</tbody>
</table>
In 2000, 50% of domestic workers who left for overseas work had participated in a training programme. However, this data should be used with caution as the number of departures does not include re-hires and it is assumed that trainees migrate during the year in which they were trained. There appears to be a discrepancy in the number trained and the number of departures.

The importance of training cannot be disputed and all the trainees interviewed acknowledge its usefulness and found language training particularly useful. However, a significant omission in the course structure is the absence of modules on stress management, sexual harassment and abuse, worker rights and redressal mechanisms available to workers on-site.

A study carried out in Sri Lanka presented an assessment by migrant workers of private sector initiatives relating to PDOS (ILO, 2002b). It revealed that the strategies used for dissemination of information by NGOs and grassroots migrant associations had been ineffective in reaching the most vulnerable groups of poor women in remote rural areas who have no access to information on account of their illiteracy or isolation from mainstream activities. Many do not appear to be interested in knowing about living and working conditions in the host country, as knowledge of these conditions would lead to further psychological stress. It is apparent that these women have innate survival skills, especially the capacity to tolerate harsh working conditions and to stifle emotions.

According to this study, male and female prospective migrants, and especially those for one Middle Eastern destination, were ignorant of any privately initiated activities to protect and assist them. For prospective migrants, the key informant was a returnee who generally failed to mention difficulties encountered at the scene of employment. The men were sceptical about NGOs’ ability to intervene on their behalf in a labour-receiving country, believing that, at the slightest conflict between employer and employee, they would find their work visa cancelled and be taken forcibly to the airport for repatriation. They cited a recent case of contract substitution where 30 men sent to Saudi Arabia as drivers by a sub-agent in their district found themselves working as street sweepers. A protest campaign by the workers resulted in their immediate repatriation. No one had intervened on their behalf and these men had to raise funds on-site to go home.

The study reported a possible course of action for NGOs suggested by migrant workers. They appreciated action taken by NGOs for the welfare of families left behind, in particular in organizing pre-school and day-care for young children and vocational training for adolescents. Workers believe that community-based organizations fail to target their families for any type of assistance channelled through them. They believed that, at times, such organizations even obstruct relief measures, citing in particular entitlements under the “Samurdhi” scheme, run by the Government to alleviate poverty. They are critical of the attitude of village-level government officials. Since most NGO initiatives are organized with the assistance of these officials, the migrants stressed the need to make these officials sensitive to family needs, without reference to whether the “mother was earning abroad”.

Lastly the study indicated that existing NGO initiatives focus on women, particularly housemaids and demands by the major lobby groups have centred on responding to their problems. However, it needs to be borne in mind that Sri Lankan male migrants find themselves increasingly in exploitative situations, unable to escape from harsh work conditions or other malpractices.
The same study presented views of migrant workers on government initiatives on pre-departure, on-site and returnee programmes. Many migrant workers were unenthusiastic about payment of the required registration fee, due to lack of finance at the pre-departure stage, but felt that registration was a good and necessary measure to ensure their safety. Workers were also aware of and appreciated the benefits that they saw as going beyond the guarantee of State responsibility, such as insurance schemes, payment of the embarkation tax of Rs.1000 (US$10.16) and assistance for families in the form of scholarships. Even repeat migrants who avoided registration with the SLBFE by obtaining jobs in host countries through personal contacts opted for insurance under the Jathika Suraksha Overseas Employment Insurance Scheme.

However, in spite of government initiatives on model contracts which ensure minimum wages and procedures to regulate recruitment agencies, workers seemed to show little interest in these issues. Ironically, the greatest concern among migrant workers interviewed was the preparatory training provided by the Government for migrant workers. Most prospective migrants viewed the training programme conducted by the SLBFE as useful and regretted that some workers did not appreciate the efforts made by trainers. When questioned on which component seemed most useful to them, they unanimously referred to the module on the expected role at the scene of the employment. The “tips” on protecting themselves not only from “electric shocks” from household appliances, but also from the sexual demands of their employers and other men were appreciated. They remembered their instructor’s anecdotes and many had kept copious notes and were seen carrying their exercise books at the airport.

The study also presented the views of returnee female migrants, mainly housemaids, from the Middle East. These women had mixed feelings about the value of the SLBFE training programme, as many had departed for their first migration experience prior to the introduction of the compulsory programme. They were envious of the protective measures that prospective migrants enjoyed in terms of training, contracts and financial security. They recalled the first week of their stay abroad with irony, showing how they communicated with their employers in sign language. None felt that the lack of training had been a handicap as the causes of conflict were disputes over money and men.

The women reported that their work routines were no different from the hard labour they were used to in their home country. They had no problems winning over young children with love and affection, nor in picking up Arabic within six to eight weeks. For returnees from Singapore and Hong Kong, however, the lack of skills in handling household equipment and a poor knowledge of English had created problems on the job. They had acquired some skills in time. However, no government officials had protected them or negotiated disputes on their behalf. They felt that the Government should select honest officers who could empathize with them and manage welfare matters in all destinations, for men and women so that everyone could secure their rights in a hostile setting (ILO, 2002b).

**Cost of PDOS programmes**

It was not possible to gather exact unit costs of PDOS programmes for any of the three countries studied. Government, private and NGO sources have however provided partial data on costs.
In the case of Bangladesh, the per-unit costs of government-run PDOS programmes at BMET could not be provided. However, estimations of NGO-run PDOS programmes show that, for a four-day residential peer-training (for 20 participants), the per-unit cost was Tk.4,000 (US$64.52), while a non-residential one-day PDOS (for 20 participants) costs Tk.300 per person (see Table 3.3).

<table>
<thead>
<tr>
<th>Item</th>
<th>Cost (Tk.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Venue</td>
<td>1,000</td>
</tr>
<tr>
<td>Food</td>
<td>2,000</td>
</tr>
<tr>
<td>Equipment-support</td>
<td>500</td>
</tr>
<tr>
<td>Resource person</td>
<td>1,000</td>
</tr>
<tr>
<td>Stationery</td>
<td>500</td>
</tr>
<tr>
<td>Coordination</td>
<td>1,000</td>
</tr>
<tr>
<td>Total cost for 20 participants</td>
<td>6,000</td>
</tr>
<tr>
<td>Per unit cost (total cost/20)</td>
<td>300</td>
</tr>
</tbody>
</table>

* US$1 = Tk. 62.0.

Source: SHISUK.

Through discussions with NGO representatives and government officials, it was found that, if the DEMOs conduct a one-day PDOS, the total cost may be half the costs incurred by an NGO, as DEMOs use their own infrastructures and resource persons. Thus, for a one-day PDOS at one of the 22 DEMOs, the unit cost was estimated at Tk.150 (US$2.42). The relatively lower costs of PDOS at government installations reveals that, if effectively used, governmental human resources and logistic infrastructure can provide a cost-effective base for decentralized PDOS activities.

In the Philippines, the cost of courses provided by NGOs and the recruiting agencies were very low and did not reflect the real cost of providing the seminar. As a result, by calculating the cost of courses taking the budget for POEA’s PDOS Unit on the basis of the number of OFWs attending the courses, the per-unit cost appeared to be approximately US$0.88 (see Table 3.4).

Once again, we must note that this figure must be taken as an underestimation, as the estimated costs do not take into account overall management and logistics costs for the programme. This also reveals that government agencies are able to carry out the PDOS programme in the short term, without heavy management and infrastructural investments, as in Bangladesh.

The paper shows that the costs of the programme to at great extent are also borne by the participants of the PDOS. In Philippines, the fees are P100.00 per worker (about US$1.81), charged to the deploying agency. However, there are other costs which are implicit by nature: time of the participants, communication costs, refreshment and in some cases lodgings.
In Sri Lanka, estimations of the cost of government-run PDOS were comparatively straightforward, since all the training courses are funded from the Welfare Fund (Table 3.5).

As a percentage of expenditure from the Welfare Fund, the amount expended on training has declined from 5.1% and 6.1% in 1998 and 1999 to 4.8% in 2003. At the same time, the unit cost, which was Rs. 257.71 (US$2.67)\(^{21}\) in 1998, increased to Rs. 584.40 (US$5.94) in 2003.

### TABLE 3.4
**ESTIMATION OF UNIT COSTS OF PDOS CONDUCTED BY NGOS, THE PHILIPPINES**

<table>
<thead>
<tr>
<th>Item</th>
<th>Cost (P)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Honoraria (P200 x 6 hrs x 22 days/month)</td>
<td>26,400</td>
</tr>
<tr>
<td>Supplies and materials (P4.00 x 80 pax x 22 days/month)</td>
<td>7,040</td>
</tr>
<tr>
<td>Capital outlay (rent, facilities) (P220,000/year x 12 months)</td>
<td>18,333</td>
</tr>
<tr>
<td>Consultancy services (P120,000/year x 12 months)</td>
<td>10,000</td>
</tr>
<tr>
<td>Salary PDOS facilitators/staff (1 PDOS trainer P16,000/month; 1 Clerk P8,000/month)</td>
<td>24,000</td>
</tr>
<tr>
<td>Total cost/month</td>
<td>85,773</td>
</tr>
<tr>
<td>Total OFWs/month</td>
<td>1,760</td>
</tr>
<tr>
<td>Per unit cost</td>
<td>48.73</td>
</tr>
<tr>
<td></td>
<td>(US$.88) *</td>
</tr>
</tbody>
</table>

*US$1 = P 55.1.  
Source: OWWA.

### TABLE 3.5
**UNIT COSTS OF PDOS, SRI LANKA**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total number of migrants trained</th>
<th>Expenditure* (Rs.)</th>
<th>Unit Cost (Rs.)** (US$)***</th>
<th>Total of % of Welfare Fund Budget %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1998</td>
<td>48,642</td>
<td>12,535,799</td>
<td>257.71</td>
<td>2.62</td>
</tr>
<tr>
<td>1999</td>
<td>37,583</td>
<td>14,065,994</td>
<td>374.26</td>
<td>3.80</td>
</tr>
<tr>
<td>2001</td>
<td>-</td>
<td>26,219,856</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>2002</td>
<td>55,314</td>
<td>26,075,813</td>
<td>471.41</td>
<td>4.97</td>
</tr>
<tr>
<td>2003</td>
<td>49,744</td>
<td>29,070,612</td>
<td>584.40</td>
<td>5.94</td>
</tr>
</tbody>
</table>

* Excluding emoluments of SLBFE training staff.  
** Total expenditure divided by the number of trainees.  
*** (US$ 1 = Rs. 98.45).  
Source: Estimated from the data of Welfare Fund.
4. GOOD PRACTICES AND THE WAY FORWARD

A “best” or “good” practice can be defined as a creative and sustainable practice that provides an effective response based on the utilization of direct knowledge, which has potential for replication as an “inspirational guideline”, and can contribute to policy development. They must also be adapted to the political, historic, cultural, social and economic context of the society in question. Best practices are defined as successful initiatives when they:

- have a demonstrable effect and tangible impact on improving people’s quality of life;
- are the result of effective partnership between the public, private, and civic sectors of society; and
- are socially, culturally, economically and environmentally sustainable.

For the management of migration, best practices should also have the following characteristics:

- be innovative: a best practice has developed new and creative solutions to common problems;
- make a difference: a best practice should create a positive and tangible impact on migrants’ lives;
- have a sustainable effect: a best practice should be capable of providing long-term results and benefits; and
- have potential for replication: a best practice can serve as an inspiration for generating policies and initiatives elsewhere.

For the present paper, a practice is identified as a good practice even if these four criteria are not all fulfilled. When identifying good practices, emphasis is not restricted to “a demonstrable effect and tangible impact on improving people’s quality of life”, but is also given to seeing the “potential effect and impact on improving people’s quality of life”.

Enabling pre-departure registration and orientation

From the perspective of would-be migrants in low-skill occupations, the concept of pre-migration registration is well accepted, as the process serves them with certain benefits and is not seen as merely imposing control:

- cost-effective pre-departure training, orientation and registration process;
- pre-departure training, as a pre-condition for registration;
- registration as access to government protection (e.g. insurance, subsidized loans, child care, travel aid).

One of the common features of foreign employment regimes in Bangladesh, the Philippines and Sri Lanka is the mandatory requirement of pre-migration registration and orientation. These two policy and legal requirements have both manifested and potential merits.

For example, in the Philippines, POEA Memorandum Circular No. 3, Series of 1983 provides the legal and policy basis for the pre-departure orientation programme. This Circular laid down guidelines on the conduct of a compulsory PDOS for “all first-time or re-contracted workers and
every agency is responsible in providing each worker a thorough PDOS”. The guidelines also allowed industry associations and other business entities not involved in the overseas employment market to offer PDOS, on condition that they conform to POEA’s requirements.

In 1994, the Sri Lanka Bureau of Foreign Employment Act was amended to introduce compulsory registration with the SLBFE, irrespective of the source of recruitment. This provision came into effect in April 1995. As a result, in Sri Lanka, registration provides migrants with free insurance cover for several risks associated with overseas employment. It also covers payment of embarkation tax, and offers welfare benefits, such as access to loans from state banks at subsidized interest rates, and scholarships for children. Training was made mandatory for migrant domestic workers in 1997 and the training certificate issued by the SLBFE is a prerequisite for registration as a potential migrant. Training programmes are conducted free of charge to prospective migrant workers and are financed from the SLBFE’s Welfare Fund.

Involvement of private sector, international organizations and NGOs

The private sector has a direct interest in migration. In Asian countries of origin, the private sector mainly covers private recruiting agencies. However, NGOs are now taking an interest in migration, but not from a business perspective, as they focus on the rights of migrant workers. An effective pre-departure training and orientation programme can therefore call on the support and engagement of both of these actors with the subsequent advantages in terms of:

- decentralization and expansion across national territory;
- access to a greater number of migrants;
- a coordinated policy in partnership with the private sector and NGOs, ensuring the inclusion of business and human rights issues relating to labour migration.

By December 2003, the SLBFE itself operated 22 training centres in all Sri Lankan provinces, except Sabaragamuwa and Northern provinces, while nine other centres provide training offered by the private sector, as provided by law, making a total of 31 centres.

In the Philippines, NGOs are considered “partners” in the promotion and protection of migrant workers’ rights, under the provisions of the Act, and thus play a proactive role in the coordination of pre-departure training. PDOS are conducted by POEA at its main office and also in its Regional Extension Units (REUs). In addition, 520 agencies or associations are accredited to provide PDOS, either through their own programmes or through links with other programmes, according to POEA. Four associations of accredited private agencies provide PDOS through over 703 member agencies: the Philippine Association of Service Exporters, Inc. (PASEI); Overseas Placement Association of Philippines (OPAP); Association of Service Contractors in the Philippines (ASCOP); and Associated Marine Officers and Seafarers Union of the Philippines (AMOSUP). In addition, the Philippine Nurses Association (PNA) offers PDOS for nurses (Migrants Forum Asia, 2001).

While accredited NGOs are authorized to run PDOS for migrant workers, most refrain from doing so as these seminars are thought to promote migration. Although these seminars are required to follow a curriculum approved by the POEA, NGOs may include other topics in line with their area
of interest, such as trade union issues, labour rights, HIV/AIDS awareness, and women’s rights. About six NGOs involved in women’s and migrant workers issues are engaged in PDOS.

In any given year, up to 142,000 newly hired land-based contract workers, or 50% of newly deployed workers attend PDOS. The other 50% receive training from other agencies. An independent private study noted that “although PDOS is mandatory for all overseas contract workers, the common view among respondents is that many do not receive PDOS to the standards required by POEA” (ILO, 2002a).

A survey of migrant workers’ education and organizing programmes reveals that over 100 migrant workers and support organizations have been established to help OFWs and their families in various areas. The list includes migrant worker and families associations, migrant worker and community cooperatives, trade unions, professional organizations and the academic community. Several organizations also belong to national and international networks of people’s organizations, “cause-oriented groups” and NGOs addressing migrant workers’ rights. Business groups, including banks, remittance centres, insurance companies and even the primary employers association in the Philippines (ECOP), also provide services to migrant workers and their families. In addition, the Integrated Bar of the Philippines (IBP) and other legal aid groups, provide legal assistance to OFWs. The academic community conducts studies on migrant worker situations.

PDOS now invariably involve resource persons from NGOs and other civil society members (returned migrants, representatives of overseas NGOs working with migrant workers) with expertise on the various topics of the curriculum. Their first-hand experience provides prospective migrants with awareness of conditions of life and work in foreign countries. A few commercial banks and remittance centres promote savings and finance management through migrant investment in pre-need products such as scholarship and education funds, insurance, housing and health plans, retirement plans and even “life plans” designed to assist migrant workers to insure themselves from cradle to grave. Remittance centres and banks produce education materials and literature designed to make migrant workers aware of their rights and provide information so that they are better able to cope with their problems on-site.

In addition, the POEA and five accredited NGOs conduct the Pre-Employment Orientation Seminar (PEOS). NGOs have greater independence in conducting PEOS and include thorough discussions on the advantages and disadvantages of working overseas, tracing the causes of migration to unemployment and structural problems in the Philippine economy. Some education programmes include courses on entrepreneurship, business and finance management and enterprise development (ILO, 2002a).

Trade unions in Sri Lanka play a significant role not only in providing PDOS, but also at all the three stages of migration. In 1994, the National Workers Congress (NWC) established a Migrant Services Centre, with a programme for solving specific problems by offering legal services to woman migrant workers. The Migrant Service Centre MSC is affiliated with the All Ceylon Federation of Free Trade Unions (ACFFTU) and aims to expand membership in unions at the grassroots level and to strive towards reintegration of migrants into the labour movement.

The MSC provides information to prospective migrant workers to prepare them for migration and to raise their awareness of illegal practices and other hardships they may face. It also pro-
vides information on health status, age requirements and medical certification needs, preparation of forms and documents for passports, passport-renewal, visas, tickets and registration with the SLBFE, including the benefits of registration. The Centre offers information on pre-departure training, insurance and instructs workers on personal information which they should provide to the SLBFE or the Sri Lankan Embassy in the host country. Information is also available on remitting money, together with a daily counselling service in its main office for children’s social and behavioural problems, nutritional deficiencies and medical requirements, educational difficulties, abuse by adults, and arrangements for leaving the home in responsible hands. The Centre conducts training for self-employment projects and encourages self-employment in Sri Lanka as an alternative to seeking employment overseas (ILO, 2002b).

Several non-governmental organizations in Sri Lanka work with migrant women workers in different areas. These organizations do not deal specifically with migrant women workers, but include them among the disadvantaged people to whom they provide services. In 2000, these organizations formed the Migrant Workers Action Network (MWAN) with other concerned individuals and representatives of State agencies. MWAN’s objective is to work together with representatives of NGOs, the SLBFE and other relevant ministries and State agencies. The aims of MWAN are to collect and disseminate information, monitor implementation of State policy, lobby and advocate policy and policy reform, offer counselling and outreach programmes to migrant workers, conduct research and offer legal assistance.

In Bangladesh although there are no clearly defined policy or institutional arrangements to involve the private sector and NGOs in pre-departure training and monitoring, several self-initiatives warrant attention. In order to create a transparent and congenial environment for migration, BMET established a database computer network in March 2004. It is now compulsory to enter the names, occupation, and skills of those seeking overseas jobs, before obtaining BMET’s clearance. The prospective migrants are to personally fill in the data forms. However, on many occasions the forms are filled in by the recruiting agents (specially when the prospective migrants are illiterate). The server is located in the BMET’s office with connections to offices of the Ministry, District Manpower Employment Offices (DEMOs), the airport and Bangladesh Association of International Recruiting Agencies (BAIRA).

There are a certain number of privately-run pre-employment training institutes, including those organized by the private recruiting agencies. There is now an emerging trend of private sector-NGO collaboration. NGOs are not invited to talk on migrant workers’ rights by the private sector but are acknowledged as a resource for HIV/AIDS awareness. The private sector basically focuses on job-related training. During a FGD for this study, all ten participants said that they had not received any pre-departure orientation, apart from training on operating garment and sewing machines. None had received information on the risks and opportunities of migration, on the job contract and how it would be finalized, nor any other information that they might need before migrating. However, the trainees gave a good impression about HIV/AIDS orientation.

Canadian Orientation Abroad (COA) Manila establishes an effective model of a tripartite pre-departure orientation programme among Filipino Immigration, the International Organization for Migration (IOM) and the Government of Canada (see Appendix IV).
The COA Manila website receives support from the Canadian Embassy, in particular from Citizenship and Immigration Canada (CIC) Project Managers and their staff. COA Manila has produced flyers introducing the COA project and urging people to register for its weekly sessions. These info-sheets are distributed, by hand or by mail, by immigration staff. Everyone who registers for COA must have one in order to attend a session.

It is common to hear from people attending COA sessions that they were urged by an immigration officer to contact COA and to make sure that they attend long before their departure date. This type of linkage and coordination with the immigration officials has resulted in COA Manila training 2,044 more people than projected for 2004.

The Live-in Caregivers to Canada programme successfully continues to deliver orientation sessions on a weekly basis. Once caregivers have completed their two-year employment assignments, and are looking for a job and an apartment, they normally also begin sponsoring their families in the Philippines. As future Permanent Residents, they are all very grateful to the Government of Canada for making this orientation available to them. If it was not for the COA session, they would not have access to any pre-departure session.

Two of the significant components of the COA project are:

- Conducting orientation sessions and ongoing training of facilitators according to the COA modules.
- Identifying and implementing mechanisms for obtaining feedback from COA participants after their arrival in Canada.

The module-based approach ensures standardized orientation, while the feedback mechanism provides assessment of the training and generates input for improving the quality of PDOS.22

*The Power to Choose: Health and Migration* video programme developed by IOM is another example of coordination between government and international agencies. In the wake of many cases of abuse committed against women migrant workers the Government of the Republic of the Philippines (GRP), through the Department of Labor and Employment (DOLE)/Overseas Workers Welfare Administration (OWWA), requested IOM to produce the first video on self-defense specifically targeted for women migrant workers. IOM Manila implements the *Power to Choose* video series to help sustain the efforts of the Government of the Republic of the Philippines to manage labour migration flows through increased awareness of Filipino migrant workers about legal migration channels and procedures in main destination countries. The video programme is accompanied by a *Power to Choose* Trainer and User Guide. The guide explains how to more effectively use the video in training or organized discussion venues.

With help of the guide, the video programme discusses Pre-Departure Preparation before the actual labour migration begins. It explains why an OFW must already be planning for their health even before they start their journey abroad. The stories used in the video programme offer personal testimonies as well as expert opinions. Their health experiences progress gradually from common issues to more complex and serious conditions such as HIV/AIDS. With the help of the trainer and user guide, the video programme used in the PDOS programme can ensure that the viewers’ learning process continues and that they better internalize the new knowledge they have gained.
In Bangladesh international organizations have also contributed in developing curricula as well as assistance in organizing grassroots level training. In this regard, IOM, ILO and UNAIDS have been the pioneers. Manuals have been developed on HIV/AIDS and Migration (SHISUK, IOM, ILO and UNAIDS) and on Training of the Local Government Representatives (RMMRU and IOM). IOM also assists the NGOs (such as WARBEE) to conduct grassroots level PDOS and training on safe migration.

**Innovative curricula for pre-departure programmes**

Trends in migration are part of a dynamic global phenomenon. Pre-departure training and orientation programmes must therefore be flexible and sufficiently innovative to accommodate changes in context and regime and in the consequences of migration. A major debate with regard to innovative approaches to training has centred on efficiency versus rights.

A wide range of migrants’ needs have to be met by pre-departure training and orientation. The courses must be adapted to both first-time migrants and re-hires, to specific occupations, and to specific destinations. This need was recognized by the SLBFE, for example, and the revisions made to its programme were expected to take into account the importance of “[suiting] the current and future demands of the markets”.[23] However, migrant workers must not be considered as commodities to be exported to lucrative markets: hence moves towards the adoption of a rights-based approach in future training programmes.

Notwithstanding these limitations, significant progress has been made in both South and South-East Asia, as can be seen from good practices identified below:

- introduction of new skills training to ensure access to new labour markets;
- participation in the process of syllabus development, through consultation with different stakeholders (this approach considers syllabus development as a continuous learning process, rather than as a one-time event);
- development of curricula for specific occupations, experience and destinations;
- optimal allocation of time; and
- empowerment through the acquisition of knowledge and skills.

Recently, in Bangladesh, IOM and BMET implemented the project “Enhancing official pre-departure health orientation project” with the support of UNAIDS. The project carried out an assessment of the existing pre-departure programme and developed a Training of the Trainers (TOT) manual to enhance the delivery of the pre-departure seminars. The TOT module is accompanied by a booklet to be distributed to participants in the PDOS, as a handout for future reference, and a video documentary to facilitate the pre-departure orientation (for more details, see Appendix V).

In the Philippines, the PDOS syllabus has evolved over the years to the current curriculum through various consultative and developmental processes, including workshops/writeshops, FGDs, and periodic meetings and discussions with all sectors, to ensure that it addresses the changing needs of migrant workers. A general PDOS syllabus is used for skilled and semi-skilled workers, with different syllabi for skill- and country-specific training for workers who
are considered vulnerable, such as household workers and entertainers. PDOS providers are required to follow a three-module syllabus to conduct the seminars (see Appendix VI).

In Sri Lanka, SLBFE has introduced innovations in its pre-departure training in order to bring greater diversity into its training programmes and to meet emerging needs. Among these innovations are special language training courses and training in the use of information technology for both women and men, while the industrial training programme for recruits to Korea and bartending, plumbing and electrical training courses are available only for men.

Training is based on a common curriculum, designed for domestic workers in the Middle East and non-Middle Eastern countries, with an additional nine days of English language classes. The course emphasizes improving worker efficiency and effectiveness in the workplace, as it is thought that inefficiency may lead to maltreatment. Counselling sessions focus on preparing the worker for leaving home and facing the realities of overseas employment, including adaptation to a new culture and to cultural conflicts that may arise. There is also training in food preparation and handling of appliances, which takes up 35% of the total training hours. Language learning represents 13% of training hours for migrants to the Middle East and 43% for those going to non-Middle East training courses. See Appendix VI for more details on the course structure.

The importance of the training cannot be disputed and all trainees interviewed acknowledged its usefulness. They found the language training particularly helpful. However a significant omission is the absence of modules on stress management, sexual harassment and abuse, worker rights and redressal mechanisms that are available to workers on site.

SLBFE also conducts a one-day crash seminar for migrants who have migrated previously without attending the training course or who do not have passports to prove that they are not first-time migrants. This seminar basically aims at providing these migrants with the opportunity to obtain the appropriate documentation and facilitate the registration process for employment overseas.

The time allocated for Sri Lankan training programmes was increased from seven days to twelve days (120 hours) for workers going to the Middle East and from 20 to 21 days (210 hours) for workers to other countries in 1996. The general opinion is that the courses are still not sufficiently long and that the training period should be extended. This will have implications for the recruitment process, as most migrants attend the training course after the date for departure has been set. Anecdotal evidence suggests that most first-timers are brought for training from their homes in distant villages by the job agents, kept in boarding houses in Colombo, taken to training and, after they complete the required training period, are taken to the airport. This may be an extreme case but it does illustrate how the recruitment process has an impact on training.

There are differences of opinion on the optimal length of pre-departure orientation and training. While the experts, activists and implementers recommend more hours for the programme, prospective migrants are not necessarily in favour of such a blanket increase in the PDOS length.

The pre-departure training and orientation programme aims to deliver a vast volume of information to trainees who may not have been in a learning environment for a considerable period of time.
They are also in the midst of preparing to leave the country and many who come for training are mentally depressed at the thought of leaving their families and especially their children. On the other hand, prospective migrants are usually adults with either some vocational skills or working experience. Therefore, groups of learners are not very keen on the classroom environment, and are comparatively more at ease with an interactive learning approach and job-oriented activities.

Participants in the English language course run by BMET in Bangladesh made several general suggestions on upgrading the course which can also be applied to PDOS in general (IOM, 2004a). Based on these suggestions, the essential components of good practice in innovative learning are:

- adequate room for interaction and practice;
- pictorial handouts;
- adequate audio-visual exposure;
- situation-focused skills;
- follow-up after training;
- communicative language as a medium of learning; and,
- using ex-migrants as a resource.

Meanwhile, in a survey of trainers interviewed in the Philippines, it was found that 76% of trainers used lectures followed by open forum sessions, while a mere 21% proposed other methodologies. Most PDOS participants interviewed, however, prefer the use of videos and experiential sharing (89%).

At present, no single country intends to move away completely from the classroom-based lecture approach in PDOS. However, some progress has been made in that PDOS programmes in certain countries are designed using a logistical and conceptual framework conducive to a more innovative approach.

In the Philippines, new approaches and methodologies have been introduced to generate maximum learning for PDOS attendees, including the use of case studies, games, videos and films. These methods generate more interesting reactions and discussions, thus a more participative and lively session. PDOS programmes also invite ex-migrants or returnees to share their experiences as OFWs to the new hires. This arrangement is not only of benefit to the OFW, but also has a productive impact and financial benefits on returnees. This is seen as more credible by the participants, who also appreciate the inclusion of sessions on HIV/AIDS and other health concerns presented by doctors and HIV-positive resource speakers and by people with AIDS (PWAs). Brochures, manuals and activity books are likewise used to reinforce the presentation of the PDOS trainer. However, the lecture remains the most popular methodology, using “Taglish” (a mixture of English and Tagalog) as the medium of instruction.

**Content of pre-departure orientation seminars**

The pre-departure orientation should address the strategic objective of empowering migrants in their process of migration and employment in destination countries. From that perspective, in the Philippines the contents of the pre-departure orientation have been found to include:
information on migrants’ rights and responsibilities;
information on travel documents and procedures;
advice on how to cope with the difficulties of living and working overseas;
counselling on to prevent occurrence of welfare problems and facilitate their smooth adjustment in the worksite;
a last-minute reminder on travel and documentation requirements;
information on personal well-being, including health, sexuality, HIV/AIDS and laws of the host countries;
information and caution on deportation costs, work permit conditions, workplace safety, compensation, employment agreements, personal safety, mode of communication, food, entertainment, remittance transfers, etc.;
practical tips on communication and management of finance and banking;
practical tips on cultural differences and means of dealing with them;
social relations and family welfare (e.g. dealing with isolation); and,
foreign language training with a handbook on specific vocabulary for selected destinations.

The PDO programmes can also include handbooks and videos. In the Philippines, for example, OFWs have access to several booklets on support centres and services in destination countries. PDO programmes typically offer information on government benefits available to migrants (such as loans, housing, insurance) and on advantages of registration with the authorities.

In identifying good practices, it has been found that no single country’s PDO programme covers all the topics listed above. Moreover, the specific needs of women migrants are seldom covered (especially in personal matters) apart from job-related issues where women are particularly vulnerable.

Nevertheless, coverage of contents in the Philippines and Sri Lanka is much better than in Bangladesh. In terms of information made available, there is general concern that the entire programme of pre-departure orientation and training should include information on workers’ rights. However, such a move requires that migrants, while abroad, should have the means and option of asserting their rights, without the threat of losing their jobs. At present, the content of PEOS/PADOS does not deal comprehensively with issues relating to reintegration. There is information on remittance and investment processes leading towards economic integration, but a comprehensive development process also involves long-term career counselling, social and cultural integration in countries of origin or destination.

In the Philippines, the PDOS programme covers reintegration of returnees under the provisions of the Act (RA 8042). Under Section 17, the state’s pro-active programme is required to provide returning migrant workers with a mechanism for reintegrating into Filipino society. POEA and OWWA are also required to encourage migrant workers to plan for their eventual return home and to train them for that eventuality. The state designates TESDA and the Technology Livelihood Resource Centre (TLRC) as providers of training for migrant workers on livelihood development and entrepreneurship. The Government is moving towards full implementation of the law. However, lack of funds and personnel, together with bureaucratic procedures, has prevented these provisions from being introduced with maximum effectiveness. The sheer size of the migrant population overseas and the complexity of their problems require much more than the law can provide (ILO, 2002a).
In this regard, the NGOs in Bangladesh, Philippines and Sri Lanka are much further advanced than the government agencies, and their PDOS programme curricula usually include the issue of reintegration.24

**Pre-employment orientation seminars**

There is a need to provide prospective migrants with adequate information and support, so that they can take an informed decision regarding whether they would explore the option of migration or not. The pre-employment seminar (PEO) is one such practice which contributes towards that empowerment and informed decision-making.

In the **Philippines**, PEO programmes precede the PDOS and offer pre-employment orientation and counselling seminars. This information and education strategy targets potential overseas workers with the object of informing applicant workers during the decision-making process and thus helping them to make rational, value-based decisions on whether or not to become a migrant worker. The most important issues relate to the realities of working abroad, both positive and negative, and the PEO can therefore prepare the worker before beginning the actual application process. The PEO programme is implemented by POEA, in cooperation with local government units, NGOs, universities, media organizations as well as socio-civic organizations.

The Pre-Employment Orientation Seminar (PEOS) and travel advisory course were created in response to the widely recognized inadequacy of PDOS. It is mandated in Memorandum Circular No. 6 of 1997. POEA Rules state that applicants for overseas employment shall be provided with PEOs, which give an overview of the overseas employment programme, the benefits and pitfalls of an overseas job, application procedures, government services available and illegal recruitment (Battistella and Paganoni, 1992: 12). More recently, information on labour and employment conditions and on migration realities was added to the PEOS curriculum, together with details of international standards for human rights adhered to by destination countries.

Topics in the PEOS include: an overview of migration, a socio-economic impact analysis of migration, gender sensitivity, provisions of RA 8042, provisions of the UN Convention on the Protection of the Rights of Migrant Workers and their Families, services provided by POEA, OWWA and NGOs and a discussion on savings and reintegration programmes. NGOs can include thorough discussions on the advantages and disadvantages of working overseas, tracing the causes of migration to unemployment and structural problems in the Philippine economy. NGOs also encourage migrant workers to plan their work overseas with a view to returning to their families and communities at the soonest possible time and using their savings earned abroad to create jobs and to invest in local livelihood projects and micro-enterprises. Some education programmes include courses on entrepreneurship, business and finance management and enterprise development (ILO, 2002a).

Typically, the PEOS takes four hours and covers the following topics:

- illegal recruitment, list of licensed recruitment agencies, illegal agencies;
- procedures for application, departure, on-site employment and return;
- job-site information, including culture of the country of destination; and,
remittances, financial management and livelihood projects, as protection against the insecurity of overseas employment insurance coverage for workers and their families.

Since July 1997, POEA has conducted PEOS in almost all regions. Six POEA regional offices confirmed that they had conducted PEOS activities in their own areas (ILO, 2002a). Schools have been one of the popular venues for PEOS and are usually provided for graduating students or integrated in “career day” programmes in schools or colleges. Another target audience is the local community, where POEA coordinates with Public Employment Service Office (PESO) managers for the running of PEOS in local communities.

**Standardization and certification**

Pre-departure training and orientation programmes can have an impact on individuals in a variety of ways, even when they share the same broad objective of ensuring safe migration. This is particularly evident when one examines the context in which these training and orientations are conducted. In most of the countries under study, there are many agencies carrying out the pre-departure training and orientation programmes and they may or may not use the same curricula. They may also vary in their focus, capacities and approaches. On the other hand, prospective migrants also come from different walks of life with different levels of income and education, from different ethnic groups and with a variety of work experiences. Given these constraints, some bold attempts have been made across the region to achieve a standardized system in pre-departure training and orientation. The components of good practices are identified as:

- common syllabi and curriculum;
- training of the trainers and recruitment of experienced trainers along with multi-disciplinary part-time resource persons;
- participation of returnees to provide first-hand experience and knowledge;
- trainer support from government to private and NGO sector;
- quality monitoring; and
- a national certification programme, providing the migrant with a quality label and recognition, but without imposing an additional hurdle on the prospective migrant.

The **Philippines** has introduced a comprehensive monitoring and feedback system for measuring quality and for identifying areas of its pre-departure orientation services which need to be upgraded. Among new hires participating in PDOS, the module on Banking Institutions and Remittance Services was the most remembered (78%), followed by Travel Tips and Procedures (64%). For returnees, the topic on Migration Realities (81%) and Code of Discipline (59%) were most remembered. The majority, or 68%, of the total sample considered the discussion on the employment contract as the most important and personal health care as the least important topic (14%).

The data obtained through this system is expected to identify strengths and weaknesses of the programme’s various components: syllabus, trainer skills and capabilities, duration of sessions, methodologies used, and physical facilities. POEA also receives information on the weaknesses and challenges of the programme from its POLOs and Labour Attachés and Welfare Officers in destination countries.
The PDOS programme uses a registration system for its service providers which can show compliance with certain requirements, including suitable venues and facilities, and an approved PDOS module-based curriculum. On the other hand, trainers are accredited following the necessary training in both content and skills. Trainers are thus required to handle modules in their area of expertise: for example, NGO trainers and resource persons on topics concerning their specific area of experience, such as worker’s rights, gender sensitivity, HIV/AIDS, etc.

All PDOS providers are required to use the government-prescribed standard syllabus which contains specific and approved modules for each subject in order to ensure that accurate and updated information is given to OFWs by all PDOS providers. PDOS providers are thus on the mailing list of updates and further information on certain host country policies or on relevant developments. Similarly, OWWA provides certain educational aids, such as an activity book for household workers and video CDs on health, workers’ rights and protection, and workers’ reintegration, for the modules on migrants’ welfare. Although the development and production of the syllabus are government initiatives, the modules and materials are in fact the product of extensive consultation and cooperation involving all stakeholders and drawing on their knowledge and expertise.

However, experimentation with standardization has not lead to easy results. The experience in the Philippines reveals that, while the government imposes a standard module for all PDOS providers, one of the perceived weaknesses of the programme is its lack of capability to monitor closely and supervise the actual conduct and implementation of PDOS sessions. As a result, there may be bias in the treatment and importance given to each topic depending on the advocacy and interests of the service provider. For example, the recruitment industry blames NGOs for placing too much emphasis on workers’ rights, which results in more volatile relations with employers. On the other hand, NGOs think that there is a conflict of interest when the recruitment agencies are also PDOS providers since, in some instances; they are not transparent in telling workers about actual employment conditions and realities.

A training programme for PDOS trainers is conducted periodically to build up their skills and capabilities and to ensure that relevant and up-to-date information on host countries, methodologies and training aids and materials are introduced. Two kinds of training programmes are being implemented. The first programme is for new trainers as a requirement for accreditation and aims to equip applicant trainers with both content and skills. The second programme is a refresher for accredited trainers, with emphasis on retooling, updating and enhancement of skills. Each programme is conducted twice a year for trainers of both land-based and sea-based seminars for three days, with a maximum of 25-30 participants per session.

In Sri Lanka, the SLBFE has 120 instructors recruited on a non-permanent basis and paid at an hourly rate. The instructors are migrant domestic workers who are required to have a minimum work experience of five years in the relevant country and GCE O Level qualifications. It has recruited English language instructors for non-Middle East training programmes. The SLBFE draws on the expertise of other institutions and consequently can provide resource persons from the two state banks, the Family Planning Association of Sri Lanka and a private company which lectures on banking, health and electricity. Instructors are provided with training prior to their deployment and in-service training is also available. Still, it must be recognized that these persons are not professional trainers and that their skills need to be upgraded continuously.
Sri Lanka has introduced a skills development and national certification programme with training agencies, including ICTAD, NAITA, the Vocational Training Authority and the Tertiary Vocational Education Centre, to upgrade skills to meet overseas job requirements and to provide a common national certificate to those with the required skills. Certificates are awarded on satisfactory completion of the course and not on the basis of an examination or an assessment.

**Special needs of skilled migrants**

Skilled migrants also have special needs. In **Bangladesh**, it has been observed that skilled migrants face two major constraints in ensuring overseas employment. The first relates to having access to information on job openings and to assistance in processing job contracts and visas. The second is the language barrier (lack of skills in English and other languages in destination countries) which prevents them from expressing their qualifications in job interviews and also creates difficulties for them in overseas job locations. The same situation is not found in Sri Lanka and the Philippines.

Two initiatives have been introduced in Bangladesh focusing specifically on prospective skilled and professional migrants, such as doctors, nurses, and hotel workers. First, the government has created an institutional base to extend support to prospective skilled workers and BOESL organizes pre-flight briefing for its recruits. However, in this area, the approach used in the Philippines is much better organized in terms of curricula and methodology.

Second, BMET established an English language laboratory in its Dhaka training centre in 2002, with the support of IOM and the Wage Earners’ Welfare Fund. It can now offer Language Training for two categories of potential migrants, nurses and hotel workers. The course runs for six weeks (108 hours), with places for 52 people in separate groups for each skill category. At the end of the first phase, 225 nurses and 192 hotel workers completed the course. Although the minimum qualification for admission was Secondary School Certificate (SSC), a large number of participants had passed the Higher Secondary Certificate (HSC).

Similar arrangements can be found in the **Philippines** and **Sri Lanka** with minor variations.

**Media campaigns for awareness and accountability**

The media is also a strong way to disseminate information and raise awareness among the prospective migrants at the pre-departure stage. The full potential of the media has yet to be explored in depth, but at the country level, significant progress has been made. Good practices with regard to the media include engaging electronic, live and print media in:

- popularizing pre-departure training, orientation and registration programmes;
- disseminating knowledge on fraudulent practices of unscrupulous recruiting agents;
- raising awareness about trafficking in persons;
- providing information on licensed and “black-listed” recruiting agencies;
- raising health awareness (including HIV/AIDS);
- providing information on the official process for remittance and on government’s special savings proposals, investment, insurance, credit, child care, and investment schemes;
• using an Internet database as a means of linking prospective migrants with prospective foreign employers and helping migrants to have greater choice in terms of destination and types of work.

In Sri Lanka, the names of foreign agencies whose licences are cancelled by SLBFE are published in the newspapers, while the names of foreign recruitment agencies not permitted to recruit Sri Lankans are available on-line.25

In the Philippines, NGOs and other private organizations publish helpful documentation, including Tips on Working Overseas, How to Use Provisions of RA 8042, and Migrant Worker Advisories in Hong Kong, Saudi Arabia and other countries/regions. Other organizations, such as Scalabrini Migration Centre, conduct and publish various studies on migration as well as evaluations of PDOS, PEOS and other government programmes. Moreover, travel advice and related information are, by law, required to be published in a widely circulated newspaper three times every quarter.

Apart from structured education programmes prepared by survey groups, some television and radio stations have daily talk show programmes that deal with the problems of migrant workers. These are nationally broadcast programmes which provide travel advice and discuss the processes of migration, legal rights and remedies for victims of illegal recruiters, as well as information on RA 8042, POEA and OWWA policies, livelihood programmes, individual experiences of migrant workers, and conditions in specific host countries. More recently, a migrant worker website26 has been opened and now disseminates information on migrant worker issues, problems and remedies more widely. It can also serve as a means of communication between migrant workers and members of their families.

SHISUK, an NGO in Bangladesh, uses live media to raise awareness on issues concerning migration. It delivers information to facilitate the decision to migrate and to ensure that individuals do not fall victim to fraudulent recruiting agents and traffickers. SHISUK also focuses on HIV/AIDS as an issue of concern during each of the three phases: pre-departure, overseas employment, and reintegration. Live theatre, involving a folk approach and community members, is one of SHISUK’s most effective means for message delivery and orientation.

Peer and community involvement

The PDO programme has also a peer and community level involvement. The advantages of this involvement include:

• peer-based awareness building programmes;
• community-based pre-departure orientation and assistance;
• family orientation and counselling.

The best practice can be found in the Philippines, where migrants are represented in government bodies. This ensures that practical and experiential knowledge provided by migrants is taken into account in drafting policy instruments. Indeed, the PDOS programme officially acknowledges participation of migrants as a resource. This recognition is further strengthened and
institutionalized by the government through the legal status of NGOs as “partners”. This opens up the potential for scopes of returnee migrants to be linked systematically with government programmes though NGOs.

Among the NGOs in Bangladesh, good practices are seen as being community-based and community-focused. SHISUK organizes a peer-educators training scheme (PET) with selected migrant workers who thus take part in pre-departure orientation. Peer leaders work with designated migrants while they wait for the completion of formalities. They primarily disseminate information on safe migration.

In 34 villages of four Unions in the Sirajganj district, a “Migrant Workers Welfare Forum” has been established to focus on the welfare of its members and their families. A total of 550 potential and returned migrant workers of six villages under two Unions have been contacted in this regard. Fifty-three peers, including 18 women, have been trained as peer leaders and have contacted returnee migrant workers in their own community. The forum, facilitated by SHISUK organizes PET on “Migration and HIV/AIDS” and language training courses with specially developed modules, at the union committee level. For the empowerment of migrant workers’ spouses and pre- and post-departure counselling of spouses, SHISUK has also organized 18 women groups, consisting of 180 members including 50 spouses of migrant workers, in these Unions.

Bangladesh Women Migrant Workers Association (BOMSA), an association of returnee women migrants, takes a community-based approach. BOMSA operates at two levels during the pre-departure stage. First, it works together with prospective migrants to facilitate an informed decision regarding migration. Second, it works with those who have taken their decision to ensure safe migration. As BOMSA is formed by community members, community people have direct access to the organization and the organization is itself well informed and remains connected with local communities.

BOMSA bases its programme on key questions with which it helps individuals, specifically women, to understand the cost and benefits of migration. The organization depends on informal groups or one-to-one discussion sessions. Once a person decides to migrate, the organization helps him or her to assess the authenticity of the recruiting agents, to obtain a visa and other travel documents, and provides information and skills required in the destination country. According to BOMSA, once prospective migrants have made their decision, they do not have adequate time for pre-departure orientation and training effective while attending the government programme. Moreover, the government programme is very brief. For this reason, prospective female migrants require a personalized accompaniment process, beginning before the decision to migrate and continuing after their return.²⁷

Another NGO, the Welfare Association of Repatriated Bangladeshi Employees (WARBE), works at both the micro and the macro level but is close to its primary constituency at the community level. The organization draws on the knowledge and experience of its returnee members. In the community, WARBE helps migrants to assess the authenticity of travel documents, visas and job contracts, to identify fraudulent recruiting agents which isolate them from the community, to involve migrants’ families at all phases from pre-departure to reintegration, to raise community-level awareness, and to offer counselling. At the national level, WARBE works through trade
union organizations to raise awareness on migration-related issues among female workers in the garments industry. The organization also takes an active role in presenting the views of migrant workers at policy forums and involves its members in the planning and implementation of all its activities, including PDOS.

The Refugee and Migratory Movement Research Unit (RAMMRU), a research and policy level organization in Bangladesh, has developed a manual to be used by local government authorities to raise public awareness about issues concerning safe migration. RAMMRU’s approach concentrates on institutionalizing migration knowledge with the governance system at the grassroots level.

Enabling networking for support and redress

In a number of sending countries over recent years, there has been concern about protection from abuse at every stage of the migratory process and this has led governments to introduce safeguards prior to departure, at the scene of employment, and on return. These actions include making documentation available at:

- embassies in destination countries, on their role in supporting nationals;
- human rights organizations in destination countries;
- migrants’ associations and trade unions in destination countries;

This documentation includes:

- information on private and NGO sources of support, in the event of violations of rights; and,
- handbooks and resource materials

In Sri Lanka, a number of Government agencies have been mobilized for this task: SLBFE, Ministry of Foreign Affairs, Ministry of Health, Ministry of Women’s Affairs, Airport and Aviation Authority, and Department of Immigration and Emigration. Within SLBFE’s regulatory framework, there are schemes to ensure that migrant workers are not deceived by recruitment agents, as well as schemes covering compulsory registration, insurance and training, and facilities for settling disputes between migrants and their employers. The types of complaints received by the SLBFE are shown in Table 4.1.

Responsibility for the protection and welfare of Sri Lankan migrant workers is shared between the Ministry of Foreign Affairs and the Ministry of Labour with the SLBFE. Embassies provide a range of services to migrant workers, including shelter (Kuwait and Dubai) and medical services for runaway workers, repatriation of workers and issuing new passports when passports have been lost or retained by employers or agents. Missions also institute legal action, in accordance with the laws applicable in the countries involved, to obtain payment of wages and compensation.

The PDOS programme informs prospective migrant workers of these provisions. Nevertheless, the experience of Sri Lankan migrant workers reveals that, although missions have a mandate to serve the interests of workers, they display a lack of interest, sensitivity and authority in dealing with disputes between employees and employers and/or agents and with employees’ grievances,
particularly in instances where Sri Lankan workers have to go before the courts of law in those countries. In an attempt to bridge the widening gap between Sri Lankan foreign missions and Sri Lankan workers and to recognize the importance of meeting workers’ urgent needs, the Government has appointed Labour Attachés in several foreign missions and plans to appoint welfare officers in certain countries.\(^\text{28}\)

In the Philippines, PDOS also include orientation on resource centres and embassies. Migrant workers are provided with handbooks containing information on support services offered by the government and NGOs. This approach has proved effective, as the Act requires the establishment of resource centres in host countries. Resource centres offer various services to migrants: counselling and legal services, welfare assistance, social activities, reintegration programmes and so on. The Act also provides for pooling of resources from various government agencies to establish a central information centre which provides data for policy-making and for monitoring and evaluation of migrant worker-related programmes. The Offices for Legal Assistant for Migrant Workers Affairs (OLAMWA), located in the Philippines and in host countries are mandated to provide legal assistance for every needful migrant worker and funds have been allocated for this purpose under the Act. Philippine embassies are expected to take a country-team approach to protect migrant workers’ rights. This approach ensures that government agencies, including the Departments of Foreign Affairs and of Labour and Employment, together with POEA and other agencies, work together (and not against each other) to address the problems of migrant workers. These provisions concretize the state’s responsibility in ensuring the welfare of migrant workers in host countries (ILO, 2002a).

### Gender-sensitive policy

Several studies have identified Asian female migrants as being extremely vulnerable to trafficking, contract replacement, irregular payments, sexual exploitation, and a general lack of protection in working and living conditions (Zavari, 2002). Taking this into consideration, good practices in reducing vulnerability include special protection to women by:

<table>
<thead>
<tr>
<th>Nature of Complaints</th>
<th>Female</th>
<th>%</th>
<th>Male</th>
<th>%</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Harassment</td>
<td>1,337</td>
<td>18.1</td>
<td>70</td>
<td>1.0</td>
<td>1,407</td>
</tr>
<tr>
<td>Salary</td>
<td>1,437</td>
<td>19.5</td>
<td>342</td>
<td>4.15</td>
<td>1,779</td>
</tr>
<tr>
<td>Breach of contract</td>
<td>469</td>
<td>6.4</td>
<td>772</td>
<td>10.5</td>
<td>1,241</td>
</tr>
<tr>
<td>Lack of communication (with home country)</td>
<td>1,596</td>
<td>21.7</td>
<td>124</td>
<td>1.9</td>
<td>1,720</td>
</tr>
<tr>
<td>Deaths</td>
<td>49</td>
<td>0.8</td>
<td>59</td>
<td>0.7</td>
<td>108</td>
</tr>
<tr>
<td>Stranded</td>
<td>33</td>
<td>0.4</td>
<td>03</td>
<td>-</td>
<td>36</td>
</tr>
<tr>
<td>Others</td>
<td>880</td>
<td>12.0</td>
<td>182</td>
<td>2.5</td>
<td>1,062</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>5,811</td>
<td>78.9</td>
<td>1,552</td>
<td>21.1</td>
<td>7,353</td>
</tr>
</tbody>
</table>

Source: Conciliation Division SLBFE, Information Technology Division – SLBFE.
• giving priority to the training and orientation of vulnerable groups;
• educating and aiding vulnerable workers with knowledge of risks in the workplace, and information on means of redressal; and,
• addressing sex-specific needs, which are treated separately.

No special protection in PDOS to the vulnerable groups (such as female domestic workers) exists in Bangladesh, but women below the age of 35 are legally prohibited from accepting overseas employment in domestic work.

As a response to the vulnerability of migrant workers from Sri Lanka, some of the dormant provisions of the Sri Lanka Bureau of Foreign Employment Act of 1985 and amendments to the Act in 1994 were implemented gradually over several years. As a result of these changes, there is now a stronger regulatory framework for labour migration. Vulnerable groups of domestic workers are given priority and women in these groups are provided with information and training to equip them for coping better in their new work environment and to offer strategies to reduce the social cost of labour migration for women.

In the Philippines, as in Sri Lanka, there are special provisions for vulnerable groups. While standard PDOS modules have been imposed, there are different types of PDOS which can be conducted to provide specific information to vulnerable groups, such as household workers, overseas performing artists and entertainers, nurses, and seafarers (skill-based). There are also modules for certain destinations, including Taiwan, South Korea, Libya, the Middle East and Hong Kong. In 1990, Memorandum Circular No. 18 (Series of 1993) provided for a special PDOS for household workers who are deemed to be particularly vulnerable. This enabled the participation of NGOs promoting migrant worker welfare and gave them the exclusive right to provide PDOS to departing household workers.

The PDOS programme incorporates gender sensitivity through reforms in institutional structures and policy. At present, there is a legal provision to ensure that at least one woman migrant worker sits on the Boards of both POEA and OWWA. RA 8042 recognizes equal rights of male and female migrants, together with the special vulnerability of female migrant workers. On the other hand, the omnibus Rules and Regulations implementing RA 8042 proclaims “cognizance of the inequalities and inequities prevalent in society between women and men and a commitment to address issues with concern for the respective interest of the sexes”.

Both PDOS and PEOS are designed to be gender-sensitive (ILO, 2002a). There are special courses for women in vulnerable jobs, through which special attention is given by POEA to domestic workers and entertainers. These are job categories occupied mainly by women and are considered highly vulnerable to abuse and trafficking. An average of 150,000 women domestic workers are deployed annually from the Philippines to various destinations. As the nature of domestic work tends to accentuate vulnerability, migrant workers must be made aware of the situations they may have to face.

Entertainers are especially vulnerable. While they comprise only 22% of all OFWs deployed for the period January-September 2000, they represent an extremely vulnerable sector. Two steps have been taken. First, to grant them a more respectable status, the state has recently upgraded “entertainers” to the “professional, technical and related workers” category, and they are now
usually termed “overseas performing artists” (OPAs). Second, the state has made efforts to improve the protection of entertainers through a new system of training, testing and certification, whereby OPAs are issued with an artist record book (ARB). Under the new system, OPAs are required to undergo mandatory training and testing in academic subjects and in work skills, which are then recorded in the ARB as proof of their competence and proficiency. The ARB also records employment details which are helpful in monitoring the deployment of individual OPAs.

Following a study carried out by the POEA, an academic training course has been designed specifically to help dancers in their early twenties, who perform on stage in a club or hotel from evening till dawn, to manage their unique and hazardous work environment. This training course includes sessions on positive and appropriate values, behaviour and attitudes development, communication and language skills, good grooming and social graces, spirituality, and human relations. The young women are taught to “entertain” a male audience without providing sexual services. Topics in the standard PDOS are also included, but there are also modules on sexually transmitted diseases (STD) and HIV-AIDS. The course also discusses ways to prevent drug and alcohol use and abuse among OPAs. Private deployment agencies and talent agents and promoters are encouraged to provide additional orientation courses specific to the type of work engagement OPAs will receive.

The Comprehensive Orientation Programme for Entertainers (COPE) is presently being prepared as a further improvement. The syllabus is being developed by TESDA and various modules for COPE will be tested with OPAs when ready.

The Government has introduced an information campaign on migration in public schools. In 2003, POEA, the Commission on Filipinos Overseas (CFO) and the Department of Education, Culture and Sports (DECS) jointly conducted pilot courses to integrate migration issues in elementary and secondary school subjects such as Araling Panlipunan, Sibika and Values. The courses deliver the core messages of employment options, push factors, hazards and costs of migration, and gender-sensitivity.
However, women continue to be deployed and encouraged to take jobs as domestic workers or entertainers. As a result, the traditional sex-based roles of women as housekeepers and sex-objects are reinforced, together with the idea that they are “cheap labour” not just in the destination countries, but also in their country of origin.

**Sustainability**

The present study looks at the sustainability of the pre-departure orientation and training programmes from the perspective of financial, organizational and programme issues. In this regard, some of the key features of emerging good practices include:

- development of a “migrant welfare fund” as a means of sponsoring the PDOS;
- establishment of user-friendly policy and institutional structures to facilitate continuation and expansion of the PDOS;
- institutionalization; and,
- encouragement, promotion and reinforcement of private sector, NGO, and community engagement in PDOS.

From this perspective, the recent structural adjustment of PDOS in the **Philippines** can be identified as a good practice. With the transfer of the PDO Programme from POEA to OWWA, PDOS are now considered mainly as a course which provides OFWs and their families with information on welfare and strategies for their future.

To institutionalize welfare concerns in the PDOS programme, OWWA has allocated part of its budget to financing improvements in the delivery of PDOS. This budget is allocated to enhancing the training, capability building, retooling, and updating of accredited trainers and to developing new materials for PDOS providers such as audio/video and print materials. With the existing institutional structure and with OWWA at the helm, more financial resources will probably be made available from the workers welfare fund. For the year 2004, OWWA allocated a total of P6.0 million (approx. US$108,892) for the PDOS programme alone, three times the budget that POEA had allocated to the programme. On the negative side, however, the agency’s lack of regulatory powers over recruitment agencies limits its ability to maintain required standards for PDOS providers.

Along with the government, the private recruiting sector in **Bangladesh**, through the Bangladesh Association of International Recruiting Agencies (BAIRA), is planning to take up private initiative to set up pre-departure training institutes. The Migrant Welfare Fund also has the possibility of financing PDOS and the fund has in fact been utilized in recent years to finance English training for skilled migrants for BMET.

In all the three countries, the pre-departure orientation is institutionalized through legal mandate and therefore has the potential for a long-term future. Moreover, their financial sustainability is assured through access to migrant welfare funds, fees charged to employers, and participation of the private sector. The involvement of international organizations such as IOM in cost sharing and support from destination countries (such as Canada in the COA programme) gives further encouragement for the material sustainability of the PDOS programmes. Unit cost analyses indicate that effective utilization of governmental human resources and logistics also contributes to further lowering the costs of PDOS programmes.
Way forward

The PDOS programmes can be further strengthened in each of the three countries under study, based on the indicators of good practices presented in the paper. The set of indicators can be further modified, but the lessons drawn from the experience of the existing PDOS programmes, embodied in these indicators, may prove handy for future programme review and assessment. The paper can also present some broad areas and approaches for the future:

- The government-run PDOS programmes need to be further decentralized, both geographically and programmatically, so that their popularity, flexibility and accessibility can be enhanced.

- Although the PDOS is able to deliver information on migrants’ rights and the different government services available in both countries of origin and destination, the challenge lies in making the government mechanisms operational by changing the knowledge and attitude of the relevant government officials.

- The language of communication both in a classroom environment and in the form of printed/electronic materials should be tailored to the context and to the migrant workers attending the seminar.

- The issue of migrants’ rights and workers’ rights in general should be integrated into the PDOS curricula. However, knowledge of their rights will not suffice, if overseas workers are not also provided with information and support permitting them to defend and demand respect for those rights. In this regard, the example of legal actions taken by Filipino overseas Missions against abuse of overseas Filipino workers can be taken as a good practice.

- The NGOs are better suited to help migrants on rights issues. They can also focus more on male migrants, while respecting the priority needs of female migrants. Moreover, they can be more engaged in preparing and accompanying family members of migrant workers throughout the migration process.

- The timing of PDOS will always be an issue for debate. However, there can be different curricula of varying lengths, which take into account the diverse needs and time availability of groups of migrant workers.

- Gender-specific roles and images of women continue within existing trends in migration. PDOS programmes still function within that given framework, although much progress has been made in terms of legal recognition of equity for women and men. In the future, the challenge lies in addressing the issue of gender in migration comprehensively, so that women are not just made better at performing their roles according to the needs of men (in the global sphere), but are empowered to use migration to break away from gender-based stereotyped images.

- The issue of reintegration of migrant workers has to be included within the curricula of PDOS.
ENDNOTES

1. ILO/ATCRAV, Wickramasekera, 2002.
2. In the case of Bangladesh, the country level researcher used field notes of visits to certain districts made one month prior to the present study.
4. Estimated from the data of the Philippines Overseas Employment Administration.
6. Please see Appendix VII.
10. I.e., the second last tier of local government.
11. During the interviews and discussions, the BOESL officials explained that the language problem is beyond the scope of PDOS, and should be dealt with preferably through a reform in the education system which currently pays inadequate attention to the English language skills of would-be professionals and skilled labour.
12. Currency of the Kingdom of Saudi Arabia.
13. Interviews conducted by Sakiul Millat Morshed, National Consultant, Bangladesh.
14. This type of visa is obtained by many Bangladeshis for Malaysia. Currently, in the case of Malaysia, once Bangladeshis (or any other foreigners) have entered Malaysia under a calling visa, their passports have to be taken again to the government authority to be stamped.
15. “Name hire” is the process of accessing an exit clearance from the POEA for skilled and professional workers. The prospective migrant presents such documents as the original contract with the employer, copy of visa, etc. to the POEA and undergoes a two-phase clearance process (phase-I for two hours and phase-II for one hour).
16. US$1= R98.45.
17. In the case of residential training, the trainees stay overnight at the training venue during the training period.
18. In the case of non-residential training, the trainees do not stay overnight at the training venue during the training period.
19. US$1= Tk. 62.0.
20. US$1= P.55.1.
21. US$1= Rs.98.45.
23. Internal communication.
24. See the curricula of SHSHUK, Bangladesh as an example.
27. Focus group discussion conducted by Sakiul Millat Morshed, National Consultant, Bangladesh.
28. Specifically in United Arab Emirates, Saudi Arabia, Kuwait, Oman, Qatar, Lebanon, Jordan and Singapore (ILO, 2002b).
29. US$1= P.55.1.
BIBLIOGRAPHY

ADB

Ali, AKM Masud, Rata Sarkar and AKM Mustaque Ali
2004  Dream and Reality: Migration of Women and Girls in Bangladesh – An Assessment of Vulnerability and Status, INCIDIN Bangladesh/Action Aid Bangladesh.

Allen, James
2003  Voices of Migrants in Asia: A Panorama of Perspectives, DFID, Dhaka.

Ata-Muhammad-Raja
2004  “Labour migration from Pakistan to Middle East to alleviate unemployment in the country”, paper presented at Lahore Staff College, April.

Baldoz, Rosalinda Dimapilis
2004  Managing the Philippine Overseas Employment Programme: Key Policy Issues and Responses, Reference Paper for Special Session presented at the Workshop on International Migration and Labour Market in Asia by the Administrator, POEA, Japan Institute for Labour Policy and Training (WIPT).

Battistella, G., and A. Paganoni
1992  Philippine Labor Migration: Impact and Policy, Scalabrini Migration Center, Quezon City, Philippines.

BMET

CARAM Asia

Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.

Dias, Malsiri, and Leelangi Wanasundera
2002  Sri Lankan Migrant Garment Factory Workers in Mauritius and Oman, CENWOR, Colombo.

Gazdar, Haris

Haque, Md. Shahidul
2004  Migration-Trafficking Nexus, IOM, Dhaka.

ILO
2002b  Sri Lanka: Good Practices to Prevent Women Migrant Workers from Going into Exploitative Forms of Labour, ILO, Geneva.

ILO/ATCRAV

INCIDIN Bangladesh
2002  Rapid Assessment on Trafficking in Children for Exploitative Employment in Bangladesh, ILO-IPEC, Dhaka.

INSTRAW/IOM
2000  Temporary Labour Migration of Women: Case Studies of Bangladesh and Sri Lanka, Dominican Republic.

IOM
2004a  Need Assessment of BMET’s English Language Training for Nurses and Hotel Workers, unpublished, Dhaka.
2004  Information Sheet: Power to Choose, IOM Manila, the Philippines.
A Pre-Departure Orientation Guide for Immigrants to Canada, CIC.


Placement Process for West Asian Employment of Sri Lankans, Document: M/932 (General), Colombo.

Survey of Education Programmes for Migrant Workers in Asia, MFA and ASPBAE, Manila.

Situation Assessment, draft report on Enhancing Official Pre-Departure Orientation for Migrants Workers, IOM, MoEWOE, BMET.

Counselling, Guidance and Training for Sri Lankan Women Migrant Workers, Training Course syllabus (Domestic help), Colombo.

Special Order No. 256, Designating Personnel to the Ad Hoc Overseas Workers Information and Education Center, 25 August.

Omnibus Policies: Overseas Workers Welfare Administration, Board Resolution No. 038, 19 September.

Memorandum of Instructions No. 013 Series, Policies and Guidelines for Managing the Pre-Departure Orientation Seminar (PDOS).

Migrant Workers and Overseas Filipinos Act of 1995 (Republic Act No. 8042) and Its Implementing Rules and Regulations.

Rules and Regulations Governing the Employment of Land-based Overseas Workers, Department of Labor and Employment.

Annual Report, Mandaluyong City.

Good Practices Documentation and Sharing Project, compiled by Ricardo R. Casco, Director IV POEA.

Joint Circular No. 04, Transfer of the Pre-Departure Orientation Programme Management from POEA to OWWA.

Organizational brochure.

A Quest for Better Tomorrow Study on Migration of Bangladeshi Women for Overseas Domestic Work, Bangladesh.

Act No. 21 of 1985, Order under section 51.


Study on Migrant Workers: A Literature Survey and Identification of Data Need and Policy Actions, Colombo.


Sri Lanka Bureau of Foreign Employment (SLBFE)


United Nations Development Programme South East Asia HIV & Development Project, UNDP, Dili, Timor Leste.

“International migration polices in Asia: A synthesis of ILO and other literature on policies seeking to manage the recruitment and protection of the migrants and facilitate remittances and their investment”, Migration Development Pro-poor Policy Choices in Asia.
Wanasundera, Leelangi
2001  *Migrant Women Domestic Workers: Cyprus, Greece and Italy*, CENWOR, Colombo.

WARBE
2004  Organizational brochure.

Zavari, Sonal
2002  *Regional Summit of Foreign Migrant Domestic Workers*, CARAM Asia, Colombo, August.

Zonta Club II
APPENDICES

Appendix I

Interview Sample, Bangladesh

A. List of Returnees Participating in FGDs in Shirajgonj

<table>
<thead>
<tr>
<th>Sl. no</th>
<th>Destination Country</th>
<th>Present occupation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Brunei</td>
<td>Unemployed</td>
</tr>
<tr>
<td>2.</td>
<td>Malaysia</td>
<td>Service</td>
</tr>
<tr>
<td>3.</td>
<td>Saudi Arabia</td>
<td>Business</td>
</tr>
<tr>
<td>4.</td>
<td>Saudi Arabia</td>
<td>Business</td>
</tr>
<tr>
<td>5.</td>
<td>Saudi Arabia</td>
<td>Business</td>
</tr>
<tr>
<td>6.</td>
<td>Saudi Arabia</td>
<td>Business</td>
</tr>
<tr>
<td>7.</td>
<td>Malaysia</td>
<td>Service</td>
</tr>
<tr>
<td>8.</td>
<td>Malaysia</td>
<td>Weaving</td>
</tr>
<tr>
<td>9.</td>
<td>Malaysia</td>
<td>Weaving</td>
</tr>
<tr>
<td>10.</td>
<td>Malaysia</td>
<td>Unemployed</td>
</tr>
<tr>
<td>11.</td>
<td>Malaysia</td>
<td>Teacher</td>
</tr>
<tr>
<td>12.</td>
<td>Malaysia</td>
<td>Business</td>
</tr>
</tbody>
</table>

B. List of Respondents Interviewed at the Vocational Training Centre

<table>
<thead>
<tr>
<th>SI no.</th>
<th>Destination Country</th>
<th>Age</th>
<th>Sex</th>
<th>Present Occupation</th>
<th>Educational Qualification</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Dubai</td>
<td>22</td>
<td>Male</td>
<td>Unemployed</td>
<td>SSC</td>
</tr>
<tr>
<td>2.</td>
<td>Jordan</td>
<td>19</td>
<td>Male</td>
<td>Unemployed</td>
<td>SSC</td>
</tr>
<tr>
<td>3.</td>
<td>Jordan</td>
<td>24</td>
<td>Male</td>
<td>Shopkeeper</td>
<td>Class IX</td>
</tr>
<tr>
<td>4.</td>
<td>Jordan</td>
<td>20</td>
<td>Male</td>
<td>Unemployed</td>
<td>SSC</td>
</tr>
<tr>
<td>5.</td>
<td>Jordan</td>
<td>22</td>
<td>Male</td>
<td>Unemployed</td>
<td>Class XII</td>
</tr>
<tr>
<td>6.</td>
<td>Brunei</td>
<td>24</td>
<td>Male</td>
<td>Farming</td>
<td>Class XII</td>
</tr>
<tr>
<td>7.</td>
<td>Jordan</td>
<td>18</td>
<td>Male</td>
<td>Unemployed</td>
<td>Class X</td>
</tr>
<tr>
<td>8.</td>
<td>Dubai</td>
<td>20</td>
<td>Male</td>
<td>Unemployed</td>
<td>Class VIII</td>
</tr>
<tr>
<td>9.</td>
<td>Jordan</td>
<td>20</td>
<td>Male</td>
<td>Unemployed</td>
<td>SSC</td>
</tr>
<tr>
<td>10.</td>
<td>Jordan</td>
<td>23</td>
<td>Male</td>
<td>Unemployed</td>
<td>SSC</td>
</tr>
</tbody>
</table>
Appendix II

Interview Sample,
The Philippines

Officials of Implementing Government Agency

1. Program Coordinator
   Overseas Worker Information and Education Center
   Plans and Programs Office
   Overseas Workers Welfare Administration

2. Executive Assistant
   OWIEC, OWWA

Trainers (Government)

1. Labor and Employment Officer III
   Workers Education Division
   WEO-POEA

2. Supervising Labor and Employment Officer
   Workers Education Division

Trainers (Non Government Organizations)

1. PDOS Project Manager/Trainer
   National Greening Movement Foundation

Trainers (Private Sector)

1. PDOS Trainer/Resource Speaker
   Overseas Placement Association of the Philippines

2. President/PDOS Trainer
   Peridot International Manpower Agency
   Makati City
Overseas Filipino Workers (OFWs)

Returnees

1. Female, 40 years old  
   Domestic Helper/Hong Kong  
   Male, 30 years old  
   Kitchen Steward/Qatar

2. Female, 39 years old  
   Domestic Helper/Hong Kong  
   Male, 28 years old  
   Draughtsman/Qatar

3. Female, 39 years old  
   Domestic Helper/Saudi Arabia  
   Female, 25 years old  
   Caretaker/Taiwan

New Hires

1. Female, 19 years old  
   Dancer/Japan  
   Female, 39 years old  
   Senior Carer/United Kingdom

2. Female, 19 years old  
   Singer/Japan  
   Male, 30 years old  
   General Electrician/Singapore

3. Male, 24 years old  
   Food checker/United Arab Emirates  
   Male, 40 years old  
   Human Resource Manager

4. Male, 28 years old  
   Saleslady/Kuwait  
   Male, 24 years old  
   Car Painter/United Arab Emirates

5. Male, 31 years old  
   Senior Health Carer/United Kingdom  
   Female, 26 years old  
   Tailor/Kuwait

6. Male, 33 years old  
   Machine Operator/Taiwan  
   Female, 37 years old  
   Domestic Helper/Italy

7. Female, 37 years old  
   House Helper/Italy  
   Female, 46 years old  
   Domestic Helper/Saudi Arabia

8. Female, 36 years old  
   Domestic Helper/Saudi Arabia  
   Female  
   Domestic Helper/Saudi Arabia
Appendix III

Definition of Migrant Labour Categories

Unskilled Labour: Workers with no special training and few specific skills. As our society has become increasingly technological, members of this group have developed more and more skills. A mechanic, for example, used to be considered unskilled labour. Today that is no longer the case. Mechanics require a great deal of skill and training to work with modern engines. Examples of unskilled labourers are construction workers, sanitation and custodial workers, painters, factory assembly line workers, etc. These are blue collar workers.

Semi-skilled Labour: Semi-skilled labourers work under supervision, performing heavy and light manual labour work which requires less than journey-level skills, and use a variety of routine and common tools and equipment to carry out related work as required. Being a semi-skilled labourer permits entry to jobs classified as public works service and maintenance areas, such as streets and sidewalks, water and sewage systems, traffic signs and signals, municipal buildings and other facilities. In contrast to groundskeepers, incumbents do not perform work on the upkeep and maintenance of landscaped areas, city parks and their facilities. Supervision is provided by higher level maintenance personnel.

Skilled Labour: Workers who have received specialized training for their jobs are considered to be skilled labour. They have developed and honed a special skill and may or may not be licensed or certified by the state. Examples of skilled labour are: carpenters, plumbers, electricians, business executives and managers, artisans, accountants, police, mechanics, etc. These may be blue or white collar workers.

Professionals: Arguably the elite of the labour grades, these are workers who need an advanced degree to do their jobs. The three primary groups of professional are doctors, lawyers and teachers. These are white collar workers.

(Source: www.socialstudieshelp.com/Economics_Class_Page.htm and JobSpec.htm).
Appendix IV

Canadian Orientation Abroad Programme in the Philippines

Although the study focuses on temporary labour migration, independent immigrants/skilled workers, family class immigrants and refugees who are seeking permanent residence status are also in need of pre-departure orientation. In this regard IOM conducts country-specific pre-departure orientation for all categories of migrants seeking permanent residence in Canada under its “Canadian Orientation Abroad” (COA) programme, with a priority for refugees in all countries where there is a COA site.

In the Philippines, COA Manila successfully completed its first full year of implementation in 2004. During this year, this site demonstrated the benefits of giving migrants and their families language skills and knowledge of cultural compatibility with Canada during a COA pre-departure session. A total of 4,044 participants were trained in 2004, compared to 2,000 participants initially projected a year previously. In March 2004 alone, 427 people received a one-day pre-departure orientation and in the fourth quarter, the numbers rose spectacularly (IOM, 2004b).

<table>
<thead>
<tr>
<th>TABLE A.1</th>
<th>CASELOAD OF COA MANILA, 2003-2004</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2004 No. of persons trained</td>
</tr>
<tr>
<td>First quarter</td>
<td>1,093</td>
</tr>
<tr>
<td>Second quarter</td>
<td>847</td>
</tr>
<tr>
<td>Third quarter</td>
<td>879</td>
</tr>
<tr>
<td>Fourth quarter</td>
<td>1,225</td>
</tr>
<tr>
<td>Total</td>
<td>4,044</td>
</tr>
</tbody>
</table>

Source: IOM, 2004b.

Since December 2004, COA Manila began opening a larger number of sessions to meet demand from visa-ready immigrants. Individual sessions are now offered to people who cannot wait to attend a full-day group session. The breakdown of people trained is given below:

<table>
<thead>
<tr>
<th>TABLE A.2</th>
<th>MIGRANTS TRAINED UNDER THE COA MANILA PROGRAMME</th>
</tr>
</thead>
<tbody>
<tr>
<td>Category of participants</td>
<td>No of persons trained</td>
</tr>
<tr>
<td>Skilled workers</td>
<td>1,286</td>
</tr>
<tr>
<td>Family class</td>
<td>1,387</td>
</tr>
<tr>
<td>Live-in caregivers</td>
<td>1,371</td>
</tr>
<tr>
<td>Total</td>
<td>4,044</td>
</tr>
</tbody>
</table>

Source: IOM, 2004b.
In the twelve-month period covering 2003-2004, 90 sessions were offered. Former participants retain a friendly impression of the COA centre as a place for counselling or personal advice on Canada.

The COA concept is based on the rationale that any immigrant to a new country has a better chance of integrating successfully if he/she acquires information concerning the new culture and society before arrival. It is recognized that successful resettlement depends on establishing realistic goals and time frames for their achievement based on accurate information about settlement and integration. Furthermore, unrealistically high expectations coupled with anxiety over parting from familiar surroundings and entering an unknown environment intensifies adjustment problems (IOM, 2004b).
Appendix V
Training of the Trainer Course Manual for Community Volunteers, Migrant Peer Educators and Community Workers, Bangladesh

The manual was developed with the support of UNAIDS, IOM and ILO. It contains four chapters and was field tested by Daudkandi Upzilla (third last tier of local government) in Comilla District.

Contents of the Manual

Chapter I
- Basic facts of AIDS/ STD
- Transmission & Prevention of AIDS & STD
- Human Rights of PLWHA

Chapter II
- Migration & Present Scenario
- Problems of Migrant Workers
- Migrant Workers and their Community
- Human Rights of Migrant Workers

Chapter III
- Sexual Health
- Gender
- Sexuality

Chapter IV
- Community Mobilization on HIV/ AIDS & Migration
- Peer Education
Appendix VI

Basic Modules for PDOS run by Private Agencies,
The Philippines

Module A - Realities and Coping
i) Rights based on the employment contract
ii) Obligations based on the Code of Discipline of OFWs
iii) Grounds and penalties for breach of discipline
iv) Country profile
v) Do’s and Don’ts in dealing with the employer
vi) Coping mechanisms
vii) Duties and responsibilities of a household worker
viii) Values clarification

Module B - GO/NGO Services and Benefits to OFWs and their kin
i) Governmental organizations’ services (including the new medicare programme for OFWs)
ii) NGO services
iii) Banking services and remittance requirements and procedures

Module C - Other relevant topics
i) Airport procedures and handling of travel documents
ii) Travel tips
iii) HIV-AIDS awareness
iv) Reintegration programme
v) Significance of the “New Hero” Role.

Apart from the official modules, some NGOs have issue-specific manuals for PDOS.
## Appendix VII

### Example of PDOS Course Structure, Sri Lanka

Duration: The Middle East: 120 hours or 12 days of residential training  
Other countries: 210 hours or 22 days of residential training

### COURSE CONTENT AND TIME LOGS

<table>
<thead>
<tr>
<th>Subject Area</th>
<th>Topic</th>
<th>Time (hours)</th>
<th>Total (hours)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Counselling and Guidance</td>
<td>Analysis of needs</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Suitable state to undertake overseas employment</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Mental preparation</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Family responsibilities</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Social ethics</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Differential cultures</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Success and failure</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Locally available occupation and business opportunities</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Proper avenues to foreign employment</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Realities of foreign employment</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Sub total</strong></td>
<td><strong>20</strong></td>
<td></td>
</tr>
<tr>
<td>2. Vocational Training</td>
<td>Preparation of food</td>
<td>8</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Serving food and drink at meals</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Cleaning up services</td>
<td>8</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Laundering</td>
<td>8</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Home décor</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Gardening</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Precautions again accident at home</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Child care</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Looking after the sick and aged</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>First aid</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Sub total</strong></td>
<td><strong>45</strong></td>
<td></td>
</tr>
<tr>
<td>3. Travel documents and procedures</td>
<td>Obtaining a passport</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Obtaining visa</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Medical reports</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Air tickets</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Employment contracts</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Registration at SLBFE</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Airport and its vicinity</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Sub total</strong></td>
<td><strong>10</strong></td>
<td></td>
</tr>
<tr>
<td>4. Personal Development</td>
<td>Need for health and well-being</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Health and body energy</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Personal development and sexuality</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>STD</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Personal characteristic development</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Laws of host country</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Sub total</strong></td>
<td><strong>12</strong></td>
<td></td>
</tr>
<tr>
<td>Subject Area</td>
<td>Topic</td>
<td>Time (hours)</td>
<td>Total (hours)</td>
</tr>
<tr>
<td>------------------------------------------</td>
<td>----------------------------------------------------------------------</td>
<td>--------------</td>
<td>---------------</td>
</tr>
<tr>
<td>5. Management of finances and banking</td>
<td>Training before leaving</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Activities in foreign land</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Facilities available after return</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Financial management</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Bank services for migrant workers</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Sub total</strong></td>
<td><strong>8</strong></td>
<td></td>
</tr>
<tr>
<td>6. Cultural problems and solving them</td>
<td>Values linked with everyday life and elements of indigenous culture</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Foreign cultural features</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Conflicts likely to emerge</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Reorientation of one’s local lifestyle after return</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Eating and drinking patterns</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Sub total</strong></td>
<td><strong>8</strong></td>
<td></td>
</tr>
<tr>
<td>7. Social relations and family welfare</td>
<td>Family unit; temporary separation</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Providing shelter and protection to family</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Dangers likely to result from not making arrangements</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Sub total</strong></td>
<td><strong>5</strong></td>
<td></td>
</tr>
<tr>
<td>8. Foreign language training</td>
<td>Communicating in the language chosen in the following situations:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>[options: 8.1 Arabic; 8.2 English]</td>
<td>Formal presentation</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Face to face with somebody</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Household activities</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Kitchen work</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Culinary work</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Shopping/marketing</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Travel</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sickness</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Asking for directions</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Banks, post offices</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Times, dates, periods</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Using numerals</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Sub total</strong></td>
<td><strong>15</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td></td>
<td><strong>90</strong></td>
<td></td>
</tr>
</tbody>
</table>
## Appendix VIII

### Overseas Employment of Bangladeshis by Broad Categories*

<table>
<thead>
<tr>
<th>Year</th>
<th>Professional</th>
<th>Skilled</th>
<th>Semi-skilled</th>
<th>Un-skilled</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1976</td>
<td>568</td>
<td>1775</td>
<td>543</td>
<td>3201</td>
<td>6087</td>
</tr>
<tr>
<td>1977</td>
<td>1766</td>
<td>6447</td>
<td>490</td>
<td>7022</td>
<td>15725</td>
</tr>
<tr>
<td>1978</td>
<td>3455</td>
<td>8190</td>
<td>1050</td>
<td>10114</td>
<td>22809</td>
</tr>
<tr>
<td>1979</td>
<td>3494</td>
<td>7005</td>
<td>1685</td>
<td>12311</td>
<td>24495</td>
</tr>
<tr>
<td>1980</td>
<td>1983</td>
<td>12209</td>
<td>2343</td>
<td>13538</td>
<td>30073</td>
</tr>
<tr>
<td>1981</td>
<td>3892</td>
<td>22432</td>
<td>2449</td>
<td>27014</td>
<td>55787</td>
</tr>
<tr>
<td>1982</td>
<td>3898</td>
<td>20611</td>
<td>3272</td>
<td>34981</td>
<td>62762</td>
</tr>
<tr>
<td>1983</td>
<td>1822</td>
<td>18939</td>
<td>5098</td>
<td>33361</td>
<td>59220</td>
</tr>
<tr>
<td>1984</td>
<td>2642</td>
<td>17183</td>
<td>5484</td>
<td>31405</td>
<td>56714</td>
</tr>
<tr>
<td>1985</td>
<td>2568</td>
<td>28225</td>
<td>7823</td>
<td>39078</td>
<td>77694</td>
</tr>
<tr>
<td>1986</td>
<td>2210</td>
<td>26294</td>
<td>9265</td>
<td>30889</td>
<td>68658</td>
</tr>
<tr>
<td>1987</td>
<td>2223</td>
<td>23839</td>
<td>9619</td>
<td>38336</td>
<td>74017</td>
</tr>
<tr>
<td>1988</td>
<td>2670</td>
<td>25286</td>
<td>10809</td>
<td>29356</td>
<td>68121</td>
</tr>
<tr>
<td>1989</td>
<td>5325</td>
<td>38820</td>
<td>17659</td>
<td>39920</td>
<td>101724</td>
</tr>
<tr>
<td>1990</td>
<td>6004</td>
<td>35613</td>
<td>20792</td>
<td>41405</td>
<td>103814</td>
</tr>
<tr>
<td>1991</td>
<td>9024</td>
<td>46887</td>
<td>32605</td>
<td>58615</td>
<td>147131</td>
</tr>
<tr>
<td>1992</td>
<td>11375</td>
<td>50689</td>
<td>30977</td>
<td>95083</td>
<td>188124</td>
</tr>
<tr>
<td>1993</td>
<td>11112</td>
<td>71662</td>
<td>66168</td>
<td>95666</td>
<td>244508</td>
</tr>
<tr>
<td>1994</td>
<td>8390</td>
<td>61040</td>
<td>46519</td>
<td>70377</td>
<td>186326</td>
</tr>
<tr>
<td>1995</td>
<td>6352</td>
<td>59907</td>
<td>32055</td>
<td>89229</td>
<td>187543</td>
</tr>
<tr>
<td>1996</td>
<td>3188</td>
<td>64301</td>
<td>34689</td>
<td>109536</td>
<td>211714</td>
</tr>
<tr>
<td>1997</td>
<td>3797</td>
<td>65211</td>
<td>43558</td>
<td>118511</td>
<td>231077</td>
</tr>
<tr>
<td>1998</td>
<td>9574</td>
<td>74718</td>
<td>51590</td>
<td>131785</td>
<td>267667</td>
</tr>
<tr>
<td>1999</td>
<td>8045</td>
<td>98449</td>
<td>44947</td>
<td>116741</td>
<td>268182</td>
</tr>
<tr>
<td>2000</td>
<td>10669</td>
<td>99606</td>
<td>26461</td>
<td>85950</td>
<td>222686</td>
</tr>
<tr>
<td>2001</td>
<td>5940</td>
<td>42742</td>
<td>30702</td>
<td>109581</td>
<td>188965</td>
</tr>
<tr>
<td>2002</td>
<td>14450</td>
<td>56265</td>
<td>36025</td>
<td>118516</td>
<td>225256</td>
</tr>
<tr>
<td>2003</td>
<td>15862</td>
<td>74530</td>
<td>29236</td>
<td>134562</td>
<td>254190</td>
</tr>
<tr>
<td>2004</td>
<td>12202</td>
<td>110177</td>
<td>28327</td>
<td>122252</td>
<td>272958</td>
</tr>
<tr>
<td>Total</td>
<td>174500</td>
<td>1269052</td>
<td>632240</td>
<td>1848235</td>
<td>3924027</td>
</tr>
</tbody>
</table>

*BMET: www.bmet.org.bd