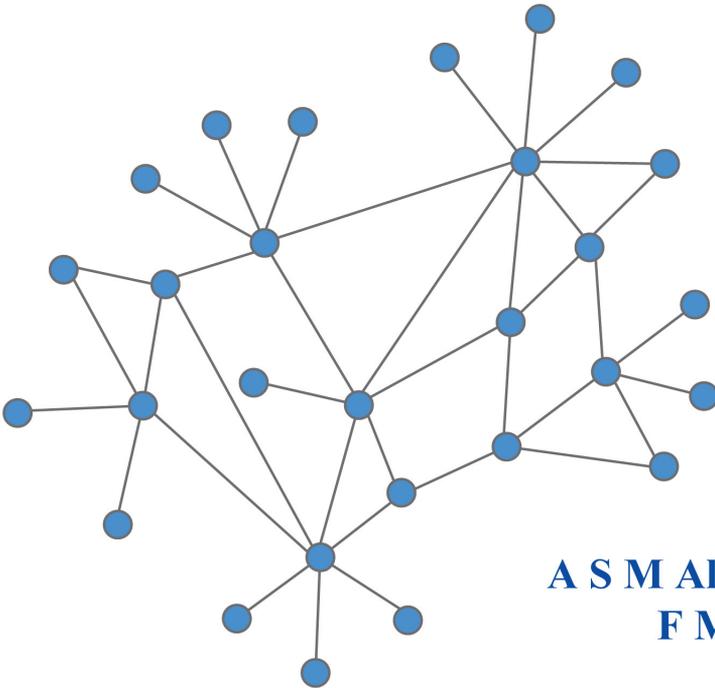


Dynamics of **Decentralisation**

Migration Services Under Spotlight



A S M Ali Ashraf
F M Arafat



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ABBREVIATIONS AND ACRONYMS

AD	Assistant Director
BMET	Bureau of Manpower, Employment and Training
BOESL	Bangladesh Overseas Employment Services Limited
BOMSA	Bangladesh Obhibashi Mohila Sramik Association
CoD	Countries of Destination
CGPA	Cumulative Grade Point Average
CrPC	Code of Criminal Procedure
CSO	Civil Service Organization
DEMO	District Employment and Manpower Office
FDR	Fixed Deposit Receipt
FGD	Focus Group Discussion
HSC	Higher Secondary Certificate
IDI	In-depth interview
ILO	International Labour Organization
IOM	International Organization for Migration
JSC	Junior School Certificate
KII	Key Informant Interview
MoEWOE	Ministry of Expatriates' Welfare and Overseas Employment, Bangladesh
MRC	Migration Resource Centre
MSO	Manpower Survey Officer
NGO	Non Governmental Organization
NOC	No Objection Certificate
OKUP	Ovibashi Karmi Unnayan Programme
PKB	Probashi Kallyan Bank

PRA	Private Recruitment Agency
PSC	Primary School Certificate
RA	Recruiting Agency
RMMRU	Refugee and Migratory Movements Research Unit
SSC	Secondary School Certificate
TCV	Time, Cost and Visit
TTC	Technical Training Centre
UDC	Union Digital Centre
UN	United Nations
WARBE	Welfare Association for the Rights of Bangladeshi Emigrants
WB	World Bank
WEWB	Wage Earners' Welfare Board

FOREWORD

Since its inception in 1995, the Refugee and Migratory Movements Research Unit (RMMRU) has been committed to conducting evidence-based research to improve the governance structure of international labour migration from Bangladesh. It is in this context, the authors of this paper were asked to explore the state of decentralisation in the migration sector of Bangladesh.

Research for this paper was conducted with funding support from the British Council's PROKAS Programme and its Fairer Labour Migration project. RMMRU is thankful to the authors for their efforts in developing a pen-picture of the District Employment and Manpower Offices (DEMOS) and the services they offer under the authority of the Bureau of Manpower, Employment and Training (BMET). This policy-oriented paper is well grounded in the theory of decentralisation. It examines various models of decentralisation—deconcentration, delegation, and devolution—and rightly argues that migration governance in general and DEMO services in particular reflect a hybrid form of decentralisation that combines elements of the three models. The findings of this paper are hardly surprising.

Successive governments have taken several steps to improve migration governance in Bangladesh. The formation of the Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE) and the adoption of new migration laws and policies are clear evidence. However, these initiatives are not sufficient. More concrete actions are needed. As this paper points out, decentralisation requires transferring more authority and budgetary power from the BMET to the DEMO. The current emphasis on deconcentration of a few migration services in DEMOs needs to be replaced by a robust model of devolution in which DEMOs would enjoy more autonomy in delivering some of the crucial services including emigration clearances and smart cards.

The authors propose two broad types of reforms—structural and functional—to address the limits of DEMOs in delivering services at citizen's doorsteps. Structural reforms would involve three steps: creation of a separate Bangladesh Civil Service (BCS) cadre for the MoEWOE; posting of BCS cadre officers as directors of DEMOs, a post that need to be created; and expanding the annual budget for the DEMOs. In addressing the functional challenges, the authors propose on a number of policy

recommendations such as awareness campaign on safe migration, relocation of DEMOs to their own properties, establishing DEMO-recruitment agency linkages, collaboration between DEMO, Union Digital Centres, and local non-government organisations. In dealing with fraudulence in the migration sector, the paper also recommends giving clarity to DEMO's authority in providing arbitration services. It also identifies the importance of monitoring court cases related to deception and fraudulence.

RMMRU will engage the government officials, private sector, civil societies and international multilateral organisations to take action-oriented projects and implement the policy recommendations offered in this paper. With collective efforts, we can change the face of migration management in Bangladesh.

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A S M Ali Ashraf and F M Arafat

Dhaka, June 2018

CHAPTER 1

Introduction

1.1 Why Decentralisation Matters

The Bureau of Manpower, Employment and Training (BMET), the lead migration agency in Bangladesh, has taken several steps to decentralise the delivery of services for outbound labour migrants by expanding the roles of District Employment and Manpower Offices (DEMOs). Yet, significant gaps exist in the country in delivering migration services at citizen's doorsteps. This is evident in the facts that DEMOs remain under-staffed, under-resourced, and utterly neglected in the existing governance structure of Bangladesh (Siddiqui 2010; Farah and Alam 2002). With the exception of a few outreach programmes organised by DEMOs at the union council levels, BMET does not have any concrete provisions for the delivery of migration services at the local government levels. As a result, each year hundreds and thousands of aspirant migrants, both male and female, and their family members visit the capital city Dhaka to complete some of the mandatory pre-departure procedures—the collection of emigration clearances and smart cards being a prime example.

There are compelling reasons for studying the dynamics of decentralisation and bringing migration services under the spotlight. First, Bangladesh is a major source of international labour migration. Since 1976 millions of Bangladeshis have migrated out of the country. Yet, the existing migration system has long required migrants from various parts of the country to visit BMET head office in Dhaka to access their services. This has not only created a network of informal service providers but has also increased the time, cost, and visit for both male and female migrants. Understanding the extent to which the centralised service delivery system is changing to cater to the needs of people will shape informed policymaking.

Second, at various national, regional, and international forums, the Government of Bangladesh (GoB) has expressed its commitment to promoting fairer labour migration process. This is evident in the 7th Five Year Plan of GoB, the proceedings of the Colombo Process, and the 2030 Global Development Agenda (Planning Commission 2015: 249-253; IOM 2016).

In more recent global dialogues such as the Global Forum on Migration and Development (GFMD) and the Global Compact on Migration (GCM), Bangladesh has also taken a proactive stance on promoting a rights-based and development-focused migration regime. In this context, an assessment of DEMOs and their interactions with various stakeholders in migration service delivery would provide an opportunity to explore how existing GoB commitments are translated into realistic policy interventions.

1.2 Existing Literature

There is little publicly available information on the dynamics of decentralisation in governing international labour migration from Bangladesh. Although the BMET website provides updated data on the yearly trends in international migration, the gender and skills backgrounds of migrants, and the yearly remittances inflow in Bangladesh by countries of destination, there is a lack of data on the state of services being offered by DEMOs. With the exception of a list of the DEMOs, their contact information, and the procedural requirements for accessing migration services at DEMOs, the BMET website virtually provides no data on the DEMOs.

A country report on migration trends gives an idea about the role of digitising the registration of aspirant migrants at selected DEMOs as a key step toward BMET's decentralisation efforts (Islam, nd: 22-23). Another report on service profile of DEMOs produced by the GoB provides useful ideas about the service process at DEMOs (Cabinet Division et al 2015) but it does not shed light on the scopes for expanding the services by DEMOs. The annual reports of the Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE) and the Wage Earners Welfare Board (WEWB) also provide scant information about the services delivered by DEMOs in four stages of the migration cycle: pre-decision; pre-departure; post-arrival; and return and reintegration (MoEWOE 2016; WEWB 2017). These services include pre-decision awareness campaign, pre-departure registration, post-arrival welfare support for migrants and their dependants, and return and reintegration services for the deceased migrants, migrants with medical conditions, and their families.

Among the migration-focused think tanks, RMMRU has explored the blockages to decentralisation of migration services in Bangladesh. At least two major research and policy works of RMMRU have provided useful

analyses of DEMOs' potentials for improved services delivery and the means to do it. In a strategy paper presented to the Ministry of Finance in 2010, RMMRU emphasised the need for strengthening the capacity of DEMOs with more authorities, funding allocation, and human resources. The strategy paper noted that:

DEMO is the first access point for migrants and their families. BMET can decentralise the activities by providing logistic, financial and technical support to DEMOs... Currently the DEMOs are severely under-utilised. [Among the existing DEMOs], 21 new DEMO offices do not have basic office infrastructure and internet connectivity. One third of the 42 operating DEMOs does not have respective heads. The present Assistant Directors of other DEMOs are responsible for more than one DEMO. In some cases, junior level officials are performing the task (Siddiqui 2010: 8-9).

Drawing on field research, another study by RMMRU found lack of decentralisation in the migration sector of Bangladesh. The report found that: "DEMO officials do not visit unions or villages to register name of potential migrants. They only support those who visit DEMOs. As people are less aware, except a few DEMOs most of the DEMOs have insignificant number of entries" (Farah and Alam 2012: 24). With regard to DEMOs' interactions with other stakeholders, the study found:

In recent years DEMOs have become more cooperative with civil society. Due to development intervention of different civil society organisations, DEMO officials take part in seminar, workshop, counselling session arranged by these organisations. The Ministry and the BMET are also implementing projects in collaboration with donor organisations at the grassroots. DEMOs are also involved in implementing part of those. Still the role of DEMO is not highlighted through most of these interventions (Farah and Alam 2012: 29).

National civil society organisations and their local partners provide useful information about their partnership with DEMOs in promoting safe migration information and addressing the needs of migrants. Yet, there is no systematic study on the location of DEMOs in the migration governance structure and the extent to which they act as decentralised service delivery points for Bangladeshi migrants.

1.3 Research Questions

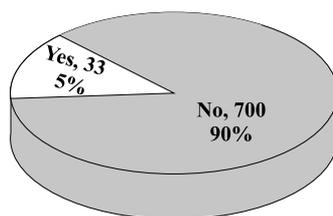
In addressing the lacunae in existing literature, this paper poses four central questions:

- What are the various models of decentralisation and which model best represents the migration governance structure in Bangladesh?
- What are the current migration services offered by DEMOs?
- What are the gaps and challenges in services delivered by DEMOs?
- What measures can be taken for further decentralisation of migration services at DEMOs?

1.4 Research Methodology

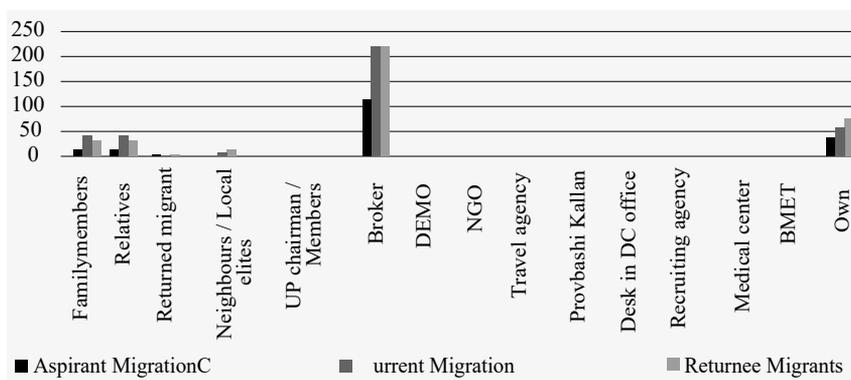
This paper employs a multi-pronged strategy for data collection. This includes: (a) Household survey with migrants and their families; (b) Focus Group Discussion (FGD) with DEMO Officials; (c) In-depth interview (IDI) with returnee migrants; and (d) Key Informant interviews (KIIs) with Tangail DEMO staff. First, a survey was conducted with 733 migrant households in Tangail, a migration-intensive district in Bangladesh. The survey was conducted in August 2017 in the Kalihati sub-district of Tangail. Next, the authors conducted a workshop with assistant directors from all of those 26 DEMOs, which have been brought under the BMET's first round of initiative for decentralisation of migration services. During the workshop held in August 2017, DEMO officials were split into several groups for FGD purposes. The research team as well as senior officials from BMET and RMMRU facilitated the FGD sessions.

Finally, the authors conducted a day-long field visit to Tangail DEMO in October 2017 to conduct IDIs with returnee migrants and KIIs with DEMO officials. During the field visit, the authors met the following staff at Tangail DEMO: Assistant Director, who is the senior most official at the DEMO, four Manpower Survey Officers, a clerk, and four outsourced staff recruited on a contract basis. The authors visited the IT control room and observed how the online registration and fingerprint services are provided. They also secured access to archival documents to examine the welfare services related to processing the applications for financial support for the deceased migrants, and investigative reports on fraudulence cases.

Figure 1.1: Migrants' Knowledge of DEMOs

Source: Survey conducted by RMMRU, 2017

The four primary sources of data had varying level of effects on the study. In contrast to the FGD with assistant directors of DEMOs and KIIs with Tangail DEMO staff, the surveys and IDIs with migrants and their families offered little insights about the role of DEMOs and the state of decentralisation in the migration sector. For instance, out of 733 current or returnee migrants, only 33 responded that they had knowledge of DEMOs and their services, and the rest responded that they never heard of DEMOs (Figure 1.1). The same survey found that 588 (80%) survey participants claimed they depended on informal intermediaries, also known as Dalaals, to gather information on labour migration (Figure 1.2).

Figure 1.2: Migrants' Source of Information

Source: Survey conducted by RMMRU, 2017

Three possible explanations for such poor knowledge of DEMOs are as follows. First, although the DEMOs started registration of migrant workers in 2004, most of the decentralised services in DEMOs such as

online registration and fingerprinting were introduced in 2016. As a result, migrant workers who went abroad before 2016 and returned afterwards have little knowledge about the recently introduced services at the DEMOs. The second factor is more obvious: aspirant migrants in Bangladesh are heavily dependent on the recruitment agencies and their sub-agents or Dalals for providing a whole range of services (Rashid and Ashraf 2018). As a result, migrants have a dearth of knowledge on the DEMOs and the services they provide. Third, DEMOs are extremely under-resourced and lack any communication strategy to make a visible presence in the areas they operate (Farah and Alam 2012). The net effect is observed in the survey findings which reveal that migrant households hardly recognise DEMOs as the source of their information.

1.5 Structure of the Paper

This paper has six chapters. Chapter 2 discusses the theory and process of decentralisation, and provides a description of the migration governance system and the mapping of DEMO services in Bangladesh. The next three chapters analyse core, welfare, and legal services for the migrants.

Chapter 6 presents the theoretical and policy implications of the central findings.

CHAPTER 2

Administrative Decentralisation Theory and Practice

This chapter has five sections. After a brief discussion of various models and processes of decentralisation, it offers a narrative of the migration governance structure in Bangladesh. It then provides a closer look at District Employment and Manpower Office (DEMO) and the typology of DEMO services.

2.1 Models of Decentralisation

According to the United Nations Development Programme (1999), administrative decentralisation refers to the transfer of governing authority from the central to local government level. There are three models of decentralisation: (a) Deconcentration; (b) Delegation; and (c) Devolution. Deconcentration is a first step and the weakest form of decentralisation. It involves the shifting of central government authority from capital city to regions, provinces, and district level administrations. In a policy domain with deconcentration model of governance, field and local level administrations lack any major decision-making power and remain dependent on central government institutions to run their operations.

Delegation, the second model of decentralisation, is more extensive than deconcentration. It entails the transfer of decision-making power from central government to semi-autonomous organisations. Public enterprises or corporations for housing, and transport are some of the most common examples of delegation. Devolution represents the strongest form of decentralisation. It requires the transfer of decision-making power and service delivery authority to quasi-autonomous units of local governments. In advanced industrialised countries, city corporation mayors enjoying extensive powers in decision-making and implementation offer the best examples of devolution.

We argue that a hybrid model of decentralisation can emerge when elements of deconcentration, delegation, and devolution co-exist in the delivery of public services in a country. The hybrid model may persist if central

government officials are reluctant to share more decision-making authority and resources with the decentralised units. In the context of international labour migration from Bangladesh, a key question is whether the migration governance system in Bangladesh has adopted any of the four models—deconcentration, delegation, devolution, and hybrid—of decentralisation.

We address this question at the end of this paper in chapter 6.

2.2 Processes of Decentralisation

Administrative decentralisation involves a process of transformation in the civil service of a country. This requires several policy initiatives such as distribution of power, capacity building of new staff, accepting increasing costs, human resource management, and financial and human resource management. Each of these initiatives is discussed below.

2.2.1 Distribution of Power

An important step in decentralisation is distribution of decision-making power among various governing institutions or among various geographic units of an institution. Citizens who visit local government offices or decentralised service points are better off if field level officials have more power and authority to provide faster services. The level of power distribution will be determined by several factors such as political will of the government or the level of sensitivity about a service provision. This means, if heads of centralised government agencies are concerned more about monopolizing decision-making power and consider certain service provisions to be sensitive to national security, they would be unwilling to delegate and devolve some decision-making power with field level officials. By contrast, if agency heads are less concerned about preserving their monopoly, and hence perceive citizen's satisfaction to be the desired goal, power distribution is more likely to occur.

2.2.2 Capacity Building of Inexperienced Actors

When centralised government agencies provide a service for a relatively long period, they not only develop professional expertise but also acquire more competencies in quality service delivery. As a result, any form of administrative decentralisation would require capacity building of inexperienced actors, who are either fresh recruits or have acquired newer responsibilities to discharge a service.

2.2.3 Impact on Costs

Two types of costs are relevant here—financial and reputational. First, decentralisation via the creation of new administrative units at the local level or empowering local offices to provide newer services will increase the financial costs of service delivery by hiring more staff and renting new office premises. But these costs can be covered by collecting fees from service recipients. Second, the issue of reputational costs will come if customer satisfaction varies due to a discrepancy between the standards set by centralised institution such as BMET and their local agents or DEMOs. The reputation of a government agency will also be at stake if demands for services are met with inadequate resources.

2.2.4 Managing Human Resources

There are four possible effects of decentralisation on human resource management. First, a central government agency may reduce its staff who can then be re-absorbed by the decentralised units. Alternatively, the centralised agency may remain unchanged, while decentralised service delivery points may expand to meet the needs of increasing expectations from the public. Thirdly, neither the centralised agency nor its decentralised units may change despite the transfer of some administrative responsibilities from the former to the latter. In the fourth scenario, human resources in both the centralised government agency and their decentralised units will increase.

2.2.5 Managing Financial and Logistics Resources

The transfer of governing authority from the centre to the periphery will require the allocation of financial and logistical resources to the periphery. In the age of globalization and privatization, governments around the world are increasingly relying on the private sector to provide skilled human resources and newer technologies to address the needs of public service. The outsourcing of certain services to the private sector or the procurement of newer technologies will inevitably require giving the authority of managing both financial and logistical resources to local agencies.

2.3 Migration Governance in Bangladesh

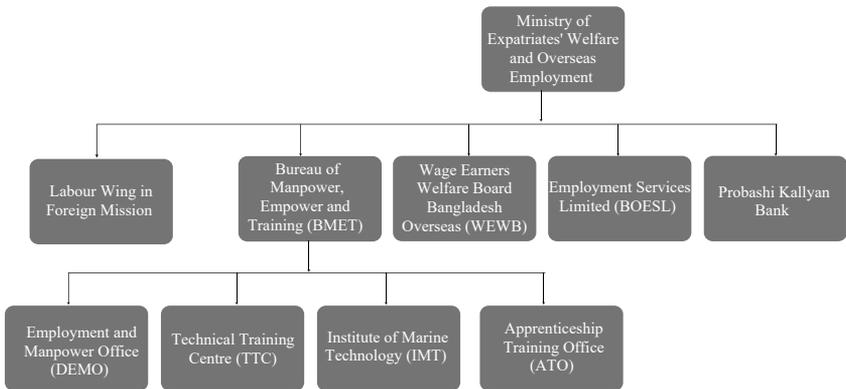
2.3.1 Institutional Structure

Bangladesh has established a largely hierarchical and centralised system of formal institutions, which have preferred to de-concentrate a growing

number of services but keeping their monopoly of decision-making largely intact. At the top of the institutional ladder, the Ministry of Expatriates' Welfare and Overseas Employment (MoEWOE) acts as the lead ministry for governing labour migration from Bangladesh (MoEWOE 2018). The MoEWOE has several centralised and decentralised agencies to govern labour migration by discharging a wide range of services (MoEWOE 2016). The centralised agencies are Bureau of Manpower, Employment and Training (BMET), Wage Earners' Welfare Board (WEWB), Bangladesh Overseas Employment Services Limited (BOESL), and Probashi Kallyan Bank (PKB, Expatriates' Welfare Bank). BMET has a separate head office but the WEWB, BOESL, and PKB head offices are co-located in the same building where the MoEWOE headquarters is located.

The BMET is the pivotal agency in the labour migration sector of Bangladesh. It was established in 1976 as an attached Department under Ministry of Manpower Development and Social Welfare to utilise the human resources of Bangladesh by meeting internal requirement and exporting abroad. It was later brought under the authority of the MoEWOE.

Figure 2.1: Institutional Structure of Migration Governance in Bangladesh



The BMET spearheads the planning and policymaking of migration governance, migration services and overall welfare of migrants. It is the primary service and training provider of migrants from Bangladesh. It determines various stages of migration services and order of procedures for aspirant, current or returnee migrants. In 2017, more than 1 million

Bangladeshis pursued international labour migration using the formal channel of BMET (BMET 2018). The BMET mainly provides institutional training to migrants, regulate emigration procedures, oversee welfare of migrants and monitor licenses of recruiting agencies. It also controls several decentralised service points such as DEMOs, Institutes of Marine Technology (IMTs), Technical Training Centres (TTCs), and Apprenticeship Training Offices (ATOs). There are 42 DEMOs, 70 TTCs, six IMTs, and three ATOs under the authority of BMET. These agencies offer formal and specialised skills training for migrants. The prime objective of the TTCs, IMTs, and ATOs is to transform unskilled people into skilled human resources and prepare them for both domestic and international labour markets (Hamada 2012).

The BMET oversees the activities of DEMOs and TTCs. It also coordinates with these district-level migration service providers and the MoEWOE through a computer database network situated in BMET headquarters. The database is updated from DEMOs and immigration checkpoints at airports by filling out information related to migrants. The database is accessible to private recruitment agencies who are expected to recruit migrant workers chosen randomly from the database.

The other three centralised migration agencies complement the roles of BMET. Since its founding in 1990, the WEWB has provided several welfare services including repatriation of the deceased migrant workers' dead bodies, funding support for their burial services, and financial grant for the deceased workers' families. Migrants' children can also seek educational scholarship from the WEWB (WEWB 2018). The BOESL started operations in 1984, and in 2017 it administered the recruiting process for roughly 10,000 migrant workers, destined for Jordan, South Korea, and Japan (BOESL 2018). The PKB offers migration loans. Between 2001 and 2017, only 24,000 migrants received PKB's loan services. This is less than 1% of the total migrants leaving the country in the past seven years (PKB 2018).

Figure 2.2: Inter-Ministerial Coordination in Migration Governance

Two other ministries—the Ministry of Home Affairs (MoHA) and the Ministry of Foreign Affairs (MoFA)—also have complementary role in facilitating international migration from Bangladesh. Operating under the MoHA, the Department of Immigration issues passports, the Special Branch of Police provides immigration control services, and various law enforcement and intelligence agencies provide support for physical protection of the airports. The foreign missions under MoFA host the labor wings manned by MoEWOE. It is therefore, migration governance is an inter-ministerial issue requiring inter-agency collaboration among various actors and agencies (Figure 2.2).

There are more than 1,200 licensed private recruitment agencies (PRAs), which now process roughly 35 per cent work visas. By contrast, more than 60 per cent work visas are processed by migrants’ friends and family members, who procure visas from abroad and sell them among the aspirants (Rashid and Ashraf 2018). Informal intermediaries or Dalals who have an extensive involvement in the migration sector, provide a wide range of services but are not covered by the Migrants Act 2013. The BMET controls the PRAs by issuing, renewing, and terminating their license (MoEWOE 2013). The GoB has set up vigilance teams to monitor irregularities in recruitment process.

Bangladesh has a vibrant civil society, which plays a strong role in research and policy advocacy. DEMOs work closely with the civil society in facilitating migration services.

Among the international institutions, the Asian Development Bank, the International Labour Organization (ILO), Swiss Agency for Development and Cooperation (SDC), the International Organization for Migration (IOM), the UN Women, and the World Bank play an active role to promote fairer labour migration from Bangladesh (Rashid and Ashraf 2018). In recent years, the PROKAS Programme of British Council, funded by the UK Aid, has shown a sustained interest in promoting good governance in the migration sector of Bangladesh. The Government of Bangladesh participates in various regional and global consultative forums such as the Colombo Process, the Budapest Process, the Abu Dhabi Dialogue, the Global Forum on Migration and Development. As a major country of origin for labour migration, Bangladesh has pursued a proactive migration diplomacy at the global level. This is reflected in the adoption of the UN-level dialogues on Global Compact on Migration (IOM 2016).

DEMOs rarely have any direct interactions with the international organisations and the donor agencies. Instead, they implement policies and decisions adopted by the MoEWOE with direct supervisions from the BMET. The IOM has established migration resource centres (MRCs) in several DEMOs to improve service delivery process.

2.3.2 Legal Structure

The Overseas Employment and Migrants Act 2013, and the Expatriates' Welfare and Overseas Migration Policy 2016 are the major legal frameworks governing migration from Bangladesh (Khoda and Akram 2017: 14-16). Other related laws and policies include the Wage Earners Welfare Fund Act 2002, the National Skills Development Policy 2011, and the Prevention and Suppression of Human Trafficking Act 2012. The draft Wage Earners Welfare Board Act 2017, which was approved by the cabinet in 2017 is another useful instrument to understand the legal basis for migration services in the country. Bangladesh is party to the 1990 UN Convention on the Rights of Migrants and their Families, and several others ILO international conventions. These domestic and international laws provide a normative and legal framework for the governance of labour migration from Bangladesh.

The Expatriates' Welfare and Overseas Migration Policy 2016 provides a detailed description of what the DEMOs should do (MoEWOE 2016). The Migration Policy identifies several functions of the DEMOs as listed below:

- Providing online registration services to aspirant migrants and keeping systematic record of their skills-related information;
- In collaboration with local government agencies, providing counselling and support to aspirant migrants, especially female migrants, with useful information on cost and benefits of migration;
- Development of a database with information on returnee migrants, their skills and experiences;
- In collaboration with the local government and other ministries, maintain registration of migrants' families and children and taking initiatives to support them.
- Providing support to a returnee migrant who has suffered from an accident,
- Facilitating the repatriation of deceased migrant workers' dead bodies
- Providing support for the burial service of migrant workers.
- Distribution of compensation among migrants who suffered an accident or died in overseas work station.

The Migration Policy 2016 also calls for enhancing the skills of DEMO staff and allocation of financial resources to enable the DEMOs to provide their services

2.4 A Closer Look at DEMO

DEMO has a long history of gestation spanning more than seven decades (Farah and Alam 2012). It was first established in 1944 as Employment Exchange Office, and was revived in 1973 in independent Bangladesh. It was initially responsible for providing information and services on local jobs to grassroots people. When BMET was established in 1976, it was given the authority to manage, regulate and monitor the DEMOs under the Ministry of Labour. After the MoEWOE was established in 2001 and the BMET became its constituent agency, DEMOs continued to function under the authority of BMET.

The official directives of BMET govern the functions of DEMOs. An official circular from BMET dated 25 October 2010 directed DEMO officials to channel migration services at the grassroots level (Farah and Alam 2012). The directive encouraged the DEMO officials to maintain more accountability and dynamism to cater to the needs of migrants and their left-

behind family members. This requires the DEMOs to partner with various local government institutions such as the Union Council, Municipality, Upazilla Council, and City Corporation to create public awareness about safe migration practices. As per the directive, DEMO officials attend coordination meeting with these local government authorities, and seek their suggestions and support for better service delivery.

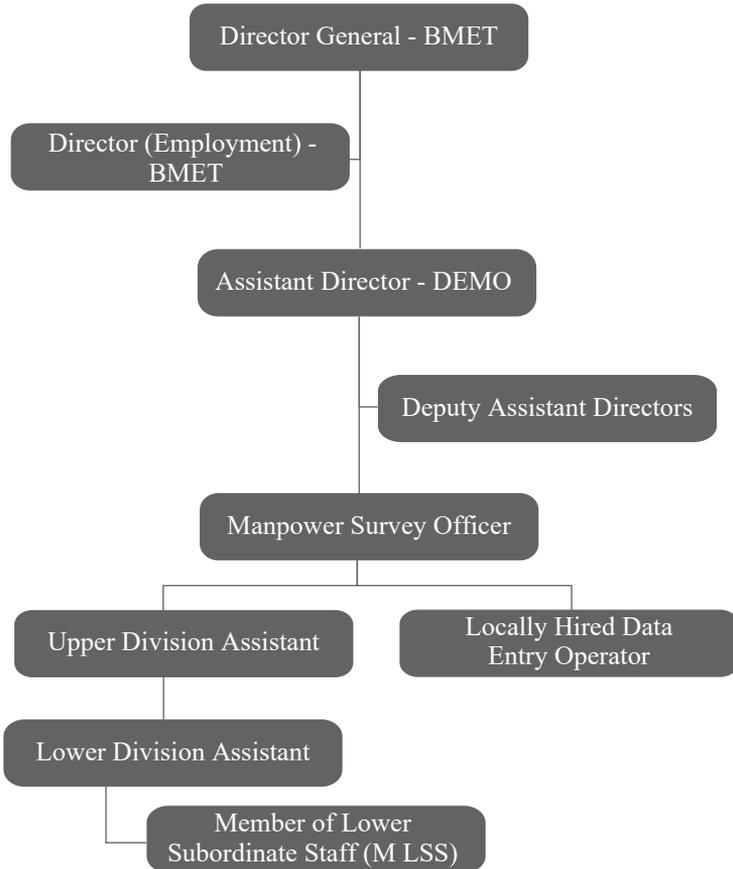
In 2016, another BMET directive initiated the process of digitising the migration services (BMET Interviewee 2017). As part of a larger government effort toward public service simplification, BMET works with its constituent DEMOs to reduce the time, cost, and visit (TCV) for aspirant migrants. The ‘TCV’ and ‘service process simplification’ ideas are closely linked with the process of ‘digitisation’ (Cabinet Division et al 2015). As part of the ‘Digital Bangladesh’ vision of Bangladesh Government, BMET has automated many of its core migration services to de-concentrate several migration services at the DEMO.

Although the DEMOs are expected to deliver migration services at citizen’s doorsteps, they operate in an extremely hierarchical and centralised migration system in Bangladesh. This is well evident in the way DEMOs act as a conduit between the migration seekers at the bottom and BMET and WEWB at the top.

A close look at the organisational structure of DEMO would illustrate the hierarchical relations between BMET and DEMO. As our research shows, DEMOs have acquired the mandates for discharging newer services yet they lack human resources and authority to improve the system they operate within. There are 42 DEMOs in Bangladesh managing labour migration services for 64 districts (Appendix 1). This means some of the DEMOs have additional responsibilities for covering other districts. Each DEMO has two types of officials – full time government employees and locally hired human resources employed on a contractual basis. As shown in Figure 2.3, the Assistant Director (AD) is the chief operations officer at a DEMO. Currently, there are only two female ADs in the DEMOs in Bangladesh. The Deputy Assistant Directors (DADs) support the ADs in discharging his responsibilities. The Manpower Survey Officers (MSOs) tend to be the longest serving employees, who have supervisory role to discharging many of the services discussed later in this chapter. The Upper and Lower Division Assistants maintain office records and provide secretarial services to the DADs, MSOs and the ADs. They are full time

employees hired centrally by the Government of Bangladesh. There is a distinction between the power and status of the senior officials at BMET and those at DEMOs.

Figure 2.3: Organizational Structure of DEMO and its Relations with BMET



Source: Interviews with BMET and DEMO officials

There are two personnel related issues at the existing migration governance system. First, unlike various government ministries such as the customs, foreign service, police service, there is no specialised civil service cadre for the MoEWOE. As a result, senior MoEWOE officials are posted from

among the generalist officer pool at the Ministry of Public Administration. Due to a rotational recruitment and posting provisions, the expertise of senior officials serving at the ministry are lost when they move out to other ministries resulting in knowledge gaps for the migration-related executive agencies. Second, DEMOs are currently managed by relatively junior level and non-BCS cadre officers, who do not enjoy the requisite authority to make vital decisions to discharge migration services at the grassroots level.

As part of the government's decentralisation efforts, DEMOs are now providing several services which are dependent on the use of information communication technology. Since most of the employees at a DEMO lack basic computing skills and there are less sanctioned positions to meet the growing demands for ICT-skilled human resources, the provision of digital services delivery has required DEMOs to hire locally sourced ICT-skilled professionals with the knowledge and expertise in data entry management. These locally hired employees work on a contract basis. For instance, a data entry operator gets BDT 8.00 (Eight BDT only) for processing an online application and fingerprint service (Tangail DEMO Interviewee, 2017). Usually, a DEMO has several MSOs. One of the MSOs is designated responsible for supervising the activities of the data entry operators.

2.5 Typology of Migration Services Offered by DEMOs

There are two possible ways of distinguishing between the migration services offered by DEMOs: functional and temporal. On the basis of functional criterion, DEMOs currently offer three major types of services: core, welfare, and legal (Table 2.2). The primary goal of core services is to recruit aspirant migrants and facilitate their outmigration through a formal process, whereas the welfare services are mainly aimed at promoting the rights and wellbeing of migrants and their dependents. The legal services, on the other hand, offer recourse to address grievances against malpractices.

There is a sharp difference between the beneficiaries of these three types of services. Core services directly target the migrants, whereas the rest of services target both migrants and their family members. In discharging their services DEMOs work with a wide variety of agencies at the central and local levels. For the core services, DEMOs act as an intermediary between the BMET and the local population. However, for the welfare services, DEMOs coordinate their activities with the WEWB. For legal services and complaint management, DEMOs work with law courts, BMET, and

community-based arbitration bodies. The next three chapters will provide insights into each of these three types of services.

A clear distinction emerges between the DEMO services offered in four stages of the migration cycle. The core migration services are offered at the pre-decision and pre-departure stages. In contrast, the welfare services are offered in the post-arrival stages mostly targeting the needs of migrants' families and those in distress conditions. The legal services are offered at both the pre-departure and return and reintegration stages to address the needs of those who have suffered from abuses by employers or deception and fraudulence by recruitment agents, sub-agents, and Dalals.

In summary, this chapter shows the hierarchical relationship between DEMOs and BMET. The next three chapters will illustrate how the basic parameter of this hierarchy remains intact despite the deconcentration of several migration services from BMET to DEMOs.

Table 2.1 Typology of DEMO's Migration Services

Stages of Migration	Core Migration Services	Welfare Services	Legal Services
Pre-Decision	Information dissemination	Nil	Nil
Pre-Departure	<ol style="list-style-type: none"> 1. Online visa checking 2. Online registration and fingerprint record 3. Emigration Clearance and Smart card distribution 4. Distribution of updated recruitment agency list 	Nil	<ol style="list-style-type: none"> 1. Complaint management 2. Fraudulence related court case inquiry 3. Arbitration and reconciliation

Stages of Migration	Core Migration Services	Welfare Services	Legal Services
Post-Arrival	Nil	1. NOCs for migrants' family members	Nil
Return and Reintegration	<ol style="list-style-type: none"> 1. Distribution of medical support and accident compensation 2. Repatriation of deceased workers' dead bodies 3. Funding support from the deceased workers' families 4. Educational scholarship for the migrants' children 	Nil	<ol style="list-style-type: none"> 1. Complaint management 2. Fraudulence related court case inquiry 3. Arbitration and reconciliation

Source: Focus Group Discussion with Assistant Directors of DEMOs

CHAPTER 3

Core Migration Services

This chapter focuses on core migration services offered by the DEMOs. It is divided into six sections. The first four sections discuss information dissemination, online visa checking, online registration and fingerprint, and emigration clearance and smart card service. The last two sections describe the issuance of NOC and the services related to distribution of updated recruitment agency list.

3.1 Migration-Related Information Dissemination

DEMOs are responsible for disseminating a wide range of information at various stages of the migratory movement of Bangladeshi workers. At the pre-decision and pre-departure stages, two types of information are important: safe migration process and job advertisement. DEMO officials claim to collaborate with various district, sub-district, and union council level officials to disseminate information regarding safe migration practices. As part of celebrating the International Migrants' Day, each year, DEMOs organise various events to promote public awareness about safe migration and the contribution of migrants to national development. The process of information delivery involves organizing rallies, flyers, posters, and other events.

DEMOs are also responsible for the collection and dissemination of information related to job advertisements at home and abroad. Since the aspirant migrants often become the victims of deception and fraudulence by recruitment agents, their sub-agents, and Dalals, DEMOs can play a vital role by disseminating information on available jobs, cost of migration, and other relevant information to reduce the risks of deception. DEMOs receive information about available international jobs from the BMET and share that information with prospective migrant workers.

During our surveys with current migrants and returnees, we came to learn that aspirants rarely visit the D lecting information on migration process or overseas employment opportunities. In migration-intensive districts, DEMOs are under-resourced and ill equipped to provide these services (Ullah 2017). DEMO staff also lack any creative strategy for information

dissemination. Partnerships with local NGOs and Union Digital Centres (UDCs) can remedy DEMO's poor information dissemination system.

3.2 Online Visa Checking

Online visa checking is one of the first steps in the pre-departure stage of migration. It allows an aspirant migrant worker to check the validity of his or her visa status before engaging in any monetary transaction with a recruitment agent. Ideally, a migrant can do the visa checking before proceeding to online registration and fingerprint record. The process is simple. It requires an aspirant migrant to share with a DEMO his/her passport number, date of birth, nationality and mobile phone number. A designated DEMO staff can check the visa status of aspirant migrant by logging on a designated visa verification website of a country of destination. For any migrant worker seeking a career in the United Arab Emirates, the website of Ministry of Human Resources and Emiratization provides a platform for checking the visa status of an overseas worker.

All the DEMOs in Bangladesh having internet access can provide this service. Since the UDCs also provide the visa checking service, aspirant migrants tend to visit the UDCs rather than the DEMOs to verify their visa. This is due to the fact that UDCs are located at a much better and convenient distance than the DEMOs.

Poor internet connection and lack of required information can disrupt the online visa checking service at DEMOs. If an aspirant migrant visits the DEMO with an unclear copy of a passport's biographical information page or does not bear the relevant information about his/her passport, the DEMO can hardly offer any support in checking the visa status of the aspirant. A DEMO official notes that unclear passport or unavailability of a passport's biographical information page is a very common problem for the rural people in receiving this service.

3.3 Online Registration and Fingerprint

Aspirant migrants are required to complete an online registration form and record their biometric fingerprint data. In the past, this service was only available at Dhaka DEMO. Since November 2016, the BMET has decentralised this service at the district level.

As of June 2018, only 29 of the 42 DEMOs have arrangements for discharging services related to online registration and fingerprint. The large majority of them started this service delivery in January 2017. The main purpose of online registration and fingerprint service is to digitise the migration process so that personal and biographic data of a migrant worker are easily accessible at various service points in the migration chain – from pre-departure stage to departure, post-departure, and return stages.

The process of online registration and fingerprint service involves several stages. First, an aspirant migrant—whether a newcomer or returnee—collects a blank registration form and fills it up with biographic information, permanent and present addresses, and nominee information.¹ Second, the aspirant migrant is required to pay a service charge of 200 BDT [2.50 USD] at a Probashi Kallyan Bank branch for completing the online registration and fingerprint. Third, the aspirant migrant worker has to attach with the registration form a copy of his/her valid passport and visa issued by the embassy of a destination country. Fourth, he/she has to collect a token indicating the serial number in which he/she will be provided the service. Fifth, a data entry operator transfers the personal details of the migrants from the printed registration form to an online form by manually typing it. Sixth, another data entry operator takes a photo and a fingerprint impression of the migrant worker. At the end, the data entry operators, who are outsourced by the DEMO on contractual basis, provide a printout of the completed online registration form and fingerprint.

Data recorded at the DEMOs are secured in a central server managed by BMET and are accessible at the international airports of Bangladesh. If a migrant's data is incorrectly recorded, either due to an error committed by the migrant or by the data entry operator, it can be rectified in two ways: upon request from DEMO, a designated official at BMET Online Registration Server can manually remove the particulars of migrants so that fresh new data can be entered; alternatively, a migrant can complete a new registration form and deposit 200 BDT [2.50 USD] again to go through the same process described above.

The whole process of online registration and fingerprint can take a few hours to a day depending on how long is the queue of migrants. According a Tangail DEMO employee, “during the first two working days of a week, there is an unusually huge crowd of aspirant migrants. Unfortunately, we

1 *Appendix 1 shows a sample online registration form.*

cannot serve all of them due to limited human resources.”² Other DEMO staff agreed. They view that limited human resources and inadequate IT facilities impede the speed of online registration and fingerprinting service delivery.³

During our field visit to Tangail, it was found that four data entry operators were hired on a contractual basis to manage the online registration and fingerprinting service. Among them, three were responsible for transferring data from a printed form to an online platform, and one was responsible for taking the photos and fingerprint impression of migrants. A senior DEMO staff at the rank of manpower survey officer would supervise the tasks of these four data entry operators.

There is a variation in the number of online service recipients at DEMOs. During FGDs with assistant directors of DEMOs, it was learnt that on average a DEMO may serve 1,500 to 6,000 clients in a given month. DEMOs in migration-intensive districts serve more clients than those in less migration-intensive districts. Table 1 shows data for the Tangail DEMO for the first nine months of 2017.

Table 3.1: Number of Online Registration and Fingerprint Service Recipients at Tangail DEMO, 2017

Month	Number of Service Recipients
January 2017	1272
February 2017	4358
March 2017	1272
April 2017	3100
May 2017	3129
June 2017	2214
July 2017	3645
August 2017	3271
September 2017	2928

2 *Tangail DEMO staff, during field visit, 2017.*

3 *Focus Group Discussion with DEMO Assistant Directors at BMET head office, 2017.*

Officials and data entry operators at DEMO identified several challenges which often impede their ability in providing services: Lack of computers and human resources; lack of direct access to BMET server for correction of data; slow internet speed; lack of connectivity to main server at BMET; and dependence on bank hours for processing fees.

First, lack of computers and data entry operators slow down the process of service delivery at the migration-intensive districts. During our field visit at Tangail DEMO, we found the four computer operators were working with an impressive speed but were unable to meet the expectations of 350 people, who had to wait for long hours to complete the online registration and finger print. The services were delivered from 9am to 5pm. After 5pm on Sunday, we noticed nearly a dozen people waiting in the queue were unable to complete the registration process, and were asked to return to the DEMO the next day. These people appeared very unhappy but did not possess any voice to protest the long waiting time.

The second challenge relates to correction of data. Although the online registration and fingerprint service has been decentralised to district level, BMET controls the server. In dealing with incorrect data input, DEMOs lack any direct access to the server to rectify an error of data input. This is identified as a constraint in service delivery. The next two problems do not appear on a regular basis but may abruptly shut down their operations for a few hours on a given day. The fifth challenge concerns processing fees for online registration. Although a DEMO's office hours begin at 9am, the Probashi Kallyan Bank starts office at 10am. As a result, a DEMO has to wait delivering services at least an hour later. During our interview with senior officials at PKB head office in Dhaka, we learnt that the its top executives are now advising their district level staff to start their office hours at 9am. This is yet to be officially executed at district level PKB branches.

In summary, shortage of human and logistical resources, lack of authority to amend any incorrect data, slow internet speed and poor server connection, and mismatch with banking hour appear to be major challenges. These challenges can be overcome by mobilizing more human and logistical resources, delegating the authority to correct wrong data, investing in IT resources, and adjusting PKB's banking hours with DEMO client.

3.4 Emigration Clearance and Smart Card Distribution

Securing emigration clearance and collecting smart card are the final stages in the pre-departure process of migration from Bangladesh. The smart card, which is issued after emigration clearance, was introduced in 2010 at Dhaka DEMO to simplify the migration process. The smart card is a digital device that contains a microchip storing all the relevant information about a migrant. As part of the government's long-term plan to decentralise migration services, Chittagong DEMO introduced issuing smart card in July 2017. BMET has a plan to gradually extend the smart card services at other DEMOs (Interview with BMET DG, 2017).

An aspirant migrant has to submit a list of documents to a licensed recruitment agency, which can in turn collect the smart card on behalf of the migrant. These documents include certificate of pre-departure training, copy of passport, copy of visa and employment agreement, proof of depositing 3500 BDT (43.75 USD) to the PKB as contribution to the Wage Earners' Welfare Fund, proof of depositing 250 BDT (3.125 USD) for smart card processing fee and a non-judicial stamp of 300 BDT (3.50 USD). An additional service charge for visa attestation is also required. The visa attestation fee is 500 BDT (6.25 USD) for Saudi Arabia and 250 BDT (3.125 USD) for Brunei, Bahrain or UAE. On behalf of a migrant, a recruitment agency is required to submit these documents. The whole process takes one day. If the application package is submitted early in the morning, the smart card is issued the same day late in the afternoon.

According to the Assistant Director of Chittagong DEMO, slow internet access and poor server connection often impede the process of smart card delivery (Telephone interview, 2018). Migration specialists argue that services related to emigration clearance and smart card distribution should be decentralised to all the DEMOs. In the absence of decentralising this vital service, migrant workers are over-dependent on Dhaka DEMO.

In summary, smart card service is only available at Dhaka and Chittagong DEMOs. Poor internet speed and server connectivity appear to be major problem that often disrupts the delivery of smart card service. Improved internet facility and BMET server maintenance are possible remedies.

3.5 NOC for Migrants' Family Members

The No Objection Certificate (NOC) is a clearance given to a migrant worker's family members such as parents, spouse, and children to allow them to visit the migrant in his/her country of destination. The NOC is issued for a duration of 2 months to 2 years. After the Dhaka DEMO, Chittagong and Sylhet DEMOs are authorised by BMET to issue NOC to migrants' relatives. Each month about 400 people receive the NOC from Chittagong DEMO.

A migrant worker's parents or spouse need to submit relevant documents to secure the NOC. These include original copy of passport of visitor(s), copy of national ID card, copy of visa and employment agreement of travel companion. If a spouse is seeking the NOC, a copy of marriage registration is required. In most of the cases, the spouse visits with relative migrants who are co-workers of his/her spouse. Therefore, the travel companion (migrant) has to follow the general procedures as a migrant requires. Sometimes a child may need to obtain an NOC to visit his/her migrant parent. In that case, the child will require submitting a copy of passport and a copy of birth registration certificate. Upon receipt of an application and the above-mentioned supporting documents, a DEMO can issue NOC to a migrant's family members. This service is offered free of cost. Usually, the NOC is issued on the same day the application is received.

DEMOs often confront a common challenge in processing the NOC. This involves lack of supporting documents submitted with the application. Since migrants' left-away family members often do not readily possess the required documents such as national ID or passport, they cannot submit these instantly with their NOC application.

In summary, NOCs are required for family members to visit a migrant in his or her country of destination. Lack of information among family members is a challenge in service delivery. This challenge can be overcome by making related information more available at migrants' doorsteps.

3.6 Distribution of Updated Recruitment Agency List

BMET has a legal mandate to issue, renew, withhold, and cancel the licenses for private recruitment agencies (PRAs). At the district level, DEMOs are tasked by the BMET to conduct physical inspection of the PRA offices (Rajput 2010). Since most of the PRAs are based in Dhaka, Chittagong, Sylhet and other major metropolitan cities, only DEMOs in those districts can maintain this role in monitoring the PRAs. In theory, aspirant migrants can visit the DEMOs to check the status of a recruitment agency and verify whether it has the required license to operate in the labour migration sector. As one senior DEMO official notes, “most aspirant migrants only know the Dalals, and rarely know about the recruitment agencies. For them the recruitment agencies are the ‘office’ with which the Dalals work.”

Previously the DEMOs would maintain printed records of PRAs’ information. During an FGD session with senior officials from 26 DEMOs, it was found that since 2004, the BMET online server has maintained an updated list of recruitment agencies. DEMOs can access this online database and share the relevant information on a PRA’s licensing status with an aspirant migrant. This study finds that on average 5 to 10 aspirant migrants visit a DEMO to check the legal status of a PRA.

Some PRAs and their agents or sub-agents make a huge profit margin which increases the cost of migration from Bangladesh. For instance, the GoB has determined the cost of migration for Saudi Arabia 165,000 BDT (2062.5 USD). But the PRAs or their sub-agents may eventually charge a migrant 400,000 BDT (5,000 USD) to 500,000 BDT (6,250 USD) as recruitment fee for that country. When the migrants ask the DEMOs why and how this discrepancy happens, they can barely offer an answer.

In summary, updated recruitment agency lists are maintained by the BMET. DEMOs can access that list. Although PRAs and their informal intermediaries charge a higher cost of migration, DEMOs can hardly do anything to address this challenge.

CHAPTER 4

Welfare Services

This chapter has three sections. The first focuses on medical support from the Wage Earners' Welfare Board (WEWB) and accident compensation from foreign employer. The second provides a description of services available for the repatriation of the deceased migrants' dead bodies and funding support for their burial service and death compensation for families. The third section details the educational scholarship opportunities for migrants' dependent family members.

4.1 Medical Allowance and Accident Compensation

If a Bangladeshi migrant worker is injured due to a workplace-related accident, and is forced to return home, he or she can request financial grant for medical treatment from WEWB, and accident compensation from the overseas employer. According to the Resolution No. 243 of the WEWB, victims of an occupational safety and hazard can seek compensation from the welfare fund of WEWB.

Each applicant for medical allowance can get a maximum grant of 100,000 BDT for accident and a one-way ambulance service for transportation from an international airport in Bangladesh to the migrant's residence. These supports are provided from the welfare fund raised by workers' deposits and managed by the WEWB. A migrant worker with sickness or disability has to submit an application with the following documents: copy of passport, copy of visa and work permit and copy of medical certificate along with recommendation from a medical doctor about the physical condition of the migrant worker to DEMO to secure financial assistance from WEWB. DEMOs usually send the application to BMET, which eventually transmits it to the WEWB. Sometimes, the DEMO may directly send the application for medical assistance to WEWB, which eventually processes the application and sends a bank account payee check to the migrant worker to cover his/her medical treatment costs.

A migrant worker may submit an application to the labour attaché office in Bangladesh Embassy claiming compensation for workplace accident

and injury. Alternatively, the migrant worker may submit the application to WEWB via DEMO. Upon receipt of a migrant worker's application for financial support for medical expenses, the WEWB contacts the labour attaché for negotiation with the foreign company to secure financial compensation. If the company declines the request, the labour attaché lodges a complaint with the labour court in the migrant's country of destination. The labour court in the foreign country determines the amount of compensation to be given to the migrant worker. Upon receipt of compensation from the foreign employer, the labour attaché sends it to WEWB in Bangladesh. The WEWB delivers the compensation to the migrant worker with sickness and/or disability via BMET and DEMO.

Both migrants and DEMOs may confront several challenges in processing requests for medical allowance and compensation. From a migrant worker's perspective, the process of applying for funding support and compensation is lengthy and can become complicated due to lack of relevant documents to be attached with the formal application. For the DEMOs, lack of awareness among the migrant workers is the main challenge. DEMO officials claim that migrant workers are not aware that they are entitled to financial assistance from WEWB and can seek accident compensation from the foreign employers. If they inform neither the Bangladeshi labour attaches nor the concerned DEMOs in due time, it may become a challenge to process such an application.

In summary, medical allowance from WEWB and accident compensation from foreign employer can provide some financial relief to migrant workers. Awareness among the migrants and their families is a key to realising such benefits.

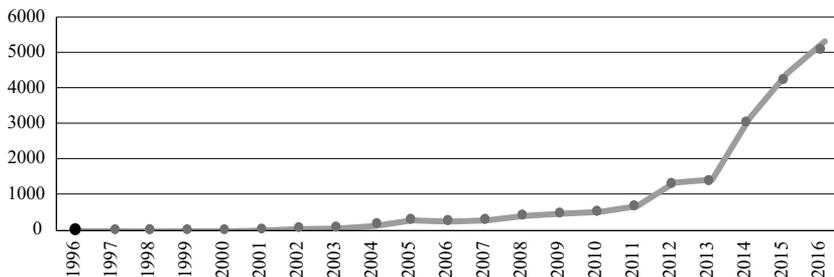
4.2 Dead Body Repatriation, and Funding Supports for Burial Service and Death Compensation

In 2016, more than 5,000 dead bodies of migrants were repatriated to Bangladesh from various countries of destination (Figure 4.1). There are two related services offered by the DEMOs in collaboration with the WEWB. These concern repatriation of the dead body and facilitating funding supports for the deceased worker's family. The labour wings in Bangladeshi embassies are responsible for working with the concerned employers for repatriating the dead bodies of migrant workers. However, the

DEMOs in Bangladesh often facilitate the process by transmitting formal requests from migrants' families to the WEWB and to the labour wings at Bangladeshi embassies (Tangail and Chittagong DEMO interviewees, 2017).

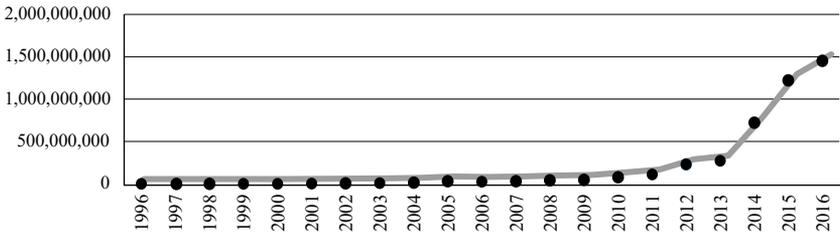
Upon request from a deceased migrant worker's family, a DEMO staff contacts the WEWB for the repatriation of a migrant worker's dead body, and initiates the process of funding support for burial services and death compensation. The WEWB then contacts the labour wing in the migrant's country of destination. At the Bangladeshi airport, the welfare desk operated by BMET and WEWB supports the family members to receive the deceased worker's dead body (WEWB interviewee, 2017). Family members of the deceased migrants, with proof of relationship endorsed by the local Union Council chairman and often facilitated by the DEMOs receive 35,000 BDT for covering the transportation costs of dead body and the burial services (WEWB interviewee, 2017). In 2016, the WEWB awarded 1,500 million BDT as financial grants to families of the deceased migrant workers (Figure 4.2).

Fig. 4.1: Deceased Bangladeshi Migrant Workers, 1996-2016



Source: WEWB, 2017

Fig. 4.2: Financial Grants Awarded to Families of Deceased Migrant Workers, BDT, 1996-2016



Source: WEWB, 2017

Once the dead body arrives in Bangladesh, the WEWB opens a file for processing 300,000 BDT death compensation. The WEWB then sends a letter to the concerned DEMO instructing it to do two things: first, collect formal requests and valid documents from the deceased migrant's family; and second, transfers all of these documents to WEWB. The DEMO acts as a conduit between the migrant's family and the WEWB. It collects formal requests from the families, verifies required documents, and delivers them to the WEWB via email and surface mail for processing the costs of burial service and death compensation.

DEMO officials and migrant families report several challenges, irregularities, and concerns in the process of delivering the services related to dead body repatriation and financial grant transfer. The most common challenge relates to the delay in repatriation. In some countries of destination (CoDs), the process of dead body repatriation takes longer time due to identity verification and post-mortem formalities. This delay often causes disappointment among a deceased migrant's family members. Second, fake people may collect the death compensation. There are cases where a sibling, rather than the spouse of a deceased worker, claimed the welfare benefit with false documents (DEMO Interviewee, 2017). From the perspective of a DEMO, since the office of the Union Council Chairman certifies the identity of family members of a migrant, their roles are critical in detecting such fraudulent practices. Third, the minor children of a deceased migrant may not fully enjoy the financial benefits of compensation at a time when they need it most. This concern is borne out of the fact that there is a provision of putting compensation money into a fixed deposit bank account to ensure that minor children can make their own choices when they are grown up. However, for families with economic hardship, this means death

compensation money cannot be partially utilised for raising the minor children of a deceased worker.

Box 4.1: Supporting Documents Required for Financial Grant

• An investigation report from designated DEMO personnel
• Photocopy of national ID or passport of each family member
• Notarised copy of a general power of attorney on behalf of all legal heirs in a non-judicial stamp of 300 BDT; notarised copy of legal heirship certificate in a non-judicial stamp of 300 BDT; Notarised copy of guardianship certificate; Name of fathers and paternal grandfathers of all the heirs should be mentioned
• Specification of the distribution of financial grant among the legal heirs
• For each of the minor heir, a legal guardian nominated by the bank, should open bank account for the minor(s), and bank account info should be written down for each of the minor heir
• The mobile phone number of each heir
• Legal pledge and power of attorney given on a 400 BDT non-judicial stamp
• Proof of family members certified by the union council chairman
• 5+5=10 Photographs for each of the family members

Source: BMET Website

In summary, DEMOs work with the WEWB in facilitating the repatriation of deceased migrant workers' dead bodies. They also collect death compensation requests from migrants' family members, and verifies those requests before forwarding them to WEWB. Longer processing time in dead body repatriation, fraudulence in death compensation claim, and restrictive policy in the utilisation of death compensation by minor dependents of deceased migrants are some of the major challenges in processing the service.

4.3 Scholarships for Migrants' Children

The WEWB introduced scholarships for the children of current and returnee migrants in 2002. DEMOs play an integral role in discharging this service. They receive scholarship applications through a formal process, which begins with the Ministry of Expatriates' Welfare and Overseas Employment

issuing a formal notification. Applicants have to submit their papers within a deadline. The list of required supporting documents includes proof of parents' migration records through formal channel and school records.

Table 4.1 Scholarship amount given to Migrants' Children

Level of Education	Scholarship Amount (BDT) per Student
Primary School Certificate (PSC)	9,900 BDT
Junior School Certificate (JSC)	14,000 BDT
Secondary School Certificate (SSC)	21,000 BDT
Higher Secondary Certificate (HSC)	27,000 BDT

Only bright students maintaining good grades are eligible for the scholarship. For the deceased migrants' children: the letter grade 'A' is required. For the current migrant workers, 'A-plus' is required. DEMOs collect scholarship application forms and supporting documents and pass them on to the WEWB for a competitive evaluation process. The following documents, attested by the heads of educational institutions, are required as supporting details for the scholarship application: a photo of the applicant; proof of academic records such as result sheet, and certification of graduation from a certain level of education. Table 4.1 shows a list of total amount of scholarship given at various levels of education. Figure 4.1 shows an upward trend in the number of beneficiaries.

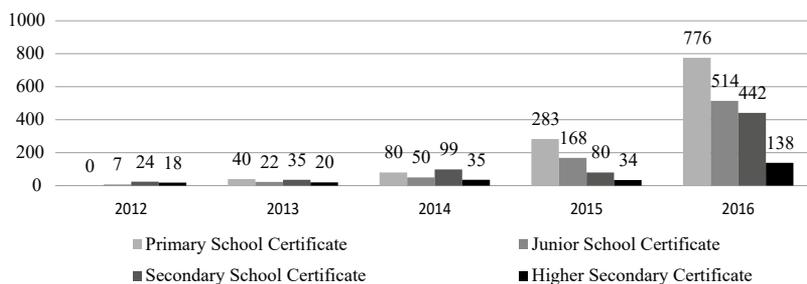
Since the introduction of the scholarship scheme in 2012, the number of total recipients of scholarship has grown from 49 in 2012 to 264 in 2014 and 1870 in 2016. While this sharp growth shows a positive trend, there is further scope for expanding the net of scholarship recipients.

Migrant households interviewed for this study report several problems in the provision of scholarship service. The first such problem relates to the location of DEMOs in the distant district headquarters, where the scholarship applications need to be submitted. Another problem concerns lack of an information campaign by the DEMOs. Many migrant families are unaware of these scholarship opportunities for their children. Those families who are aware of such opportunities often do not know how to complete the relevant paper works for application process, as there are no video tutorials or demonstration class offered by the DEMO staff. DEMOs do not build

up a professional network with educational institutions to create awareness about the scholarship opportunities, the deadline of such opportunities, and the process of application. As a result, when the educational institutions' heads or principals are unavailable, applicants cannot get their supporting documents attested and certified by the heads.

There are two other problems—limited number of scholarships and exclusion of irregular migrants' children. Although Bangladesh is a country of origin for hundreds of thousands of migrants, in 2016 only 1,800 migrant's children were awarded scholarships (Figure 4.3). Another problem concerns irregular migrants; whose children are not eligible for the scholarships. While both problems are beyond their control, DEMOs do not have the willingness or the capacity to conduct a need assessment for the scholarships of regular and irregular migrants.

Figure 4.3: Scholarships for Migrants' Children, 2012-2016



Source: WEWB, 2017

In summary, DEMOs act as a conveyer belt for transmitting scholarship applications to WEWB. Their location in the district headquarters, coupled with their lack of information campaign about scholarship opportunity and their lack of initiatives to sensitize head of educational institutions act as major barriers to the spirits of decentralisation. On top of that, DEMOs do not have any role in assessing the needs of children of migrant families. In the absence of such a needs assessment, the extent to which existing number of scholarships serve the purpose of Bangladeshi migrants can hardly be evaluated.

CHAPTER 5

Legal Services

This chapter is split into three sections: first we look into the role of a DEMO to conduct inquiries into fraudulence practices; next we discuss the arbitration and reconciliation services. The third section explores the current state of and possibility for further interactions between DEMOs and private recruitment agencies for facilitating migration services and managing legal complaints.

5.1 Complaint Management

The BMET maintains an online complaint management system. Any person who has been the victim of fraudulent migration practice can lodge an online complaint. DEMOs can support a victim by filling up the online complaint form's three sections: (a) information regarding the complainant; (b) information against whom; and (c) nature of the complaint. First, the complainant is required to provide the following information: name, passport number, address, land phone and/or mobile number, email address, district and sub-district. In the second section a complainant is required to identify the private recruitment agency from a list of such agencies maintained by the Bureau of Manpower, Employment and Training. S/he is also required to mention the license number of the recruiting agency. In the third stage, the victim has to mention the nature of complaint, and identify whether it relates to one of the following: less salary, accommodation problem, food problem, extra duty, medically unfit, no job, overtime without pay, not sending to the country of destination, irregular salary, stranded at airport, physical harassment, and sexual harassment.

A DEMO staff usually helps a complainant to upload one of the four types of supporting documents such as work permit and visa, no objection certificate, employment contract letter, and money receipt. One major challenge in filling up an online complaint form concerns lack of valid documents. If an aspirant, current, or returnee migrant lacks required information such as the name of a recruitment agency and its license number, and fails to provide useful documentary evidence such as visa, work permit, contract

letter, and money receipt, it is not possible for a DEMO to complete the online complaint form.

Migrants rarely visit DEMOs to seek their support in filling up the complaint form since anyone can help a victim to fill up the complaint form. Yet, for those who choose to visit the DEMO to avail this service, lack of proof may make it difficult for a migrant to take advantage of this process. Another problem relates to the unwillingness of victims of deception and fraudulence to visit BMET head office in Dhaka, which is mandated to resolve the complaints. All of these challenges and gaps have caused a sharp decline in the number of complaints lodged—from 344 in 2009-2010 to only 37 in 2016 (Talukder 2018: 8).

5.2 Inquiries for Prosecution of Fraudulent-Related Court Cases

DEMOs play an important role in prosecuting cases related to fraudulence in the migration sector. There are two ways DEMOs offer this legal support. First, if the fraudulence victims go to the court of law, the court can issue a directive to the DEMO for investigation into the case, and submit an inquiry report. Alternatively, the DEMOs can offer services related to arbitration (Tangail DEMO Interviewee, 2017).

Whether by conducting an inquiry and sending report to the court of law or participating in an arbitration process, DEMOs' role can support the delivery of justice. This is an important service since nearly 80 per cent Bangladeshi migrants now rely on the support of Dalals, who lack any transparency and accountability in processing the migration services. As a result of lack of transparency, there are numerous cases of fraudulence. In some cases, aspirant migrants may fail to depart the country, while in others they do not get the job promised by the recruiters.

Although the Overseas Employment and Migrants Act 2013 provides stringent provisions for prosecuting fraudulence-related cases, the Code of Criminal Procedure (CrPC) appears to be the preferred choice of the victims and the prosecutors. Our research team acquired several case documents in which the application of CrPC was evident.

Let us discuss a court case to illustrate the role of DEMO in prosecuting fraudulence related complaints. A poor villager in Tangail district filed a lawsuit against his neighbour who lived in Bahrain and promised him a

job in Bahrain for which the monthly salary would be 35,000 BDT. The aspirant migrant paid 4,70,000 BDT (5,875 USD) and eventually went to Bahrain but found no decent job. After a few months he managed an air ticket by spending 20,000 BDT (2,500 USD) and returned home. With a strong feeling of being deceived, the poor villager went to the senior judicial magistrate's court and filed a law suit under Section 406, 420, and 109 of CRPC. The court ordered the Tangail DEMO to investigate the case and report to the judicial magistrate in less than 3 months. A manpower survey officer from the DEMO investigated the case by conducting field visit, and found the validity of the complaint lodged against the migrant worker, who acted as a recruitment agent and deceived the poor villager. The head of the DEMO, an official with the rank of Assistant Director, submitted the investigative report along with his official endorsement to the court of law by the stipulated deadline. The court heard the case and gave a verdict after collecting further oral and other relevant evidence.

Lawyers and NGOs working on migrants' rights note that the court takes the investigative report from DEMO quite seriously. There are increasing number of cases where the accused and his/her accomplices get jail term and financial penalty. DEMOs thus contribute to establishing rule of law in the migration sector.

There are several caveats in the system. First, the DEMO investigative officer's integrity can determine the outcome of the investigation process. Second, currently there is no system of follow-up report from the court to the DEMO on the judicial verdicts. DEMOs are thus unable to learn about the fate of their investigative reports. Third, aspirant migrants, who are dependent on Dalals and recruitment agencies, often do not receive any money receipts and thus fail to produce any valid documents when they go for arbitration and mediation. Dalals are not recognised by the BMET or other government agencies, which make it difficult to bring them under the legal process. Dalals and informal agents of recruitment agencies often maintain strong political connections with powerful local leaders. This makes it difficult to conduct investigation into a fraudulence case without fear and fervour.

5.3 Arbitration and Reconciliation

The number of fraudulence victim is very high in Bangladesh. According to a conservative estimate, one out of four aspirant migrants in Bangladesh is deceived by the predatory recruiting agents or their sub-agents (Migration specialist interviewee, 2017). Migrant workers and their families, who are the victims of fraudulent practices, often come to the DEMOs seeking arbitration and reconciliation services. Article 41 of the Overseas Employment and Migrants Act 2013 provides the legal mandate for arbitration (shalish) services.

There are confusions among DEMO officials about whether they have the authority to provide arbitration and reconciliation services. Such confusions arise since the BMET has never issued any formal directives asking the DEMOs to receive complaints of fraudulence and offer arbitration services. During a workshop with DEMO and BMET officials two observations came up to address the confusions over DEMO's authority in offering arbitration services. According to a BMET senior official, if a fraudulence-related complaint arises, DEMO officials can carefully observe whether the victim has already lodged a court case or filed a complaint with BMET. If the answer is affirmative in either or both cases, DEMOs can avoid any arbitration effort. If a victim comes to the DEMO first and seeks redress against fraudulence and deception, DEMOs can offer their arbitration service in light of Article 41 of the Migrants Act 2013.

A senior researcher at RMRMU opines that currently arbitration services are offered by both the local communities and the BMET (Interview, 2018). Time has come to explore whether the BMET would encourage decentralising the arbitration services through the DEMOs. Senior officials at BMET view that giving DEMOs the mandate to offer arbitration services would prove to be a challenge since DEMOs lack necessary human resources and knowledge of conducting arbitration.

Box 5.1: Excerpt from Overseas Employment and Migrants Act 2013

41. Complaints to the Government—

1. Any person aggrieved may, without forsaking the right to file a criminal case, may file a complaint, including, a complaint for fraud, demand for money related to costs at unapproved rates, or a breach of contract against any person including a recruitment agent, with a relevant government authority.

2. The Government, or the authorities or a person authorized by the Government shall complete the investigation within not more than thirty (30) working days after the receipt of a complaint under subsection (1).
3. If the investigation conducted under sub-section (2) finds the complaint true, the Government or the authorities or the person authorized by it may, by an order, dispose of the complaint directly or through arbitration (<i>salish</i>) within three months from the date of completion of the investigation.
4. The procedures for resolving complaints through arbitration under subsection (3) shall be prescribed by Rules.

Several challenges constrain the ability of local arbitration service providers and DEMOs involved in the arbitration process. These are: lack of documentary evidence, exclusion of Dalals from legal process, *dalal*-politician nexus, and shortage of manpower. As stated before, the victims of fraudulence often do not have any relevant documentary evidence as in most cases the cost of migration is processed through cash transaction rather than any formal banking system. Second, as the large majority of work visas are processed through migrants' relatives and informal intermediaries of licensed recruiting agents, none of whom are authorised to process the visas under the existing laws, it is difficult to bring them under an accountability mechanism. Third, informal intermediaries and their sub-agents, who are involved in fraudulent migration practices, maintain close connections with the local powerbrokers and political leaders making it difficult to investigate any complaint against them.

In summary, although the Migrants Act 2013 provides for arbitration and reconciliation in dealing with fraudulence-related complaints management, DEMOs lack a clear idea about their responsibilities in discharging arbitration services. In addition, lack of documentary evidence, exclusion of Dalals from legal process, *dalal*-politician nexus, and shortage of manpower in DEMOs are the major barriers to delivering arbitration services to victims of fraudulence.

CHAPTER 6

Assessment and Conclusion

This chapter has two sections: first part discusses theoretical implications and the second policy implications.

6.1 Assessing Scope of Decentralisation

Evidence presented in chapters 3, 4 and 5 clearly indicate the emergence of a hybrid model of migration governance in Bangladesh. The dynamics of decentralisation or lack thereof is summarised in Table 6.1, which demonstrate evidence in support of the hybrid model.

A review of the services rendered by DEMOs illustrate that GoB has adopted a ‘go slow’ strategy in decentralising migration services. This is precisely why, the BMET has mostly de-concentrated several services delivery at the DEMOs. The DEMO officials interviewed for this study opine that online registration, fingerprint record, and emigration and smart card service are the most important steps in the pre-departure stage of migration. Unless and until all the DEMOs acquire the authority to deliver these services, decentralisation will not be complete. Table 6.1 shows a list of major DEMO services and the extent to which they have been decentralised.

Table 6.1 State of Decentralisation in Migration Services Delivery in Bangladesh

Migration Services Typology	List of Services	Scope of Decentralisation
Core Migration Services	1. Migration-related information dissemination	• Limited Delegation
	2. Online visa checking	• Full-scale Deconcentration
	3. Online registration & Fingerprint record	• Large-scale Deconcentration
	4. Smart card distribution	• Limited Deconcentration
	5. NOC for migrants’ family members	• Limited Deconcentration
	6. Distribution of updated recruitment agency list	• Full-fledged Deconcentration

Welfare Services	7. Medical support and Accident Compensation	• Large-scale Deconcentration
	8. Repatriation of deceased workers' dead body	• Large-scale Deconcentration
	9. Funding support for the deceased workers' families	• Large-scale Deconcentration
	10. Educational scholarship for the migrants' children	• Large-scale Deconcentration
Information Dissemination and Legal Services	11. Online complaint management	• Full-scale Deconcentration
	12. Fraudulence-related court case inquiry	• Limited Delegation
	13. Arbitration and reconciliation	• Lack of clarify

Source: FGD with Assistant Directors of DEMOs

As shown in Table 6.1, the BMET has delegated two types of authorities to DEMOs: dissemination of information on safe migration practices; and conducting independent inquiry into fraudulence-related cases. By conducting the court case inquiries, DEMOs have made useful contribution to establishing justice in the migration sector. In most other cases, several responsibilities have been merely transferred from the BMET headquarters and Dhaka DEMO to the district-level DEMOs without fully authorising the DEMOs' assistant directors to make independent decisions.

6.2 Assessing the Process of Decentralisation

In chapter 2, the authors identified five components of the administrative decentralisation process: distribution of power, capacity building of new staff accepting increasing costs, human resource management, and financial management. What lessons can be drawn from the core, welfare, and legal services of the DEMOs about the process of decentralisation in Bangladesh? Table 6.2 provides a snapshot to address this question.

Table 6.2 DEMOs and the Process of Decentralisation in Bangladesh

Migration Services Typology	List of Services	Process of Decentralisation by BMET				
		Sharing power with DEMOs	Capacity building of new staffs	Accepting increasing costs	Human resource management	Financial management
Core Migration Services	1. Migration-related information dissemination	Partial	Low	No	Low	Low
	2. Online visa checking	Full	Low	No	Low	Low
	3. Online registration & Fingerprint record	Partial	Low	Yes	Low	Low
	4. Smart card distribution	Very limited	Very Low	No	Low	Low
	5. NOC for migrants' family members	Full	Low	No	Low	Low
	6. Distribution of updated recruitment agency list	Full	Low	No	Low	Low
Welfare Services	7. Medical support and Accident Compensation	Partial	Low	No	Low	Low
	8. Repatriation of deceased workers' dead body	Partial	Low	Yes	Low	Low
	9. Funding support for the deceased workers' families	Partial	Low	Yes	Low	Low
	10. Educational scholarship for the migrants' children	Partial	Low	No	Low	Low
Information Dissemination and Legal Services	11. Online complaint management	Partial	Low	No	Low	Low
	12. Fraudulence-related court case inquiry	Partial	Low	Yes	Low	Low
	13. Arbitration and reconciliation	Partial	Low	No	Low	Low

Source: FGD with Assistant Directors of DEMOs

It is well evident that BMET has shared full power with DEMOs in delivering only three core migration services in the pre-departure stage. By contrast, in one of the most important service provisions, emigration clearance and smart card distribution, BMET has shared limited power—only with Chittagong DEMO—to issue emigration clearance. In the four other components of decentralisation such as capacity building, accepting increasing costs, human resource management and financial management, BMET has done little to improve the state of decentralisation of migration.

It was beyond the scope of this paper to explore which factors contributed to low levels of decentralisation in migration sector governance. Our review of secondary literature and interviews with migration practitioners indicate that the combination of structural deficiencies in the migration governance system and functional problems at both BMET and DEMOs have contributed to poor state of decentralisation forcing most migrants to still visit the capital city Dhaka to avail many important migration services. These issues are discussed below.

6.3 Policy Implications

What can be done to change the existing dynamics of decentralisation? We argue that large-scale decentralisation requires both structural and functional reforms in the way the Ministry of Expatriates runs and the DEMOs operate under the authority of BMET. These reform agenda are elaborated below.

6.3.1 Structural Reforms

► *Creation of a separate BCS Cadre for Expatriate Ministry*

The Government of Bangladesh should consider creating a separate cadre service for the Expatriates' Welfare and Overseas Employment Ministry. Bangladesh Civil Service (BCS) cadre officials would be able to develop long-standing expertise in the ministry and will thus be in a better position to move the ministry on right track.

► *Posting of BCS Cadre Service Officials as Directors of DEMOs*

The government may consider creating a new post of Directors at the DEMOs. The current practice of running the DEMOs with non-cadre Assistant Directors need to be replaced with the posting of cadre service officials at the newly-created posts of Directors of DEMOs. This would pave the way for further delegation and devolution of most of BMET's responsibilities.

► ***Budgetary allocation for the DEMOs***

DEMOs need a thorough overhauling in terms of human resources and services delivery. The current strength of DEMOs is inadequate in meeting the needs of thousands of aspirant, current, and returnee migrants. Each DEMO needs more than a dozen new staff. The expansion of human resources would require more technology transfer and consequent growth in budget allocation.

6.3.2 Functional Reforms

► ***Awareness campaigns***

DEMOs should develop strong partnerships with local NGOs and recruitment agencies to disseminate safe migration information. They also need to sensitise migrants and their families to keep proofs of transactions with travel agents and their sub-agents. Outbound migrants need to be briefed about the type of documents their families should maintain before applying for NOC.

► ***Infrastructural development of DEMOs***

Most DEMOs now operate in rented premises with limited space. The BMET has planned for relocating the DEMOs to their own properties. This plan needs to be implemented.

► ***Capacity Building of DEMOs***

DEMOs need more human resources and logistics to cater to the needs of migrants and their families. Capacity building may take the form of both basic training and in-service training.

► ***Internet access and Server connection***

As migration services are gradually becoming digitised, there is no alternative to providing fastest and secure internet access to DEMOs. BMET's online platform and server system for online and biometric registration system as well as online complaint management need to be made more secure so that server connection does not disrupt service delivery.

► ***Sub-offices by Recruiting Agencies***

If recruitment agencies are required to maintain their sub-offices in various districts, DEMOs will be able to maintain linkages with those offices to build partnership on fair migration practices.

► ***Recording job advertisements***

As many aspirant migrants and job seekers do not receive proper information

about job opportunities, DEMOs should record all the job advertisement from home and abroad and inform local people (Farah and Alam 2012: 28). DEMOs can provide the information regarding the job opportunities by arranging counselling programmes for migrants and notifying other stakeholders such as TTCs.

► ***Timely request for medical support with valid documents***

Returnee migrant workers with physical illness need to make timely requests for medical allowances. DEMOs should treat such requests on a fast-track basis so that the costs of treatment can be partly or fully be borne by medical grant.

► ***Maintenance costs for minor children***

For the children of deceased migrant workers, the government may think of whether to arrange monthly maintenance costs for those families experiencing economic hardship.

► ***Increase stipend-recipient beneficiaries among migrants' children***

Less than 2,000 migrant workers' children got funding supports under scholarship scheme. The total number of scholarship recipients need to be increased. This would provide incentives for better educational performance by the left behind migrant families.

► ***Court case follow-ups***

DEMOs can maintain records of court cases and monitor the progress of such cases. The government may create a system through which the proceedings of fraudulence related court cases are entered into a database so that BMET and other concerned stakeholders can assess how best to support the victims of deception in the migration sector.

► ***Clarity in the authority of DEMOs about arbitration***

BMET and civil society need to work on how best to offer arbitration services to aspirant or returnee migrants who fall into the prey of predatory recruitment agencies. DEMO officials also need better training about the legal authority in offering arbitration services.

► ***DEMO-UDC linkages***

UDCs have a strong grassroots presence in providing several low-cost migration services such as online visa checking, and online complaint lodging. They can also provide updated information on the labour market

trends, and recruitment agency list. DEMOs can leverage on the grassroots presence of UDCs to improve their capacity to outreach to aspirants, current migrants, and returnees. DEMOs should coordinate with other government offices such as District Collector's Office, Union Council and other offices to promote safe migration information (Farah and Alam, 2012: 27).

► ***DEMO-NGO linkages***

DEMOs can build up partnership with national and local NGOs for a wide range of reasons. These include building awareness of safe migration, providing welfare services, and managing legal complaints. DEMOs can arrange regular counselling programmes for all types of migrants to build a direct relation with migrants using local NGOs as medium (Farah and Alam 2012: 21)

In conclusion, the above-mentioned reform agenda represents a realistic and feasible strategy for decentralising migration services by strengthening the capacity of DEMOs. Senior officials at the MoEWOE and at BMET need to give the reform proposals a serious consideration. While the functional reform agenda can easily be implemented by executive orders from BMET, the structural reforms need some form of consensus among the serving bureaucrats and senior officials of the government. CSOs, development partners, and multilateral international organisations working on migration may call on the Bangladesh Government to strengthen the DEMOs as a means to decentralise migration services in the country.

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APPENDICES

Appendix 1: List of Demos and Their Services

List of DEMOs	Online Visa Check	Online Registration and Finger-print	Smart Card Issue	NOC for Migrant' Family Member	Distribution of Updated Recruit Agency List	Medical Allowance and Accident Compensation	Dead body Repatriation, Funding Support for Burial Service, and Death Compensation	Educational Scholarship for Migrants' Children	Migration-related Information Dissemination	Online Complaint Management	Inquiries for Prosecution of Fraudulent-related Court Cases	Arbitration and Reconciliation
Barisal	Yes	Yes	No	No	No	No	Yes	Yes	Yes	No	No	Yes
Bogra	No	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	No	No	No
Bandarban	No	No	No	No	Yes	Yes	Yes	Yes	Yes	No	No	No
Chittagong	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes
Comilla	Yes	Yes	No	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Dhaka	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Dinajpur	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Faridpur	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Jamalpur	No	Yes	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Jessore	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Khulna	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Kushtia	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	Yes
Mymensingh	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Noakhali	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Pabna	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Patuakhali	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Rajshahi	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Rangamati	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No

List of DEMOs	Online Visa Check	Online Registration and Finger-print	Smart Card Issue	NOC for Migrant* Family Member	Distribution of Updated Recruit Agency List	Medical Allowance and Accident Compensation	Dead body Repatriation, Funding Support for Burial Services, and Death Compensation	Educational Scholarship for Migrants* Children	Migration-related Information Dissemination	Online Complaint Management	Inquiries for Prosecution of Fraudulent-related Court Cases	Arbitration and Reconciliation
Rangpur	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes
Sylhet	Yes	Yes	No	No	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes
Tangail	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Manikganj	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Munshiganj	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Narsingdi	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Gopalganj	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Kishoreganj	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Netrakona	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Chandpur	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Feni	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Cox's Bazar	Yes	Yes	No	No	No	Yes	Yes	Yes	Yes	No	Yes	No
Khagrachhari	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Sirajganj	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Nawabganj	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Gaibandha	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Joypurhat	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Chuadanga	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Satkhira	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Barguna	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Jhenaidah	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Panchagarh	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Maulvibazar	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No
Bhola	No	No	No	No	No	Yes	Yes	Yes	Yes	No	No	No

Source: Authors' telephone interview and stakeholder consultation with DEMO officials

Appendix 2: Application Form for the Repatriation of a Deceased Migrant's Dead Body

মৃতদেহ দেশে আনয়নের আবেদন ফরম (নমুনা কপি)

বরাবর
মহাপরিচালক
ওয়েজ আর্নান্স কল্যাণ বোর্ড
প্রবাসী কল্যাণ ভবন, ইস্টাটন গার্ডেন, ঢাকা।

দৃষ্টি আকর্ষণঃ পরিচালক।

বিষয় :.....মৃতএর মৃতদেহ দেশে আনয়নের
আবেদন।

জন্মাব,

সবিনয় নিবেদন এই যে, আমার.....মৃত.....

পাসপোর্ট নং....., পিতা/স্বামী-.....

মাতা/স্ত্রী..... (মোবাইল.....), গ্রাম.....

ডাকঘর....., উপজেলা....., জেলা.....

গত....., তারিখে..... মৃত্যুবরণ করেন। মৃতদেহ বর্তমানে

সে দেশের..... হাসপাতালে সংরক্ষিত রয়েছে। উক্ত দেশে অবস্থানকারী মৃতের.....

জন্মাব..... (মোবাইল.....) এর সাথে যোগাযোগ

করলে এ বিষয়ে বিস্তারিত তথ্য জানা যাবে। মৃতদেহ দেশে এলে তাঁর.....

জন্মাব/মিসেস..... (মোবাইল.....) হযরত শাহজালাল

(রঃ)/শাহ আমানত/ওসমানী আন্তর্জাতিক বিমানবন্দর, ঢাকা/চট্টগ্রাম/সিলেট থেকে গ্রহণ করবে।

অতএব, মহোদয়ের নিকট আবেদন এই যে, আমার..... মৃতদেহ দেশে আনয়নের জন্য আপনার
সদয় মর্জি হয়।

বিনীত নিবেদক

তারিখ:.....খ্রিঃ।

(.....)
মৃতের সাথে সম্পর্ক.....
মোবাইল.....।

Appendix 3: Application Form for Financial Grant for Deceased Migrant's Family Members

বরাবর,

সহকারী পরিচালক
জেলা কর্মসংস্থান ও জনশক্তি অফিস
..... জেলা।

বিষয়ঃ সৌদি আরব/ দুবাই/ আবুধাবী/ কুয়েত/ কাতার/ সিঙ্গাপুর/ বাহরাইন/ ওমান/ মালয়েশিয়া এ
মৃত পিতা-, এর লাশ পরিবহন ও দাফন বাবদ/
কল্যাণ তহবিল হতে প্রদত্ত আর্থিক অনুদান/ মৃত্যুজনিত ক্ষতিপূরণ, বকেয়া পাওনা ও ইন্স্যুরেন্স বাবদ অর্থ বিতরণ ও আর্থিক
সাহায্য মঞ্জুরী প্রাপ্তির আবেদন।

উপরোক্ত বিষয়ে জানানো যাচ্ছে যে, আমার স্বামী/ স্ত্রী/ পুত্র/ কন্যা/ ডাई/ বোন/ বিগত তারিখে সৌদি
আরব/ দুবাই/ আবুধাবী/ কুয়েত/ কাতার/ সিঙ্গাপুর/ বাহরাইন/ ওমান/ মালয়েশিয়া এ বৈধভাবে কর্মরত অবস্থায়/
দুর্ঘটনা জন্মিত কারণে মৃত্যুবরণ করেন। মৃতের লাশ গত তারিখে দেশে আনয়ন/ সর্বশেষ দেশে দাফন কার্য সম্পাদন
করা হয়।

মৃতের লাশ পরিবহন ও দাফন খরচ বাবদ/ কল্যাণ তহবিল হতে প্রদত্ত এককালীন আর্থিক অনুদান/ মৃত্যুজনিত ক্ষতিপূরণ, বকেয়া
পাওনা ও ইন্স্যুরেন্স বাবদ অর্থ বিতরণ ও আর্থিক সাহায্য মঞ্জুরীর নিমিত্তে নিম্নে বর্ণিত প্রয়োজনীয় কাগজপত্রাদি এতদসংগে দাখিল করা
হলোঃ

- ১। মৃত ব্যক্তির পাসপোর্টের ফটোকপি (বহির্দমন ছাড়পত্র যদি থাকে)।
- ২। এয়ার ওয়ে বিলের মূল কপি/ সত্যায়িত ফটোকপি।
- ৩। ডেথ সার্টিফিকেট (মৃত্যু সনদ)/ সর্বশেষ হাইকমিশন কিংবা দূতাবাস কর্তৃক প্রত্যয়ন/ সনদপত্র (যদি থাকে)।
- ৪। মৃত ব্যক্তির প্রকৃত ওয়ারিশপত্রের নাম, বয়স ও স্বাক্ষর/ টিপসই সম্বলিত স্থানীয় চেয়ারম্যান/ কমিশনার কর্তৃক প্রদত্ত
“ওয়ারিশ সনদ”।
- ৫। ঢেক গ্রহনের ক্ষমতা প্রাপ্ত ব্যক্তির ২ (দুই) কপি পাসপোর্ট সাইজের ছবি সর্বশেষ চেয়ারম্যান ও জেলা কর্মসংস্থান ও
জনশক্তি অফিস (ডিইএমও) কর্তৃক সত্যায়িত।
- ৬। মৃতের প্রত্যেক ওয়ারিশের স্থানীয় চেয়ারম্যান/ কমিশনার কর্তৃক ও জেলা কর্মসংস্থান ও জনশক্তি অফিস (ডিইএমও)
প্রদান কর্তৃক সত্যায়িত ২ (দুই) কপি পাসপোর্ট সাইজ ছবি।
- ৭। যে কোন স্বীকৃত উকিলের প্যাডে ১,০০,০০০/- (এক লক্ষ) টাকা/ ২,০০,০০০/- (দুই লক্ষ) টাকা/ মৃত্যুজনিত
ক্ষতিপূরণ/ বকেয়া পাওনা বাবদ অর্থ প্রত্যেক ওয়ারিশদের মধ্যে বন্টনের “ফরায়োজ নামা”।
- ৮। ৩০০/- (তিনশত) টাকার নন-জুডিশিয়াল স্ট্যাম্পে নিজ জেলার চীফ জুডিশিয়াল ম্যাজিস্ট্রেট/ নির্বাহী ম্যাজিস্ট্রেট/
নোটারী পাবলিক কর্তৃক নোটারাইজড “ইনডেমনিটি বন্ড” (সংযুক্ত নমুনা মোতাবেক)।
- ৯। ৩০০/- (তিনশত) টাকার নন-জুডিশিয়াল স্ট্যাম্পে নিজ জেলার চীফ জুডিশিয়াল ম্যাজিস্ট্রেট/ নির্বাহী ম্যাজিস্ট্রেট/
নোটারী পাবলিক কর্তৃক নোটারাইজড “পাওয়ার অব এটর্নী” (আর্থিক সাহায্য ও ক্ষতিপূরণের ক্ষেত্রে প্রযোজ্য)।
- ১০। মৃতের মারালক ওয়ারিশের ক্ষেত্রে (যদি থাকে) নিজ জেলা হতে পারিবারিক আদালত/ জেলা জজ কর্তৃক প্রদত্ত
নাবালকের “অভিজ্ঞাবকত্ব সনদপত্র”।

এমতাবস্থায়, দাখিলকৃত কাগজপত্রাদির ভিত্তিতে প্রয়োজনীয় ব্যবস্থা গ্রহণের জন্য বিনীত অনুরোধ জানাচ্ছি।

নিবেদক/ নিবেদিকা,

তারিখ-

স্বাক্ষর
(আবেদনকারীর নাম)

গ্রাম, ডাকঘর

উপজেলা, জেলা

ফোন নম্বর, মৃতের সাথে সম্পর্ক

Appendix 4: Scholarship Application Form for Migrants' Meritorious Children

এই ফরম বিনামূল্যে বিতরণের জন্য

গণপ্রজাতন্ত্রী বাংলাদেশ সরকার
 গুয়েজ আর্নির্স কল্যাণ বোর্ড
 প্রবাসী কল্যাণ ও বৈদেশিক কর্মসংস্থান মন্ত্রণালয়
 প্রবাসী কল্যাণ ভবন
 ৭১-৭২ পুরাতন এপিফ্যান্ট রোড, ইন্সটান গার্ডেন, রমনা, ঢাকা।
 (www.wewb.gov.bd)

পাসপোর্ট সাইজের
 সর্ভাঙ্গিত ছবি
 ৪ (চার) কপি

পিএসসি/জেএসসি/এসএসসি/এইচএসসি/সমমান পরীক্ষায় উত্তীর্ণ প্রবাসী কর্মীর মেধাবী সন্তানদের জন্য শিক্ষাবৃত্তির আবেদন ফরম

১. আবেদনকারী ছাত্র/ছাত্রীর নাম (স্পষ্ট অক্ষরে) :

বাংলায়	ঃ	.....
ইংরেজি	ঃ	.....
শেখী	ঃ	.....
বিশ্বাণ/গ্রন্থ	ঃ	.....
২. পিতার নাম :
৩. মাতার নাম :
৪. অভিভাবকের নাম ও সম্পর্ক (পিতা/ মাতার অবর্তমানে) :

নাম	ঃ	.....
সম্পর্ক	ঃ	.....
৫. জন্ম তারিখ ও বয়স :

তারিখ	ঃ/...../.....	বয়স	ঃ
-------	---	-------------------	------	---	-------
৬. অধ্যয়নরত প্রতিষ্ঠানের নাম, ঠিকানা ও ফোন নম্বর :
 যেমন:
৭. পিএসসি/জেএসসি/এসএসসি/এইচএসসি/সমমান পরীক্ষায় গ্রাউ জিপিএ হেড :
 যেমন:
৮. বর্তমান ঠিকানা :

৯. স্থায়ী ঠিকানা :

গ্রাম/ মহল্লা	ঃ	.....	ডাকঘর	ঃ	.....
উপজেলা/থানা	ঃ	.....	জেলা	ঃ	.....
১০. টেলিফোন/ মোবাইল নম্বর :
 টেলিফোন : মোবাইল :
১১. প্রবাসী শিভা/মহতার তথ্যাদি :

ক্র/নং	পাসপোর্ট নম্বর	দেশের নাম	কর্মস্থানের নাম- ঠিকানা	ফোন/ফ্যাক্স/ই-মেইল
১.				
২.				

স্বাক্ষর:.....

তারিখ:.....

ছাত্র/ছাত্রীর স্বাক্ষর

(শিক্ষার্থীর অধ্যয়নরত শিক্ষা প্রতিষ্ঠানের প্রধান/বিজ্ঞাপীয় প্রধান কর্তৃক পূরণ করতে হবে)

প্রত্যয়ন করা যাচ্ছে যে, (শিক্ষার্থীর নাম)ঃ পিতা :
 মাতা : এ প্রতিষ্ঠানের একজন নিয়মিত ছাত্র/ছাত্রী। সে বর্তমানে শেখী, বোল নম্বর :
 বিভাগ/গ্রন্থ : অধ্যয়ন রয়েছে। আমার জানামতে সে উত্তম চরিত্রের অধিকারী এবং তার আচরণ সন্তোষজনক।

প্রতিষ্ঠানের নাম ও ঠিকানা

শিক্ষা প্রতিষ্ঠানের প্রধান/বিজ্ঞাপীয় প্রধানের স্বাক্ষর
 (নামযুক্ত সীলসহ)

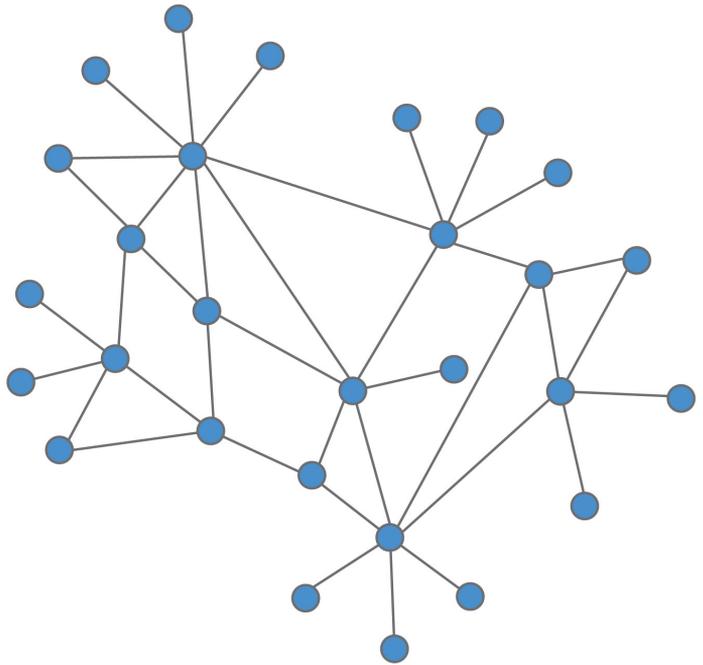
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