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- **Evaluation Manager:** Irina Sinelina

- **Administrative Unit:** SRO/Moscow

- **Technical Unit:** MIGRANT

- **Evaluation Team:** Ms. Anna Lucia Colleo

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*Towards Sustainable Partnerships
for the Effective Governance of Labour Migration
in the Russian Federation, the Caucasus
and Central Asia*

Final Independent Evaluation Report

Anna Lucia Colleo
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EXECUTIVE SUMMARY

Between the end of 2006 and March 2010, the project *Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia*, co-financed by the European Union and co-ordinated by the Moscow Sub-regional Office of the ILO, has brought together five countries of the former Soviet Union (the Russian Federation, Kazakhstan, Kyrgyzstan, Tajikistan and Armenia) to support their individual and cooperative efforts to address labour migration issues more effectively.

The region is an area of intensive labour migration: existing economic and growth disparities represent a strong encouragement to the mobility of the workforce across the region, and this is unlikely to change in the foreseeable future. Organised labour migration is however a relatively new policy area for governments and social stakeholders. In fact, due to its historical legacies, the region had a background of managing the movement of workers as a regional issue, within a common framework. Following the collapse of the Soviet Union, however, regional agreements and concertative arenas were no longer operational, and this affected as well the management of cross-border labour movements.

The project has implemented an inter-related programme, whose objectives were tailored on the individual, and yet to some extent common, needs of the beneficiary countries: in the Russian Federation, the project has focused on developing practical methods for assessing and forecasting labour market requirements, and a system of earned regularization and introduce sound regularization policies and procedures; in Kazakhstan, it has worked on decent work and the protection of migrant workers' rights; in Kyrgyzstan, it was centered on the qualification of human resources and on the recognition of certifications. In Armenia and Tajikistan, the project aimed to develop instruments to enhance the positive impact embedded in migration.

Activities that were put in place can be grouped as *policy-oriented research*, to develop the countries' knowledge base on labour market dynamics and migration issues; *policy dialogue*, through workshops, seminars and conferences, conceived as participatory initiatives to make existing expertise available, identify policy and knowledge gaps to fill, and eventually develop a national and regional process of dialogue; *capacity building* efforts, tailored on the specific needs of involved administrations and social stakeholders.

This report is the output of an independent evaluation exercise that has aimed to assess the project implementation process and its achievements, under different aspects: the appropriateness and efficiency of project management and coordination; the effectiveness of project activities and their consistency with the original work plan and its objectives; the extent to which expected outcomes have been achieved, and the impact they have produced or are likely to produce; the institutional, policy and financial sustainability of project outcomes; and the project's added value. Moreover, the evaluation has identified lessons learned from the project and has formulated recommendations, concerning future steps to consolidate the progress that the project has marked to improving management of labour migration, fostering regional dialogue, ensuring exposure to international knowledge, and promoting the sustainability of its achievements at country level.

Direct beneficiaries are the European Commission's Directorate General EuropeAid, responsible for the AENEAS Programme, which co-financed this project; the International Labour Organisation; the ILO country teams that coordinated the project at the national level; the Federation of Independent Trade Unions of Russia (FNPR), as the only ILO formal partner in this project; ILO tripartite constituents in the beneficiary countries.

The evaluation is based on the review of all relevant project documents, i.e. the project application form, the progress reports, the mission reports and the meetings' minutes, the outputs and different materials produced throughout the project period, the policy documents developed as a result of project interventions. Moreover, the evaluation has drawn its findings on the outcomes of direct individual and group interviews that the evaluator carried out between October 28 and November 7 with national stakeholders involved in the project: government officials, representatives from national and regional trade unions, employers' associations, NGOs, individual researchers, migrant workers, UN agencies.

The project has effectively encouraged and supported the insurgence of locally owned processes of dialogue and cooperation within and between countries in the region. It has established structures for multi-stakeholder and multi-sector policy initiative in the field of labour migration, involving a wide range of government structures and non-governmental actors, at the local, national, and regional level, including trade unions and employer associations.

More in details, the project's concept entailed that key national stakeholders were brought together in Country Project Advisory Groups (CAGs), thus structuring national consultative processes. An initial gathering of information on specific migration and labour market issues allowed for the identification of gaps in knowledge and policy that needed to be filled. In depth research was carried out in the specific areas identified for each country. National conferences disseminated study results among national stakeholders, at the presence of representatives from the other project countries. The recommendations made in the studies and in regional consultations were revised, discussed and refined until they were agreed upon by relevant stakeholders. They therefore offered a solid framework for transnational agreements and partnerships, and to build follow-up action, at national and regional level.

Cooperation was sought with UN country teams, as well as with regional and international organizations; this included the dissemination of ILO conventions and guidelines.

Trade unions became more prone to include migrant workers among their target groups; according to interviewed trade union representatives, it was with this project that trade unions in Kyrgyzstan, Armenia, and Kazakhstan inaugurated their activities with migrant workers. The support received by the project enhanced their understanding of the human and labour rights of migrant workers, whether regularly or irregularly employed, and their own role in defending such rights. Migrant membership in trade unions was effectively promoted, including at the local level, and information on their labour rights spread through dedicated local resource centres, in Tajikistan, Armenia and Kazakhstan. Thanks to the regional dimension of the project, trade unions became also more inclined to enter into transnational dialogue and partnerships with their peers in other CIS countries.

According to country constituents, this project has indicated an effective and sustainable modality of identifying and addressing existing needs in the multifaceted policy area of governing labour migration. It has had a structural impact, which includes the improvement of legislation and codes of conduct on labour migration, but also the development of more effective methods of managing migration flows, in accordance with international standards on labour rights and decent work. The set of recommendations developed by the project in different migration areas served as references for current initiatives and are expected to inform also future cooperative action across the region.

Overall, the project has:

- supported national governments to develop more coherent migration policies, by means of establishing (and supporting the work of) tripartite national structures for multi-sectoral policy dialogue and cooperation on labour migration; helping to expand the local capacity to identify policy needs in relation to migration management, labour market trends, and migration flows; making international experience and expertise available; circulating the outcomes of the work done in the different countries, thus facilitating the identification of concrete grounds for transnational cooperation; supporting regional dialogue, therefore increasing bilateral and regional cooperation; supporting the formulation at regional level of policy-oriented recommendations, containing concrete proposals for improvements in the governance of labour migration;
- assisted the private sector in meeting labour needs more effectively, by guidance to employers on procedures for recruitment and employment of migrant workers and development of guidelines for employers' organizations for their participation in the definition of entry quotas; broadening the involvement of employers in policy dialogue and policy making on labour migration; highlighting the need to focus on labour migration aspects whose importance had been underestimated (i.e. qualification and certification of training programs); soliciting governments to link more closely migration management with the labour market needs of different segments of the economy;

- enhanced the participation of non governmental actors in migration policy development, and their capacity thereof;
- strengthened the local research infrastructure, enhancing their capacity to collect and analyse information and data, and their exposure to regional and international methods and expertise;
- developed practical schemes for enhancing the developmental impact of return migration and remittances, and involved private stakeholders to support their applicability.

A number of features of this project should be regarded as lessons to learn for the coming future. These include: its participatory approach, throughout all project phases, that foresaw the active involvement of key national counterparts, both governmental and non-governmental, and allowed structured cooperation among all entities with a stake in labour migration, and a growing sense of local ownership of the process; the improvement of coordination among stakeholders horizontally, at country level, but also vertically, between countries in the region; the exposure it ensured to experiences and methods developed in other countries, in and outside the region, concerning the different facets of labour migration; the relevance it accorded to flexibility: activities were adapted to changed in national contexts, and to incorporate the feedback and inputs collected from national stakeholders, avoiding that the project gained distance from actual socio-economic trends and political contexts; the efforts it placed in building or strengthening local capacity; its efforts in attracting the interest of the media towards the project and its outcomes; the cooperation it actively sought with other organisations and donors working with labour migration in the target area.

Recommendations formulated in the context of this evaluation exercise focus mostly on the need to reinforce the insurgence of an autonomous national capacity in beneficiary countries. This entails placing regional dialogue and partnerships on labour migration within existing regional frameworks, to ensure appropriate effectiveness and sustainability to the regional process of dialogue and partnerships; fostering coherence between migration policy and other policy areas, according to national priorities; supporting governments and social partners to adjust their internal structure of responsibilities to include the governance of labour migration; helping the establishment of a more structured local research and training capacity, with regard to both mechanisms for the regular monitoring and analysis of labour market trends, and the training offer for public administrators and constituents in thematic areas relevant for the governance of labour migration. Constituents who have been interviewed have highlighted the relevance of being exposed to international experience and expertise: together with seminars and country visits, future actions should also explore possibilities for launching twinning projects that would allow administrations in the region to gain a closer insight of the experience and the methodologies developed elsewhere; the possibility to launch twinning projects with EU Member States should be explored for countries in the EU Neighbourhood area.

I. THE PROJECT CONTEXT

I.1 The background in the project area

The project *Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia*, co-financed by the European Union and co-ordinated by the Moscow Sub-regional Office of the International Labour Organisation, brings together five countries of the former Soviet Union (the Russian Federation, Kazakhstan, Kyrgyzstan, Tajikistan and Armenia) to support their individual and cooperative efforts to address labour migration issues more effectively.

The region is an area of intensive labour migration. Organised labour migration is however a relatively new policy area; migration flows mainly take place spontaneously, or along informal networks, thanks also to the existence of visa free regimes between most countries in the region.

Existing economic and growth disparities represent a strong encouragement to labour migration across the region, and this is unlikely to change in the foreseeable future. Declining demographic trends have been showing their impact on national labour markets; in the Russian Federation, to mention an example, up to 1.5 million workers are estimated to be lost every year to the labour market. The recourse to irregular labour is widespread, a set up that is not sustainable in the long period, both economically and socially; moreover, the considerable presence of irregular workers raises concerns about respect for their human and labour rights. Knowledge of labour market dynamics was found to be limited across the region, with no systematic labour market analysis carried out in any of the beneficiary countries.

The most substantial labour migration flow within the region takes place towards the Russian Federation. Since recently, Kazakhstan has been undergoing a similar trend, becoming a country of destination with a growing demand by the local labour market for foreign unskilled and medium-skilled human capital, mostly to work in agriculture and in the construction sector, in addition to a steady demand for highly qualified personnel by foreign companies in the country. These trends have resulted in increased government quotas for foreign labour (at least until the global economic crisis). Kazakhstan, as the Russian Federation, also presents increasing numbers of undocumented foreign workers irregularly employed in the country.

At the time the project was conceived, challenges requiring a more appropriate policy response by the Russian Federation and Kazakhstan, as receiving countries, were believed to include: an enhanced capacity to assess and forecast labour needs, for both skilled and less skilled workers; the development and enforcement of improved labour standards for all, including migrant workers; the involvement of key non governmental stakeholders, as trade unions and employers, in migration policy development and implementation; enhanced protection of migrants' rights through the adoption of more advanced legislation; measures to reduce irregular labour inflows and the irregular employment of workers, conducive to their exploitation and to disturbances in the national labour markets.

Shifting attention to sending countries, in Kyrgyzstan public focus was on the declining level of skills of the human capital; over 50 per cent of emigration flows to neighbouring countries was found to have low or no qualifications, and up to 12 per cent of the Kyrgyz working abroad did not complete compulsory school education; a deficiency that adversely impacts the wages workers can earn in receiving labour markets. On their side, Armenia's and Tajikistan's focus was on the development potential embedded in economic migration; over 20 per cent of the countries' GDP is made by remittances received from their nationals abroad.

Issues to be crucially addressed by origin countries, according to the project's preliminary analysis, included: a wider dissemination of information and pre-departure orientation; an increased awareness of rights, formal requirements and obligations in the main countries of destination; an improved protection of the rights of their nationals abroad; the development of appropriate and stringent regulations concerning the services of private employment agencies; strengthened cooperation between the countries' employment services and their peers in destination countries, as well as between representations of workers and employers, including in the framework of CIS regional initiatives.

II.4 Concept and needs analysis

The project's response to the multifaceted features of the target region has been to sponsor the development of sustainable partnerships, both within countries and across the region.

In fact, due to its historical legacies, the region had a background of managing the movement of workers as a regional issue, within a common framework. Following the collapse of the Soviet Union, however, regional agreements and concertative arenas were no longer operational, and this affected as well the management of cross-border labour movements.

At the time the project was formulated, improving and streamlining the governance of labour migration was already recognised in all target countries as a critical aspect for enhancing social stability and economic growth. The need for a better regulation of the labour market, based on accurate analysis of its actual requirements, and for a more active and rights-based governance of mobility flows, were increasingly evident. Country interests and readiness could vary, however, as well as specific needs.

The Russian Federation has the largest labour market in the region and the largest number of undocumented workers, but it is also the most advanced in developing migration and labour policies. The project could build on the growing recognition within the country that in order to achieving more solid and long term results in migration management, institutional capacity to deal with labour migration needed be improved, regulation of migration inflows be more closely linked to labour market trends; and coherence enhanced between migration and other policy areas. Moreover, more efforts were needed to take existing initiatives further, with regard to the regularization of irregular workers, the representation capacity of trade unions to include migrant workers, the code of conduct of private employment agencies. In Kazakhstan, the government Action Plan in 2005 included among its priorities the reduction of unemployment, a more effective management of labour market trends and more advanced instruments to guide labour mobility. Kyrgyzstan had already a State Committee on Migration and Employment, and advanced programs focusing on the work of educational institutions targeting labour migrants: an experience that served as a basis to this project, which in Kyrgyzstan focused on the recognition and cross border portability of workers' qualifications. Armenia had already developed a concept for enhancing cooperation between state bodies working with migration. Tajikistan was already (re)establishing tripartite structures, between the government, trade unions and employers, and it was focusing action on the protection of its national workers abroad, as many of them were irregularly employed and enjoyed no protection. Trade unions were already working on migrant protection and could count on a developed network of local branches.

As a whole, national commitment to improve migration policies pre-existed the project in all involved countries, and this served as a precondition for the success and the sustainability of the action. It was on these patterns of commitment and on the specific needs identified for each country that the action's program was built.

II. PROJECT DESCRIPTION

II.1 Implementing partners

Lead partner:

- the International Labour Organisation (ILO), Sub-regional Office in Moscow

Other partners:

- Federation of Independent Trade Unions of Russia (FNPR)

FNPR is the only formal project partner of the ILO in this action. However, as this report will point out, it is a remarkable asset of this project to have directly involved national constituents, which are also project beneficiaries. Although national counterparts cannot be regarded as formal project partners, they have certainly played a direct role in implementing it.

II.2 Timing and overall duration

The initial project period was 36 months, beginning in November 2006 and ending in November 2009.

However, the project start was delayed. The appointment of the project coordinator was completed in June 2007, six months later than it had been planned for in the project's workplan. In order to complete activities, a no-cost extension of the project until March 2010 has been requested and approved.

II.3 Sources of finance

The total costs of the action amounts to EUR 2.433.508. The European Union, through the AENEAS 2006 Programme, has undertaken to finance up to EUR 1.945.105, corresponding to 79, 93 % of the estimated total cost.

II.4 Target groups and beneficiaries

Target groups are defined as specific categories of persons directly addressed by the project, while beneficiaries are those segments of the population that will likely benefit of project outcomes.

Target groups in the different countries were selected to represent the key national stakeholders in the field of labour migration. The main target groups were national governments, employers and trade unions. They were involved in all phases of the action, from the initial definition of the country Action Plans to their active role in project activities (policy dialogue, research, workshops and output dissemination). In accordance with specific country needs and contexts, the project also aimed to involve NGOs working with migrants and migrant associations, with an aim to enhance their capacity to protect and defend the labour rights of regular and irregular migrants at grassroots level. Moreover, local research institutions were involved to expand the knowledge base available in the target countries on different facets of migration, and migration management.

Final beneficiaries of the action are migrant workers and their families, whom the project has also targeted more directly through the local trade unions' resource centres.

II.5 Global and specific objectives

II.5.1 Global objective

The overall goal of the project is "to promote a sustainable, participative and equitable approach to the governance of labour migration in the Russian Federation, Armenia, Kazakhstan, Kyrgyzstan and Tajikistan".

II.5.2 Specific objectives

As per the project document, the action's overall objective has been translated into five specific objectives, focusing on one or more of the target countries, according to preliminary country needs' assessments. Specific objectives are:

1. To develop practical methods for assessing and forecasting labour market requirements with a view to improving migration governance. Focus on the *Russian Federation*;
2. To promote decent work and enhance the protection of migrant workers' rights. Focus on *Kazakhstan*;
3. To develop a system of earned regularization and introduce sound regularization policies and procedures. Focus on the *Russian Federation*;
4. To contribute to the productive utilization of the region's human resources by developing systems for the portability of qualifications and reducing bureaucratic obstacles to recruitment. Focus on *Kyrgyzstan*;
5. To develop policies enhancing the positive impact of migration on development in origin countries. Focus on *Armenia* and *Tajikistan*.

II.6 Methodology of implementation

Each country faces to some degree the same challenges as the others. The outcomes of each country efforts are put at the disposal of the other participating countries, to form an integrated program, covering different migration facets.

The methodology of implementation of the action foresaw that, in its inception phase, the project was presented to relevant government structures and social stakeholders, and consultation meetings held to define detailed Action Plans. Key stakeholders were brought together in Country Project Advisory Groups (CAGs), established by the project, which, following ILO's tripartite approach to the management of labour issues, were to involve governments, trade unions and employers' representatives. An initial gathering of information on specific migration and labour market issues allowed the identification of gaps in knowledge and policy that need be filled. In depth research was carried out in the specific areas identified for each country. Preliminary findings were submitted to CAGs to gather their inputs, before the studies were finalised. National conferences were envisaged to disseminate results among key national stakeholders; representatives from the other target countries would also be invited. Regional consultations at the end of the project were meant to disseminate and discuss the results for specific project objectives across all target countries, in order to support the integration of findings and offer a solid framework for transnational agreements and partnerships. Moreover, throughout its duration, the project was to engage in extensive capacity building efforts: governments and employers' organisations were exposed to the experience of their peers in other countries, within and outside the target region, including by means of study visits and tailored training sessions.

II.7 Activities

According to the initial project concept, the action devised three different sets of activities to reach the objectives outlined above:

- Policy-oriented research, to develop the countries' knowledge base on key labour migration issues, thus supporting the development of informed policies. The realization of studies was to be coordinated by regional research centres, so that the project could contribute to reinforcing their institutional capacity;
- Policy dialogue, to take place through workshops, seminars and conferences, conceived as participatory initiatives meant to make existing expertise available, to identify policy and knowledge gaps to fill, and to eventually develop a national and regional process of dialogue;
- Capacity building tailored on the specific needs of administrations and social stakeholders in target countries, to increase awareness of international practice, develop capacity and expertise, and, overall, develop a 'whole of government' approach as an essential capacity-building dimension in migration policy development.

In more details, planned activities included:

In the Russian Federation:

Research:

- Labour market assessment and forecasting: review of current approaches to managing labour market and monitoring and assessing shortages; review of methods and procedures in migration planning and administration to consider policy tools employed and the role assigned to labour migration;
- Regularisation: review of experience with regularisation, elaboration of recommendations on policies for discouraging the irregular employment of migrants, and review of policies in other countries; study visit to observe practice in other countries.

Capacity building:

- Labour market assessment and forecasting: advisory mission to share successful practices with all relevant stakeholders; review of procedures in migration planning and administration; establishment of guidelines for industry advisory boards; labour market survey; national expert seminar on coherent migration management; national conference to share project findings;
- Regularisation: establishment of tripartite committees; advisory mission to share successful practices with all relevant stakeholders; national workshop to discuss implementation guidelines; training on guidelines; national conference to share project findings.

Policy dialogue:

- Labour market assessment and forecasting: workshop with government and other stakeholders to plan specific actions; national workshop to refine guidelines for industry advisory boards; national expert seminar on coherent migration management; national conference to share project findings; one regional meeting;
- Regularisation: workshop with government and other stakeholders to plan specific actions; national workshop to discuss implementation guidelines; national conference to share project findings.

In Kazakhstan:

Research:

- National policy review; study on the employment of migrants in the informal economy; publication and dissemination of normative frameworks.

Capacity building:

- Awareness raising campaigns; promotion and advocacy; publication and dissemination of normative framework; training seminars; national conference to share project findings.

Policy dialogue:

- Workshop with national stakeholders to plan specific actions; national workshop to discuss norms and standards; national conference to share project findings; one regional meeting.

In the Kyrgyz Republic:

Research:

- Review of bilateral and multilateral agreements concerning the portability of professional qualifications; assessment of the comparability of standards used by professional boards in selected occupations; design of improved systems of occupational classification to enhance comparability and support migration management.

Capacity building:

- Report on professional standards; consultations with relevant authorities for education and professional bodies; review of existing multilateral agreements; national workshop; national conference to share project findings.

Policy dialogue:

- Workshop with national stakeholders to plan specific actions; seminar on the responsiveness of the training offer as regards labour market trends; national workshop to investigate resistance to the recognition and portability of skills; national conference to share project findings; one regional meeting.

In Armenia and Tajikistan:

Research:

- Studies on trends of emigration and return; surveys to assess the impact of labour immigration in meeting shortages and increasing productivity; surveys of industries and public service organisations; studies to assess brain drain effects, focusing on the capacity of the educational system to react to labour market trends; studies on the efficiency of financial intermediation, with regard to migrant remittances.

Capacity building:

- Training on guidelines.

Policy dialogue:

- National workshop to discuss implementation guidelines; national conference to disseminate and discuss research findings; one regional meeting in each country.

II.8 Expected results and outputs

According to the project document, the actions expected results were:

- To support national governments in the development of coherent migration policies, able to respond to policy needs in relation to migration management, labour market trends, irregular employment and migration;
- To enhance the participation of nongovernmental actors in migration policy development, through tripartite and collaborative structures;
- To strengthen the capacity of personnel at stake holding institutions, both governmental and nongovernmental, trained on migration management and employment issues;
- To assist the private sector in meeting labour needs more effectively, by establishing industry advisory boards and by soliciting governments to link more closely migration management with labour market dynamics;
- To strengthen the local research infrastructure, information and data collection, and their exposure to regional and international methods and expertise;
- To improve the living and working conditions of undocumented migrants, by identifying their difficulties, highlighting their rights and developing procedures for their regularisation;
- To enhance the positive impact of return migration and remittances for migrants and their families.

Moreover, the project document envisaged to achieve the following outcomes:

- Undocumented workers absorbed into the formal labour market;
- National migration strategies adopted and plans made for implementation;
- Bilateral and multilateral migration agreements concluded and/or renegotiated;
- The establishment of industry advisory boards;
- More coherent labour migration policies;
- Strengthening of national legislation;
- The establishment of best practice guidelines on recruitment of migrant workers;

- A model agreement on the portability of qualifications;
- Seven ILO manuals and handbooks translated into national languages, published and disseminated;
- Research outputs and conference materials translated and widely disseminated.

III. INTRODUCING THE EVALUATION PURPOSE

The purpose of the evaluation is to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making and support the constituents in promoting better governance of labour migration.

III.1 General and specific objectives of the evaluation

The overall goal of this evaluation is to carry out an independent ex-post external review of the project *Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia*.

More specifically, the evaluation will:

- assess the appropriateness and efficiency of the project management and coordination;
- verify the effectiveness of project activities and their consistency with the original work plan and its objectives;
- determine the extent to which the expected outcomes of the project have been achieved, and the impact the project has produced or is likely to produce with regard to its overall goal;
- consider the institutional, policy and financial sustainability of project outcomes;
- ascertain whether the project had any added values;
- identify lessons learned from the project;
- formulate recommendations on future steps to consolidate the progress that the project has marked in promoting a better management of labour migration, in fostering regional dialogue, in ensuring exposure to international knowledge, and promoting the sustainability of its achievements at country level.

III.2 Beneficiaries of the evaluation

The direct beneficiaries of the evaluation exercise are:

- the European Commission's Directorate General EuropeAid, responsible for the *AENEAS Programme - Financial and technical assistance to third countries in the field of migration and asylum*, under which this project was co-financed;
- the International Labour Organisation, through its Sub-regional Office in Moscow, as the Lead partner of the project and a key global actor in promoting decent work for all, including by supporting national efforts to ensure a more effective management of labour migration¹;
- the country teams that coordinated the project at the national level;
- the Federation of Independent Trade Unions of Russia (FNPR), as the only ILO formal partner in this project;
- ILO tripartite constituents in the project beneficiary countries.

Indirect beneficiaries of this evaluation include the project's national beneficiaries, who had an active part in the project; labour migrants and their families, as ultimate beneficiaries of the project.

III.3 Methodology

¹ The ILO Evaluation Policy adopted by the Governing Body in November 2005 provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making and support constituents in forwarding decent work and social justice.

The evaluation process and the structure of this report follow the ILO Guidelines on project evaluation and the latest guidelines of the European Commission's Project Cycle Management methodology² as well as the EC directives on project evaluation³.

In accordance with these directives, the evaluation did not conduct a thorough appraisal of financial operations and of the state of administrative accounts related to the project.

The evaluation is based on the review of all relevant project documents, i.e. the project application form, the progress reports, the mission reports and the meetings' minutes, the outputs and different materials produced throughout the project period, the policy documents developed as a result of project interventions.

Moreover, the evaluation has drawn its findings on the outcomes of individual and group interviews that the evaluator carried out with national stakeholders involved in the project, as well as with the country project coordinators and staff. Interviewees included government officials, representatives from national and regional trade unions, employers' associations, NGOs, individual researchers, migrant workers, UN agencies.

Interviews were carried out in the course of a field mission that took place from October 28 to November 7th, in Kyrgyzstan, during the regional consultations in Issyk-Kul; in Kazakhstan, in Chimkent and in Turkestan; in Tajikistan, in Dushanbe and in its Southern area, and, for the Russian Federation, in Moscow. The field mission was prepared together with the ILO project team, who defined the agenda, organised country meetings, and made all relevant project materials available to the evaluator. On the last day of the field mission, the evaluator presented preliminary findings to the project coordinator and staff at the ILO Sub-regional Office in Moscow.

A detailed list of meetings and interviews can be found among the Annexes of this report. Annexes will include the project's application form; the list of project outputs that have been reviewed; the list of interviews; a detailed overview of activities carried out in each project country.

To ensure that the evaluation exercise has a participatory dimension, a preliminary draft of this report has been shared with its beneficiaries for comments. All relevant observations from the partners will be taken into account in the finalised version of the evaluation report.

The evaluation has scrutinised the project by applying the following evaluation criteria:

Efficiency of project management and coordination	<i>Efficiency</i> pertains to the degree of efficiency of the project in implementing activities.
Effectiveness	<i>Effectiveness</i> refers to the relationship between the objectives and the results of the project. This section will assess how much of the project purpose was realised.
Impact	Under <i>Impact</i> , the evaluation will examine the extent to which the project has contributed to realise its overall goal, as set in the initial project formulation.
Sustainability	<i>Sustainability</i> refers to the possibility that the outputs and results of the project are sustainable beyond the scope and life of the project.
Added value	By investigating the project's <i>Added value</i> , the review assessed whether it has achieved unplanned results, if it brought forward changes and innovations in the attitude and action of the institutions and the actors it involved, and the degree of its complementarity with other similar initiatives.

III.4 Expected results of the evaluation

² http://europa.eu.int/comm/europeaid/qsm/documents/pcm_manual_2004_en.pdf

³ <http://europa.eu.int/comm/europeaid/evaluation/methods/index.htm>

The evaluation should result in an evaluation report presenting its findings, concerning all aspects outlined in the table above. Moreover, the report will also single out lessons learned, and make recommendations for follow up and future action.

IV. REVIEWING THE PROJECT

IV.1 Efficiency of project management, coordination and implementation

<p>The project's management, organisational and coordination arrangements were adequate</p> <p>Despite initial delays in the project's start, the project staff attached due importance to establishing a clear organisational structure, which comprised a project coordinator, based at the ILO Sub-regional Office in Moscow; qualified financial management support in Moscow; technical support, as required, from ILO Headquarters in Geneva and from the Office Director and senior staff in Moscow; and country based coordinators, which in some cases were supported by additional local staff (although it should be pointed out that financial management was centralised in Moscow, also in relation to the fact that the ILO has no legal representation in the other countries). Moreover, clear coordination structures were established to regulate relations between the Office in Moscow and the country coordinators. This included a structured work methodology, concerning the information flow; the internal decision making process; reporting structure and timing, standardised procedures for requests and approval of financial disbursements, activity planning and relations with national counterparts.</p> <p>Coordination structures were also established between the project staff and the national constituents involved in the project. The establishment of Country Project Advisory Groups (CAGs), in all countries where a similar structure was not in place already, was instrumental to: establish a direct collaboration line with the group of leading stakeholders in the target countries, which includes government structures, employers' representations and trade unions, as well as civil society actors and other international organisations, on an <i>ad hoc</i> basis; promote horizontal dialogue and cooperation among the country's constituents, and strengthen their commitment towards the project's goals; build a solid local ownership of the project's achievements. CAGs were consulted and brought together in all phases of the project's life: from developing detailed Action Plans in its inception phase, to devising terms of reference for each specific activity in the country, to assessing the quality and country relevance of project outputs, to highlight changes, constraints and needs that could thus be reflected in the adaptation and fine-tuning of the Action Plan by the project staff. A set up that consented, overall, an appropriate management of the action. Overall responsibility for monitoring progress of the project lied with the ILO as the Lead partner. The ILO convened regular meetings with involved constituents gathered in CAGs, in order to measure progress, discuss advancements, and revise the Action Plan accordingly. Draft reports were shared with national partners, and this facilitated information sharing and final products' quality control.</p>
<p>The coordination, management, day-to-day backstopping and administrative capacity of the Lead partner was adequate</p> <p>Extensive management and coordination was required by the Lead partner, to guide such a complex and multidimensional initiative. The initial delays suffered by the action reflected the intricacies embedded in aligning the rigid procedures required to manage EU funding, and the operational modalities of a large administration such as the ILO. This became particularly evident with regard to recruitment procedures of international staff; the project coordinator was appointed in June 2007, more than six months after the project's expected start. However, once the project organisational structure was in place, in the fall of 2007, the coordination and management capacity of the ILO's Sub-regional Office in Moscow, as the Lead partner, has been outstanding. The project and country coordinators have shown a remarkable capacity of managing the project creatively, remaining within given management rules. They gave proof of an extensive capacity to adapt the programme to modifications in the context, and to inputs received from beneficiaries. Work programs were adjusted to take into account existing conditions and other ongoing initiatives in the country, maximising synergies and overall effectiveness. Interviewed national counterparts highlighted and showed appreciation for the project's flexibility, under different aspects. To give but a few examples, the study on regularisation policy and methods in the Russian Federation, and on measures to discourage irregular employment, was placed within the context of the new legislation on migration, which was approved after the project concept was defined; following the growing interest that national governments in Armenia and Tajikistan had placed on structuring the countries' relationship with diasporas abroad, the studies on migration and development took account also of the role of diasporas; moreover, with regard to the project focus in Kyrgyzstan, the project realised that, despite the assumptions made in the project document, portability of qualifications was not a major concern of the government, as relevant bilateral and multilateral agreements existed already in the area, and the target countries have the same education system, inherited from the Soviet period; on the contrary, the quality of education and training, as well as</p>

<p>recognition of its certification and accreditation by private employers was found to be a critical issue; the country study thus looked into improving the quality of the education offer, and linking certified education with a better governance of migration flows of the medium and the low skilled. Moreover, activities were not only discussed beforehand with national constituents, but also planned well ahead. This allowed the mainstreaming of project outcomes and a more active support by national stakeholders to achieving project results, as well as the appropriate organisation of dissemination and policy dialogue events with high-level agendas, which facilitated the attraction of media interest towards the project. On the negative side, administrative support was allegedly highly qualified but not sufficient in terms of allocation of resources, especially at the local level.</p>
<p>The choice of partners and project counterparts has been appropriate, in terms of them being in a position to support the project and promote its results and outputs</p>
<p>While the involvement of the Federation of Independent Trade Unions of Russia as the only formal partner of the ILO in the action has likely been instrumental to respond to the application requirements of the EU co-financing programme, as the partner does not seem to have had a larger role than that of the other national stakeholders involved in the project, the selection of country stakeholders and counterparts has been appropriate, and their involvement in the project actively supported. National tripartite stakeholders were gathered together in responsive country structures, the CAGs, and directly involved in specific project activities (research, policy dialogue, workshops, training sessions), in accordance to their mandate and interests. Service providers have been selected in accordance with specific terms of reference, agreed with the CAGs. This has included research institutions, whose involvement has reinforced the local capacity to build the knowledge base on labour migration dynamics. Regional partners were extensively involved in Southern Kazakhstan and in Tajikistan.</p>
<p>The division of tasks and responsibilities between ILO Headquarters, the Sub-regional Office in Moscow and its country teams, and between the ILO and the experts and constituents involved, has been effective</p>
<p>The coordination line between the different ILO project teams was efficient and effective, with the decision chain always referring to the Chief Technical Adviser, as the project chief coordinator; the Headquarters regularly updated and directly involved as the main technical referee, so that the project experience could also serve as a learning experience for the Lead partner; and a well structured, participatory method of work between the country teams and the project chief coordinator, that included the gathering of information and inputs, as well as regular recording and reporting. This was found to have inspired motivation and initiative in country coordinators, without incurring in the risk of jeopardising the overall coherence of the ambitious action's program. From the point of view of the relations between the project staff and the experts and institutions involved, the project design took into adequate consideration the necessity to have a clear division of tasks and a clear division of responsibilities.</p>
<p>Financial management was timely and efficient</p>
<p>Service providers and national counterparts resented the lengthiness of financial procedures and disbursements. Since this evaluation did not undergo a thorough assessment of the project's financial accounts, it could not ascertain the financial management procedures that sub-contract beneficiaries were required to adhere to.</p>
<p>The project resources were used in an efficient manner</p>
<p>The analysis of the relationship between the resources listed in the action's initial budget and those that were clearly available for its implementation draws attention to existing differences between the human resources initially proposed for the project, and the local and international staff actually allocated for its implementation. The project staff actually involved in the action included: a chief project coordinator, full time country coordinators and local support on an <i>ad hoc</i> basis, plus part-time administrative support based in Moscow, and technical support from the Sub-regional Office in Moscow, from the ILO Headquarters in Geneva, and international consultants.</p> <p>The initial project budget had foreseen the involvement of more human resources, including, at the local level, technical and administrative officers, programme support staff, and national correspondents for 3 of the 5 target countries, in addition to a local training expert and to national experts from local partner institutions, which was the way the project had devised to involve country institutions; international staff, on its side, should have included the chief project coordinator, part-time country coordinators in all 5 participating countries, the contribution of 4 senior specialists from the Office in Moscow, and of the Office Director, and of 4 senior specialists from the ILO Headquarters in Geneva, as well as the inputs of</p>

international consultants. While the above range of human resources were deployed with the exception of part-time country coordinators, the duration of the deployment was less than planned in some of the categories. On the basis of the documents reviewed by the evaluator, it could not be ascertained whether justifications for the changes above have been provided to the European Commission.

It should be also highlighted, though, that value for money seems to have been paid due attention throughout the project, with synergies sought with other ongoing ILO projects in the region (in terms of office space and utilities and personnel), and cooperation with other agencies for undertaking joint initiatives, in order to achieve economies of scale and enhance impact; moreover, co financing was sought from other donors to support activities that were deemed of relevance. According to the chief coordinator, approval of the project no cost extension is due also to the savings that could be made as compared to the initial budget endorsed for the action.

The degree of completion of project activities, in terms of quantity, quality and timeliness, in comparison with the initial action plan

Timeliness in the realisation of this project suffered initial impediments. The appointment of the project coordinator (ILO Chief Technical Advisor) was completed in June 2007, six months later than it had been planned in the project's workplan. It was not before October 2007 that meetings with national counterparts could be convened to present the project, CAGs established, office space identified and country staff recruited. This notwithstanding, activities have been nearly completed and it should be recognised that this is particularly relevant in the case of this project, not only because the project programme was very articulated and local ownership was never underestimated, but also in relation to the fact that activities are complementary and form together an integrated, coherent and inter-related programme of action.

In general terms, the project concept and approach was respected throughout project implementation. CAGs were established, structuring national consultative processes, and CAG meetings convened to define and update Action Plans, discuss local needs and the terms of reference for carrying out specific activities, as well as to gather inputs on the project outputs. Research institutions were involved to expand the knowledge base in the target countries, and international expertise and experience was made available to project stakeholders. Expert seminars were instrumental to ensure high quality outcomes, appropriately based on real needs. National workshops were held to present and discuss research findings, although their number was reduced from two to one per country. Participatory recommendations were developed and these have effectively informed the revision of country Action Plans. Trade unions and civil society institutions could benefit of tailor made capacity building sessions. Local entities were appropriately involved, when their active participation was possible and relevant (Southern Kazakhstan and Tajikistan, but also in the pilot region of the Russian Federation selected to test labour market assessment and forecasting methodologies). Direct support to actual and perspective migrants was made available through local structures. Project outputs but also ILO materials were translated and disseminated. Information and awareness of the project was sought, which included successful solicitation of media interest. In this last year of the project, two (out of five) regional meetings were held to integrate country results across all project countries. Moreover, cooperation was sought with UN country presences, as well as with regional and international organizations; this included the dissemination of ILO conventions and guidelines; the participation in working groups of the EuroAsian Economic Community (EurAsEC); assistance in drafting model legislation on labour migration and private employment agencies. Moreover, joint workshops were organised with IOM on the role and regulation of private recruitment agencies in Central Asia and Russia, and coordination was sought with the World Bank and UNDP in Tajikistan.

As it concerns the degree of completeness of individual activities, a detailed country overview is attached as an Annex to this report. Overall, national conferences were held in all participating countries; out of the five regional consultations foreseen in the project document, regional consultations were organized only in the Russian Federation and in Kyrgyzstan. However, the purpose of regional meetings was met, as all five project themes were covered in the two consultations.

Also, it is relevant to point out that two activities were added to the initial workplan, at the time the project extension was requested: the first concerns the support to migrant resource centers in Moscow, to provide legal aid and counseling to labour migrants affected by the economic crisis; the second pertains to the establishment of web-based skills' registers for returnees in Armenia and Tajikistan, with an initial focus on professions in demand in the countries; this was a recommendation of the Country Studies on Migration and Development, welcomed by government stakeholders, who allocated national resources to their realization and expanded the registers' focus to all professions; their realization is expected to reinforce the project

long-term impact and sustainability.
Internal and external monitoring and evaluation procedures were established
As the project started, the ILO convened meetings with national stakeholders in each target country to define country Action Plans, and to agree on the project monitoring system, which envisaged the involvement of stakeholders as reviewers of project outputs. The Inception report shared with the European Commission included a detailed project monitoring plan, incorporating the inputs and the views of national counterparts. Monitoring tools included meeting minutes; mission reports; regular field missions to monitor activity progress, coordinate action, and overcome possible stalemates; meetings between the project chief coordinator and country teams; project records well organised, complete and accessible; detailed narrative and financial reports to the European Commission and to ILO Headquarters; this external independent review of the project's process.
Sharing of information and dissemination of outputs were adequate
Outputs were broadly disseminated through the website of the ILO's Sub-regional Office in Moscow, expert meetings and seminars, and media sensitization workshops and public events, to members of the CAGs and other social stakeholders, as well as to the ILO Headquarters in Geneva, other country-based international organisations, and the European Commission. The exchange of information among national stakeholders and across the region has been part of the methodology of this project; such attention to policy dialogue is deemed likely to feed into the development of more cooperative initiatives within countries and across the region, in the next future. Moreover, the intensive awareness-raising activities of the project targeted not only institutional stakeholders, but also migrants and perspective migrants, ensuring that improvements were of benefit not only to institutional stakeholders, but to final beneficiaries as well.
Respect for EC reporting requirements was ensured in terms of quality, completeness, timeliness and regularity
Reporting requirements were duly respected, in terms of quality standards, clarity and accuracy, and completeness.
EU visibility requirements were respected
Information materials feature the EU logo, parallel with the ILO's. Media coverage has been appropriately encouraged, which allowed the high visibility of the project, and also of EU support, to the extent media releases and news articles appropriately reported it. Most research outputs have the EU logo on their cover page, together with the ILO's, and acknowledge within their contents that the study was carried out in the context of a EU funded project. However, this is not the case for the studies in Kyrgyzstan and in Kazakhstan, which do not feature the EU logo on their cover page, although, within their contents, they acknowledge the EU contribution to the project. More generally, research outputs are allegedly copyrighted by the International Labour Organisation.

IV.2 Effectiveness of the project

The progress made by the project in achieving its expected outcomes
<p>The project has been effective in achieving the results expected in the project document. Throughout the project, emphasis was placed on carrying out quality and policy oriented outputs, as means for achieving the project overall goal, rather than on the plain implementation of the workplan per se. The focus of individual activities was defined on the basis of the specific gaps identified in each country, and discussed with country stakeholders; external expertise was sought when necessary, so to promote valuable exchanges between international knowledge and practice, and local knowledge and experience. More specifically, the project seems to have effectively</p> <ul style="list-style-type: none"> ▪ Supported national governments to develop more coherent migration policies, by means of <ul style="list-style-type: none"> - establishing (and supporting the work of) tripartite national structures for multi-sectoral policy dialogue and cooperation on labour migration; - helping to expand the local knowledge base, and thus the capacity to identify policy needs in relation to migration management, labour market trends, and irregular employment and migration flows; - making international experience and expertise available to the project beneficiaries; - circulating the outcomes of the work done in the different countries, thus facilitating the identification of concrete grounds for transnational cooperation; - supporting regional dialogue, therefore increasing bilateral and regional cooperation;

- supporting the formulation at regional level of policy-oriented recommendations, containing concrete proposals for improvements in the governance of labour migration.
- Assisted the private sector in meeting labour needs more effectively, by
- guidance to employers on procedures for recruitment and employment of migrant workers and development of guidelines for employers' organizations for their participation in inter-agency structures deciding on migrant worker quotas;
- broadening the involvement of employers in policy dialogue and policy making on labour migration;
- highlighting the need to focus on labour migration aspects whose importance had been underestimated (i.e. qualification and certification of training programs);
- soliciting governments to link more closely migration management with the labour market needs of different segments of the economy.
- Enhanced the participation of nongovernmental actors in migration policy development, through tripartite and collaborative structures, by
- involving social actors in the works of CAGs;
- enhancing the capacity of social actors to expand their knowledge of labour migration and employment issues, and of labour rights, and to work on different facets of labour migration.
- Strengthened the local research infrastructure, enhancing their capacity to collect and analyse information and data, and their exposure to regional and international methods and expertise.
- Improved the living and working conditions of undocumented migrants, by
- Carrying out field surveys to identify their needs;
- expanding knowledge of their rights under national and international law;
- producing and disseminating information and informative materials;
- supporting the development of procedures for their regularisation;
- increasing the engagement of trade unions, civil society and other nongovernmental actors in protecting migrant workers' rights and combating discrimination.
- Enhance the positive impact of return migration and remittances for migrants and their families, by
- developing practical schemes for enhancing the developmental impact of return migration and remittances;
- involving private stakeholders to foster the concrete applicability of recommendations;

Moreover, the project translated into national languages, published and disseminated seven ILO manuals and handbooks, and translated and widely disseminated research outputs and conference materials; it supported the development of guidelines concerning the recruitment of migrant workers, and made expertise available to strengthen normative set ups and implementation methodologies.

Vice versa, envisaging the incorporation of migration issues in national development plans as a project's direct outcome was possibly an unrealistic expectation, and could not be achieved within the project's realm, although, according to interviewees in Tajikistan and Armenia, it has contributed to lay a solid basis for its attainment. Similarly, it is impossible to verify to what extent the absorption of undocumented workers into formal labour markets can be regarded as a project outcome.

The quality of the outputs produced by the project, in general terms, has been outstanding. Quality has likely been positively affected by an appropriate choice of the research themes, which were identified together with national constituents, and by the accurate selection of the local research partners who have coordinated the work. Moreover, their clear cut policy orientation and the revisions made by CAG members made them a solid basis for steering the project's focus and for backing institutional commitment.

The extent to which the project has contributed to the improvement of strategies and systems pertaining to the governance of labour migration in the target countries and region.

The project has effectively supported the development or improvement of methodologies and policy frameworks on labour migration, with a focus on the specific migration features it addressed in each beneficiary country. In addition to having promoted in the whole target area a more structured set up for discussing and enhancing migration policy and management, the project has: helped develop regularisation policies and the definition of methodologies for linking more closely labour migration inflows with current and expected trends in the labour market, in the Russian Federation; supported the amendment of legislation

in Kazakhstan, in the context of the Council of Foreign Investors, by providing technical expertise to comment the new draft law and formulating specific recommendations in the study on foreign workers in the informal economy to facilitate the recruitment of selected categories of foreign skilled labour; in Kyrgyzstan, according to the interviewed representative of the President's Office, the improvements recommended by the project on the quality and certification of the country's educational offer will be taken further by the national Parliament; in Tajikistan and Armenia, the project proposed schemes to enhance the development impact embedded in return migration, diaspora's activism and remittance flows are allegedly being taken into account in the ongoing revisions of the institutional set ups dealing with migration issues.

IV.3 Impact of the project

To what extent did the project attain its specific objectives

The project has been a sustainable and participative action that addressed the need to improving the governance of labour migration in the target countries and region. The co-relationship between the project's overall goal, its specific objectives and expected results has been well conceived and ensured consistency between the different realms of outcomes that the project has achieved. In terms of specific objectives, the project has helped develop practical methods for assessing and forecasting labour market requirements with a view to improving migration governance in the Russian Federation; according to the Ministry of Labour, the number of authorised labour migrants in 2008 more than doubled as compared to 2007, and this has been due also to the engagement of authorities, supported by the project, in facilitating the legal employment of migrants and the registration of foreigners in the country. In the same Russian Federation, the project helped develop regularisation policies and procedures. The federation of trade unions is engaged in the implementation of recommendations formulated in the project's survey on migrant workers in the cleaning sector in Moscow; this includes partnerships with sector trade unions in origin countries (one meeting with relevant social counterparts in Tajikistan has already taken place). In Kazakhstan, it has helped promote decent work and enhance the protection of migrant workers' rights, involving also nongovernmental actors at the local level. In Kyrgyzstan, the action has contributed to enhance the qualification offer and the recognition of certifications by private employers and in bilateral migration management agreements. In Armenia and Tajikistan, the project helped develop concrete schemes and tools to enhance the positive impact of emigration on the countries' development, and establish more effective institutional set ups, including by enhancing the capacity of the government and of other tripartite stakeholders with regard to labour migration and by supporting the provision of direct assistance to migrants: in Tajikistan, over 1.000 perspective migrants have allegedly been assisted on consultation and registration procedures in the Russian Federation.

Contribution of the specific objectives that the project achieved to the realisation of its overall goal

Although it is premature, at the time this review takes place, to measure the project's impact on its overall goal, as the main project outputs are being finalised and some activities are to be implemented in the remaining period, the specific objectives and outputs of the project resulted in practical outcomes that supported and shall continue to support the continuous engagement of stakeholders in taking further both the theory and practice of labour migration governance. The project made a recognised and qualitative contribution to a wider process ongoing in the CIS region; for instance, the 2008 agreements between Kyrgyzstan, the Russian Federation and Kazakhstan on the portability of social security rights were not a consequence of the project but were part of a renewed interest and activism on labour migration, which this project has extensively contributed to feed. It supported the exchange of information and experience, the identification of policy gaps and training needs of the constituents; it solicited and structured the involvement of Country Project Advisory Group members in the project implementation, making CAGs become instrumental to establish a sustainable cooperative process in and across countries in the region; the quality of tools, technical advice, and training delivered by the project, has, in the view of constituents, positively affected their capacity to engage in labour migration. In general terms, the project's policy-oriented analyses and structured dialogue supported national governments develop more coherent and more effective migration policies. Also, the expanded and active participation of trade unions and employer associations, and of local stakeholders, stands as an indication of growing social partner involvement and commitment to improving the management of labour migration and addressing its diverse features. Moreover, attendance of regional meetings gave the opportunity to strengthen regional dialogue on

migration management, making international experience and support of high qualified experts available, bringing new fields of action to the constituents' attention, and it has given more evidence to the need to include a more effective management of labour migration as a regional priority. Moreover, it helped identify concrete dynamics and complementary needs between sending and receiving countries in the region, thus supporting partnerships between origin and receiving countries, and between countries with similar needs (Armenia, Tajikistan, and Kyrgyzstan). Moreover, it allowed comparison of normative frameworks with recognised international standards.

The extent to which the achievement of specific objectives was a direct consequence of this project

It is a shared opinion, among the project constituents who were interviewed in the course of this evaluation, that some of the specific features of this action had a direct and recognisable impact on the attainment of its objectives. As a first indication, even in countries where labour issues were already dealt with in a tripartite approach, CAGs allegedly managed to expand the relevance of labour migration in their countries' policy agendas, and to involve key stakeholders who were new to the process. This is for example the case with Kyrgyzstan, where the government, trade unions and employers embraced labour migration in their tripartite dialogue, and key government counterparts, as the Committee of Statistics, were involved for the first time in tripartite consultations. The support given by the project to a number of country initiatives was crucial to their appropriate implementation, in the words of many interviewees. Thanks to the project, for instance, employers in Kyrgyzstan were involved to provide their inputs in the development of agreements on qualifications and standards: a critical asset, as difficulties in the recognition of existing training certificates came from employers; moreover, employers engaged in the training of workers, and agreed to establish a transnational working group with their peers in Tajikistan and Kazakhstan to discuss the definition of common training standards. In Kazakhstan, the national Parliament is taking into account the project's recommendations in the ongoing legislative revision. In Tajikistan and Armenia, the project has helped reinforce structures and options to foster diaspora's engagement to support the development of their home countries; in Tajikistan, the government's attention to diaspora issues pre-existed the project; however, as highlighted by the Head of the President's Office Department, the project supported the creation of a working unit on diaspora issues at the President's Office, following the Armenian experience, which the project had made accessible. In Armenia, the action directly supported the Migrant Information Point in Yerevan and in Dushanbe and regions (Tajikistan) to provide advice to over one thousand perspective migrants in 2009.

Trade unions, as a consequence of the project, became more prone to include migrant workers among their target groups; according to interviewed trade union representatives, it was with this project that trade unions in Kyrgyzstan, Armenia, and Kazakhstan inaugurated their activities with migrant workers. The support received by the project enhanced their understanding of the human and labour rights of migrant workers, whether regularly or irregularly employed, and their own role in defending such rights. Moreover, their capacity to intervene thereof was built. Migrant membership in trade unions was effectively promoted, including at the local level, and information on their labour rights spread through dedicated local resource centres, in Tajikistan, Armenia and Kazakhstan. Thanks to the regional dimension of the project, trade unions became also more inclined to enter into transnational dialogue and partnerships with their peers in other CIS countries; this includes a bilateral agreement between construction trade unions in Tajikistan and in the Russian Federation to protect Tajik construction workers in the Russian Federation. According to the president of the trade unions' confederation in Southern Kazakhstan, not only trade unions accepted to include migrants as a target group, but the whole regional dialogue on labour migration management started with the project.

The project has in fact also had a direct impact in the negotiation of transnational agreements; the governments of Armenia and the Russian Federation have allegedly followed the project's recommendations when they committed themselves to discuss bilateral agreements on migrants' rights in the construction sector.

IV.4 Sustainability of outcomes

What elements have enhanced the sustainability of project outcomes?

The strategy outlined in the project document took into due account the future sustainability of expected outcomes, by devising: the establishment of consultative processes; the involvement in the project of national governmental and nongovernmental constituents; the strengthening of their technical knowledge and capacity with regard to labour migration; the dissemination of policy-oriented research outcomes; the

<p>partnerships with other international and regional organisations working on migration issues; the support to improving normative instruments and grassroots services to protect the rights of migrant workers; the support to the development of transnational partnerships. Regional dialogue helped the identification of issues of common concern, and resulted in concrete partnerships across the region, which are likely to maintain the support of the constituents that have initiated them.</p>
<p>Financial sustainability: are outputs and results financially sustainable?</p>
<p>The outputs and results of the project are concrete achievements whose attainment was made their own by national stakeholders. The outcomes attained within the project's life are not expected to require external financing to remain sustainable. However, some of the outcomes have initiated activity patterns that will benefit of continued external assistance; the project put extensive efforts in seeking co-financing opportunities, including by meeting other international organisations and potential donors. Moreover, trade unions and civil society actors, particularly at local level, have highlighted that their efforts are hampered by lack of equipment and financial means to carry out their services to migrants.</p>
<p>Institutional sustainability: have project outcomes gained institutional support that will ensure their sustainability beyond the life of the project?</p>
<p>The action was built on existing political willingness to improve migration policies in the different target countries and, throughout its life, has attached great importance to emphasising the local ownership of its outcomes. Government structures and other nongovernmental stakeholders were mobilised and directly involved in the consultative process that took place within the CAGs, but also directly involved in the action, to implement specific activities. Critical efforts were devoted to enhance the capacity of the different national actors involved. Moreover, horizontal and vertical networking and partnerships were always an underlining strategy of the project. The project established structures for multi-stakeholder and multisectoral dialogue on migration and labour issues. It endorsed the inclusion of civil society representatives in migration policy making. Increased the engagement of non governmental entities in seeing migrant workers as key beneficiaries of their mandate, and encouraged their commitment to protect migrants' rights, further than strengthening their capacity to do so. It made possible for countries in the region to identify common needs and enter into concrete agreements and partnerships, thus reinforcing regional exchanges and actual cooperation. Valuing the work of the various experts it involved, the project advanced concrete proposals for improving legislation on labour migration, directed to both regular and irregular migrants. It defined methodologies to better forecast labour trends and requirements for the use of the government and the industry advisory boards. Trade unions became more active in promoting the membership of migrant workers.</p> <p>The action, in other words, was conceived to encourage and support national initiative, aiming at promoting the insurgence of locally owned processes the outcomes of which are expected to have strong institutional sustainability, regardless of the availability of external assistance. To mention some examples, in Tajikistan, in the words of the Vice-ministry of Labour, the government is committed to complete and promote the skills' registration facility developed with project support, and has already allocated funding for the next two years. In the Russian Federation, according to the confederation of trade unions, project outcomes have become part of their policy focus and regular activities. The Director of the Migration Agency in Armenia, interviewed, has asserted that the CAG has established a sustainable cooperation structure, which will remain operational after the project's end. Monitoring the conditions of migrant workers in Southern Kazakhstan has become a regular activity of the regional trade unions' confederation. At the regional level, the project has effectively and beneficially supported existing processes of dialogue and cooperation in the CIS region.</p>
<p>Have project outcomes had an impact at policy level?</p>
<p>The action has had a structural impact, which includes the improvement of legislation and codes of conduct on labour migration, but also the development of more effective methods to manage migration flows, in accordance with international standards on labour rights and decent work. Improvements took high account of the recommendations formulated during the project and agreed in regional consultations. The set of recommendations developed by the project in the different migration areas it covered served as references for current initiatives and are expected to inform also future cooperative action across the region.</p>

IV.5 The project's added value

Did the project have unforeseen beneficiaries and results?
<p>A clear added value of the project has been to involve national constituents (its own target groups) as active partners in the implementation of the action. The number and typology of stakeholders involved in tripartite discussions on labour migration was expanded. This served as an appropriate consultative framework where it could help key stakeholders to gain a clearer insight of the importance of managing migration flows more actively, and of their role in the process. Even in countries, as Armenia, where migration has been among the country's top political priorities for years, interviewed participants underlined that the project has helped them move forward in this direction, and become more effective. Although social partners were among the project's expected beneficiaries, the action has managed to expand their involvement in all target countries, spanning from the involvement of local trade unions to that of grassroots organisations. It reinforced the belief among constituents that migration management is so multifaceted that cannot be managed without the involvement of social partners. Similarly, cooperation with other international organisations was expanded and revitalised, to the mutual benefit of organisations and donors working in the region. This has included the Eurasia Foundation, the World Bank in Tajikistan; UNDP in Tajikistan and Armenia; the Aga Khan Foundation and the OSCE in Kyrgyzstan.</p>
Which project elements can be regarded as added values?
<p>In the opinion of most interviewees, the main added value of the project has been the exposure to local and international expertise, and to international experience. For Russian constituents who took part in the study tour in Spain, to give an example, this experience was crucial to be able to include in labour market assessment and forecasting methodologies the needs of small and medium size employers, whose number is growing rapidly in the Russian Federation. Moreover, they valued the structured opportunity brought about by the project to exchange experience and discuss concrete recommendations for action in areas of concern at the regional level, and emphasized that, by so doing, the project had greatly contributed to incorporate labour migration in the CIS regional dialogue. Constituents refer to have developed a solid ownership of results, and that the participatory approach that led to results was to them a successful feature that not only enhanced partner cooperation, but has become an adopted feature in their way of operating.</p>
Was the project complementary to other initiatives in the target region?
<p>The action has built synergies with recent and ongoing projects in the target region. The very capacity of the ILO team to mobilise stakeholders and access established international actors has translated into practice the possibility for global and national actors to join forces towards the goal of improving the governance of labour migration.</p> <p>The ILO had worked before in the Russian Federation on strengthening the role of employers' organisations in tripartite consultations, an experience which proved very relevant while the project engaged in fostering cooperation between government structures and employers, to link labour migration policies with labour market requirements, and provide a basis for dialogue on regularisation programmes. In Tajikistan, the ILO is managing a project on the prevention of human trafficking and entrepreneurship development, which was developed alongside with the action under review. Moreover, the Organisation has also sought useful complementarities between research studies that were done in the context of the two projects. In the framework of another EU funded project led by the IOM, in cooperation with the ILO, concerning labour migration in Central Asia, the project team organised two seminars in 2008, one for the Russian Federation and one for Central Asia, on how private employment agencies can be encouraged to promote the rights-based labour migration and employment of migrants. In Armenia, to avoid duplications, ILO used OSCE returnee survey results and coordinated closely with the OSCE while developing the project study on migration and development. In the Russian Federation, ILO research gained from previous IOM research completed on December 2007. In Kazakhstan, the project cooperated with the IOM, which was already assisting the Ministry of Labour on admission norms for migrant workers, and with UNIFEM on operators in the informal economy. All these institutions have been well aware of project developments and achievements, and were fruitfully solicited by the project team to exploit existing synergies, and joint follow up action. Co-financing was obtained from DFID, as well as national governments, to fund the establishment of web-based returnees' skills registers in Armenia and Tajikistan and work on engaging diasporas.</p>

V. LESSONS LEARNED

It is a shared opinion, among the country constituents who have taken part in the project and have been interviewed for this evaluation exercise, that the project has indicated an effective and sustainable modality of identifying and addressing existing needs in the multifaceted policy area of governing labour migration.

A number of features of this project can be regarded as lessons to learn for similar initiatives in the coming future:

- its **participatory approach**, throughout all project phases, that foresaw the active involvement of key national counterparts, both governmental and nongovernmental, in accordance with actual needs and contexts, thus allowing structured cooperation among all entities with a stake in labour migration, and a growing sense of local ownership of the process;
- the **improvement of coordination and coherence** of action among stakeholders at national and regional level; cooperation is vital horizontally, at country level, within individual government structures and between government structures and civil society actors, but also vertically, between countries in the region that are connected by migration routes; it demonstrated the value of coordinated action involving a wide range of different stakeholders committed to human and labour rights, and migration governance;
- the emphasis it accorded to a **global approach to migration**, encouraging greater coherence between migration policy and other policy areas, including development and labour policies, and the promotion and protection of human and labour rights;
- the **promotion of multi-level interventions and cooperative agreements**, within countries, giving more space to the role of local and community actors, but also across countries, recognising the supranational realm of migration dynamics;
- the importance it attached to keeping **country constituents appropriately informed on the progress** of activities in their country and in the rest of the project area, thus maintaining a general overview of the project development and achievements, and the opportunity to learn of new methods and identify areas for joint action; this has allowed to overcome a frequent critical aspect in the implementation of projects with a large number of participants, where partners often focus exclusively on their part of activities, with a limited sense of ownership for the overall project experience;
- the exposure it ensured to **experiences and methods developed in other countries, in and outside the region**, concerning the different facets of labour migration addressed by the project, in the different project contexts;
- the **structured plan of meetings at national and regional level** to exchange views and fine-tune approaches, methodologies and ways of operation, also served as important quality check and learning opportunities;
- the relevance it accorded to **flexibility**: activities were adapted to changing dynamics in national contexts, and to incorporate the feedback and inputs collected from national stakeholders, as well as through the investigation of actual trends and needs in the target countries. The country Action Plans could be adapted and made more effective, avoiding that the project gained distance from actual socio-economic trends and political contexts;
- the efforts it placed in **building or strengthening the capacity** of governmental and nongovernmental actors in dealing with labour migration, focusing on specific project interventions;
- its accuracy in ensuring a **wide circulation of the outputs and outcomes** of the project, so that they are shared with the broader national and international community, and synergies between complementary actions are facilitated;
- the efforts it placed in **attracting the interest of the media** towards the project and its outcomes;
- the **cooperation it actively sought with other organisations and donors** working with labour migration in the target area.

The critical aspects detected in the course of this evaluation are few and, in the overall, do not seem to have hampered the project implementation and its achievements. They include lengthiness in financial management. This may, on one hand, be due to the difficulties embedded in going through the multilevel sequence of approval steps required within the ILO, from Headquarters to the Sub-regional Office involved, to country offices, but it may also relate to the intricacies entrenched in having to respond to both ILO and EC management requirements. This notwithstanding, this is an aspect where improvements could be put in place, at least with regard to office expenses. Another area for improvements has been indicated by a limited number of interviewees, and refers to the duplication of inputs required to constituents by different international agencies; since it is clear that the project has put appropriate efforts in establishing cooperation lines with other organisations, improvements could possibly focus on expanding cooperation not only at the level of project activities, but also during the programming phase, when future initiatives are being devised.

VI. RECOMMENDATIONS FOR THE FUTURE

It is highly recommendable that the positive experience of this project informs similar initiatives in the next future, in and outside the region.

With regard to the beneficiary region of this project, the main reference for structuring initiatives in specific fields of activity are the recommendations contained in the country studies and in the outcomes of regional consultations. The recommendations made in the studies and in the course of regional consultation meetings, where country groups present the outcome of the work done on the specific project objectives, have been revised by governmental and nongovernmental stakeholders (the members of CAGs), discussed and refined until they are agreed upon. They therefore constitute a solid and sustainable basis to develop follow-up action, at national and regional level, and to help governments and social actors focus more clearly on specific areas of intervention.

However, the experience of this project also allows to draw recommendations of a more general nature that can be taken into account for current and future work on labour migration. The overall concept of these recommendations is to focus on supporting the establishment of an autonomous national capacity in beneficiary countries:

- regional dialogue and partnerships on labour migration should be placed within existing regional frameworks, to ensure appropriate effectiveness and sustainability to the regional process of dialogue and partnerships in this policy area, which the project has contributed to reinforce; the Commonwealth of Independent States (CIS) and the Eurasian Economic Community (EurAsEC) should be regarded as appropriate regional policy infrastructures;
- the project's 'whole of government' approach should be seen as an essential dimension in migration policy development; it concretely supports coherence between migration policy and other policy areas, according to national priorities;
- the involvement of trade unions and employers' associations in policy dialogue should be maintained, following the project's tripartite approach to labour migration, so that the identification of policy priorities, and the eventual development of effective national and regional partnerships, is part of a wide participatory process;
- follow up actions should also support governments and social partners to adjust their internal structure of responsibilities to include the governance of labour migration; moreover, a functional allocation of responsibilities should be complemented by the development of effective methods of coordination among the departments that deal with different migration aspects, in order to foster the overall cohesion of their approach and initiative with regard to labour migration;
- this project has made research and training opportunities available; however, it is important to work in the direction of structuring local capacities:
 - mechanisms for the regular monitoring and analysis of labour market trends should be established in beneficiary countries where such service has not yet been structured, and possibly also cover the regional level; labour market analysis is critical to engage in an

active management of labour migration flows, and technical assistance might be beneficial in this regard, as well as efforts to build the local capacity thereof;

- the local training offer for public administrators and constituents should be established or reinforced, and tailored also on thematic areas relevant for the governance of labour migration;
- future initiatives should exploit the partnerships established by the project with other international agencies; the project outcomes are well known by supranational organisations and donors who are active in the region, and explicitly appreciated by government and social constituents: these are solid grounds on which future action can be built;
- future initiatives should consider continuing support to commitments who have been undertaken in the context of this project, on a case-by-case basis; however, they should also consider expanding the project concept from policy making to embrace also implementation of guidelines and inputs, including on a pilot basis;
- this may also imply the extension of the involvement of local counterparts, and the replication in other local contexts of the successful pilot experiences developed under this project, in order to enlarge the number of direct beneficiaries of migration governance (migrants and perspective migrants, and their families); a critical aspect to take into due consideration in this regard is the limited availability of IT facilities and equipment pointed out by local branches of trade unions and grassroots organisations;
- interviewees highlighted the relevance of being exposed to international experience and expertise: together with seminars and country visits, future actions should also explore possibilities for launching twinning projects that would allow administrations in the region to gain a closer insight of the experience and the methodologies developed elsewhere; the possibility to launch twinning projects with EU Member States should be explored for countries in the EU Neighbourhood area;
- the presence of country referees (as ILO country representatives, national coordinators, project staff) is deemed critical to support country-based efforts in a field that remains relatively new in the beneficiary countries; the competencies and the relations developed by the country staff of this project should be valued for ensuring adequate follow up.

ANNEXES

Annex 1. Overview of country based activities

Annex 2. List of interviews

ANNEX I. Overview of country based activities

In the Russian Federation:

Preparatory meeting with national counterparts to present the project and define the initial Action Plan, and appointment of country coordinator: end October 2007.

There has been no need to establish a CAG in the country, as a Labour Commission composed of tripartite constituents and dealing also with labour migration was already operational; the project, however, has involved new stakeholders in the process.

Research component:

- *Labour market assessment and forecasting:*
 - Study on practical methods for the assessment and forecasting of labour market requirements: the project has reviewed methodologies in place in Italy, Spain, UK, Austria;
 - The Italian research center CeSPI has assessed data sources available in the Russian Federation, at the federal and regional levels, to back assessment and forecasting efforts; on such basis, and on the basis of existing international experience, it formulated recommendations on how to improve data collection, and it developed indicators for identifying occupations with limited labour offer in the Russian Federation;
 - National experts engaged in a thorough verification of the availability at federal and regional levels of the necessary data sources to apply recommended indicators;
 - Guidelines for employers' and workers' organisations were developed, in order to assist their inputs to the definition of annual quotas for foreign workers;
 - Pilot testing of the proposed methodology will allegedly be carried out in pilot regions that are being identified by the Ministry of Health and Social Development.
- *Regularisation:*
 - Study on regularisation policy and procedures;
 - A Guide for employers was developed on procedures for the legal recruitment and employment of migrant workers, also based on the inputs of the Russian Union of Entrepreneurs and Industrialists;
 - Study on migrants in utility sector in Moscow, in support to the utility sector's trade union, following previous ILO work on construction: trade unions in the two sectors collaborated to transfer experience and exchange know how.
 - Following consultations with trade unions in Moscow, the cleaning sector has been identified as one making extensive recourse to the irregular employment of foreign migrants; a study has thus been carried out concerning the employment, working and living conditions of migrants workers in the cleaning sector in Moscow, following previous ILO work on construction: trade unions in the two sectors collaborated to transfer experience and know-how.

Policy dialogue:

- Consultations with the public utility trade union in Moscow;
- Regional Consultations in Moscow (22-23 June 2009). Key recommendations concerned decent work and protection of the rights of migrant workers; assessing and forecasting labour demand for migrant workers; reducing the impact of economic crisis on migrant workers. Recommendations included amendments in the legislation on migration that is currently being developed, especially with regard to regularisation measures; the ILO participated in the hearings of the federal Duma.

Capacity building:

▪ *Labour market assessment and forecasting:*

- National workshop in the Russian Federation, May 2008, on Labour market assessment and forecasting;
- Study visit to Spain, November 2008, together with Kazakh stakeholders, focussed on methodologies for the assessment of labour demand and admission policies. Participants from the Russian Federation included members from the Ministry of Health and Social Development, the Federal Migration Service, the Federation of Independent Trade Unions, the Employers Federation, the Ministry of Statistics; the study visit to Italy, that was initially foreseen, was cancelled;
- Advisory mission, in January 2009, to develop a methodology which could be appropriate for the Russian Federation to assess labour market's requirements and forecast needs, on the basis of a number of EU country studies;
- Labour market surveys, applying the methodology developed by the project, in two pilot regions (the region of Tver, initially identified as the pilot region, was no longer available);
- Training of regional authorities and social partners will be carried out by national experts once the pilot regions are selected, and an agreement is reached on launching the pilot testing on their territories.

▪ *Regularisation:*

- National workshop in the Russian Federation, May 2008, on Regularisation policy and practices;
- Local seminar to disseminate the findings of the survey on migrant workers in the cleaning sector in Moscow;
- Based on the seminar outcomes, development of information materials for migrant workers in the cleaning sector, on their rights and on the benefit of joining trade unions, has been planned for;
- National seminar devoted to public utilities' trade unions' national leaders (Russian Federation, Kazakhstan, Kyrgyzstan) to highlight the role of trade unions in promoting decent work and the rights of migrant workers, and on existing legislation pertaining the recruitment and employment of migrant workers;
- Translation into Russian, publication and presentation of the ILO Guide on Private Employment Agencies;
- The Guide for employers on legal recruitment and employment of migrant workers was distributed as a brochure;
- Additional activity, which was included in the initial project budget, but not in the project document list of activities: video guide displaying all formal requirements which migrant workers should adhere to in the receiving country (dissemination of information).

Training on regularisation guidelines, envisaged in the initial work plan, has been translated into the work of the employers' organization, which developed the guidelines for employers on legal recruitment, and the brochure dissemination. The planned development of guidelines for policy-makers on regularisation in the Russian Federation was superseded by the enactment of new immigration legislation, just before the project started, that has relatively liberal provisions for on-going regularisation for CIS nationals.

In Kazakhstan:

Preparatory meeting with national stakeholders and appointment of country coordinator: September 2007.

Research component:

- Study on Migrant Workers in Kazakhstan. National legislation and international standards and practice, based on a thorough assessment of national legislation for the entry, employment and residence of migrant workers in comparison with international conventions and practices;
- Study on the Employment of Migrant Workers in the Informal Economy in Kazakhstan, in partnership with the Center for Study of Public Opinion, based in Almaty. The study focused on the employment conditions of migrants in sectors of informal economy in Southern Kazakhstan. Labour migrants in the country were found to have very limited awareness of their rights; to have never approached a non-governmental organisation, and to be not trade unions' members. Irregular employment is widespread;
- Background paper on the entitlements of irregular migrant workers under Kazakh legislation (additional to the initial work plan), presented at a regional meeting in Chimkent, Southern Kazakhstan. The paper will be the basis for developing the contents of two informative booklets: one for migrant workers and the other for institutions working with migrant workers;
- Mapping of migrant workers in four districts in Southern Kazakhstan (March-April 2009).

Policy dialogue component:

- Tripartite CAG established;
- National workshop (May 2008) to discuss the study on Decent work and migrants' rights. Results: project counterparts agreed that national legislation on the portability of social security entitlements for migrant workers was not in line with international standards. A training session was scheduled to take place in February 2009 by the ILO on social security entitlements and portability, to support incorporation of international standards in national legislation;
- National workshop (September 2008), to discuss results from the study on migrants' work in the informal sector. Results: action was developed to solicit migrants' membership in trade unions, in collaboration with regional trade union federations; trade unions have been only recently focusing on regularly employed migrants (also as a result of this project), and workers in informal sectors are not a priority target to them; trade unions will thus promote the legalisation of the employment of migrant workers and then promote trade unions' membership. Moreover, regional stakeholders committed themselves to increasing awareness of labour rights among migrants, working together with non-governmental organisations (NGOs to receive appropriate training to improve their capacity to this aim). Finally, the project committed itself to improving occupation and health safety among migrants in the agriculture sector in Southern Kazakhstan, and the agricultural trade union in Southern Kazakhstan recognised that migrant workers fall within its mandate and accepted to promote migrants' membership;
- Roundtable (December 2008), organised jointly by the national Parliament and the ILO, to discuss labour migrants' rights in Kazakhstan as compared to international standards. The event had wide media coverage;
- Consultation meetings in Southern Kazakhstan (Chimkent and Mankent, March 2009), jointly organised by ILO and the national federation of trade unions; regional authorities,

trade unions, employers, labour and police inspectors, and NGOs were gathered together to discuss the outcomes and indications from the study on migrant workers in the informal economy; as a result, the regional trade union agreed to undertake a programme on occupational and safe health principles for farmers in the region.

Capacity building component:

- The training for farmers in Southern Kazakhstan is considered as part of the project's capacity building efforts to the benefit of trade unions; it is scheduled to take place in January-February 2010; training of trainers has been completed in December 2008, as well as the publishing of a reference manual;
- Training session, in October 2008, for members of the working group tasked with the development of national guidelines to expand the membership of labour migrants in trade unions;
- Study visit to Spain, November 2008, together with Russian stakeholders, focussed on methodologies for the assessment of labour demand and admission policies (activity added following the national workshop in May on Decent work and migrant rights);
- Two day training programme on migrants' social rights, with particular regard to the portability of social security entitlements, in February 2009;
- Seminar in Southern Kazakhstan on the rights of irregular migrants (a new policy subject for government and social actors, brought in by the project);
- Information campaign in Southern Kazakhstan on the rights of irregular migrants (April-May 2009, with a final seminar in June 2009);
- Activities planned for the coming period include: a training for legal advisers working with NGOs and trade unions in Southern Kazakhstan on the human and labour rights of irregular migrants; support to the development of procedures for their regularisation under national legislation; the dissemination of information on the legal recruitment and employment of migrants by employers' organisations; the development, discussion, finalisation, publication and dissemination of a manual on occupation safety and health in agriculture.

In the Kyrgyz Republic:

Preparatory meeting with national stakeholders and appointment of country coordinator: September 2007.

Office space identified in Jan 2008.

Research component:

- Review of bilateral and multilateral agreements concerning the portability of professional qualifications, which highlighted that while portability is already regulated by existing agreements, a key concern is the limited recognition of education and vocational training qualifications by the private sector. Regional and bilateral agreements on the mutual recognition of qualifications were already in place but, in practice, public certificates of qualifications were not valued in the labour market.
- Study on Labour Migration and the Productive Utilisation of Human Resources in Kyrgyzstan. The study looked at labour migration from the perspective of human capital development. It focused on how to improve the quality of the educational offer, including of vocational training, and the cross-border portability of qualifications of Kyrgyz migrant workers, as a means to enhancing the productive capacity of human resources and to support the management of labour migration. It also assessed the comparability of standards used by professional boards in occupations in demand in the labour market. The study confirmed the declining level of skills of migrants and perspective migrants, and was instrumental to establish cross references between gaps in the country's education system and labour markets' demand in the country and in the main receiving countries of Kyrgyz workers (the Russian Federation and Kazakhstan). It also highlighted the lack of human resources development policies and practice in Kyrgyzstan;
- Qualification Reference Book in the construction sector.

Policy dialogue component:

- Tripartite CAG established;
- National workshop (September 2008) to discuss the study findings and recommendations, and
- Inter-agency working group meeting (November 2008). These meetings resulted in the project engagement in supporting an update of the occupational classification for occupations in demand in the country and in the region, starting with the construction sector (the Common Tariff and Qualification Reference Book of Jobs and Professions of Workers), in order to achieve greater accuracy in the classification of jobs and vacancies, and transparency in the remuneration range for such occupations. Moreover, the project supported the establishment of a regional working group, involving stakeholders in Kyrgyzstan, Kazakhstan and the Russian Federation, tasked with making recommendations for standardisation and quality control of the vocational training offer across the target region;
- National workshop (July 2009), organized jointly by the working group and expert team at the Ministry of Labour and Social Development, to discuss the findings of the survey on the qualifications in the construction sector;
- Participation to regional CIS consultations concerning the amendment of legislation on labour migration;

- Regional Consultations (Lake Issyk Kul, 27-29 October 2009), organized jointly by the Kyrgyz Ministry of Labour, State Committee on Employment and Migration and the ILO. Participants included senior government officials, social partners, researchers and international organizations from Armenia, Kazakhstan, Kyrgyzstan, Tajikistan, and the Russian Federation. Twofold focus on migration and development, and on human resources development and labour mobility. The discussion on human resources development and labour mobility focused on skills accreditation, as a means to enhance the regional portability of qualifications, and the mobility of qualified labour and students; recommendations highlighted the importance of making updated information available to concerned stakeholders, and to perspective migrants, about employment opportunities and skills requirements within the country and in the labour markets of the main destination countries. Moreover, National Qualification Frameworks, harmonized across the region, should be developed to establish agreed quality standards; links between private sector and vocational education providers should be strengthened, with an aim to develop training programs that are in line with the demands of the labour market, and are thus recognised by employers.

Capacity building component:

- Training session to trade unions on labour migration, which resulted in supporting the development of the trade union federation's program on labour migration for 2009-2010;
- Study visit of Kyrgyz government and social stakeholders to the Russian Federation and Kazakhstan (June 2009);
- ILO contribution to CIS/Eurasian Economic Community model legislation concerning migrant workers;
- Dissemination of ILO materials on labour standards for migrant workers, including the ILO Multilateral Framework; the Handbook on Labour Migration; the Guide on Regulation of Private Employment Agencies.

In Tajikistan:

First preparatory mission (with the participation of technical staff from ILO Headquarters): end of August – September 2007.

Research component:

- Tajikistan Country Study on Migration and Development. According to the study, temporary and seasonal migration from the country is on the increase, while the offer for skilled labour overcomes demand. However, there are no policies in place to promote return of the skilled, nor to facilitate the transfer of knowledge and expertise, or to encourage diaspóra's investments;
- Tajikistan Country Study on Remittances and Development, coordinated by the same Armenian research centre which carried out the country study for Armenia, as research capacity in the country was found to be limited.

Policy dialogue component:

- Project Country Advisory Group meeting to discuss the draft report of the study on Migration and Development;
- National workshop to discuss the findings and recommendations of the study on Migration and Development. As a result, the Ministry of Labour has for the first time engaged in the development of a work-plan to enhance diaspora engagement for the development of their home country, as well as to verify the opportunity to establish a register of returnees who have skills in sectors in demand in the country. Moreover, the Ministry of Labour has agreed to allocate own resources, in addition to project resources, to establish a web-based skills register for occupations in demand in the country, in order to support the return of needed human resources; it also decided to expand the scope of the project activity, and include a voluntary registration of all categories of returnees to match their skills with existing job vacancies in the public employment system;
- Meeting with credit and financial institutions to present the findings of the study on Migration and Remittances (May 2009);
- Meeting with the Central Bank, as well as credit and financial institutions, to discuss the actual implementation of the study's proposals (November 2009).

Capacity building component:

- The construction trade union established 3 information resource centres; entered into a bilateral agreement with the construction trade union in the Russian Federation to have Tajik workers registered and protected by peer trade unions in the Russian Federation; prepared and disseminated information materials addressed to perspective migrants on available facilities in the Russian Federation;
- Support to the construction trade union on information and advocacy work for migrants and potential migrants, as well as on vocational training programs (language and professional skills) to support the inclusion of would-be emigrants in the labour market of the Russian Federation;
- Study visit to Armenia;
- Support to the Executive President's Office to develop a Concept Note, and related work-plan, on the diaspora engagement as development partners in Tajikistan; this included the establishment of a dedicated working group;
- Support to the Ministry of Labour to develop the skills' register for returnees, and the staff capacity thereof;

- Support to the development of guidelines on ethical recruitment and private sector reforms: the ILO Guide on Private Employment Agencies was broadly disseminated, making information on international standards available.

In Armenia:

First preparatory mission: October 2007. Staffing and office space was shared with the ILO South Caucasus anti-trafficking project from the end of October 2007. New and more adequate office space and a project assistant were in place after March 2008.

Research component:

- Armenia Country Study on Migration and Development, focusing on return migration, skilled migration and diaspora engagement; among its follow-up outcomes, the government's engagement in producing a Handbook on Armenians Abroad;
- Study on Remittances and Development, focusing on the saving and investment potential of remittances in Armenia.

Policy dialogue component:

- National workshop (July 2008), to discuss the findings of both studies. Credit and financial institutions were invited to participate. Final recommendations have been used by the newly established Ministry of Diaspora to develop the national strategy to engage the Armenian diaspora further for the development of their home country. Moreover, the project advocated for funding from DFID to support the Ministry of Diaspora to develop a Handbook on Armenians abroad. The Ministry of Labour became also interested in establishing a register on skilled Armenian abroad, with ILO support, and allocated own resources, in addition to project resources, to establish a web based skills register for occupations in demand in the country; it also decided to expand the scope of the project activity, to include a voluntary registration of all categories of returnees to match their skills with existing job vacancies in the public employment system;
- Consultations (October 2009) and individual meetings with banks and financial institutions to discuss the inputs from the study on remittances and development. One of the financial schemes proposed, the Migrants Savings and Investment Trust, has been included by the OSCE in a project proposal submitted to IFAD, in partnership with Armenian partners.

Capacity building component:

- Support on the provision of information to perspective migrants to the Russian Federation through the Migrant Support Point in Yerevan (efforts to open a MSP in Gyumri were unsuccessful), which was established by the Migration Agency and regional administration with UNDP support; information focused on promoting trade union membership and spreading awareness of labour rights, as information on entry procedures and requirements in the Russian Federation were already covered by the UNDP project;
- Training to the Migrant Support Point's personnel and support to advertise MSP's work;
- Study visit to Tajikistan and to the Russian Federation;
- Technical support to develop the Handbook on Armenians Abroad, to be widely distributed through Armenian representations abroad (in addition to the initial work plan); the final version of the Handbook is currently being finalised;
- Support to develop the skills' register for returnees is being provided (additional activity).

ANNEX II - List of interviews held during the field mission

Constituents from Kyrgyzstan

29 October 2009, Issyk-Kul

Group interview in the context of the Regional Consultations on the Effective Governance of Labour Migration – improving Labour Mobility and Enhancing the Development Impact of Migration:

Ms. Elmira Sagynaliyevna Eshalieva, Senior Consultant, Committee for social policy, migration and health care issues, Jogorku Kenesh of the Kyrgyz Republic (Kyrgyz Parliament)

Ms. Aigul Ajikabylova Shabdanova, Consultant, Jogorku Kenesh of the Kyrgyz Republic (Kyrgyz Parliament)

Mr. Igor Mihailovich Gromov, Chairman, Sector for Migration regulation strategy and programs, Ministry of Labour, Employment and Migration

Ms. Tleu Abimovna Abubakirova, Chief, Department for Labour and employment statistics, National Statistic Committee

Ms. Asel Isatbekovna Asanbekova, Key specialist, Department for Labour and employment statistics, National Statistic Committee

Ms. Svetlana Fedorovna Semenova, Head, Department for Social and economic security, Federation of Trade Unions

Mr. Alybek Kadyrovich Kadyrov, Chairperson, National Confederation of Employers

Mr. Tolon Samudinovich Turganbaev, National expert

Ms. Aleksandra Viktorovna Filatova, Director, Analytical Consortium “Perspectiva”

Ms. Kumushkan Konourbaeva, National Project Coordinator in Kyrgyzstan, ILO Sub-regional Office in Moscow

Constituents from Armenia

29 October 2009, Issyk-Kul

Group interview in the context of the Regional Consultations on the Effective Governance of Labour Migration – improving Labour Mobility and Enhancing the Development Impact of Migration:

Mr. Sevak Alekryan, Head, Employment Division, Ministry of Labour and Social Issues

Ms. Zhenya Azizyan, Head, All-Armenian Projects Department, Ministry of Diaspora Issues

Mr. Gagik Yeganyan, Head, Migration Agency, Ministry of Territorial Administration

Ms. Svetlana Grigoryan, Head, Management Consultancy Division, Republican Union of Employers

Ms. Elen Manaseryan, Senior Specialist, Focal Point for Migration and Trafficking, Legal Division, Confederation of Trade Unions

Mr. Aleksandr Poghosyan, President, Alpha Plus Consulting

Ms. Anush Aghabalyan, National Project Coordinator in Armenia, ILO Sub-regional Office in Moscow

Constituents from Kazakhstan

31 October 2009, Shymkent

Individual interview with:

Ms. Alya Ilyassova, National Project Coordinator in Kazakhstan, ILO Sub-regional Office in Moscow

Group interview at the premises of the Regional Trade Union, Shymkent:

Ms. Gulnara Zhumageldieva, Director, Department of Social and Economic issues, National Federation of Trade Unions

Mr. Sherimkulov, Chairperson, South Kazakhstan Council of Trade Unions

Mr. Barlybai Kuandykov, Chairperson, South Kazakhstan Committee, Trade Union of the Agricultural and Industrial Complex
Mr. Sungart Tugelbayev, Deputy Head, Migration Police, SKO Department of Internal Affairs
Mr. Sharipov Galymzhan, Director, Department of the Ministry of Labour and Social Protection of the Population of South Kazakhstan
Mr. Zhenisbek Maulenkov, Head, management of coordination of employment and social protection, South Kazakhstan
Mr. Kappar Seidaliev, Head, Management of coordination of employment and social programs, South Kazakhstan
Mr. Bostan Ibraev, Senior Editor, Trade Union newspaper “Enbekzhane Zeinet”
Mr. Zhemis Abdalyev, NGO “Bereke”
Ms. Nadir Zhunisbekov, NGO “Bereke”
Ms. Alina Zhunisbekova, NGO “Bereke”
Mr. Marat Dzhakupov, Lawyer, NGO Legal Women Initiative “Sana-Sezim”
Ms. Zaure Balbarakova, Deputy President, Association “Business Women”
Ms. Rosa Abdurasimosa, Senior Specialist of the Management of Migration and Demography, ...

Group interviews with:

employers and workers in the construction sector and at the local Sairamski Rayon market.

1st November 2009, Turkestan

Group interview with:

employers and qualified migrant workers at the premises of a local factory.

Constituents from Tajikistan

3 November 2009, Dushanbe

Individual interviews with

Ms. Gulchera Ziyaeva, National Project Coordinator in Tajikistan, ILO Sub-regional Office in Moscow

Mr. Anoyatsho Muborakshoev, Chairman, Construction Trade Union

3 November 2009, Kurgan-Tyube

Visit to the Construction trade Union’s Consultancy Centre

4 November 2009, Dushanbe

Individual interviews with

Mr. Subhon Ashurov, Deputy Minister, Ministry of Labour and Social Protection of the Population

Mr. Ratislav Vrbensky, Country Manager, UNDP

Mr. Alisher Yarbabaev, Head of Department, Employment and Social Protection of the Population, Executive Office of the President of the Republic of Tajikistan

Mr. Abdunabi Sattorzoda Mirzoev, National expert

Constituents from the Russian Federation

5 November 2009, Moscow

Group interview with:

Mr. Nilim Baruah, Project Coordinator, ILO Sub-regional Office in Moscow

Ms. Irina Sinelina, Evaluation Officer, ILO Sub-regional Office in Moscow

Ms. Natalya Hofmann, National Project Coordinator in Russia, ILO Sub-regional Office in Moscow

Ms. Olga Staroverova, Project Assistant, ILO Sub-regional Office in Moscow

Individual interviews with:

Mr. Viktor Komarovskiy, Advisor to the Director, Department of Labour Relations and Labour Market, Russian Union of Employers and Entrepreneurs

6 November 2009, Moscow

Individual interviews with:

Mr. Georgy Gadenko, Deputy Head Department, Employment and Labour Migration, Ministry of Health and Social Development of the Russian Federation

Mr. Oleg Sokolov, Chief Department, Socio-Labour and Social Partnership Relations, Federation of Independent Trade Unions

Mr. Almazbek Asanbaev, Attaché on Labour issues, Kyrgyz Migration Resource Center