

PROJECT RAF/02/12/EEC
Managing Labour Migration for Development and Integration in
the EuroMed, West Africa and East Africa

Final External Evaluation

by

Dr. Savina C. Ammassari
Independent Consultant

July 2006

Table of contents

Acknowledgements	3
Acronyms and abbreviations	3
Executive summary	4
1. Introduction	6
2. Objectives and scope of the evaluation	8
3. Methodology of the evaluation	9
4. Findings of the evaluation	9
4.1 Relevance, clarity and quality of the project's objectives and design	9
4.1.1 Relevance of the Project to national and regional development priorities and needs regarding labour migration	10
4.1.2 Clarity and realism of the project's overall and immediate objectives	10
4.1.3 Relevance of the project to the objectives and priorities of the ILO	11
4.1.4 Appropriateness and feasibility of the project's strategy	12
4.2 Adequacy and effectiveness of project implementation	13
4.2.1 Extent to which project execution focussed on the achievement of the objectives	13
4.2.2 Project results and assessment of outputs produced to date	14
4.2.3 Diffusion of project outputs and findings	18
4.2.4 Creation of awareness on labour migration challenges and benefits	18
4.2.5 Ownership, interaction and commitment of partners and beneficiaries	19
4.2.6 Collaboration and coordination with other relevant regional organisations	19
4.3 Project performance in terms of efficiency	20
4.3.1 Quality and timeliness of output delivery	20
4.3.2 Implementation difficulties in terms of structures and resources	21
4.4 Sustainability of outcomes and impacts	21
5. Recommendations	22
Annexes	24

Acknowledgements

The author of this report wishes to thank all those who have participated in the interviews and meetings and have shared valuable information, insights and views.

Special thanks go to Patrick Taran, Senior Migration Specialist and Céline Peyron, Migration Officer at the ILO who have provided valuable support during the evaluation.

Acronyms and abbreviations

AU African Union

DG Directorate General

EC European Commission

ILO International Labour Organization

IOM International Organization for Migration

EAC East African Community

EU European Union

ECOWAS Economic Community of West African States

NEPAD New Partnership for Africa Development

UEMOA West African Economic and Monetary Union

EXECUTIVE SUMMARY

This report presents the findings of the external evaluation of the project 'Managing Labour Migration for Development and Integration in the Euro-med, West Africa and East Africa' (PROJECT RAF/02/12/EEC). The project was implemented by the International Organization of Labour (ILO) with funding from the European Commission from April 2004 to July 2006.

The evaluation took place at the end of the project cycle in June 2006. It aimed to assess the relevance, clarity and quality of the project's design and objectives; the adequacy and effectiveness of project implementation; the project's performance in terms of efficiency; the sustainability of project outcomes and its development impacts; and any possible unanticipated results of the project. It has used data from different sources including a desk review and interviews and consultations with various stakeholders.

The project has sought to achieve many critical objectives that reflect the urgent need to improve the governance of migration. Its aims were to improve the collaboration and cooperation between different countries and regions through the development of an ongoing dialogue and experience exchange in the field of labour migration. It also aimed to produce a stronger awareness among project stakeholders with regard to migration issues, to strengthen their capacity to develop and implement migration management measures, to enhance the adoption and practical implementation of international standards, to facilitate the elaboration new policy frameworks, guidelines and manuals and to establish specific international cooperation mechanisms as well as possible multilateral agreements to better regulate labour migration as a tool for development.

The evaluation found that the project is relevant to national and regional development priorities on labour migration in the three geographical areas it covered. The project is consistent with the objectives and priorities of the ILO and addresses the concerns of the European Commission. It has complemented ongoing efforts promoted within the framework of regional initiatives like those of EuroMed, the Economic Community of West African States (ECOWAS), the West African Economic and Monetary Union (UEMOA), the East Africa Community (ECA) and the New Partnership for Africa Development (NEPAD).

The project could have benefited from a more realistic design based on a feasibility assessment and a clearer definition of priority needs. Stakeholders should have been involved in such a preliminary exercise. This would have helped strengthening the project's rationale and allocating resources more strategically, especially by operating a distinction between short, medium and long term objectives and by keeping sustainability issues into due account.

Despite the difficulties that have emerged during its implementation, the project has achieved a series of important results. In particular, the project has increased the awareness of different stakeholders with regard to migration issues. It has promoted a better understanding of its causes and consequences and the urgent need to join efforts in order to manage migration for the benefit of all. A great deal of information and data on migration has been produced which are critically needed to develop new comprehensive policy frameworks and to devise effective migration management measures.

The research and the discussion of its findings at seminars and conferences has helped building the capacity of stakeholders on different aspects of labour migration. The dialogue and experience exchange on labour migration has proven instrumental to improve the collaboration and cooperation between different countries and regions. A particularly significant contribution of the project has been the establishment of tripartite consultation mechanisms on labour migration. In some countries this has led to the elaboration of new migration policy initiatives. In general the project has succeeded in catalysing much interest in and commitment to the need of improving the governance of migration.

The dialogue on labour migration has been facilitated by the establishment of Focal Points and national Tripartite Migration Committees. With their help some common areas of concern have been identified and possible forms of cooperation discussed. However, these structures, which were meant to be permanent, have not sufficiently been institutionalised for their members to take concrete actions and to carry initiatives forward after the conclusion of the project. Such a process would have required more time and resources. It has too prematurely been interrupted to ensure the sustainability of some of the project's outcomes and impacts.

The evaluation concludes that the achievements made so far will need to be consolidated and amplified during a new phase of the project. Toward this aim the following lessons and recommendations should be taken into consideration:

1. While the scope of the pilot phase was excessively broad, the next phase would need to adopt a more narrow focus. The analysis should aim to establish concrete opportunities and constraints and find suitable entry points to develop practical initiatives which can help improving the governance of migration at national, regional and international levels.
2. The objectives pursued during a new phase will have to be defined on the basis of a clear strategic vision regarding the short-, medium- and long-term objectives in the field of migration management.
3. Implementation strategies should be carefully articulated according to a precise timeline and realistically defined interventions with regard to micro-, meso- and macro-level initiatives.
4. The new phase should as much as possible focus on the regions, sub-regions and countries which already have benefited from the pilot Project. The involvement of new countries which have not participated in the pilot phase should in principle be avoided at this stage.
5. However, a two-track approach could be envisaged, whereby a limited number of countries will be involved in the design and implementation of project initiatives (core countries), whilst the other will only be associated in larger scale consultation exercises and strategic experience exchange initiatives.
6. A multi-step tendering mechanism could be envisioned in the new phase to facilitate the selection of core countries who would receive more extensive support in order to design and implement practical initiatives which would need to adequately respond to the aims and strategies of the new phase of the Project.
7. The dialogue will need to be expanded to include not only labour ministries and social partners, but also other government departments than those dealing with labour and employment. A special effort will need to be made to avoid duplication of efforts and to create synergies between different initiatives in the field of migration.
8. Representatives of international agencies and civil society organizations will need to be associated more consistently in consultations organised in the next phase of the Project.
9. Technical cooperation will need to be granted during the next phase of the project to support the development and implementation of concrete initiatives aimed at improving the management of labour migration. Careful attention must be paid to striking an adequate balance between country-level requests and needs which will have been identified in a participatory way to match ILO's capacity and comparative advantage and broader migration policy concerns which reach beyond those of one country and region.
10. Specifically tailored training in the form of hands-on workshops will need to be provided to help building expertise and practical know-how at the national and regional levels.
11. Cost-effective ways will need to be sought to manage the efforts and these should as much as possible draw benefits from the existence of ILO field offices and national and regional institutions whose capacity has been built during the pilot phase of the Project.

1. Introduction

Labour migration management is an issue which since several years ranks high on the agenda of policy makers worldwide. Over the years there has been a growing recognition of the critical need for managing migration as an instrument for development. This requires the harmonisation of normative frameworks and elaboration of institutional mechanisms regarding regional economic and social integration initiatives, the development of viable and coherent migration policies through an active involvement of stakeholders in each of the cooperating countries.

In 2002, the ILO responded to a call for grant applications of the European Commission (EU) and submitted a proposal to participate in preparatory actions regarding the 'Cooperation with Third Countries in the Area of Migration'. The grant for the project 'Managing Labour Migration for Development and Integration in the Euro-med, West Africa and East Africa' (PROJECT RAF/02/12/EEC) was awarded in 2004. The project which was expected to last for 18 months was officially launched in May 2004 in Dakar (Senegal).

The general objective of the project was to elaborate and promote the adoption of new policy frameworks and strategies, implementation systems and mechanisms for jointly managing labour force migration as an instrument for development. Originally, the project was designed to focus on several countries in three geographic areas:

1. Ten EuroMed countries situated in the Maghreb and in Southern Europe;
2. Twelve countries in West Africa belonging to ECOWAS; and
3. Three countries in East Africa including Kenya, Tanzania and Uganda as well as Ethiopia, Eritrea and possibly Somalia.

The project was designed in response to several requests for assistance regarding labour migration management the ILO received from individual governments as well as from representatives of countries who participated in regional seminars on migration. Among the latter, the most important were the International Migration Policy Seminar for West Africa held in Dakar in December 2001 and the International Migration Policy Seminar for East Africa and the Horn of Africa held in Nairobi in May 2002.

The project has adopted a four-prong strategy with the following aims:

1. Expanding the data and knowledge base on labour migration;
2. Building the capacity of stakeholders through experience exchange and training;
3. Facilitating social dialogue to promote stakeholder engagement and cooperation; and
4. Enhancing cooperation on advocacy and administration.

The project foresaw a broad range of activities which were to complement each other.

These activities are outlined in the EU grant application and include as follows:

Box 1. Activities foreseen in the project proposal

- 1) Establish a field-based operational team, in cooperation with existing expert staff, regional experts and tripartite;
- 2) Extend data on labour migration within, from and into the sub-regions addressed by the project, and conduct research on the nexus between regional integration, migration and development.
- 3) Engage in consultations with representatives of governments and social partners in concerned countries to inform and engage in project, to identify interests and model experiences, and to assess needs for direct technical cooperation.
- 4) Identify, review and draw lessons from past experiences of bilateral labour migration programmes and mechanisms within Europe, between Europe and third countries, and in other regional and inter-regional contexts.
- 5) Identify mechanisms with capacity or potential to assess supply of potential migrant labour (high- and low-skilled) and to identify potential employment needs or opportunities for foreign labour.
- 6) Based on review of past ILO, EU, government and social partner experience, develop options for future policy and mechanisms to organize orderly labour migration, particularly potential mechanisms for sub-regional, regional and inter-regional cooperation.
- 7) Elaborate technical working manual(s) adapted to regions covered on labour migration management, incorporating extensive existing ILO material and from other sources, on:
 - a. Migration policy, systems, and procedures,
 - b. Standards and legislative approaches on foreign labour contracting and foreign employment
 - c. Procedures for admission/work permits/return.
 - d. Obtaining and utilizing labour migration statistics in migration management
 - e. Coverage of migrant workers under labour laws
- 8) Based on existing requests and commitments, organize sub-regional capacity building and cooperation seminars, to:
 - a. Provide technical training and capacity building on various aspects of migration
 - b. Test and critique potential policy options and mechanisms for international labour migration arising from research and prior models.
 - c. Explore migration and development linkages and responses
 - d. Develop specific options and potential agreements on cooperation.
- 9) Organize and conduct technical advisory missions to select number of countries in Maghreb and West Africa regions to assess national conditions and needs, establish priorities and plan of action, and provide specific technical assistance in policy formulation, definition of administrative structures and operational measures.
- 10) Organize an inter-regional consultation to review emerging policy options and mechanisms for regional and inter-regional labour migration, evaluate progress and results of technical advisory activity and sub-regional consultations, and formulate recommendations for future activity and policy.
- 11) Conduct ILO review of project implementation, accomplishments, lacunae, identify directions for follow-up activity, and organize dissemination of project learnings.
- 12) Prepare narrative and financial summary reports and an evaluation of the project

Source: ILO Grant Application 2002. Preparatory Actions: "Cooperation with Third Countries in the Area of Migration".

The amount of the grant obtained for the project was of 1.5 million Euros for a period of 18 months. The project was expected to start in late 2002. However, for a number of administrative delays on both the ILO and the EU side, it was officially launched in Dakar (Senegal) only at the end of April 2004. It reached conclusion in July 2006.

The expected results of the project, as outlined in the original grant proposal, were the following¹:

- 1) Enhanced cooperation achieved between North Africa, West Africa and Europe through exchange of expertise and dialogue.
- 2) Elaboration of specific mechanisms of cooperation and possible multilateral agreements on labour migration policy and administration in these regions.
- 3) Development of regional policy frameworks, guidelines and technical manuals for formulation of national policy and administration.
- 4) Improved national labour migration policy and practice put in place through provision of direct technical assistance to governments and social partners.
- 5) Better awareness and understanding among all stakeholders of regional and sub-regional labour migration conditions, trends, migration policy and development issues through research and documentation and their wide dissemination.
- 6) Implementation of international standards by concerned countries as basis for sound national policy and practice.
- 7) Enhancement of capacity on multiple aspects of labour migration regulation, administration, data collection and analysis, policy formulation, etc.

2. Objectives and scope of the evaluation

The final evaluation of the project, whose findings are presented in this report, was conducted in June 2006.

The aim of the evaluation was to assess the achievement of the general and immediate objectives of the project with regard to the above-mentioned outputs and outcomes and to formulate concrete recommendations for the future. The recommendations should aim to consolidate progress made so far and help to design an eventual new phase of the project.

The evaluation covers the project's implementation phase which eventually lasted from July 2004 to July 2006 because the project was extended for six months. It focuses on the design, implementation and performance of the project in the three African sub-regions concerned by the interventions.

According to its Terms of Reference (TOR) the evaluation deals with the following aspects:

1. Relevance, clarity and quality of the project's design and objectives, including²:
 - Relevance of the project to national and regional development priorities and needs on labour migration.
 - Clarity and realism of the project development and immediate objectives, including duration of the project and identification of beneficiaries.
 - Relevance of the project to ILO objectives and priorities.
 - Appropriateness and feasibility and relevance of project strategy, including clarity and logical consistency between inputs, activities, outputs towards the achievements of the objectives.
2. Adequacy and effectiveness of project implementation, including:
 - Extent to which project execution focussed on the achievement of the objectives.
 - Ownership, interaction and commitment of partners and beneficiaries.
 - Collaboration and coordination with other relevant regional organisations.

¹ See ILO Grant Application 2002. Preparatory Actions: "Cooperation with Third Countries in the Area of Migration".

² See Terms of Reference (TOR) of the evaluation in Annex 1.

- Project results, including an assessment of the outputs produced to date (quantity and quality as compared with work-plan matrix).
- Diffusion of project outputs and findings and creation of awareness on labour migration challenges and benefits.

3. Project performance in terms of efficiency:

- Quality and timeliness of output delivery.
- Implementation difficulties in terms of structures and resources.

4. Sustainability of outcomes and development impacts:

- Interest, involvement and commitment of national and regional stakeholders and of other UN agencies and donors to support the project and enhance project achievements.
- Indications that capacity of partner institutions was strengthened and what needs to be done to enhance this in the future.
- Likelihood that the positive effects of the project will sustain for an extended period after the technical external assistance.

5. Unanticipated results of the project and how to deal with them.

Due to the limited resources allocated to this evaluation it was agreed between the ILO Project Team and the consultant that the analysis regarding project implementation would not focus on issues concerning the cost-effectiveness of the project, the adequacy of management and backstopping mechanisms and the aspects related to monitoring and evaluation performed during the course of the project.

3. Methodology of the evaluation

The evaluation made use of information from different sources with the aim of information gathering and data acquisition as well as confirmation and validation of the evidence. On the one hand, a desk review of project documents, reports, publications and supporting materials was carried out. On the other hand, face-to-face interviews were conducted in Geneva and in Brussels with project staff and representatives of funding institutions. Furthermore, implementing partners, stakeholders, and direct beneficiaries were interviewed over the phone.

Respondents were identified by the consultant in collaboration with the ILO Project Team³. They included ILO and project staff, senior officials in labour ministries, representatives of trade unions and employer organizations, and experts of the European Commission.

4. Findings of the evaluation

The premise at the basis of the project is that migration is not to be seen only as an adverse phenomenon. De facto, if properly regulated international migration becomes an important vehicle to enhance development in sending, receiving and transit countries. Migration management is therefore a critical instrument which serves also to counteract fast expanding adverse phenomena such as irregular migration and human trafficking which require urgent concerted responses.

4.1 Relevance, clarity and quality of the project's objectives and design

The general objective of the project 'Managing Labour Migration for Development and Integration in the Euro-med, West Africa and East Africa' (PROJECT RAF/02/12/EEC), from now on called the Project, is of great relevance. It addresses the urgent need of improving the governance of migration. Cross-border flows of people are on the rise and this trend is unlikely to reverse in the next future. International migration from lower to

³ See list of persons interviewed in Annex 2.

higher income countries is triggered by the widening gaps in income opportunities and welfare and by the effects of globalisation exercises upon labour markets.

4.1.1 Relevance of the Project to national and regional development priorities and needs regarding labour migration

The project responds to regional needs and priorities on labour migration in the three geographic areas which it covered. It was aimed at elaborating and implementing a comprehensive approach toward the development of migration management policies and measures that facilitate regional economic integration and social development.

The project addresses the concerns of the EU and of African States and fits well with ongoing efforts promoted within the framework of regional initiatives including those carried forward by EuroMed, the Economic Community of West African States (ECOWAS), the West African Economic and Monetary Union (UEMOA), the East Africa Community (EAC) and the New Partnership for Africa Development (NEPAD).

Countries like Algeria, Morocco, Mauritania, Tunisia and Libya are increasingly confronted, in addition to emigration pressures, with the transit of irregular migrants who wish to enter Europe. The governments of these five countries are keen on adopting a common approach in dealing with this rising challenge. Their dialogue, exchange and cooperation with European countries on the other shore of the Western Mediterranean was strengthened through a number of initiatives which were triggered by the Barcelona Process and the 5+5 Ministerial Dialogue on Migration.

Freedom of movement, place of residence and establishment in West Africa is a key issue which has been dealt with as a relevant part of the regional integration agenda. While treaty protocols of the UEMOA and ECOWAS have made provisions for the application of this principle, related measures have not been fully applied in most countries. The Project has aimed to overcome practical obstacles and forge the way forward to enhance the application of these principles.

Also in East Africa regional integration is being pursued through the free movement of persons, labour and services across borders and the application of the right of establishment and residence of citizens of member countries of the EAC. The Protocol on the establishment of an EAC Custom Union has entered into force in January 2005 and sets the ground for accelerating the process of regional integration.

The Project sought to achieve a relevant number of results based upon an enhanced collaboration and cooperation between countries and regions through an ongoing dialogue and exchange of experiences in the field of labour migration. It aimed to produce a greater awareness toward an improved understanding of stakeholders regarding migration issues, to strengthen the capacity of stakeholders to develop and implement migration management measures, to facilitate the adoption and practical implementation of international standards, to elaborate new policy frameworks, guidelines and manuals and to establish specific international cooperation mechanisms as well as possible multilateral agreements to better regulate labour migration as a tool for development.

4.1.2 Clarity and realism of the project's overall and immediate objectives

The aims of the project turned out to be overly ambitious given its short duration and relatively limited resources. This problem was recognised by the ILO Project Team and by its partners who realised that the development of a comprehensive and sustainable migration management regime requires time and a clear long-term vision allowing for the step by step negotiation and implementation of joint strategies. Therefore, the Project came to be seen from its inception as a 'pilot' or as 'a major stage' in a process that needed to be taken forward after the conclusion of the planned activities.

To facilitate the work toward the achievement of the Project's overall objectives and expected results, a set of immediate operational objectives were defined by the ILO Project Team in collaboration with sub-regional staff of the Project and of the ILO as well

as with a number of ILO experts working on a range of disciplines pertaining to labour migration. This was done for the sake of clarity during a workshop which was held in Turin in August 2004 and represented a necessary step to produce concrete outcomes.

The expected outcomes of the Project were displayed in a series of programme planning matrices. One regards the Project as a whole and the others deal with the four specific components of the Project which were conceived as complementary streams of activities. Thus the programme planning matrices identify a series of general and specific activities, their aim and timeframe as well as institutions involved in the implementation of activities and their expected outputs and related results.

The Project could have benefited from a wider participation of stakeholders in the definition of its immediate objectives and its operational strategies in each sub-regional and national context. However, this was not possible because the ILO did not have resources available to conduct preliminary consultations before the start up of the Project. This was designed based on recommendations from another ILO project on migration which covered West Africa countries and had come to a conclusion. Furthermore, inputs on the operational focus and objectives of project activities were drawn from constituents during the East Africa "launch" conference in Arusha in December 2004 and the first Maghreb seminar in Algiers in March 2005.

The insufficient participation of representatives from national and regional institutions targeted by the Project in its initial design was perceived as one of its main weaknesses by those interviewed during the evaluation. It is clear that such broader participation would have helped ensuring a more realistic establishment of objectives based on national and regional needs and in tailoring strategies and activities to regional and national priorities. However, while keeping in mind the limited availability of human and financial resources of the Project along with its pilot character, it may be argued that, in order to reach the preliminary goals, embracing a broader scope at this stage presented some advantages.

4.1.3 Relevance of the project to the objectives and priorities of the ILO

The Project is consistent with the objectives and priorities of the International Labour Organization (ILO). Labour migration is an issue the ILO has been dealing with for a long time. In line with its mandate the ILO provides technical and advisory services and plays an important role in setting standards at international level to facilitate the formulation of sound regional and national policy and practice.

Several conventions have been adopted by the ILO to protect migrant labourers and their families and to deal with problems related to irregular migration and the trafficking in human beings. Labour migration ranks high on the policy agenda of the ILO. It was the main topic of tripartite discussion at the International Labour Conference of 2004 whose outcome was an ILO Multilateral Framework for Labour Migration. This was developed with the aim to help tripartite constituents developing national, regional and international measures to better regulate and manage labour migration for the benefit of all.

The special advantage of the ILO lies in its tripartite approach involving labour confederations, employer organizations as well as governments. The organization operates in 176 member countries. Current efforts in the field of labour migration build upon the ILO Convention for Employment of 1949 (no. 97) and its supplementing Recommendations (no. 86) which focus on the standards which should be applied in the recruitment of migrants and on their working conditions; the ILO Convention of 1975 (no. 143) and related Recommendation (no. 151) which reiterate the rights of migrant workers and deal with the issues of irregular migration and human trafficking; and the more recent Declaration on Fundamental Principles and Rights at Work emphasising the need of giving special attention to migrant workers which was adopted in 1998.

4.1.4 Appropriateness and feasibility of the project's strategy

The strategy adopted by the Project to achieve its objectives appears to be appropriate. Yet, insufficient attention was paid to evaluating the feasibility of this strategy in the light of the short timeframe of the initiative and the great number of countries that it was designed to target. The limited time span over which interventions were to be carried out needed to be considered more carefully to assess the achievability of the desired results and to ensure the sustainability of the outcomes.

The strategy of the Project consisted of four complementary streams of activities deriving from the following aims:

1. Expanding the data and knowledge base on labour migration was seen as a critical step toward a better awareness and an improved understanding among stakeholders of the situation of labour migration and of related policy issues. This was to be achieved by conducting research and studies in different countries and by incorporating the findings in more synthetically formulated regional reports. The national studies sought to provide a comprehensive review of (a) available migration data and statistics, (b) relevant legislation pertaining to labour migration, and (c) the links between migration and development. The Project aimed to publish the findings of the research and to disseminate these widely. Research results and recommendations were to be validated by relevant stakeholders at sub-regional meetings and seminars.

2. Building awareness and capacity of stakeholders was envisaged by the Project through a series of thematic consultations, seminars and workshops, press conferences and by means of advocacy and technical cooperation activities. These activities were meant to facilitate the exchange of experiences and best practices and to foster a common understanding of various aspects of labour migration (e.g., regulation, administration, data collection and analysis, policy formulation). The Project aimed to produce guidelines and manuals to help with the formulation of national policy and the development of related administrative mechanisms.

3. Facilitating social dialogue to promote stakeholder engagement and cooperation was considered a key strategy to achieve the objectives of the project. Tripartite consultations at both regional and national levels were to be promoted throughout the entire project cycle. For this purpose Focal Points were to be designated in each of the countries in a number of participating national organizations (i.e., labour ministries, labour organizations and employer institutions). Their role was conceived in a way to facilitate ongoing consultations on project activities and to ensure a regular communication with project coordinators. Furthermore, the Project aimed to support the formation of national tripartite committees on labour migration in each country whose responsibility was to develop concrete policy and project proposals.

4. Establishing legislative and administrative foundations for migration management was envisaged by means of technical cooperation activities and other forms of support such as advocacy to raise awareness around the need for improvements in migration-related legislation, data collection, administration and policy.

The review of the programme planning matrices revealed that there is logical consistency between inputs, activities, outputs towards the achievements of the project's immediate objectives. However, the project could have benefited from a clearer and more realistic design based on a thorough *ex-ante* evaluation of feasibility (including a verification of assumptions and risks) and a more thorough assessment and definition of priority needs. Relevant stakeholders in each targeted region and country should have been actively associated in such an assessment. This would have helped strengthening the Project rationale and allocating resources more strategically, in particular by operating a clearer distinction between short, medium and long term objectives and by keeping sustainability issues in due consideration.

Undeniably, an effort to establish a better focus for the Project was made early on. It consisted in the decision to concentrate activities in a smaller number of countries than that originally envisioned in the grant proposal. The Project ended up targeting five out

of ten EuroMed countries, all of which are located in North Africa, seven out of twelve countries in West Africa, and all of the three out of six East African countries which were meant to be included from the beginning. A special focus was established on Kenya, Tanzania and Uganda in East Africa, Cap Verde, Gambia and Mauritania in West Africa, and Algeria, Morocco and Tunisia in North Africa.

Some countries were involved in a larger number of project activities than others. Algeria, Mauritania, Morocco, Tunisia participated in all project activities, whilst Libya participated in three sub-regional seminar. Similarly, Burkina Faso, Cape Verde, Gambia, Mali and Senegal benefited from the whole activity package, whereas this was not the case of Ghana and Nigeria. These last two countries were taken on board at a slightly later stage and participated in a ministerial conference held in Dakar in July 2005 in view of taking part in another, complementary ILO project dealing with counter trafficking. Kenya, Tanzania and Uganda were instead targeted by all the activities of the Project.

4.2 Adequacy and effectiveness of project implementation

To implement the Project three sub-regional Project Teams were established respectively in Arusha (Tanzania), in Dakar (Senegal) and in Algiers (Algeria). These were made up of a Project Coordinator, a Project Assistant and a Secretary and had to take care of an ample array of responsibilities such as coordinating and managing project activities, monitoring and reporting results, liaising with other project staff in Geneva and in the other sub-regions, consulting and negotiating with governments and social partners, commissioning new research to external consultants, helping with the organization and facilitation of national and sub-regional seminars, identifying technical cooperation needs, conducting advisory and monitoring missions in concerned countries and elaborating project proposals. Since the necessary competence and expertise is very heterogeneous it could be expected that not all of these tasks could effectively be executed by such a small team.

Overall direction, coordination and management of the Project was granted by a Project Coordinator and a Project Officer at ILO's headquarter level in Geneva. Their task included consultation with governments, regional organizations, the EC and social partner organizations, ensuring coherence with related ILO initiatives, editing and preparation of studies for publication, monitoring and reporting results, monitoring budgets and expenditures and preparation of payments for external consultants. They also had to regularly liaise with sub-regional project staff by electronic mail and telephone and to carry out missions to different regions and countries in order to provide on-site technical support.

Both technical and administrative support to sub-regional Project Teams was also provided by ILO field offices and especially by ILO's senior specialists in the fields of social protection or social security. These had to have a knowledge on migration and to act as Focal Points in order to oversee the implementation of the Project on the ground. Finally, the budget of the Project was managed by finance officers at ILO's headquarters and field offices.

Furthermore, a close collaboration was established between the Project and the International Training Centre of the ILO in Turin. This latter participated in the planning, organisation and management of most capacity building and training activities such as the sub-regional seminars and workshops.

4.2.1 Extent to which project execution focussed on the achievement of the objectives

Project implementation focussed on the achievement of its immediate objectives. Yet, some of its strategies were pursued with more vigour than others. More emphasis was given to activities aimed at expanding the data and knowledge base regarding labour migration and building the capacity of different stakeholders, than to those aimed at strengthening structures established with the aim of enhancing social dialogue and building the foundations needed to help establishing legislative and administrative measures for labour migration management. Whilst the former two strategies are critical

to build a suitable ground for a more effective and concerted action, the latter two strategies proved critical to ensure the sustainability of project results.

The establishment of national Focal Points and Tripartite Migration Committees appears to be an effective strategy to ensure that relevant actions will be taken forward at the national and regional level to improve the governance of migration. This strategy would have required a more significant investment for it to be pursued in a more consistent manner beyond the conclusion of the project. During interviews most Focal Points and members of Tripartite Migration Committees said they were unable to operate properly, because they lacked adequate resources. In many project countries the committees met only once, at the time of their launch. Their members could not gather again, because insufficient resources were available to cover even basic expenses related to these meetings. A Focal Point interviewed during the evaluation said "I could not do anything meaningful... and now we remain focal points who have got nothing to do".

The follow-up to and consolidation of the formation of Focal Points and Tripartite Migration Committees proved difficult especially due to the limitations of the sub-regional project teams whose executives had a strong academic background, but not always enough project coordination and management experience. The academic bias of executives provided generally for an adequate supervision and follow-up to research studies, but they showed little initiative and perspective on stimulating, carrying forward and servicing what were essentially organizational tasks. They were regularly reminded by the ILO Project Team that funds were available for organizing activities such as national meetings. But the transmission of these requests to national committees and their translation into action proved difficult.

4.2.2 Project results and assessment of outputs produced to date

1. The Project aimed to increase the awareness and to promote a better understanding of regional and sub-regional labour migration conditions, trends and policy issues through research and the wide dissemination of its findings.

This result has largely been achieved through the implementation of an important number of research activities as well as through the presentation and discussion of their findings at a relevant number of national, sub-regional and inter-regional seminars and workshops. These latter were attended by very high level representatives of tripartite institutions, that is social partners and governments, including ministers which indicates that the Project raised considerable interest and attention.

A total of twenty-one national studies were carried out in nine African countries including Algeria, Morocco, Tunisia, Burkina Faso, Senegal, Mali, Mauritania, Cap Verde and the Gambia. These studies focus on three main topics: (a) labour migration data and statistics; (b) legislation concerning labour migration; and (c) the links between migration and development. Not all of the three studies were conducted in all of the above-mentioned countries, because in some countries relevant information was already available and did not need to be recollected.

Also, not all the research findings were discussed and validated at a national seminar and therefore some reports were not officially endorsed (e.g., Mauritania). Although such an endorsement was not a prerequisite for dissemination and use of the studies this was mentioned as a reason why some members of national Tripartite Migration Committees did not take any concrete action. Yet, in the case of Mauritania for example, the ILO has already started making arrangements with Government to hold a national tripartite seminar in order to review the national studies and to formulate recommendations for implementation in national policy and practice of the study findings.

In addition, nine sub-regional synthesis studies were produced which include the findings and the recommendations of the different national studies regarding the above-mentioned topics. The synthesis studies were all published as part of the ILO Migration Paper series which is available on the ILO website. Seven of the nine sub-regional syntheses were translated into either English or French depending on the language in

which they originally were drafted. These translations are currently being reviewed and proofread before they can be published and posted on the web.

Clearly, a great wealth of information and data on migration was produced by the Project. This represents one of its most important achievements given that in most countries only very little and often fragmentary evidence on migration issues was available before the Project started. The quality of both the national and the regional studies is uneven with some being better designed and formulated than others. A common weakness of the reports is that their recommendations are not always formulated in a sufficiently operational manner and this does not make it easy for policy makers to derive some concrete policy suggestions. This is not surprising considering that the consultants who conducted national and regional studies mainly came from academic and research institutions and lacked operational experience in dealing with policy formulation and implementation issues.

2. The Project sought to enhance capacity on multiple aspects of labour migration including its assessment, regulation and administration.

The results of the Project in this area are difficult to establish by an evaluation of this kind. Assessment capacity has grown due to extensive involvement of national researchers and consultants in the documentation and analysis of the multifaceted issues regarding migration. This exercise provided an opportunity for them and all those who participated in the studies to acquire experience and new knowledge. National research reports were reviewed by specialists of the Project and of the ILO as well as presented to tripartite constituents for comments prior to finalization. A similar process was used for the synthesis reports which before publication were reviewed by two external migration experts.

All the stakeholders who were interviewed during the evaluation declared that participation in tripartite capacity building seminars was very useful for them in providing input on the normative level. In view of the formulation of regulatory schemes, they affirmed that what they learned was relevant to their work and made a difference in the way they now approach migration issues. They particularly valued the opportunity that these gatherings provided to exchange ideas and experiences with colleagues from other countries and to interact with migration specialists and experts. This, they said, allowed them to gain a better understanding of the different points of view regarding labour migration and its implications which need to be reconciled and negotiated. Hearing about the situation of labour migration and policy initiatives taken in other countries helped them to consider new ideas which they could adapt to their own needs.

However, since the seminars gathered a very wide range of stakeholders with quite different interests and concerns it was not possible to focus in any depth on specific issues concerning labour migration. This could only have been done by holding smaller thematic workshops aimed at training representatives from various countries who are facing similar challenges and concerns.

The research findings presented and discussed during seminars and workshops were generally found helpful, although sometimes too theoretical or general to be translated into practice. In particular, it is not clear what use was, or is being, made of the studies after their presentation and discussion at national and regional seminars. Most of those who were interviewed were unable to say if these studies were used in their country and if so by whom and for what purpose. Some recommended that the findings be used in a more effective way to develop concrete policy proposals and strategies which they believed was the principal aim of conducting research in the first place. Indeed, the Project foresaw that research would have helped assessing the situation of labour migration in different countries and regions in order to develop new policy frameworks as well as mechanisms for managing labour migration as an instrument for development.

3. The Project was designed to improve national labour migration policy and practice through the provision of direct technical assistance to governments and social partners.

In some cases the Project evidently facilitated the adoption of new migration policies. In Uganda, for example, a new policy measure was adopted to regulate the recruitment abroad of Ugandan workers. Kenya is following this example, showing that protection of migrant workers abroad remains a key priority for governments of sending countries. However, improvement of migration policy and practice through direct technical assistance to governments and social partners was only partially achieved by the Project given that direct technical assistance to various stakeholders was not provided as originally foreseen.

One of the reasons why technical assistance could not be provided is that it took much longer than originally expected to carry out and finalise the national and regional studies which were to be used as the basis to develop specifically targeted technical cooperation interventions. Also, despite the fact that funds of the Project were designated for direct technical assistance by external experts and consultants, sub-regional team executives did not generate or transfer specific requests for such activities and such requests could not so easily be gathered by the ILO Project Team in Geneva.

The absence of technical assistance was seen as a critical shortcoming by several of the stakeholders who were interviewed during the evaluation. Technical cooperation was generally seen as an effective complementary measure to capacity building seminars and workshops. In fact, specific needs and priorities on labour migration cannot so easily be dealt with during large gatherings of people who have quite different roles and responsibilities and often contrasting interests and concerns.

However, the studies conducted by the Project in different countries have helped identifying both capacity building and technical cooperation needs. This represents an important step forward in an effort which will need to be pursued in the future. Another important achievement of the Project is that national Tripartite Migration Committees were established. Their members should be given priority by future capacity and technical cooperation initiatives, because of the important role they were conferred consisting in the development and implementation of migration policy recommendations.

4. The Project aimed to contribute to the implementation of international standards by concerned countries as basis for sound national policy and practice.

This result was partially achieved and this is not surprising considering that in many countries the implementation of international standards has long proven quite difficult. The studies produced within the framework of the Project confirmed that there remain many obstacles for international standards to be appropriately integrated into national legal frameworks. These findings were used at national and regional seminars to raise attention to the need of working toward the concrete application of international standards in the different national contexts. Interviews conducted during the evaluation confirmed that the Project created a better awareness among stakeholders regarding this need.

Another positive outcome was that in the course of the Project Algeria announced the ratification of the 1990 International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families and that Kenya said it would follow the example shortly.

5. The Project intended to enhance cooperation between North Africa, West Africa and Europe through exchange of expertise and dialogue.

This result was partially achieved insofar as representatives from these three regions participated in inter-regional seminar on labour migration held in Morocco at the end of the Project. This seminar offered a sound platform for tripartite constituents to exchange information and experience and to discuss some policy needs and proposals. The seminar was attended by a large number of high level officials from West African and North African countries including representatives from government, trade unions and employer organizations. Officials and experts from international agencies such as the European Commission, IOM, UNHCR and UNDP also participated in this event. However, as pointed

out by some of the stakeholders who attended this seminar, a greater effort should have been made to involve officials and representatives from European countries and especially from EuroMed countries like Spain, Italy and Portugal.

The dialogue and exchange on labour migration between these three regions was also facilitated indirectly through the participation of all the Project Coordinators in each one of the sub-regional seminars. This allowed them to share information and lessons learned in their respective sub-regions. In addition, inter-regional experience exchange and dialogue was fostered through the creation by the Project of an interactive website. The website was designed by the Project in collaboration with the ILO International Training Centre in Turin and allowed stakeholders to access and exchange relevant information and to interact with each other on different issues of concern.

In addition, the final conference organised in Brussels in April 2006 involved tripartite delegations from all three project regions. This last conference also involved senior officials of the AU, ECA, and ECOWAS.

6. The Project sought to elaborate specific mechanisms of cooperation and possible multilateral agreements on labour migration policy and administration in the three regions.

This result has only partially been achieved given that a lot remains to be done in this highly critical area. Still, the Project made a valuable contribution in all three of the sub-regions because it established for the first time tripartite consultation mechanisms on labour migration. This is an important addition to other initiatives which were already ongoing in the field of migration. Yet, according to some of the interviewees, the visibility of the Project remained limited mainly because it did not involve concrete actions and implementation projects.

Tripartite consultations led during national and regional seminars and workshops revealed effective to identify some common areas of concern and to discuss possible forms of cooperation. However, these consultations were meant to be institutionalised through the establishment of Focal Points and Tripartite Migration Committees and through their strengthening for them to become autonomous and be able to carry initiatives forward at the conclusion of the project. This critical process was too prematurely interrupted because of the conclusion of the Project and this did not allow a proper consolidation of what has been achieved so far.

However, a relevant result the Project achieved at the regional level is that it facilitated the establishment of a tripartite EAC Committee in East Africa. The seminar held in Arusha (Tanzania) in December 2004 served as a platform for joint ministerial discussions and mobilised a high-level commitment which translated into an acceleration of the process. The Project also helped making a move forward in the implementation of the regional free movement protocol in West Africa by facilitating the reaching of a new agreement.

7. The Project aimed to develop regional policy frameworks, guidelines and technical manuals for formulation of national policy and administration.

This result remains largely unachieved primarily because of the short duration of the Project. Realistically, more time would have been needed to reach this objective. To reach it, some of the other project activities needed to be accomplished. In addition, in order to move in this direction, a sound data base is critically needed to develop effective policy frameworks and guidelines. And, most importantly, permanent mechanisms of consultation and cooperation must be established which enable the development of timely responses to the changing needs and priorities arising in the field of labour migration.

Yet, it must be acknowledged that the Project allowed making some progress toward the achievement of the above objective and this is why there is an urgent need for it to be

pursued during another phase. This was the opinion of most of the stakeholders who participated in interviews. They said that the Project helped making a step forward, but argued that much more support is needed from institutions like the ILO and the EU to achieve this critical objective.

4.2.3 Diffusion of project outputs and findings

Project outputs such as reports from seminars and workshops and related publications containing research findings were disseminated widely through various means. Research reports were distributed prior or at seminars and workshops to participants in order to allow them to make comments and to provide inputs. From interviews conducted during the evaluation it appeared that in some cases too many reports were shared at once which made it difficult for stakeholders to review them in any detail and to make meaningful suggestions. Where possible and when ready, the reports were used as background material to discuss findings and recommendations at national workshops. This has helped moving a step forward in the definition of national policy and related plans of activity.

Furthermore, reports and publications were posted on the Project's website and can still be accessed by the broad public. The evaluation found that stakeholders do not seem to look much for relevant documents on the internet, although most of those who were interviewed are aware that they can find them there. This means that a greater effort must be made to send reports and publications to relevant people or to alert them via email to where and when these can be found on the Project's website. An even broader dissemination of relevant documents should be envisaged by regular or electronic mail, especially to key stakeholders who have not taken an active part in the Project.

A step in this direction was already made by producing a CD-Rom containing all of the reports of seminars and studies and related publications and handing this to participants at the final meeting which was organised in Brussels in April 2006 to officially conclude the Project. The meeting brought together tripartite delegates from many different countries and officials from a range of international and regional organizations. The main outcome of this meeting was a Road Map for Action on Labour Migration and Development which is directed at governments and social partners in the regions concerned by the Project.

4.2.4 Creation of awareness on labour migration challenges and benefits

The Project made a meaningful contribution because dialogue and consultation on labour migration is strongly needed and did not involve labour confederations and employer organizations in the past. Stakeholders interviewed during the evaluation praised in particular this innovative aspect of the Project and stressed that it significantly contributed to raising awareness about the positive implications of labour migration for regional integration and social development.

An official from Zanzibar said: "Here there has always been a great fear regarding labour migration. Local people feel that labour migrants will take away their jobs. A lot of sensitization is needed to make them understand that labour migration is not only negative. The seminars have helped removing this fear and creating a better awareness that we need foreign workers. For example, in the tourism sector, we employ quite a lot Tanzanian, Kenyan and Ugandan workers. This is because local people do not like to engage in hotel activities for cultural and religious reasons". And he added: "I myself had no idea about the benefits of labour migration before the project. But now I am quite aware and take it positively. I now can convince others".

Thus the Project was generally effective in sensitizing various stakeholders about the benefits of labour migration. In particular, it produced a shift of stakeholders' attention and discourse beyond security-related concerns and toward other critical issues such as migrant rights and migration and development.

4.2.5 Ownership, interaction and commitment of partners and beneficiaries

The Project benefited from the involvement of a wide range of stakeholders, especially of officials of governments, labour confederations and employer organizations as well as representatives of national, regional and international institutions. It facilitated broad consultations to inform and share up-to-date knowledge, to raise awareness around multiple issues and to promote a consensus even on controversial issues.

Stakeholders interviewed during the evaluation said they are grateful to have been offered an opportunity to share information and their own experience in dealing with migration issues and related actions. Few initiatives have so far provided a platform for an ongoing dialogue and exchange enabling stakeholders to air their concerns and to call for support. One of the problems is that there is a considerable turn over in stakeholder institutions and that it is not granted that the same person who participated in a capacity building or experience exchange event might actually remain in a position to apply the ideas and lesson learned.

Yet, the establishment of Focal Points and National Labour Migration Committees represented an effective strategy to enhance ownership and commitment of stakeholders. The committees were originally expected to discuss and define priorities and to develop concrete policy and project proposals. However, the short time left after their establishment most often did not allow them to meet this aim.

In general, the project has suffered from insufficient communication at different levels. This is partly due to its sophisticated management structure which required a clearer definition and common understanding of roles and responsibilities. Respondents from French-speaking sub-regions like West and North Africa more often said that the lack of communication and interaction between different project implementation levels and between stakeholders represented one of its major weaknesses. This is not surprising considering that the project targeted Anglophone, Francophone and Lusophone countries, and thus, to interact effectively with various stakeholders, its staff needed to be proficient in more than one language.

4.2.6 Collaboration and coordination with other relevant regional organisations

One of the strengths of the Project was that it matched very well ongoing efforts in the field of regional economic integration in West and East Africa. In North Africa it complemented well other initiatives like the 5+5 EuroMed Dialogue on migration. It provided a suitable ground to engage partner institutions in discussing issues pertaining to labour migration and in getting various stakeholders to join efforts in order to move toward an effective coordination of initiatives and the harmonisation of migration policy approaches.

The Project established a close collaboration with organizations such as the African Union and the Economic Commission for Africa as well as with ECOWAS, UEMOA and the EAC. In East Africa, project implementation was coordinated with the ECA with whom the ILO had signed a Memorandum of Understanding in 2001. The Project collaborated to a lesser extent with other international organizations involved with migration such as IOM. However, an effective collaboration was established with UNHCR in West Africa. Participation in seminars and workshops of representatives of these agencies was generally granted and enabled the sharing of information and experience. Members of the Project Teams and other ILO officials also regularly attended initiatives on migration which were organised by other organizations.

It seems that less attention was focused on involving NGOs in the activities of the Project. This issue was raised by stakeholders from North African countries who generally felt that the project's visibility in this sub-region was too limited and could have been promoted more vigorously. It needs to be acknowledged that in this sub-region the Project encountered many problems first to become officially established and later to involve government officials in various activities. These assumed a disengaged attitude reflecting their governments' concerns regarding the multilateral dealing with some of

the more sensitive issues concerning in particular irregular migration. This is one of the reasons why Libya did not fully participate in the activities of the Project.

4.3 Project performance in terms of efficiency

The complex implementation structures of the Project and the burdensome administrative and budgetary arrangements it had to rely on did not fully facilitate the task of delivering project inputs and outputs in a timely and efficient manner. Overall, the Project suffered from a number of problems which have significantly delayed its start-up and also hampered the timely implementation and conclusion of activities.

4.3.1 Quality and timeliness of output delivery

Originally the Project was expected to start in late 2002. But eventually it registered in February 2004 and was officially launched in April 2004. There are various reasons for this delay including administrative complications on both the EU and the ILO side and a number of problems which were encountered by the Project Team in setting up implementation structures in all of the three sub-regions.

It was initially foreseen that the Project Officer be stationed in Abidjan. However, the deteriorating situation in Côte d'Ivoire resulted in the transfer of this staff to Geneva. It also took more time than expected to secure agreements from governments to set up sub-regional offices, especially in Algeria, and to recruit competent staff to act as Project Coordinators on the sub-regional Project Teams.

In West Africa activities could be started earlier than in the other two sub-regions, because staff and offices were readily taken over from an ILO project which had just been completed. However, in Algeria and in Tanzania, where the other two sub-regional Project Teams were to be located, it required considerable time to establish new offices and to identify suitable candidates for the positions of sub-regional Project Coordinators. Candidates possessing all of the qualifications and experience required for this job could not easily be identified. This is why the Project ended up with sub-regional Project Coordinators who had relevant academic backgrounds, but lacked relevant project coordination and management experience.

Several difficulties were also encountered with the identification and recruitment of a large number of consultants who were needed to carry out national and regional studies on various aspects of migration. This proved particularly difficult in the countries where the Project had no office in place and hence required repeated missions by project staff who in addition needed to negotiate suitable forms of collaboration with local stakeholder institutions. This confirms the importance for the ILO to have an updated migration consultant database in place from which it can identify suitable candidates when these are needed.

Carrying out the research studies took much longer than originally expected and this is not surprising. The time necessary to accomplish this task was underestimated because it was insufficiently appreciated, given local circumstances, that it takes considerable time to identify and hire a large number of adequately qualified consultants, to collect and analyse the data, to write up the findings, to review reports with various stakeholders, to disseminate and discuss the findings at seminars and to get reports into a shape to be published.

It also proved more complicated and time consuming than originally foreseen to organise the very large number of seminars and workshops that were reflected in project plans. These events sought to involve high-level officials from tripartite and other institutions whose busy agenda could not so easily be matched. Two rounds of tripartite seminars were organised in each of the sub-regions and these seminars were preceded by national workshops in most of the countries. In addition, an inter-regional seminar was held in North Africa and a final seminar in Brussels to officially conclude the Project.

Since a number of national and regional studies had not been finished when the Project was to be completed in September 2005, the ILO requested a six-month extension of the

Project. But this request was never formally approved by the EU and that has hampered the flow of funds to carry out and finalise project activities. The contracts of project staff which came to an end in September 2005 were from then on renewed only on a monthly basis. This made that some key staff left the Project prematurely to take on other assignments, like the sub-regional team leader in Algiers. This has complicated the completion of activities scheduled with regard to the final period of the Project and in most cases the activities concerned were precisely those related to practical project proposals.

4.3.2 Implementation difficulties in terms of structures and resources

Some difficulties the Project faced with implementation of activities can be explained by its rather complicated management structures and an insufficient definition of roles and responsibilities of staff and other stakeholders. Organisational aspects, networks of communication and lines of authority should have been better defined since the beginning of the Project. For example, it was not clear if Mauritania should be part of the West African or North African sub-regional component and which Project Team, the one in Dakar or that in Algiers, should coordinate activities in this country. This issue was amply discussed, but could not be settled. Problems like this resulted in a situation where sub-regional Project Teams were sidelined, because country level stakeholders (e.g., Focal Points and members of Tripartite Migration Committees) preferred dealing directly with ILO Geneva.

In general, effective communication and information sharing across different levels of the Project and with the large number of its national and regional stakeholders revealed insufficient and quite problematic. This was a general concern of those who were interviewed during the evaluation. Also, too little resources were available to ensure that Project Coordinators could undertake regular missions to different countries and repeat their visits where necessary to ensure a timely resolution of problems and completion of project activities.

The fact that sub-regional Project Coordinators had more of an academic background than project coordination and management experience has affected the work done at national and sub-regional level. This explains why there was a tendency to dedicate more attention to conducting research and leading seminars, than to developing more permanent consultative mechanisms and concrete policy and project proposals.

One of the greatest difficulties the Project faced is related to its budget administration. The administration of the budget relied heavily on External Payment Authorizations (EPAs) which are a common feature in ILO's operations. This meant that all funding had to be channelled through either Geneva or the ILO International Training Centre in Turin. To carry out any activity the Project Teams needed to send a specific request for an EPA to Geneva or to Turin where the EPA had to be approved and then transferred back to ILO's field offices for them to issue payments to service providers. This cumbersome and lengthy administrative procedure obliged the sub-regional Project Teams to plan well ahead of time which was not always possible or the case.

Finally, it needs to be mentioned that the political situation in some countries has adversely impacted on the Project. There is little that can be done in a country which is going through an institutional transition because the Government is changing or cabinets are dissolved and then reconstituted. This was the case of Kenya, for example.

4.4 Sustainability of outcomes and impacts

Considering the curtailed timeframe and the consequently emerging circumstances, it would indeed appear premature to evaluate the sustainability and impact of the Project. On the one side, a large amount of very useful documentary and analytical work has been accomplished and, on the other side, in manifold ways a previously lacking constructive dialogue has been fostered. However, at this stage the implications of all these efforts have only partially succeeded in generating the anticipated new regulations,

policies and practices which would allow to better govern the phenomenon of international labour migration.

Sustainability and impacts may profitably be discussed by confronting what has or has not been achieved with what were the expectations of the stakeholders, that is of those who at various levels are supposed to benefit from the results obtained from the Project.

As pointed out above, the Project has helped making an important step forward in preparing the ground for the development of new policy frameworks and measures for managing labour migration as an instrument for development. But if its ambitious goals are to be reached, efforts need to be further pursued in order to consolidate what so far has been achieved. As a matter of fact, the evaluation showed that there was a shared opinion among those interviewed that some programmed initiatives have been left incomplete and that the impact of the Project would remain limited if activities were not continued.

A great deal of valuable migration data was produced and many recommendations formulated during an ongoing consultation exercise. This constitutes a relevant basis for elaborating and implementing better concerted and more lasting migration management initiatives. A useful strategy was also the establishment by the Project of Focal Points and Tripartite Migration Committees to serve as a permanent consultation promoters. But to enhance their sustainability functions, they need to be further supported in order to be able to carry activities forward and to help translating recommendations into action.

Generally, the Project has created a great deal of expectations which could not be fully met because of its short duration. The scope of the project was exceedingly large and this has contributed triggering an already huge demand for support and assistance to deal with the increasingly complex issues related to migration and to its multiple causes and consequences.

Stakeholders interviewed during the evaluation felt they would have needed to be kept better informed on the objectives, plans and timeframe of the Project. Most of them had no clear idea why the Project was concluded at such a highly critical stage and what will happen next. The lack of information frustrated them and fuelled a sense of uncertainty with regard to the usefulness of the efforts they had made in the past and to their future role in moving toward the achievement of objectives. It would seem that a more elaborated and realistic design of the Project could have prevented the creation of unjustified expectations and would have paved the way for stakeholders to move forward after the conclusion of project activities.

Indeed, the pursuit of activities beyond the pilot phase was recognised early on by many of those involved as a necessary condition to ensure the sustainability of its outcomes and impacts. But if that was more than wishful thinking, it would have been highly desirable that more concrete steps were taken to ensure the timely application for extension and to find viable ways of bridging a possible interruption in donor funding. Unfortunately, in the absence of such arrangements project staff left and offices were dismantled. This has caused an important loss of resources (even considering that equipment was recovered by ILO offices with the understanding that if the Project were resumed it would be returned). In brief, to secure satisfactory impact within the originally established and later on extremely narrow deadline, a complex Project like this one would have had to rely on particularly effective, ongoing monitoring and planning competences.

5. Recommendations

The findings of the evaluation suggest that overall the main results of the Project consist of a broadening of the migration knowledge base and an effective inter-government and inter-stakeholder dialogue on labour migration seen as an instrument for regional economic integration and social development. These achievements will need to be encouraged during a new phase of the Project. By capitalising on previous achievements the new phase will need to facilitate the elaboration and implementation of sound policy

and project proposals. As a condition for consolidating results with regard to their implications, attention must be given on a continued basis to the following main aspects:

Firstly, capacity building needs to be further promoted in the concerned countries and at different hierarchical levels in order to enable relevant stakeholders to go on developing viable initiatives and implementation plans in an effective manner.

Secondly, a few priority aims which can realistically be achieved by means of well integrated activities will need to be identified and the respective strategies defined in close collaboration with governments and social partners from the countries and regions who participated in the Project as well as with other relevant partners.

Thirdly, the permanent structures established by the Project in different countries, such as Focal Points in labour ministries and Tripartite Migration Committees, will require attentive further strengthening to become fully operational and capable to proceed with the rigorous elaboration of policy and project proposals.

However, before launching a new phase, the evidence concerning migration produced during the pilot phase requires further analysis and emerging recommendations would have to be carefully examined in order to better define priority needs. Only on such basis it would be possible to determine which objectives can effectively be met within the framework to be defined for the new project phase.

Such eventual new phase could of course profit from experience and it should mind what follows:

1. While the scope of the pilot phase was excessively broad, the next phase would need to adopt a more narrow focus. The analysis should aim to establish concrete opportunities and constraints and find suitable entry points to develop practical initiatives which can help improving the governance of migration at national, regional and international levels.
2. The objectives pursued during a new phase will have to be defined on the basis of a clear strategic vision regarding the short-, medium- and long-term objectives in the field of migration management.
3. Implementation strategies should be carefully articulated according to a precise timeline and realistically defined interventions with regard to micro-, meso- and macro-level initiatives.
4. The new phase should as much as possible focus on the regions, sub-regions and countries which already have benefited from the pilot Project. The involvement of new countries which have not participated in the pilot phase should in principle be avoided at this stage.
5. However, a two-track approach could be envisaged, whereby a limited number of countries will be involved in the design and implementation of project initiatives (core countries), whilst the other will only be associated in larger scale consultation exercises and strategic experience exchange initiatives.
6. A multi-step tendering mechanism could be envisioned in the new phase to facilitate the selection of core countries who would receive more extensive support in order to design and implement practical initiatives which would need to adequately respond to the aims and strategies of the new phase of the Project.
7. The dialogue will need to be expanded to include not only labour ministries and social partners, but also other government departments than those dealing with labour and employment. A special effort will need to be made to avoid duplication of efforts and to create synergies between different initiatives in the field of migration.
8. Representatives of international agencies and civil society organizations will need to be associated more consistently in consultations organised in the next phase of the Project.
9. Technical cooperation will need to be granted during the next phase of the project to support the development and implementation of concrete initiatives aimed at improving

the management of labour migration. Careful attention must be paid to striking an adequate balance between country-level requests and needs which will have been identified in a participatory way to match ILO's capacity and comparative advantage and broader migration policy concerns which reach beyond those of one country and region.

10. Specifically tailored training in the form of hands-on workshops will need to be provided to help building expertise and practical know-how at the national and regional levels.

11. Cost-effective ways will need to be sought to manage the efforts and these should as much as possible draw benefits from the existence of ILO field offices and national and regional institutions whose capacity has been built during the pilot phase of the Project.

Annexes

Annex 1. Terms of Reference for the Evaluation

PROJECT RAF/02/12/EEC MANAGING LABOUR MIGRATION FOR DEVELOPMENT AND INTEGRATION IN THE EURO- MED, WEST AFRICA AND EAST AFRICA.

TERMS OF REFERENCE FOR THE FINAL EVALUATION

Time and purpose of the evaluation

This final independent evaluation is being planned for June 2006 and is expected to assess the achievement of the above mentioned project objectives and provide recommendations on future steps to consolidate progresses and contribute to the design of new project phase.

The evaluation will cover the pilot phase of the project, from July 2004 to May 2006, its design, implementation and performance in the three African sub-regions covered by the project. It will include recommendations for future development and follow-up as well in terms of focus and strategy for an eventual new project phase.

Scope of the evaluation

The evaluation should assess the efficiency and effectiveness of delivery, and impact of the project and make concrete recommendations, inputs and justification for the preparation of a new project phase building on the current project's achievements. It should focus on the relevance, effectiveness, efficiency and sustainability of the project in meeting with the objectives.

The evaluation should comprise, but not necessarily be limited to the following aspects:

- 1.- Quality, clarity and relevance of the project design and its objectives, including:
 - Relevance of the project to national and regional development priorities and needs on labour migration
 - Clarity and realism of the project development and immediate objectives, including duration of the project and identification of beneficiaries
 - Relevance of the project to ILO objectives and priorities
 - Feasibility and relevance of project strategy, including clarity and logical consistency between inputs, activities, outputs towards the achievements of the objectives.
- 2.- Effectiveness and adequacy of the project implementation, including:
 - Extent to which project execution focussed on the achievement of the objectives
 - Ownership, interaction and commitment of partners and beneficiaries
 - Collaboration and coordination with other relevant regional organisations
 - Project results, including an assessment of the outputs produced to date (quantity and quality as compared with work-plan matrix)
 - Diffusion of project outputs and findings and creation of awareness on labour migration challenges and benefits

3.- Project performance in terms of efficiency:

- The quality and timeliness of output delivery
- Implementation difficulties in terms of structures and resources

4.- Sustainability of outcomes and impacts:

- The interest, involvement and commitment of national and regional stakeholders and of other UN agencies and donors to support the project and enhance project achievements
- Are there any indications that capacity of partner institutions has been strengthened and what needs to be done to enhance this in the future
- The likelihood that the positive effects of the project will sustain for an extended period after the technical external assistance

5.- Unanticipated results: whether the project had any significant (positive or negative) unforeseen effects and what could have been or could be done to enhance or mitigate them so that the project has a greater overall impact.

Methodology of the evaluation

The evaluation will make use of information from primary and secondary sources.

Among secondary sources, it will include a desk review of project documents, reports, studies and output materials.

Among primary sources, it will include face-to-face and phone interviews with stakeholders, implementing partners and direct beneficiaries in Geneva (three days) and Brussels (one day mission), identified in collaboration with the local ILO project team. The team will make the necessary arrangements and prepare a comprehensive schedule of interviews.

The evaluation will take a participatory approach. A draft report will be submitted to the ILO project team and to the implementing partners for comments and feedback.

A final report will be therefore submitted to the ILO reflecting any feedback or appropriate correction from parties concerned. The expected output of the evaluation is to provide clear findings and recommendations, the lessons learned, and orientation for a follow-up phase of the project.

The evaluation report should be around 20 pages in length (plus annexes if necessary).

Timing of the evaluation

The evaluation is expected to start beginning of June and last approximately two weeks. A proposed schedule is as follows:

- 5th – 7th June: Desk review and interviews in Geneva
- 8th - 9th June: Phone interviews
- 12th – 16th June: Data analysis and reporting
- 19th June: Trip to Brussels
- 20th -26th June: Report preparation
- Comments to draft by the ILO Office by the 30th of June.
- Final report, including constructive recommendations, by the 7th of July 2006.

Annex 2. List of people interviewed

David Nii Addy, Regional Project Coordinator, ILO Geneva

Hamidou Ba, Project coordinator West Africa, ILO Project Office Dakar

Sadok Bel Hadj Hassine, Directeur, ILO Algiers

Jean-Pierre Bou, Immigration and Asylum, DG Justice, Freedom and Security, European Commission, Brussels

Piera Calcinaghi, Development Policy, Coherence and Forward Studies, DG Development, European Commission, Brussels

Khaled Ould Cheikhna, Directeur Général du Travail et de la Prévoyance sociale - Point Focal du Projet Migration, Ministère de la Fonction Publique et de l'Emploi, Mauritania

Emma Haddad, Immigration and Asylum, DG Justice, Freedom and Security, European Commission, Brussels

Makame Launi Makame, Secretary General, Zanzibar Trade Union Congress, Zanzibar

El Mahfoudh Megateli, Secrétaire Général, Confédération Générale des Entreprises algériennes, Algeria

Ernest K. Ndimbo, Director of Employment, Ministry of Labour, Employment and Youth Development, Tanzania

Mamadou Niang, Chef département relations extérieures et coopération, Confédération générale des travailleurs de Mauritanie, Mauritania

Israel Sembajwe, Team Leader & Senior Population Affairs Officer, Population and Social Development, Sustainable Development Division, Economic Commission for Africa

Stefania Pasquetti, Immigration Policy, DG Justice, Freedom and Security, European Commission, Brussels

Sandra Pratt, Deputy Head, Immigration and Asylum, DG Justice, Freedom and Security, European Commission, Brussels

Rob Rozenburg, Migration, DG Development, European Commission, Brussels

Anthony Rutabanzibwa, Programme Officer, ILO Tanzania

Adebola Ifeyinka Soyoye, Industrial Relations Assistant, Nigeria Employers' Consultative Association, Nigeria

Patrick Taran, Senior Migration Specialist, ILO Geneva

Annex 3. List of documents consulted

- Alouane, Y. (2005) Migration et Développement en Tunisie.
- Barry, A. and Ba, H. (2005) Etude sur les statistiques des migrants au Sénégal, revised by Salif Ndiaye et Mamadou Faye.
- Beghazi, S. (2005) Etude sur les statistiques des migrants au Maroc.
- Boubakri, H. (?) Etude sur les statistiques des migrants en Tunisie.
- Bureau Maghreb (2005) Rapport Projet Migrants-Maghreb, Migration de Main d'Oeuvre pour L'Intégration et le Développement en Afrique.
- Cisse, P. (2004) Etude nationale sur la législation des migrants : cas du Mali.
- Dabire, B. (2003) Etude sur les statistiques des migrants au Burkina Faso, revised by François Ilboudo.
- Eddine, H.N. (2005) Statistiques sur les migrations internationales en Algérie.
- Diarra, S. and Keita, M.K. (2004) Etude sur les statistiques des migrants: cas du Mali.
- Elmadmad, K. (?) La législation de la migration et des travailleurs migrants au Maroc .
- ILO Grant Application 2002. Preparatory Actions: "Cooperation with Third Countries in the Area of Migration".
- Fall, A. (2005) Etude sur la législation des migrants au Sénégal.
- Kerdoun, K. (?) La législation algérienne sur la migration internationale de main d'œuvre.
- Khachani, M. (2005) Migration et Développement au Maroc.
- Kikuli, L. and Faransa, M. (2006) ILO Project on Labour Migration for Integration and Development in East Africa, Project Progress and Financial Report.
- Labdelaoui, H. (2005) Migration et Développement en Algérie.
- Laghdaif, M. and Malainine, O.C. (2005) Les statistiques sur la migration de main d'œuvre en Mauritanie.
- Monia, B. J. (?) La législation de la migration et des travailleurs migrants en Tunisie.
- Pina Sanches, H.d.J. (2005) La législation sur la migration de main d'œuvre au Cap-Vert.
- Ramdam, H. (?) La législation de la migration et des travailleurs migrants en Mauritanie.
- Sallah-Njie, J.R. (2005) Laws relating to labour migration in the Gambia and their impact on international conventions, standards and regional cooperation agreements.
- Santos, J.A. (2005) Etude sur les statistiques des migrants au Cap-Vert.
- Soulama, T. (2005) La législation relative à la migration de main d'œuvre au Burkina Faso.

Trawally, S. J.K. (?) A study on migration data and statistics in the Gambia.

A Road Map for Action on Labour Migration and Development, Brussels, 4-6 April 2006
Second sub-regional seminar on Labour migration and development in East Africa,
Kampala, 6-8 December 2005

Summary Report and Road Map for Action of the Ministerial Symposium on Labour
Migration for Integration and Development in West Africa, Dakar, 26-29 July 2005

Compte rendu et conclusions du second séminaire tripartite Migration et Développement
au Maghreb, Tunis, 21- 22 septembre 2005

Compte-rendu et propositions du séminaire tripartite sur les migrations de main d'oeuvre
au Maghreb, Alger, 4-6 Avril 2005

Final Report of the Official Project Launching and Stakeholders' Meeting on Labour
Migration, Proceedings and Conclusions, Arusha, 13-16 December 2004

Final Report to the European Commission DG Justice and Home Affairs on the ILO Project
RAF/12/02/EEC on Managing Labour Migration for Integration and Development in Africa
(draft).

Progress Report on Labour Migration Project, East Africa, January 2005.

Rapport Intermédiaire, Afrique de l'Ouest, Janvier 2005.

Rapport d'Activité, Project Migration de main d'œuvre pour l'intégration et le
développement en Afrique de l'Ouest, décembre 2006.

Rapport d'activités, Project Migration de main d'œuvre pour l'intégration et le
développement en Afrique de l'Ouest, juin 2004.

Rapport Project Migrant Maghreb, Décembre 2005.

Towards a Fair Deal for Migrant Workers in the Global Economy, Executive Summary,
ILO.