

**Improving institutional capacity for governing labor
migration in Africa:
Special focus on North and West Africa**

***TOWARDS DEVELOPMENT THROUGH
IMPROVED LABOR MIGRATION***

Evaluation Report

**Improving institutional capacity for governing labor migration in Africa:
Special focus on North and West Africa**

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Abbreviations

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| ANPE | Agence National pour l'Emploi (Mali) |
| APERP | Appui à l'Emploi et la Réduction de la Pauvreté |
| CEDEAO | Communauté économique des États de l'Afrique de l'Ouest |
| CIGEM | Centre d'Information et de Gestion de Migration (Mali) |
| CLTM | Confédération Libre des Travailleurs de Mauritanie |
| CNPM | Conseil National du Patronat du Mali |
| CNTS | Confédération Nationale des Travailleurs du Sénégal |
| CSTM | Confédération Syndicale des Travailleurs du Mali |
| EMP/SFP | Social Finance Programme, Employment Sector |
| ECOWAS | Economic Community Of West African States |
| EU | European Union |
| IOM | International Organization for Migration |
| ILO | International Labor Organization |
| ILO / ACTEMP | ILO / Bureau for Employers' Activities |
| ILO / ACTRAV | ILO / Bureau for Workers' Activities |
| ILO / DWCP | ILO / Decent Work Country Programmes |
| ILO EAT/BP | ILO / Équipe d'appui technique de l'OIT au travail décent |
| ILO / EVAL | ILO / Évaluation Unit |
| ILO / GERME | ILO / Gérez Mieux Votre Entreprise |
| ILO / HQ | ILO Headquarters in Geneva |
| ILO / Institute | ILO / International Institute for Labor Studies |
| ILO / MIGRANT | ILO / International Programme for Migration |
| ILO / PARDEV | ILO / Partnerships and Development Cooperation Department |
| ILO / NORMES | ILO / Normes Internationales du Travail |
| ILO / PROGRAM | ILO / Bureau de Programmation et de Gestion |
| ILO / ROAF | ILO / Regional Office for Africa |
| INPS | Institut National de Prévoyance Sociale (Mali) |
| ITC / ILO | International Training Centre of the ILO |
| MIGSEC | Extending Social Security for Migrant Workers in Africa |
| NGO | Non-Governmental Organization |
| PCR/CPO | Programme Country Results / Country Programme Outcomes |
| PGMP | Projet de Partenariat pour la Gestion des Migrations Professionnelles |
| RBSA | Regular Budget Supplementary Account |
| ToR | Terms of Reference |
| UNEG | United Nations' Evaluation Group |
| UNTM | Conseil National du Patronat du Mali |

Acknowledgement

The evaluator is thankful to all those ILO partners in Senegal, Mali and Morocco who have given their time and told their story. With so much inspired input, it would be difficult for any evaluation to miss the point.

Although it can be invidious to single out individuals, in particular should be mentioned the efforts of Ms Patricia ISIMAT-MIRIN, the project coordinator at the ILO HQ, for her excellent and unbiased support in assisting with the logistics and the contents of this evaluation mission. A special “thank-you” goes to Ms Véronique ADJOBY, Assistante Administratif, ILO Office Dakar, Mr. Hamidou TOURE, Remplaçant du Point Focal des activités du BIT, ILO Office Bamako and Mr. Abdelaziz BENKRIKCH, Division de la Coopération, Ministère de l’Emploi et de la Formation Professionnelle in Rabat for their assistance in the logistics and the programming of the evaluator’s mission in their respective countries. The evaluator also would like to express its gratitude for the effective briefings by the ILO staff at the Geneva HQ.

Finally, appreciation is here expressed to the Government of Spain for their support to this RBSA, which included this evaluation, and for the conviction they have shown in funding this support action to enhance the capacities of ILO partners on improving the quality and destiny of labor migration in West- and North Africa.

It is hoped that this report by trying to truly present the expression of enthusiasm, worries, advice, and ideas about the present and the future by so many, will help the ILO to make well-founded and strategic future decisions.

Executive summary

Brief description of the RBSA

The project¹ concerns a RBSA funded by the Spanish Government targeting six North and West African countries: Algeria, Morocco, Tunisia, Mauritania, Mali and Senegal. It started in September 2008 with a planned closure on 31 December 2009. However, the project was granted some extension and it finally closed at the end of July 2010.

The intermediary target groups were the ministries of labor and other concerned ministries and agencies, employers and workers organizations, NGOs concerned with migration issues, migrant associations; research and academic institutions undertaking migration research, and mass media. The project's final beneficiaries were the women and men migrant workers in particular the youth; low-skilled and vulnerable workers; migrant associations; migrant communities in countries of origin and destination.

Summarized the project aimed at enhancing the institutional capacities of government, social partners and other institutions in the improved management of labor migration. By ensuring that labor migrants are employed in decent work with appropriate social protection they would – following the project's logic – become an economic asset to both countries of origin and destination.

The more specific project objectives (abbreviated here) were:

1. Enhance institutional capacity
2. Improve protection of migrant workers
3. Improve the knowledge base
4. Improve legal avenues
5. Realize developmental benefits
6. Improve dialogue and cooperation
7. Reinforce Inter-State dialogue and cooperation

The total RBSA budget was 3,947,368 US\$. It was utilized for the following type of activities, all delivered within ILO's Multilateral Framework on Labor Migration:

- 15 regional-level or multi-country activities, such as training, thematic workshops, a regional study, a multi-country agreement, and project-oriented workshops.
- 19 national-level activities, such as training, applied research studies, institutional coordination meetings, some limited technical support missions and the establishment of a national coordinating body.
- 5 "other activities": country studies (commissioned by the project to the ILO/Institute), printing and translation of relevant documents and the creation and management of a project website:
<http://www.ilo.org/public/french/protection/migrant/afrique/index.htm>

¹ Project code : RBSA A.250.03.100.601

Context²

In many countries of North and Western Africa, labor force growth has outstripped employment growth and has put pressure on the countries' absorptive capacities. Almost a third of the population of the subregion is under 15 years of age and they will progressively be entering the labor force. Pressure on the labor markets increases as the proportion of working-age population increases. Job creation in the public sector and in the modern private sector is very slow. Unemployment is running at high levels as also there is a high incidence of underemployment. Poorly compensating employments have highlighted decent work deficits. Historically, these processes have contributed to out-migration of workers from the two sub regions, which has been long-standing

Migration within West Africa and from the countries of the sub region to Europe is a long-standing phenomenon that is likely to continue and possibly intensify, in the foreseeable future. There can be little doubt that the movement of labor is an outcome of arrested development and increasing poverty in these countries. This is mostly manifest in the scarcity of adequately paying jobs confronting those looking for work in national labor markets. Where prospects and options for internal migration are increasingly limited, many have opted to seek income in relatively well-off neighbouring countries of North Africa or in the industrialised countries.

In recent years, however, these movements have been increasing in complexity and are reorienting policy directions. As it stands, the North African countries besides being the countries of origin of migration streams have also become major conduits for people migrating for work from the sub-Saharan Africa, in particular West Africa. Further, the externalisation of immigration policies of the European countries has meant that these countries are also being considered as forced destinations by many. The policy restrictions have also highlighted irregular migration to Europe where the countries of North Africa are being used as bases for these movements.

The needs of the sub-regions were identified in the major recommendations of regional and international conferences on migration and development in Africa, including two ministerial level European-African conferences held in 2006 (Rabat and Tripoli), which called for the elaboration of cooperation programmes relating to the management of legal economic migration, and the adoption of measures aiming to facilitate worker movement, as well as the need to address the lack of employment opportunities and protection of migrants' rights, inter alia.

A more orderly conduct of these diverse migration streams is required and the main challenges confronting the North and West African sub regions arise out of the realisation that there is a need to improve the collaboration and cooperation between countries and sub-regions (inter-African and EU-Africa), to produce a stronger awareness among stakeholders on migration issues and to establish specific international cooperation mechanisms, as well as possible multilateral agreements, to better regulate labor migration as a tool for development. This is consistent with the Priority Action 3 of the Africa Union-EU Partnership on Migration, Mobility and Employment. Consequently, at the national level to overcome the weak technical and institutional capacity in the North and West African sub-

² Ref. *Improving institutional capacity for governing labor migration in Africa: Special focus on North and West Africa, Suggested Programme under Spanish RBSA Funding*

regions to manage and regulate labor migration, the development of institutional capacities, which would promote coordination and effective management, is a key effort for good governance.

This RBSA project was planned to build upon and add to the achievements and recommendations drawn from the previous EU-funded project *Labor Migration for Integration and Development in Africa* implemented by ILO from 2004 to 2006. The RBSA focused on improving labor migration management capacities and good governance in North and West Africa. An area which has been highlighted is temporary and circular migration. Such initiatives, it was felt, could contribute towards overcoming the unemployment and poverty problems in the countries of origin by linking them to labor demand in the countries of destination. It is noted that the Spanish government is in the forefront of such schemes and has been setting up vocational centres in West Africa to help meet demand for skills in the national as well as the Spanish labor markets. A key venture in this regard is the Spanish-funded ILO project³ in Senegal, Mauritania and Mali.

Purpose of evaluation

In line with ILO's good practices on project management, a project evaluation was fielded with the purpose to make an overall assessment of the project implementation focusing on efficiency, effectiveness, impact, sustainability and relevance of its results and its objectives. The evaluation is an opportunity to learn lessons for improvement of future action and to formulate recommendations to help guide future decisions to improve the implementation of ILO's strategy on labor migration.

Objectives of the evaluation

The evaluation was asked to:

- show if and how the project contributed to an improved management of labor migration
- identify the constraints
- present what the project was able to deliver and its impact
- draw lessons from the experience of the project
- formulate recommendations for improved action
- propose a future intervention strategy for ILO in this field

Intended audience of the report

The principal clients of the evaluation are:

- (i) national-level tripartite partners, project beneficiaries (ministries of labor, employment, youth, migration, etc.)
- (ii) ILO program for international migration (MIGRANT)
- (iii) project management team
- (iv) projects partners on national level
- (v) ILO Regional Office for Africa
- (vi) ILO Office in Alger and DWP/CO in Dakar
- (vii) ILO DWP/CO in Cairo
- (viii) technical field staff covering the beneficiary countries
- (ix) ILO's Office for Workers Activities (ILO/ACTRAV)
- (x) ILO's Office for Employers Activities (ILO/ACTEMP)
- (xi) ILO's technical units, implementation partners of the project, in particular PARDEV, PROGRAM et EVAL

³ *Bonne Gouvernance de la Migration de la Main d'œuvre*

Evaluation methodology

The evaluation used documentation and face-to-face interviews as its main source of information. Documentation consisted of migration-related reports from ILO and some other sources, and documents and studies produced through the project. Interviews were held with ILO staff in Geneva and in the field. However, the main source of information on how the project had operated and what its impact had been came from interviews with representatives of project partners in Senegal, Mali and Morocco (some 50 persons representing 24 partner organizations). The interviews followed a pattern of questions aiming at responding to the main Evaluation Criteria: pertinence, value of the project concept, progress, effectiveness, efficiency, project management structure and sustainable impact. There was also the possibility for interviewees to provide some open-ended observations and recommendations.

The data and information thus obtained was analyzed, synthesized and presented in the main evaluation report followed by conclusions, recommendations and lessons to be learned. Constraints of the evaluation were the absence of some key people in the countries visited and the cancellation of some interviews and the final meeting in Morocco because of the declaration of a public holiday. The amount and the quality of information gathered during the evaluation can nevertheless be considered adequate enough to substantiate the results, conclusions and recommendations expressed in this report.

Principal findings and conclusions

Taking the main project evaluation criteria⁴ and some additional findings into account, these are the main findings of the evaluation:

Relevance: There is no doubt that the project partners were convinced that labor migration has an important impact on development and that this project was welcomed as a response to the need to improve management of the social, economic, legal and cross-border aspects of labor migration. Although the focus in the countries visited was more on migration and social protection of own nationals even if not by any means to the exclusion of developmental contributions in destination countries and at home, the potentially positive contribution and future of foreign labor migrants were of growing interest and concern to governments and social partners. It was also noted that, because of its focus on the contribution of labor migration to development, the project was fully in line with national development plans and policy priorities of the project countries.

Validity of project concept: Project partners also agreed that the theory behind the project intervention – enhancing institutional capacity for improved labor migration management – was valid and indeed appropriate at this time. However, they wished that ILO had conducted a more thorough needs-assessment before the design of the project to identify activities which would have better responded - and in more appropriate forms - to real needs. In any case, the general opinion was that there had not as yet been sufficient intervention to satisfy the multiple and diverse needs of institutional capacity-building in the field of labor migration.

Progress and effectiveness: In its rather short life, an impressive number of activities were implemented, both at country and regional level. This was generally much appreciated by partners. However, given the number of project inputs, quality, effectiveness and sustainability of impact had been – also according to those same partners – less inspiring. Informing and training people without any focused follow up was not considered an effective

⁴ Ref. ToR of Evaluation, Annex

approach and the project had achieved little in the way of concrete results which might improve the fate of labor migrants or the overall quality of migratory flow management. In Chapter 5. *Conclusions an Overview of the achievements of the project in relation to the objectives set* is provided.

Efficiency: In order to consider the efficiency of the use of project funds, the evaluation tried to obtain the financial information necessary on actual expenditure per activity budgeted. This proved to be very difficult. The end result was that few cost efficiency analyses were made. The costs of meetings, workshops and training per head per day turned out to be at a reasonable level. However, the costs per study (implemented on behalf of the project by the ILO Institute) were rather high. Of a total project of US\$ 3.9 million some 2.8 million dollars worth of project expenses could not be analyzed because there was insufficient financial data made available to the evaluation consultant.

Management structure: The evaluation concludes that given the implementation of an impressive number of national-level, regional-level and other activities, project management had been well up to its task. Unfortunately, management had operated without a monitoring and evaluation system. Furthermore, the project would certainly have benefited from a clearly assigned ILO person in each country to act as project intermediary. Only one such person was assigned, and this for a short contract.

Impact and sustainability: Despite the limited, indeed indirect, impact of activities, partners clearly felt that it had all remained “too theoretical”, lacking sufficient scope to ensure a lasting positive difference. The project had provided welcome and promising initial support, but the activities had proved to be far from sustainable.

Project-related labor migration issues: The evaluation noted a number of labor migration issues thought by the partners to be especially important in relation to the project and to any future ILO interventions in this field. They bear witness to the current and changing challenges in the countries of origin, transit and destination of labor migrants in the aftermath of the international financial and economic crisis.

Partner relations: The evaluation looked into the type of relationship partners had with the project, their perception of project impact on their work and what they wished ILO to know with regard to the future. The relationships between partners and the project were markedly ill-developed for a project with the ambition of building institutional capacity. One consequence among others was that many partners had no clear understanding of when the project was planned to come to an end. This evaluation gave partners a platform to express some very clear aspirations for the future, all based on the same hope that the project be followed up by further action.

The overall assessment based on the evaluation findings is summarized as follows:

The “project” was never in fact a *real* project. As a Regular Budget Supplementary Account (RBSA) initiative it differed from traditional projects in the sense that RBSA funds are normally intended to complement existing projects or programs. Based on its implementation record, it can be concluded that the project scarcely complemented existing projects or programs in any organized manner.

Its specific status as an RBSA action was not very helpful in achieving concrete results. It gave the project a difficult, confusing and belated start, it deprived the project of proper planning, monitoring and management systems and it confused partners about its duration and the possibility of any follow up. If the project had indeed stuck to its role of an action with RBSA status by complementing existing projects and programs, most of these shortcomings

would maybe not have occurred, as the activities would have been planned, monitored and managed mainly through these existing projects and programs.

Project management has done a remarkable job in implementing an impressive number of important national- and international-level project activities and there was high appreciation amongst the partners about it. However, possibly because of the RBSA character of the project, management had to work in a relatively isolated manner and at times their work was opposed and constrained by other going opinions and decisions taken within ILO. It is important to note that although project management has done a lot to create closer links with other similar ILO projects and to finance more concrete activities for partners, their efforts were generally discouraged by the ILO hierarchy⁵.

What the project has achieved in its rather short lifetime, however, should not be underestimated. It provided – albeit through a temporary boost – an injection of very useful knowledge, awareness and networking on regional level. But although this has enriched many professionals' understanding of and possibly even their competence in the field of labor migration, they are now left wondering "What next?"

As the project objective was to maximise the contribution of labor migration to development in the six selected countries, and bearing in mind that this was to be accomplished through promoting good governance and effective regulation of labor migration, better protection of migrant workers in conformity with international labor standards, and enhancing development benefits of labor migration, the logical question to be asked here is:

Did the results justify the money, time and effort spent?

Looking at the question as a cost/benefit issue, it may be noted that the financial costs were considerable (almost 4 million US\$). Time-wise, putting aside the fact that the project was perhaps in reality too short for its ambition as an action on institutional capacity-building, 20 operational months and a great deal of effort were nevertheless used (there were 16 international activities, i.e. workshops, training, meetings and regional study, 19 national-level activities, workshops, training, meetings, thematic studies, multi-party agreement, national platform, and 5 other activities, i.e. migration mapping country studies, translations, publishing, project website).

The benefits of these investments could reasonably be judged, given the results of this evaluation, as below expectations (see the results analysis), if not meagre. Return on investment of the RBSA operation was effectively negative.

Could there then have been a more effective, less costly way of investing in institutional capacity building, improved governance and policy development in the field of labor migration in the 6 countries concerned? The recommendations aspire to answer this question to a useful degree.

This evaluation is an attempt to provide solid input on the question of the usefulness of the project in relation to ILO decisions on possible future involvement. It finds that if majority opinions of project partners are taken at their full weight, only one realistic and serious conclusion can be drawn:

The ILO should continue to work actively with the same partners on a follow-up action* which focuses on clearer support, firmer concrete ambitions and a number of specific general objectives.

⁵ Mainly by the then head of MIGRATION

Main recommendations

1. Regular project funding is to be preferred. This would allow any next phase to become a “real” project with its own planning, monitoring and management systems. If renewed RBSA funding is the only option, it is recommended that the still active existing ILO project “Bonne Gouvernance de la Migration de la Main-d’œuvre” be reviewed, reinforced and enlarged to cover all 6 countries with the activities needed.
2. Before starting any new phase, a thorough needs assessment would be required on both country and partner levels. This should be conducted in a participatory manner, with the inclusion in the identification and formulation process of all tri-partite and other potential partner organizations (migrant organizations, research institutions, NGOs).
3. The new phase should focus on the type of activities, through both technical and financial support, as listed in the main part of the evaluation report.
4. The project management team should be clearly determined, uncomplicated, known to all partners and in close geographical proximity to the two sub-regions involved. Focal points (or better: named contact persons) for the project should be established in the Government (one for each country in the most relevant ministry).
5. The project should identify proven experts to be hired on consultancy contracts to provide services in participatory needs assessment, project formulation and planning, technical support missions, applied studies, the facilitation, organization and presentation of meetings, and the capacity to organize and conduct evaluations.
6. The project should establish a monitoring and evaluation system.
7. The project should develop plans for the effective collaboration of each of the other international organizations involved in the field of labor migration in the sub-regions concerned, including ECOWAS, IOM, EU, OFI.
8. The project should as much as possible balance its delivery of national-level activities over all 6 selected countries.
9. To avoid the lack of learning of, and capitalization on previous projects’ results, a new project should base itself on the experience and results of this RBSA, by referring to this evaluation and the Recommendations from the “Planning Workshop” held in Casablanca (April, 2010).
10. The duration of the project should be a minimum of three years, but preferably five.

In view of the results and conclusions of this evaluation, the following principal recommendation is proposed:

Given that there are clear ongoing and growing needs in the field of labor migration in the two African subregions concerned⁶, ILO should, with a view to providing essential support for its partners, seriously consider enacting a new phase with the same overall purposes as the RBSA project evaluated herein.

⁶ Ref. Chapter G. Project-related migration issues

1. Context⁷

In many countries of North and Western Africa, labor force growth has outstripped employment growth and has put pressure on the countries' absorptive capacities. Almost a third of the population of the subregion is under 15 years of age and they will progressively be entering the labor force. Pressure on the labor markets increases as the proportion of working-age population increases. Job creation in the public sector and in the modern private sector is very slow. Unemployment is running at high levels as also there is a high incidence of underemployment. Poorly compensating employments have highlighted decent work deficits. Historically, these processes have contributed to out-migration of workers from the two sub-regions, which has been long-standing

Migration within West Africa and from the countries of the subregion to Europe is a long-standing phenomenon that is likely to continue and possibly intensify, in the foreseeable future. There can be little doubt that the movement of labor is an outcome of arrested development and increasing poverty in these countries. This is mostly manifest in the scarcity of adequately paying jobs confronting those looking for work in national labor markets. Where prospects and options for internal migration are increasingly limited, many have opted to seek income in relatively well-off neighbouring countries of North Africa or in the industrialised countries.

In recent years, however, these movements have been increasing in complexity and are reorienting policy directions. As it stands, the North African countries besides being the countries of origin of migration streams have also become major conduits for people migrating for work from the sub-Saharan Africa, in particular West Africa. Further, the externalisation of immigration policies of the European countries has meant that these countries are also being considered as forced destinations by many. The policy restrictions have also highlighted irregular migration to Europe where the countries of North Africa are being used as bases for these movements.

The needs of the sub-regions were identified in the major recommendations of regional and international conferences on migration and development in Africa, including two ministerial level European-African conferences held in 2006 (Rabat and Tripoli), which called for the elaboration of cooperation programmes relating to the management of legal economic migration, and the adoption of measures aiming to facilitate worker movement, as well as the need to address the lack of employment opportunities and protection of migrants' rights, *inter alia*.

A more orderly conduct of these diverse migration streams is required and the main challenges confronting the North and West African sub-regions arise out of the realisation that there is a need to improve the collaboration and cooperation between countries and regions (inter-African and EU-Africa), to produce a stronger awareness among stakeholders on migration issues and to establish specific international cooperation mechanisms, as well as possible multilateral agreements, to better regulate labor migration as a tool for development. This is consistent with the Priority Action 3 of the Africa Union-EU Partnership on Migration, Mobility and Employment. Consequently, at the national level to overcome the weak technical and institutional capacity in the North and West African sub-regions to manage and regulate labor migration, the development of institutional capacities, which would promote coordination and effective management, is a key effort for good governance.

⁷ Ref. *Improving institutional capacity for governing labor migration in Africa: Special focus on North and West Africa, Suggested Programme under Spanish RBSA Funding*

This RBSA project was planned to build upon and add to the achievements and recommendations drawn from the previous EU-funded project *Labor Migration for Integration and Development in Africa* implemented by ILO from 2004 to 2006. The RBSA focused on improving labor migration management capacities and good governance in North and West Africa. An area which has been highlighted is temporary and circular migration. Such initiatives, it was felt, could contribute towards overcoming the unemployment and poverty problems in the countries of origin by linking them to labor demand in the countries of destination. It is noted that the Spanish government is in the forefront of such schemes and has been setting up vocational centres in West Africa to help meet demand for skills in the national as well as the Spanish labor markets. A key venture in this regard is the Spanish-funded ILO project⁸ in Senegal, Mauritania and Mali.

2. Description of the project

2.1 DWCP outcomes supported by the project

The following are DWCP outcomes to which this project was meant to contribute:

- RAF 154: The capacities of regional institutions and Member States have been enhanced to develop policies or programs to protect rights of migrant workers
- RAF xxx: Member States have been assisted to ensure that migration supports domestic economic development
- SEN 101: The capacity of public institutions and social partners have been reinforced to enable the extension of social protection (incl. SS, STD, HIV/AIDS, migratory fluxes) in the formal and informal economies.

2.2 Project intervention strategy

The following is a descriptive text⁹ on the project's target groups and its intervention strategy. Specific comments on how target groups and intervention strategy have been applied during the project duration are presented in Chapter 5. *Conclusions*.

The action will target six North and West African countries: Algeria, Morocco, Tunisia, Mauritania, Mali and Senegal. The intermediary target groups are the Ministries of Labor and other concerned ministries and agencies, employers and workers organizations, NGOs concerned with migration issues, migrant associations; research and academic institutions undertaking migration research, and mass media; The final beneficiaries are the women and men migrant workers in particular the youth; low-skilled and vulnerable workers; migrant associations; migrant communities in countries of origin and destination.

1. To provide more cohesiveness to the undertakings, and to achieve greater policy coherence, the project will take action to set-up or strengthen: (i) structures in charge of labor migration in the Ministries of Labor of beneficiary countries; and (ii) coordinating bodies involving concerned Ministries, public authorities and social partners to provide a better focus on labor migration issues in the selected North and West African countries. It will also take action to ensure that these structures and mechanisms have the necessary competencies and capacities to develop, formulate and implement labor migration policies, and will promote the sharing of experience and good practices among member states in the area of migration policies and programs.

⁸ *Bonne Gouvernance de la Migration de la Main d'œuvre*

⁹ Ref. Improving Institutional Capacity for Governing Labor Migration in Africa : Special focus on North and West Africa, Suggested Programme under Spanish RBSA Funding

2. The program will work towards improving protection of migrant workers from the beneficiary countries, as well as between them, through sensitization to international labor conventions on migrant workers and other relevant conventions. Protection will also be an area of the labor migration policies mentioned above. The program will also engage in sensitization to the negative consequences of irregular migration.
3. This program will work towards improving national and regional statistics and data collection capacity in the selected countries of North and West Africa: It will work towards the harmonisation of data collection on migration statistics, improve the quality of data and promote the dissemination of relevant information. It will further promote the development of a research capacity, supported by the developed evidence base, and promote multi-disciplinary analysis on key issues to assist policy formulation;
4. In promoting migration and development linkages, the project will: (i) through technical assistance encourage concrete measures to be introduced in development policies and programs for poverty alleviation and for local communities' development; (ii) develop schemes of temporary and circular labor migration as a means to acquire skills with a view to putting them at the service of the development; (iii) assist in developing programs providing technical assistance to return migrants wishing to develop entrepreneurial projects; (iv) technically assist in the developing programs providing incentives for productive investments in the migrants' countries of origin and towards a better utilisation of skills of return migrants.
5. It will support and strengthen the social dialogue mechanisms through the involvement of ILO constituents, civil society and migrant associations to promote the rights and welfare of migrant workers in accordance with international labor standards, and to achieve a policy consensus. In this regard, it will also support of information providing mechanisms which aim to expand regular labor migration and inhibit irregular movements.
6. The program will reinforce inter-regional dialogue and cooperation as a key element to ensuring success and mutual benefits of the labor migration policies. Regional tripartite seminars and technical meetings, gathering constituents from Europe, North and West Africa, will be implemented to encourage exchange of experiences and good practices as well as opening dialogue for joint legal labor migration practices, taking into account the existing ECOWAS integration Protocol.

2.3 Project objectives

The following is a presentation of the project's objectives¹⁰. Observations on how much the project has achieved in meeting its objectives can be found in Chapter ... Conclusions.

The overall objective of the project/program was to maximise the contribution of labor migration to development in selected countries of North and West Africa, which are Algeria, Morocco, Tunisia, Mauritania, Mali and Senegal. The project planned to work towards the realisation, and maximisation, of benefits for development from international labor migration by undertaking actions focused on promoting good governance and effective regulation of labor migration based on ILO's Multilateral Framework on Labor Migration which epitomises the Decent Work rights-based approach, better protection of migrant workers in conformity with international labor standards, and enhancing development benefits of labor migration.

The project's specific objectives were:

¹⁰ Ref. Improving Institutional Capacity for Governing Labor Migration in Africa : Special focus on North and West Africa, Suggested Programme under Spanish RBSA Funding

1. Enhance institutional capacity to formulate effective and coherent labor migration policies and improve governance and administration of labor migration and in line with ILO Conventions on migrant workers and other relevant international instruments;
2. Improve protection of migrant workers from North and West Africa, in convergence with the ILO Conventions on migrant workers and other relevant international instruments;
3. Improve knowledge base for informed labor migration policy formulation, dialogue and decision making;
4. Improve legal avenues for labor migration, especially of youth and low skilled persons, including through temporary and circular migration schemes;
5. Realize developmental benefits of labor migration through better utilization of skills and remittances, and improved opportunities for return migrant workers.
6. Improve dialogue and cooperation on labor migration between the governments and social partners; and
7. Reinforce Inter-State dialogue and cooperation with European countries and within North and West Africa sub-regions to ensure success and mutual benefits of labor migration policies.

2.4 State of implementation and delivery of the project

In the six countries of North and West Africa, the project implemented the following activities:

15 regional-level or multi-country activities:

- Financing of 5 participants to the Turin Training course “International labor migration” held in Turin (September 2008)
- Workshop held in Bamako to present and launch the project (Mars 2009)
- Training workshop held in Rabat (July 2009) on “Labor administration and institutions dealing with labor migration in North and West African countries”, with the support of the ITC ILO Turin; 20 labor administrators trained
- Financing of participants from Senegal and Mali to the MIGSEC training course held in Dakar (July 2009)
- Training workshop held in Lomé¹¹ (August 2009) on “Migrant Workers’ Rights”, with the support of the ITC ILO Turin and ACTRAV Turin; 13 workers’ representatives trained
- Financing of 12 tripartite constituents to participate to the Turin Training course “International labor migration” held in Turin (October 2009)
- Training course held in Dakar on “Fostering the social and professional reintegration of return migrants workers in ECOWAS countries” (October 2009), with the support of the ITC ILO Turin
- Training course held in Tunis on “Fostering the social and professional reintegration for return migrants workers in Maghreb countries” (November 2009), with the support of the ITC ILO Turin
- Sub-regional workshop on the Role of employers dealing with labor migration issues held in Alger (December 2009)
- Sub-regional workshop of assessment of the Project held in Nouakchott (December 2009)
- Agreement between trade unions of Senegal, Mali and Mauritania signed in Bamako (February 2010)

¹¹ With the participation of EMP/SFP (Social Finance Programme, Employment Sector)

- GERME Training held in Nouakchott (February/March 2010)
- Training course held in Tunis on “Statistics of labor migration”, with the support of the ITC ILO Turin (February 2010)
- 5 country studies and one global synthesis on labor migration in North and West Africa conducted through, and edited by the ILO Institute and financed by the project (presented in regional workshop, Casablanca, April 2010, see next activity)
- Planning Workshop of the Project held in Casablanca (April 2010)
- Follow-up Workshop on the Lomé Workshop (August, 2009) for workers unions on the “Protection and promotion of labor migrant rights” held in Nouakchott (May, 2010)

19 national-level activities:

Algeria

- No national-level activities

Mali

- National workshop¹² (gender issue highlighted) (May 2009)
- Establishment of a coordinating body on labor migration (Cadre de Concertation)
- National workshop (November 2009) on women and migration
- Statistical research on labor migration in Mali
- Statistics study presented (February 2010)
- Support new legislation on labor migration

Mauritania

- National workshop (gender issue highlighted) (May 2009)
- Study on women migrant workers in Mauritania
- National workshop (November 2009) on women and migration
- National workshop (May 2010) on the presentation of the study on labor migration in Mauritania
- Statistical research on labor migration in Mauritania, together with STAT
- National training workshop (June 2010) on Coaching for labor migrants: How to create and manage income-generating activities?
- Support new legislation on labor migration

Morocco

- National training/workshop on labor migration held, (March 2010)
- Support to the creation of a “Veille Juridique” in Morocco within the Delegated Ministry in Charge of the Moroccan Community Residing Abroad

Senegal

- National workshop on coordinating bodies on labor migration¹³ (July 2009).
- National workshop on coordinating bodies on labor migration in Dakar¹⁴ (November 2009)

¹² National workshop in Mali with the participation of the MIGSEC project and the Project “Good governance of labor migration and its links with development”, based in Dakar.

¹³ National workshop organized together with the Project “Good governance of labor migration and its links with development”, based in Dakar.

¹⁴ National workshop organized together with the Project “Good governance of labor migration and its links with development”, based in Dakar.

Tunisia

- National workshop on social finance and remittances in Dakar (July, 2010)¹⁵
- National training workshop held¹⁶ (July 2009) for labor attachés; 30 labor attachés trained.

Other activities responding to the project objective of “developing a comprehensive information and knowledge base on labor migration in the region and selected countries” have been:

- Country studies: “Cartographie sur la migration”
- Printing of the Multilateral Framework on Labor Migration in Arabic
- Translation and printing of the ACTRAV Manual for trade unionists on Migrant Workers’ Rights in French and Arabic¹⁷
- Translation of further documents
- Creation of the RBSA Spain website: all information concerning activities to be available to constituents (available on ILO ROAF and MIGRANT internet pages):

<http://www.ilo.org/public/french/protection/migrant/afrique/index.htm>

2.5 Main stages in project implementation, milestones and challenges

Being a RBSA, the project had no clearly identifiable pre-established phases. It started in September 2008, but had its main launching workshop only in March 2009 (Bamako). It organized a stock-taking workshop in December, 2009 (Nouakchott) and a forward planning workshop in April, 2010. Although initially its closure was planned for 31 December 2009, the project was granted a 3-month extension up to the end of March 2010 and subsequently 4 monthly extensions up to its final official closure at the end of July 2010.

Apart from these mentioned workshops, three other milestones could be mentioned: the establishment of the Cadre de Concertation in Mali (April 2009), the signing of a tripartite agreement between three networks of national workers unions in Mali, Mauritania and Senegal (Bamako, February 2010) and the presentation of the Global (synthesis) report of the 5 country studies on labor migration, conducted by ILO’s Institute on behalf (and with funding) of the project (during the workshop in Casablanca, April 2010).

Project management has been up to various challenges during the lifetime of the project. The most important ones were internal to the ILO. They were of different nature: lack of coordination between units, logistical constraints, lack of recognition, time constraints, and the specific character of RBSA. Given these limitations, it is remarkable that the project was able to accomplish what it did.

3. Purpose, scope and clients of evaluation

3.1 Type of evaluation

This evaluation represented a final Project Evaluation.

¹⁵ With the participation of EMP/SFP (Social Finance Programme, Employment Sector) and the Project “Good governance of labor migration and its links with development”, based in Dakar

¹⁶ National workshop with the participation of NORMES

¹⁷ With the participation and financing of ACTRAV

3.2 Purpose

The ILO/RBSA project titled « Améliorer les capacités institutionnelles pour la gouvernance des migrations de main-d'œuvre en Afrique du Nord et de l'Ouest » was launched in September 2008 by the ILO's Regional Office for Africa in collaboration with the ILO program for international migrations (MIGRANT).

Financed through ILO's Regular Budget Supplementary Account (CSBO/ RBSA) with funding by the Spanish Government for a total of US\$ 3.473 685, this project ended on 31 July 2010. The project had as main objective to support beneficiary countries to assist them in better managing the migratory flows of labor within the framework of international conventions on labor migration.

During its operational period of 21 months, the project has utilized ILO's means of action to achieve its objectives, i.e. the reinforcement of the capacities of ILO regional and national partners, promotion of social dialogue, information dissemination and knowledge sharing. In line with ILO's good practices on project management, an evaluation was fielded with the aim to make an overall assessment of the project implementation focusing on efficiency, effectiveness, impact, sustainability and relevance of its results and its objectives. This project would contribute to the Programme Country Results (PCR/CPO) of the following countries: Algeria (DZA 103¹⁸), Mali (MLI 102¹⁹), Morocco (MAR 101²⁰), Mauritania (MRT101²¹), Senegal (SEN127²²) and Tunisia (TUN 102²³).

The evaluation has been managed by ILO's Regional Office for Africa in accordance with ILO evaluation policy, official ILO guidelines and evaluation norms, criteria and ethics established by the UN Evaluation Group (UNEG).

The evaluation is meant to be an opportunity to learn lessons for improvement of future action and to formulate recommendations to help guide future decisions to improve the implementation of ILO's strategy on labor migration.

3.3 Clients of the evaluation

The principal clients of the evaluation are:

¹⁸ DZA103 - Des programmes de développement de l'entrepreneuriat aux fins de la création d'emplois décents et productifs sont promus, notamment pour les jeunes, les femmes et les personnes vulnérables

¹⁹ MLI102 - Les capacités de l'agence pour l'emploi des jeunes, les autres structures du Ministère en charge de l'emploi, des partenaires sociaux et autres partenaires sont renforcées.

²⁰ MAR101 - l'emploi, et particulièrement l'emploi des jeunes est placé au cœur des politiques et programmes nationales de développement, notamment par le renforcement des capacités des partenaires nationaux tripartites et du dialogue social.

²¹ MRT101 - L'ANAPEJ, les autres structures du Ministère de l'Emploi, les départements ministériels sectoriels et les partenaires sociaux disposent de capacités renforcées pour la réalisation des programmes pour la promotion de l'emploi

²² SEN127 - Un plus grand nombre de travailleurs migrants sont protégés et ont accès à un travail décent

²³ TUN102 - Les capacités des opérateurs du système d'intermédiation du marché du travail sont renforcées pour la promotion des politiques et programmes en faveur de l'emploi décent des jeunes, des femmes et des catégories vulnérables

- (xiii) national-level tripartite partners, project beneficiaries (ministries of labor, employment, youth, migration, etc..)
- (xiv) ILO program for international migration (MIGRANT)
- (xv) project management team
- (xvi) projects partners on national level
- (xvii) ILO Regional Office for Africa
- (xviii) ILO Office in Alger and DWT/CO in Dakar
- (xix) ILO DWT/CO in Cairo
- (xx) technical field staff covering the beneficiary countries
- (xxi) ILO's Office for Workers Activities (ILO/ACTRAV)
- (xxii) ILO's Office for Employers Activities (ILO/ACTEMP)
- (xxiii) ILO's technical units, implementation partners of the project, in particular PARDEV, PROGRAM et EVAL
- (xxiv) Government of Spain

3.4 Criteria and questions

The evaluation based itself on the criteria defined in ILO's results-based project evaluation policy. For each criterion a number of questions were used in the interviews²⁴. The criteria were: relevance, the validity of project design, project progress and effectiveness, efficiency of resource use, effectiveness of management arrangements, impact orientation and sustainability of the project. They will be further explained in Chapter 3. *Methodology* and used as a reporting framework in Chapter 4. *Presentation of findings*.

4. Methodology

Note : Throughout this report the term "the project" is used to indicate the RBSA A.250.03.100.601, i.e. the project under evaluation. The term "partners" is used to specify those organizations (governmental and ILO social partners) which had clear partnership with this project. The term "homologous partners" is used to signify other international organizations which also have an interest and activities in the field of labor migration, such as IOM, EU, French Cooperation, ECOWAS.

The evaluation started with a documentation study, followed by a briefing at ILO H/Q in Geneva by the former project coordinator, Mme Patricia ISIMAT. The consultant then had meetings at H/Q with a number of people who had in some way collaborated with the project²⁵. The consultant's approach was to form an understanding of the nature and structure of the project, its history and the position it had within the larger program of ILO.

During the field work in the three countries visited, the interviewing approach was as follows:

The partners were first invited to present themselves, their organization's specific mandate and the activities through which they were involved in labor migration. This had a doubly positive effect: interviewees felt that the evaluation was taking on board their particular efforts in this field and the consultant had the opportunity to become a better informed discussion partner.

To gauge the level of involvement in and knowledge of the project under evaluation, the partners were then asked to indicate the intensity of collaboration with project managers,

²⁴ See sample of Questionnaire in Annex

²⁵ Ref. List of People Met, Annex B

their perception of the project's aim and exactly from which activities they had been able to benefit.

Subsequently, the partners were taken through a series of questions²⁶ which aimed at providing key information on the Evaluation Criteria.

On the pertinence of the project:

The partners were asked about what specific institutional capacity-building needs they had in addressing labor migration before the project; whether, how and at which stage these needs had been identified by the project; and if and how these needs had changed over time. They were also asked about any other support in this field from the ILO or from other donors.

On the value of the concept of the project:

The consultant focused here on the relevance of the activities from which the partners had been able to benefit and if these had been delivered in a coherent way. The partners were also asked if and how they considered gender to have been an effective part of project interventions.

On progress and effectiveness:

Here the discussion was about how far and in what ways the objectives of the project had been accomplished, and what could be considered the project's main achievement vis-à-vis the organization subject to the interview. To inform future interventions, the question of whether an alternative implementation strategy could have been possible, was asked.

On efficiency:

No direct questions were put to the interviewees on this as it was clear that in general they had little knowledge about the financial resources available. Nevertheless, the consultant did try in the more conversational part of the interviews to obtain an idea on whether the partners felt that the project had indeed used its resources (human, expertise, finances, time) wisely.

On project management structure:

The partners were asked if the way the activities had been delivered had been effective and if they had any observations on the capacity and performance of those responsible for the project within the ILO.

On sustainable impact:

Before touching on the sustainability of any potential impact, the partners were first asked about their knowledge and perception of the end of the project and about any possible follow up. They were then invited to put in plain words what – if any – had been the impact of the project and how lasting these results might be.

On “open” observations:

To conclude the interviews, the partners were invited to make any observations they felt should be added to the information already provided and any specific message they would like this evaluation to relay back to the project holder and implementer, the ILO.

²⁶ Ref. Terms of Reference. List of discussion points attached as Annex

The interviews with ILO staff in the field or with collaborating organizations such as the EU and IOM, followed a different pattern of questions.²⁷

Finally, the evaluation was subject to certain constraints. Some ILO staff in Senegal and Mali, who would have been useful resource persons, were unfortunately not available during the consultant's mission. Furthermore, the last day of the consultant's visit to Morocco was declared a public holiday (Islamic New Year) just the day before and this meant missing three interviews and a multiparty meeting which was to present and discuss the evaluation's findings in that country. All in all, the amount of data gathered may be considered adequate for a representative view in the three countries visited on the project interventions, the project's strengths and shortcomings, and the partners' views on how they perceived their future needs in relation to a hoped-for follow up by the ILO.

This report is a synthesis of the information acquired from the interviews conducted as described above. Further insight, including evidence of project performance, may be gained from the table (Annex A) that describes the nature of the relationships between the project and partner- and homologous- organizations. (See synthesis, Chapter 5.9)

5. Presentation of findings

5.1 Introduction

Although this report presents the findings of a project concerning labor migration, it will not provide complete information on the issues involved in this field. There is ample information available within the ILO and outside to satisfy any reader on the importance of migratory fluxes, statistics, the rights of labor migrants, their social security, employment issues, the way migrants contribute to the economies of their home and destination countries, the impact of the financial and economic crisis, international conventions, and more generally how labor migration and development are interwoven – to mention some of the principal issues involved. It suffices here to refer to two ILO documents which provide a host of valuable information and data: *International Labor Migration, A rights-based approach*, ILO, 2010 and, more specifically on the region under study in this project evaluation, *Making migration a development factor, The case of North and West Africa*, ILO / International Institute for Labor Studies, 2010.

Some of the issues brought forward by the project partners during the interviews will however be presented here²⁸ as they highlight both their work in this field and the importance of the project in helping to strengthen institutional capacities. Such information should not be granted “scientific” value as it was meant only to give an idea of the context of labor migration in specific relationship to this project.

5.2 Project relevance and strategic adjustment

In the three countries visited, the project partners generally emphasized the importance of labor migration for development purposes. Through their remittances, migrants contribute substantially to their respective countries' total national income. It was also noted that because of the international financial and economic crisis's impact on labor migration the remittance flow had been considerably reduced. Remittances are mostly used by families at home to cover household consumption. However, the opinion of partners was that the money was also well spent if used for income-generating activities. This was seen as a

²⁷ See List of discussion points for non-partners, Annex

²⁸ Ref. this report, Chapter G. *Project-related labor migration issues*

challenge which could only be promoted through concrete projects involving migrants' families and communities back home.

Other migration factors mentioned which could stimulate development were productive employment for returning migrants, productive employment of foreign migrants, and transfer of investment, technology and skills (through circular migration).

Senegal

Interviewees generally agreed that labor migration was an important field of concern for all parties concerned: government, workers unions and employers. They also agreed that labor migration – if well organized – could contribute positively to an economy and that this was not as yet generally a reality. From the views of the various stakeholders, including other support organizations such as the IOM and the EU, the conclusion may be drawn that there is indeed a need to support the country in its efforts to reduce the more negative and strengthen the potentially positive aspects of labor migration.

It was clear that the real focus was on how to address the migration of Senegalese to other countries and support their return to their home country. The situation of foreign workers from neighboring countries in the region migrating to Senegal to look for work was accorded significantly less importance by interviewees.

When interviewees were asked if they had any knowledge of a needs assessment having been undertaken before the start of the project, with specific emphasis on their own organization's needs in this field, no interviewee replied positively.

As far as changing needs were concerned, it was observed that with the world economic crisis the fallout on Senegal was that many of its own labor migrants had lost their jobs in Northern countries and were deciding to return home. This factor is of course moving the focus from the needs of those departing to the needs of home-coming migrants and to the consequent changing pressures on national development policy.

The project has had little functional collaboration with the only other ILO project in this field, the "Bonne Gouvernance de la Migration de la Main-d'œuvre Sénégal/Mali/Mauritanie". The latter is a four-year project which covers three countries (Senegal, Mali and Mauritania) of the 6 within the RBSA project. Apparently, no collaborative structure was foreseen for either project and although there have been some minor joint activities, there has been only minimum information exchange. It is clear that both projects have lost an opportunity to work together and mutually strengthen the ILO support in this field – which might at least have seemed natural in the three target countries common to both projects. The lack of coordination and collaboration has resulted in a good deal of confusion among the Senegalese stakeholders. Even at the time of the evaluation, interviewees frequently confused the two projects.

Mali

There is a story in Mali which claims that when the first man set foot on the moon, he found a man already there. This person turned out to be a Sarakolé from Kayes, Mali.

There is no doubt that Mali is a country deeply touched by the phenomenon of labor migration. Its institutions dealing with this issue feel that their country is a real "migration crossroads", with all sorts of migrant movement – outward, inward, transitory, circular, return – almost entirely due to people looking for work. This reality demanded a coordinated and coherent intersectoral policy, which at the time of launching this project existed in only

embryonic form. At that time, the level of understanding and degree of knowledge of this multi-faceted and complex situation were considered to be unacceptably low in the field. One important issue, which met with the agreement of all partners, was the need for migrants to be more socially secure through improved social protection measures²⁹.

Although the project never prompted any systematic and thorough needs assessment before or even at the start of the project, the partners felt that in a way, through the various activities during its lifetime, the project permitted them to understand their own needs - and see how these could be addressed - much better. The general opinion was that the project facilitated the dual process of understanding needs and factual enlightenment. Although the project start-up workshop (Bamako, March 2009) produced a priority needs setting based on a consideration of each country, it did not generate a reflection on the specific needs of each project partner institution.

More recently, the international economic crisis has had an impact on the number of returnees, both voluntary and forced. Most of these (but not all) have been irregular migrants to countries such as Spain, France and Libya, the latter having also sent migrants back to Mali who had previously been expelled from Italy. This tendency influences of course the intervention methods of the various Malian institutions dealing with labor migration as returning migrants' socio-economic conditions and rights have been eroded. Another change has been that the national campaigns aimed at dissuading young Malians who are thinking of migrating seems to have reduced the numbers of those who actually leave (especially those wishing to migrate to the Maghreb and Europe).

The economic effect of this new trend is that the remittances which contribute substantially to Malian national income³⁰ are slowly shrinking. A more social but to some degree economic effect is that the Malian returnees evidently need help in reinsertion and reintegration into their own country. These rather vulnerable people need specific attention to help them restart their lives, socially and economically.³¹

The reality in Mali before the project was that labor migration was dealt with in an ad-hoc manner, usually responding only to urgent needs, within an institutionally dispersed situation. No coherent national policy existed, even if institutions such as the INPS and the ANPE have been working for the well being of migrant workers for many years.

Most partners felt that the project responded to real needs. They mention the spreading of labor migration over many institutions, the low level of competence in this field and the ad-hoc way of dealing with the issues as the main reasons for a lack of effective intervention and therefore a need to "organize" the sector and reinforce the concerned institutions. Some partners (INPS, ANPE, Fédération Nationale des Associations des Migrants) felt they had longstanding competence in this field and that what was *really* needed was specifically the financial means to be able to implement concrete activities to address the problems of labor migration and migrants.

Other ILO projects of which some of the Malian partners were benefiting were "Bonne Gouvernance de la Migration de Main-d'œuvre Sénégal/Mali/Mauritanie", Appui à l'Emploi et

²⁹ The Institut national de prévoyance sociale (INPS) assists migrants in particular in this field.

³⁰ The total remittances from Malian migrants represent an income which is roughly at the level of 3/4 of the total foreign aid to the country.

³¹ The Fédération Nationale des Associations de Migrants and its member organizations address these problems through some concrete reintegration projects.

la Réduction de la Pauvreté (APERP), Extending Social Security for Migrant Workers in Africa (MIGSEC), Projet de Partenariat pour la Gestion des Migrations Professionnelles (PGMP) and an ACTRAV project dealing with employment and workers unions for young workers. The partners had not seemingly experienced any specific problems in dealing with other ILO projects at the same time as with this one. Some joint activities were undertaken with the projects “Bonne Gouvernance...” and MIGSEC.

Morocco

The partners in this country felt that there were real capacity-building needs in the field of labor migration. They had benefited from a mission by two consultants who had come to do a state of the art study and who identified the specific needs. They then presented their findings in a national workshop, and a road map for action was developed. Most of the needs identified then have still not been met today. Indeed, the partners had understood that the project had only limited time and resources and expected therefore it would be during a hypothetical next phase or new project that those needs might be satisfied.

Some of the needs identified at the beginning of the project were:

- A “Veille Stratégique” (a sort of constant watch policy)
- A national platform of all institutions involved in labor migration
- A regional platform for all countries concerned in West and North Africa

The international financial and economic crisis has had an impact on the migratory situation in Morocco. It is increasingly becoming a destination country – instead of a one of origin or transit – with all the implications relative to such a status. Another change is the deteriorating situation of the rights of Moroccan migrants in European countries plus the fact that, while men stay on and try to cope, migrant family women and children are returning to Morocco where they encounter a multitude of difficulties particularly in schooling, social security, and reintegration. Furthermore there is a growing proportion of women in the migratory flows. The partners felt that these changes demanded specific new attention through studies, monitoring and appropriate concrete measures to respond to the needs of both the migrants and the country.

The Moroccan partners had not benefited from any other ILO project in the field of labor migration.

5.3 The validity of the project concept

As shown in the below evaluation results in the three countries visited, the validity of the project concept was confirmed. The idea of strengthening institutional capacity in the field of labor migration in a subregion with a growing demand on managing the migratory flows, is relevant and topical.

Senegal

Probably the best approach to the question of the project’s validity is to note that no interviewee has expressed any doubts about it. Nevertheless it must be remembered that no quality needs-assessment was done before the start of the project and its implementation has consequently – for this and other reasons explained later - suffered from a lack of coherence and a shortage of effective interventions.

The only known early situation assessment was effected by the project coordinator who met and discussed with many stakeholders in November 2008. However useful this may have

been, this cannot be considered a serious needs-assessment. No gender analysis was done either before or during the duration of the project.

If a project lacks a “project document” with clear objectives and concrete measurable expectations, it is unreasonable to hope it will demonstrate coherence and logic in its interventions. If not carried out with strictly strategic intent - including the guarantee of follow-up activities - meetings, workshops and studies cannot be expected to fulfill their role in promoting effective sustainable interventions. From both project documentation and the reactions of stakeholders it can sadly be concluded that the project lacked sufficient strategic coherence and logic, which underlines its only meager results.

This situation was surely aggravated by the fact that the operational duration of the project was rather limited, especially when considering the nature of the objectives set³².

Mali

In Mali, too, no early detailed needs-assessment – neither per institution nor for the country as a whole – had been carried out by the project. In consequence, no baseline information was available at the start of the project on the scope of different types of labor migration, on gender realities, rights issues, social security, legislation, migrant organization, institutional mandates or interventions. Much of this information surfaced during the lifetime of the project – above all towards its end – in a more or less organized form.

Partners were generally of the opinion that the types of activities offered by the project were relevant for them. Most reactions echoed this point of view:

- These meetings have woken us up to understand what labor migration is all about!
- The activities have helped us to see how we can act and how we could build a national policy!
- The project activities have given us a certain value in relation to our contribution to labor migration.
- The project has confirmed what we were already doing in this field.
- The activities were relevant; if they had not been, we would have spoken up and they would have been adjusted.
- The project activities allowed us to take better measures to defend the rights of the migrants.
- The fact that we are now able to discuss within the *Cadre de Concertation* helps us to act quicker and more effectively.
- These activities were an obligatory passage for us to reach a minimum level of understanding.
- Activities were useful to help us to improve our orientation, that's all!
- The activities were too theoretic; there should have been more concrete work done in this field through this project.

Although the partners were apparently satisfied with the relevance of the activities, they also felt that the activities were far from sufficient to respond to the needs. The project had not been able to reach the stage where support for concrete activities was possible.

Morocco

³² All seven Specific Objectives are at least of the medium-term, if not long-term type.

The partners interviewed in Morocco felt that the project had been relevant, but that quality and quantity had been insufficient. There was the observation that the level and the profiles of the presenters at workshops had not been very appropriate and that there had been a certain amount of repetition in the information provided. They noted that participants had learned more from fellow participants than that they had learned from the presenters. As to quantity, it was clearly felt by the partners that although they had appreciated the project activities, these proved to be quite insufficient in satisfying the multiple and diverse needs of the country in the field of labor migration.

5.4 Project progress and effectiveness

The project was able to implement an impressive number of national- and regional-level activities. Project management had even wanted to implement more, but it was discouraged to do so for different reasons (ref. Chapter 5.6 *Effectiveness of the management structure*). Although the quantity of the project delivery was rather high, there were questions about the quality and the sustainability of their impact.

Here follows an overview of the achievements of the project in relation to the objectives set.

Overview of project achievements

| Project's main objective | Comments on project achievements |
|--|---|
| To maximise the contribution of labor migration to development in selected countries of North and West Africa, which are Algeria, Morocco, Tunisia, Mauritania, Mali and Senegal. By undertaking actions focused on promoting good governance and effective regulation of labor migration based on ILO's Multilateral Framework on Labor Migration which epitomises the Decent Work rights-based approach, better protection of migrant workers in conformity with international labor standards, and enhancing development benefits of labor migration. | It is impossible to determine if and how the project has been able to maximize the contribution of labor migration to development in the target countries. At the very most, the project may have contributed modestly and indirectly to the countries' longer term developmental benefits of a better organized and protected migration of labor. Some crucial measures initially planned to be implemented by the project and which could have boosted the subregion's ability to take socio-economic advantage of labor migration, were not realized (see below). |
| Project's specific objectives | |
| <ul style="list-style-type: none"> Enhance institutional capacity to formulate effective and coherent labor migration policies and improve governance and administration of labor migration and in line with ILO Conventions on migrant workers and other relevant international instruments; | In some ways the project did have a positive impact on the individual partner organizations' capacity to formulate more adequate policies. Although the professionals in these organizations felt that they were better informed after the project than before, in most cases unfortunately this had not yet translated into "effective and coherent ... policies" or improved governance and administration. |
| <ul style="list-style-type: none"> Improve protection of migrant workers from North and West Africa, in convergence with the ILO Conventions on migrant workers and other relevant international instruments; | Modest progress was made towards this objective. Certain partners had actually improved their social protection intervention thanks to information and training efforts in this field. However, there was still a long way to go before migrants and their families might generally |

| Project's main objective | Comments on project achievements |
|--|--|
| | be considered well-protected according to ILO Conventions. One of the first steps to take would be the ratification of the Conventions N°97 and N°143. |
| <ul style="list-style-type: none"> Improve knowledge base for informed labor migration policy formulation, dialogue and decision making; | The project had a genuinely positive impact on this objective. The question now is how to sustain and further develop the improved knowledge base and how to assist at least the trained professionals in partner organizations to make use of it in the pursuit of concrete action. |
| <ul style="list-style-type: none"> Improve legal avenues for labor migration, especially of youth and low skilled persons, including through temporary and circular migration schemes; | Little progress was noted in this field. In part thanks to the project, some partners had nevertheless become more aware of the need for an improved legal framework, and now wished to be supported in putting this into action. |
| <ul style="list-style-type: none"> Realize developmental benefits of labor migration through better utilization of skills and remittances, and improved opportunities for return migrant workers; | Apart from rare examples of concrete action undertaken to realize developmental benefits (thanks to ideas and knowledge disseminated through the project), this was overall an objective whose achievement still required a lot of focused support. |
| <ul style="list-style-type: none"> Improve dialogue and cooperation on labor migration between the governments and social partners; | This was clearly achieved in one of the three countries visited, Mali, to a much lesser extent in Morocco, and not at all in Senegal. |
| <ul style="list-style-type: none"> Reinforce Inter-State dialogue and cooperation with European countries and within North and West Africa sub-regions to ensure success and mutual benefits of labor migration policies. | The project certainly had a positive, if temporary, impact on inter-state, inter-regional and intra-regional dialogue (but with the exception of European countries). This was recognized and appreciated by all those who had benefited from at least one or more of the regional project activities and studies. Yet the objective was not of course intended to be of a passing nature. If it had led to sustainable dialogue platforms, the chances are that the "success and mutual benefits of labor migration policies" would have been better assured with a much broader scope. |

Amongst all interviews held, only one suggestion was forwarded for an alternative intervention approach (see below in this chapter under Mali). It would be worthwhile for ILO to keep that suggestion in mind as an alternative solution to be looked into, if indeed it wishes to decide to have this project be followed by a new phase or new project.

Senegal

As to the degree of implementation of the project in Senegal, the following may be said. Interviewees stated that the project had not at all reached its objectives; this was reaffirmed in the Project Planning Workshop in Casablanca (April, 2009).

That workshop, the partners explained, resulted in a series of recommendations for a “possible second phase”, which they considered necessary to address the many issues the project had not been able to deal with during its rather short lifetime. What the project lacked, it was felt, was a focus on national- and institution-level support activities in Senegal.

Some felt strongly that with the end of the project, the ball was now firmly in the court of the Senegalese institutions concerned. This was especially true for the issue of creating a national platform (a “Cadre de Concertation”) and for the development of a national policy on labor migration. Although the project was very helpful in raising consciousness about the need for a national platform, for the moment no serious steps had been undertaken in that direction. As far as labor migration today is concerned, the Senegalese institutional reality is one of uncoordinated sectoral policies and actions. One interviewee remarked pointedly that “the project left a good, but unachieved taste behind”.

Other observers noted that the training and information workshops and meetings organized by the project, although useful from the general point for “informing” people and international exchanges, were not followed up by activities aiming at making certain that real changes in professional and institutional behavior were achieved.

Clearly, all those interviewed observed that the project, apart from bringing some useful awareness raising and a certain development of knowledge, had not unfortunately achieved any concrete results in the field of labor migration. This was a source of much disappointment, as much of the daily work was related to concrete situations. As mentioned above, one reason put forward for the missed opportunity was that the project had started without any proper needs assessment on either institutional or national levels.

Only one example emerged where the project had indirectly led to a concrete intervention. One of the national labor union confederations³³ had applied some lessons learned during the regional workshop on labor migrants’ rights (August 2009). The confederation attempted to set up a system of cooperative saving and credit schemes for rural migrants along with a farmers’ union (one of their member organizations). It was thought too soon to draw any conclusions about concrete results.

It should be noted here that most of those encountered showed a good deal of self criticism. They admitted that whereas the ILO had facilitated a useful process, the rather uncoordinated and functionally dispersed institutions in Senegal had not seized the opportunity to capitalize on the albeit incomplete project contributions in the field of labor migration.

Lastly, one alternative intervention approach was proposed in Senegal. An interviewee suggested that given the institutional reality in Senegal, the project should have started to work with all three partners of the tripartite ILO partnership (government, labor unions, employers organizations) in a bilateral way. According to his theory, only after having evolved within that framework could a tripartite approach have been able to pay dividends.

Mali

The general opinion of partners in Mali on whether the project achieved the objectives set was rather positive. They felt that the project achieved the greater part what it set out to do: to reinforce the institutional capacity of the partners in the field of labor migration. However, they also agreed that the project achievements remained somewhat “theoretical” or

³³ The SUDES

“superficial” and that concrete results were rare. In any case they felt that possible impact was too early to measure. All were of the opinion that one very positive concrete result on the national level was the Cadre de Concertation.

Here is a list of what the various partners mentioned as achievements of the project:

On the national level:

- The Cadre de Concertation which was officially established by the Government of Mali and meets once a month. It has some 20 members including various technical ministries, workers unions, employers organizations, migrant organizations, NGOs and international organizations.
- A gender study on labor migration.
- Training
- The foundation (including the all-important ToR) of a possible future national policy on labor migration, which came out of a workshop on this issue.
- The use of the same “language” in meetings between partners and a common understanding of the issues at stake.
- A higher level of implication and responsibility in the field of labor migration of all institutions involved.
- The provision of enhanced information made available to actual and potential migrants.

On the institutional level, some examples:

- enhanced reputation of the organization due to its work in this field being seen as more professional/effective (CSTM)
- Employers have been put on the map and now work more in collaboration with the other social partners in relation to labor migration. (CNPM)
- Enlarged institutional capacity, more frequent and above all more useful contacts with sister-organizations in neighboring countries (UNTM)
- Inclusion of the dimension of “migration” in the national employment policy (Ministère de l'Emploi et de la Formation Professionnelle).

A large majority of partners in Mali thought any alternative project intervention approach would not have been appropriate. They felt that because of limited advancement in this field, Mali needed to go through such a process of joint awareness raising and learning.

One suggestion for an alternative approach was however put forward by an EU/Government of Mali project, CIGEM. A project with this type of objective could, they suggested, have started with a core of some 2, 3 or 4 state institutions only. Their institutional capacities might then have been reinforced before the inclusion of other partners. Capacity-building activities aiming at concrete results would thus be accorded high visibility. Subsequently, the other partners would ask for assistance in a more precise manner as they would see and understand from the core partners what was needed for their specific institutions.

Morocco

Here is summary of partners’ perceptions on the achievements and benefits of the project:

- A collective institutional needs assessment
- Useful participation in project meetings and training workshops
- Growing consciousness of the need to organize a national-level institutional platform on labor migration and a better understanding of how this could be achieved

- Confirmation of the importance of giving special attention to the gender aspect in working with labor migrants and their families
- The results of the regional study

As mentioned above, the Moroccan partners felt that both the quality and quantity of project achievements had fallen short. Some important needs identified at the beginning of the project³⁴ still need to be fulfilled.

The effectiveness for the implementation of project activities in the other three countries (Mauritania, Tunisia and Algeria) could not objectively be determined as no face-to-face interviews with project partners took place there. However, the activities implemented in these countries are presented in this report.

5.5 Efficiency in the utilization of resources

It has proved very difficult to make any useful judgment about efficiency based on interviews and information made otherwise available to the evaluation.

Senegal, Mali and Morocco

It is difficult to obtain a common view from the partners on the question of the efficiency of resource use. They have no adequate knowledge of available financial project resources and they do not possess the information on expenditure on individual project activities as these are managed by the ILO. Financial effectiveness can therefore only be assessed from other sources, notably the study of detailed expenditure and activities.

However, it proved to be not very easy to obtain basic project finance information from the ILO. The evaluation consultant wished to carry out a simple cost efficiency analysis on project activities but it took literally weeks before any useful information was forwarded to him.

Therefore the below restricted cost analysis should be taken with some prudence as it is based on incomplete information. Furthermore, the only information forwarded was on project activities of the type of meetings and training workshops, mostly on regional level, and only a few on national level.

The project invested on average some 2,740 US\$ per participant involved in the regional-level or multi-country meetings (based on the financial information on 12 such meetings). As these meetings had an average duration of 5.4 days, the average cost of the activity per participant per day is: 507 US\$. The project invested on average some 385 US\$ per participant involved in national-level meetings (based on the financial information on only 3 such meetings), with an average duration of 2.6 days and an average cost per participant per day of: 148 US\$. Given the knowledge and experience of the consultant in the field of international and national workshops and meetings, these average unit costs do not seem to be extravagant.

A part (473,683 US\$) of the total project budget went to ILO's "Institute" for the implementation of 5 country studies and one synthesis study of these. This means that these studies were of an average cost of some 79,000 US\$. This could be considered rather expensive, even taking into account a price tag on coordination and editing.

³⁴ A "Veille Stratégique", a national platform of all institutions involved in labor migration, and a regional platform for all concerned countries in West- and North-Africa

In the absence of more comprehensive and detailed financial project information, the consultant has not been able to conduct a more comprehensive cost efficiency analysis for all project activities, including staff cost, research, technical assistance assignments, and overhead costs (or “Program Support Cost”). It should be noted that the above analysis on meetings only represent a total of 651,000 US\$ and, as seen above, that of the Institute studies 473,683 US\$. This means that out of the project’s total budget of 3,947,368 US\$ some 2.8 million US\$ worth of project expenses has not been analyzed here.

5.6 Effectiveness of the management structure

The management structure of the project has not been optimal. The project coordinator, based in Geneva, worked on with a “temporary” status in her job. She and her assistant were placed under the responsibility of the MIGRANT program within ILO Geneva. However, the project also worked within the ILO decentralized management structure under the Regional Office for Africa based in Addis Ababa as the lead project implementation unit. There has been ambiguity regarding decision taking and management between MIGRATION and the Regional Office throughout the project duration (with a slight improvement towards its end). The project coordination had to maneuver somehow in between these two units, clearly in a subaltern position and without any financial and decision-taking autonomy. The briefing meeting for the project coordinator took place only in April 2009 (8 months after the start of the project...) and during the project’s lifetime there had never been a meeting between Migration and the Regional Office in the presence of the coordinator with an aim to clarify the task partition and various responsibilities.

Resulting from this ambiguous management structure was that opportunities were lost to implement a number of activities or to establish “focal points” in the project countries (except for Mali, where such a person fulfilled this role usefully, albeit during a short time).

Based on the many positive remarks on the work of project management and taking into account the impressive number of important activities the project has been able to implement in a rather short period, it would be justifiable to conclude that the project management was well up to its task. Both the project coordinator and her assistant travelled frequently to the regions to involve themselves actively in organizing and supporting the various workshops and meetings.

As explained above, the project was never conceived as a real project and one of the consequences was that there normal project management instruments, such as appropriate detailed workplans, were not utilized. There was also no project monitoring and evaluation system operational in support to management. The lack of these instruments should be considered a shortcoming which resulted into management’s lack of thorough planning and continuous updated knowledge on the effect of activities and new emerging needs.

Senegal

It was felt that the project could have benefited a lot if a clear focal point within the ILO office in Dakar had been established. This person would have had the specific task of coordinating project activities in Senegal. In reality, however, this duty had been allocated to a Geneva-based ILO officer and it was observed that such an arrangement was ineffective as it suffered from problems caused by distance.

Most contacts between partners and project management occurred in and around the various meetings and workshops or in response to these events. No specific project monitoring and evaluation system existed in Senegal.

Mali

The decision to contract a Malian national to facilitate the project proved to be positively instrumental in project achievements in this country. An identifiable “face” gave partners continuity in direct dialogue and practical support, and this “Focal Point”³⁵ brought substantial inputs which were well appreciated by the partners. Unfortunately, the contract was only of limited duration.

In general the Malian partners were able to work well with project coordination in Geneva and with the Malian “Focal Point”. ILO staff were valued as competent and accessible in running the project.

No particular project monitoring and evaluation system existed in Mali.

Morocco

Apart from the criticism that the ILO should have ensured that meetings and workshops had more appropriate presenters and less repetition, the general view was that project management had been effective given the limited time and financial resources available. No particular project monitoring and evaluation system existed in Morocco.

5.7 Impact and sustainability

As the evaluation results will show here below, although there had been some limited concrete (mostly indirect however) impact of the activities, partners were very clear that it all remained somehow theoretic and that it had not been sufficient to really make a lasting positive difference. The general feeling was that it was a rather “half-cooked meal”, promising but unfortunately not yet ready for consumption.

Senegal

The separation of the ministry of labor into two ministries, i.e. the Ministère de la Fonction Publique et de l'Emploi and the Ministère du Travail, has had a negative impact on the implementation and the impact of this project. The split-up resulted in various changes of key positions and a loss of continuity.

Interviewees mentioned as possible sustainable impact of the project activities the fact that they were able to take a different – a more knowledgeable – look at labor migration in their work. They were also able to relay this information to others in their organizations (although this was usually not done in a systematic way). As indirect impacts were mentioned: a greater involvement in the rights of the migrants and in ways to use remittances in a more economic manner (workers union), an experience with a farmers' saving and credit scheme (worker union), the restructuring of the Labor Unit within the Ministère de la Fonction Publique et de l'Emploi, and exchanges with Morocco on circular migration issues (Ministère de la Fonction Publique et de l'Emploi). Some still unachieved but wished-for actions were the placement of “attachés sociaux” and the training in social protection of other relevant personnel at Senegalese consulates and embassies, and a national platform and policy on labor migration.

At the project launching meeting (Bamako, March 2009), the Senegalese delegation had set for the project duration the following “objective”: “An increased number of migrants with

³⁵ For an ILO-contracted person such a title should rather be avoided in future (see also Chapter 7 Lessons Learned)

decent work in Senegal”. When interviewing the various project partners, it became clear that with hindsight they felt that they should have rather given themselves a more concrete objective on institutional capacity building and policy development as per the project purpose. They observed that their initial objective was not measurable in relation to project impact and certainly also not with the current state of the art of “statistics”.

Mali

As in Senegal, partners were ill-informed or confused about the project end date and any follow up. For some the project was still (November 2010!) ongoing and this evaluation was the first indication that maybe it had come to an end. The “Planning Workshop” in Casablanca was also cited as evidence of continuation, albeit it perhaps in the form of a further Phase.

There was some positive evidence in Mali that partners felt that somehow the ball was also in *their* court and that they should be prepared to capitalize on what they had learned so far and internalize activities for sustainability. The national “Cadre de Concertation”, although still rather fragile in its functioning, was preparing for double-edged financial sustainability - through donors and through the regular Government budget. Nevertheless, the general opinion amongst partners was that ILO should continue for some time yet to assist them in “translating theory into practical action”.

The project has had an impact at the level of migrant associations who felt they were now better equipped to care for the migrants and their families. Issues of positive impact mentioned are: rights (including housing) and duties, social security, the specific position of migrant women (and their children), and the fact that they are members of the national “Cadre de Concertation”. Even though all these issues have not been fully dealt with, the associations know now what they are lobbying for!

One impact of the project on the employers’ organization has been that they are now much more informed and concerned about migrants. Another impact was that the employers are now recognized as real partners at national level on Migration and Labor issues and within the Cadre de Concertation.

For the Government, the Cadre de Concertation is clearly considered as a sustainable impact thanks to the project. There are clear plans for funding of its operational costs, partly through donor contributions (IOM and EU) and partly through inclusion in the National Budget³⁶. Despite this, partners belonging to the Government feel that it is still rather early to measure real impact as they see Government policy slowly but surely evolving to take on board labor migration issues.

Finally, for the workers unions the impacts already visible for them are the Cadre de Concertation and their active involvement therein as well as the more significant involvement of their own organizations in this field.

Morocco

The sustainable impact of the project for the Moroccan partners has been limited. The activities have just been able to “help us to better understand the need for a national platform of institutions working in the field of Labor Migration”. The theory seems to have been well internalized, but the partners now need support for the creation of a platform and for other concrete actions specific to each of the institutions involved.

³⁶ This is not yet been officially achieved but it is a point of discussion within the Cadre de Concertation.

Other project impacts mentioned were:

- Knowledge of other actors in this field in Morocco as well as in the sub-region.
- Awareness of ILO's conventions
- Better understanding on how activities should and could be further developed.
- The fact that the question of Labor Migration has become an active and permanent issue on the agenda of the worker unions in the country.
- A national network has developed based on some 3 to 4 resource persons per institution.

The general view of the interviewees was that it was too early for the ILO to withdraw its support, especially now the institutions needed to move on from an enhanced knowledge and know-how base towards concrete action.

5.8 Project-related labor migration issues

As noted in the Introduction of this chapter, some of the issues brought forward by the project partners during the interviews will be presented as they highlight both their work in this field and the importance of the project in helping to strengthen institutional capacities.

Senegal

The partners in Senegal are more focused on the migratory flows of Senegalese from and (back) to the country than on the situation of foreign migrants in Senegal. The project has in general taken a similar position.

Viable statistics on migrants, including their whereabouts, families, jobs, and movements, are an essential element of good governance in labor migration. Before the project began, such information was missing, and although government partners in particular had hoped for project support in this field, it is still in very short supply today. In particular, viable statistics are much needed for organized migration between countries of origin (in this case Senegal) and destination countries, when bilateral agreements are established to match the labor offer to demand.

The Ministère du Travail deals mainly with the social protection issues concerning migrants, whereas the Ministère de la Fonction Publique et de l'Emploi is involved in job placement programs. Both ministries would have benefited considerably if the project had been able to reinforce their capacity in developing a viable system of gathering statistics. The workers unions have been more successful in benefiting from the project. A tripartite agreement on the rights of labor migrants was signed in February 2010 (Bamako) between three large national unions, the CNTS (Senegal), the CLTM (Mauritania) and the UNTM (Mali). One major feature of this agreement was the inclusion of foreign labor migrants in the workers unions in the country of destination – not only as members but also with the possibility of taking part in decision-making. One issue still not resolved is that when Senegalese migrants return to their country, the built up of social security rights in their previous countries of destination (e.g. Italy, Spain, France) are “lost”. The workers unions are trying to deal with this problem, but so far without success.

Senegal is experiencing a changing migratory situation: there are increasing numbers of returnees and fewer first-time leavers. The returnees need another type of “care” which addresses the challenges brought by reintegration.

The Government considers that triangular organized migration, whereby selected migrants are placed in decent jobs in a particular destination country under agreement with that country and the employer(s), is the most positive approach to labor migration. This is seen

as a win-win-win situation, providing jobs and income to migrants (and their families), filling job vacancies of enterprises looking for laborers, and contributing to the economies of both destination country and country of origin (in the latter case through remittances). The government considers professional training as a very important element of this type of approach: "... with a high return on investment!"

The interviewees noted that the current restrictive policies in Europe, which are trying to push the migrant barrier away from European borders and onto the African continent, go against the more desirable solution of organized and selective labor migration, such as practiced in Canada, the USA, Australia, Sweden, and Great Britain.

Although both are involved in labor migration projects, the IOM and the EU have not much enjoyed a strong collaborative type of relationship with this project; the IOM more than the EU and both organizations more with the other ILO project "Bonne gouvernance de la migration de main-d'oeuvre" than with this project. Representatives of both IOM and the EU expressed the opinion that it would have been better for all if there had been more collaboration, at least in the form of regular information exchange, but even on concrete activities.

The employers' organization would like to develop a policy of focused professional training in Senegal in the fields which are currently suffering from a lack of qualified workers, construction and mechanics. Supply is far from being capable of meeting demand in these sectors. Such training would be provided for potential Senegalese migrants in order to avoid them leaving, and to returning migrants in order to help them reintegrate. Senegal has a lot of higher technical staff and engineers, but lacks the middle-level technicians.

The employers' organization is working bilaterally with Belgium on a "circular migration" project. The Senegalese workers are called "stagiaires" (trainees) and Belgium insists in the agreement that the migrant workers return to Senegal after their "stage" (training course). The frank expectation was that there was no guarantee that this would come about as the differences in remuneration were just too great for these migrants to let what they considered such a "golden opportunity" slip through their hands.

The Senegalese government would like to develop social protection of their migrants abroad through a system of "social attachés" at embassies and consulates in destination countries. They had learned about this approach during contacts with Tunisian government officials within the context of this project. Tunisia practices this system with apparent success. The support the Senegalese government asked for from the project to train selected consular personnel as social workers has not materialized.

Employer's organizations are much less directly involved in the issue of labor migration than the workers unions. Therefore, the employers would need special sensitization and training to understand "what's in there for them". Although project management tried to persuade employers organizations to collaborate on labor migration issues and organized a workshop focusing on this theme (Alger, December 2009), the project should have followed up on this by more tailor-made training of employers in each of the six project countries.

The workers unions strive to encourage migrants to use their money other than for merely consumption-type of purchases, promoting cooperative saving and credit schemes to allow members to invest in income-generating activities. They call on the government to ease the procedure for setting up small businesses and for the importation of equipment such as tractors, irrigation pumps and flower mills.

Finally, a point of view aired by one interviewee merits citation here. Labor migration is often accompanied by a lot of distress and even disaster. He remarked that poor countries export

the competences of their own citizens who are used as cheap labor in richer countries; in which there is naturally an element of injustice. For this reason alone, the ILO should continue to work with the migrant-producing countries and support them in addressing the social protection of migrants as well as better organized circular migration..

Mali

Although fewer Malians were leaving the country for Europe due to the economic crisis and national campaigns, not many had returned from Europe as yet. "It is difficult to come back with empty hands...!"

There was also the issue of the "association" of the ILO with the EU CIGEM project³⁷. The CIGEM is considered by Malians to be an exponent of a European "stop the flow" policy. The ILO on the other hand is generally seen to be more internationally "neutral", dealing rather with the fundamentals and the technical labor aspects of migration and migrants. The economic importance of the migration of Malians to other countries is amply illustrated by the fact that their total remittances come to more than the entire official aid to the country. The Government therefore regards labor migration as not only a question of human rights and social security but also as one of pure economics.

Mali can be considered a migratory crossroads as it experiences all three phenomena - outflow, influx and transit of migrants - on a fairly large scale.

Intra-African migration from Mali is enormous; for example, Malian labor migrants in Ivory Coast alone are more numerous than Malian migrants in the whole of Europe.

A further issue is that of returnees from Côte d'Ivoire to find reintegration a difficult affair, which explains why they have organized in associations, which allows them to have access to support from the government and donors/NGOs. "You are back from Ivory Coast, so you are Ivorian or at least rich!" is a frequently encountered attitude. Every time there are events in Ivory Coast, many Malian migrants come back (usually temporarily) to "take shelter".

Thanks to money transfers from Malian migrants in Europe, their families and indeed whole village communities benefit considerably (wells, clinics, schools etc), especially in the First Region of Kayes). Migration destinations are a regionally differentiated phenomenon, and certain "traditions" have grown up: Kayes tend to go to the Maghreb and Europe, Sikasso to Togo and Ivory Coast, Gao and Tombouctou to Ghana, Kidal to Algeria, Mauritania and Morocco, Ségou and Mopti to Burkina Faso and Ivory Coast, .

The issue of "competence" between the Ministries of "employment" and "labor" was also raised during the interviews with Government. The separation of these ministries is not necessarily a logical technical choice, but rather political³⁸. This is generally true for the overall work of both ministries, but also in the field of labor migration. Employment and labor are both needed for migration and labor and they need each other! So when employment and labor are split, work within the field of labor migration becomes less coherent and less coordinated.

³⁷ CIGEM is a member of the Cadre de Concertation in Mali and it plays an active role in the labor migration policy development in that country.

³⁸ Apparently, the ILO provides no guidelines to member countries on how this issue should or could be best dealt with.

Middle level professionals coming from Togo, Côte d'Ivoire and Gabon have to some degree enabled Mali to fill the gaps caused by a long period of poor or totally inadequate education and professional training.

Although there may be a changing situation in South-North labor migration due to the global economic crisis (fewer Malian migrants departing, more returnees from Europe), intra-Africa migration has been little impacted. The latter – whose magnitude is often considerably under-estimated – is an venerable phenomenon and if Malians may be found working in many countries on the African continent, Mali itself traditionally hosts workers (mostly well-trained) from Ivory Coast, Gabon, South Africa, Congo and more recently, Libya.

Bilateral labor agreements between Mali and other countries, or indeed enterprises, which engage selected labor migrants turned out to be very effective (examples include industry in Saudi Arabia, agriculture and horticulture in Spain). They could become an important pillar supporting an improved and enlarged national labor migration policy.

Projects which aim at avoiding young Malians migrating away are getting more and more attention in the country. For example, the UNTM has obtained some 2000Ha of good quality irrigable land (in the Office de Niger project) from the Government for such a purpose. It will also help with the settlement of returnee migrants. This and other similar projects now need financial support to get them off the ground.

Morocco

The Government has adopted a policy to deal with both their own migrants abroad and migrants from abroad coming to Morocco. The 3.3 million Moroccan migrants in Europe and other places in the world (some 10% of the total population, a 100% increase over the last ten years) are considered such an important “asset” to the economy and patrimony that a special ministry³⁹ has been set up to address their needs. This ministry is trying to work on special bilateral agreements with destination countries to organize a more selective migration.

Bilateral agreements made between Morocco⁴⁰ and destination countries concerning organized and selective labor migration are a very important element of government policy. For example seasonal workers have found employment in agriculture and horticulture through an agreement reached with Spain.

Morocco is increasingly becoming a country of migrant destination, mainly because of closed-border politics in Europe. Many sub-Saharan migrants are either choosing the country as their new destination or are simply “getting stuck” there.

Another changing aspect of migratory flows is that there are increasing numbers of female migrants whose condition is considered a lot more vulnerable than that of men. The Moroccan government is responding with special programs for women to inform them about their situation, their rights and eligibility for social security, family status, schooling, language and work⁴¹. It is interesting to note that many migrant women in Spain whose husbands have lost their jobs in the construction sector due to the economic and financial crisis, have

³⁹ The Ministère chargé de la Communauté Marocaine résidant à l'Etranger

⁴⁰ Implemented by the Ministère de l'Emploi et de la Formation Professionnelle

⁴¹ The Ministère chargé de la Communauté Marocaine résidant à l'Etranger organized a « campaign caravan » touring through Spain especially meeting with migrant women. The response of the women to this initiative has been extremely positive.

now become their family's chief source of income. This is because they work in the services sector, which has been much less affected by the crisis. This change of status –wives becoming to some degree the heads of families – has important socio-economic and psychological impacts. In those families where the men have been made redundant and where the women do not have jobs, women and children are being sent back to Morocco, which naturally generates many social, cultural and economic challenges. The Government is trying to limit the effects of the international economic and financial crisis by addressing these problems.

The Government no longer automatically considers the outward migration of Moroccans as a temporary phenomenon, believing migrants would of course eventually return home. Today it has readjusted policy to take into account the new reality that most migrants remain in their countries of destination.

It should be noted that in Morocco foreign labor migrants, legally working in the country⁴², have no right to be unionized.

5.9 Partner relations with the project

With reference to Annex A, which presents a table with selected information from the interviews, this chapter will provide a synthesis of the type of relation partners had with the project, their perception of project impact on their work and what they would like ILO to know with regard to the future. The information compiled concerns some 24 organizations - project partners as well as homologous organizations - with the involvement of some 50 interviewees.

As to knowledge of and collaboration with the project, about half of the organizations apparently maintained a markedly low-level relationship, unacceptable for any project claiming to work in partnership! The remaining organizations maintained a fuller relationship with the project, but still often fell short in terms of knowledge of key information or depth of collaboration.

Twelve partners considered that they had experienced either no lasting project impact at all, or if any, this was deemed insufficient with regard to their initial expectations. Some 9 partners felt that they had in some manner benefited from project activities, with some clear lasting positive impact.

Concerning partners' awareness of the fact that the project was ending, 7 were seemingly not informed or had no knowledge of it. Partners generally experienced the end of the project as an "abrupt" occurrence, especially since many had understood that there would be a second phase⁴³.

The messages that interviewees wished to transmit to the ILO may be useful if any project follow up is envisaged. They are summarized below:

- There is a need for the project to continue and use as a basis the Recommendations from the Planning Workshop (Casablanca, April 2010)
- Any follow up on this project should start with a sound needs-assessment.
- The objectives should become more pointed.
- The project should become more concrete in its support activities.

⁴² Most of these are in middle management ("cadres").

⁴³ There had been often reference to the project as the « first phase ».

- Partners provided numerous examples of concrete activities they hoped-for:
- For Senegal and Morocco: a national platform on labor migration should be established with the help of the ILO.
- A coherent national policy should be developed in all the countries concerned.
- A regional platform and policy should be developed.
- The ILO should listen more closely to what its partners say about their needs.
- For each country there should be a Focal Point in the government for this type of project.
- Coordination should be taken more seriously.
- Conventions N°97 and N°143 should be ratified.
- The two ILO labor migration projects in the same region should be merged.
- ILO should show its international independence, especially in relation to migration politics in Europe.
- “Please send us the evaluation report.”

6. Conclusions

6.1 Concluding assessment

The overall assessment based on the evaluation findings is summarized as follows:

The “project” was never in fact a *real* project. As a Regular Budget Supplementary Account (RBSA) initiative it differed from traditional projects in the sense that RBSA funds are normally intended to complement existing projects or programs⁴⁴. The consultant was informed at ILO HQ that a “RBSA” was not a “project”, but rather an “account” to serve ILO in filling gaps. Based on its implementation record, and if we keep the term “project”, we can conclude that it scarcely complemented existing projects or programs in any organized manner.

Its specific status as an RBSA action was not very helpful in achieving concrete results. It gave the project a difficult, confusing and belated start, it deprived the project of proper planning, monitoring and management systems and it confused partners about its duration and the possibility of any follow up. If the project had indeed stuck to its role of an action with RBSA status by complementing existing projects and programs, most of these shortcomings would maybe not have occurred, as the activities would have been planned, monitored and managed mainly through these existing projects and programs.

Project management has done a remarkable job in implementing an impressive number of important national- and international-level project activities and there was high appreciation amongst the partners about it. However, possibly because of the RBSA character of the project, management had to work in a relatively isolated manner and at times their work was opposed and constrained by other going opinions and decisions taken within ILO. It is important to note that although project management has done a lot to create closer links with other similar ILO projects and to finance more concrete activities for partners, their efforts were generally discouraged by the ILO hierarchy.

What the project has achieved in its rather short lifetime, however, should not be underestimated. It provided – albeit through a temporary boost – an injection of very useful knowledge, awareness and networking on regional level. But although this has enriched many professionals’ understanding of and possibly even their competence in the field of labor migration, they are now left wondering “What next?”

⁴⁴ As long as they contribute to the CPOs identified in the DWCPs

This evaluation is an attempt to provide solid input on the question of the usefulness of the project in relation to ILO decisions on possible future involvement. It finds that if majority opinions of project partners are taken at their full weight, only one realistic and serious conclusion can be drawn:

The ILO should continue to work actively with the same partners on a follow-up action* which focuses on clearer support, firmer concrete ambitions and a number of specific general objectives.

* Whether such an activity be RBSA or a “real” project will be discussed below and further mentioned in Recommendations

6.2 Message to retain

As the project objective was to maximise the contribution of labour migration to development in the six selected countries, and bearing in mind that this was to be accomplished through promoting good governance and effective regulation of labour migration, better protection of migrant workers in conformity with international labour standards, and enhancing development benefits of labour migration, the logical question to be asked here is:

Did the results justify the money, time and effort spent?

Looking at the question as a cost/benefit issue, it may be noted that the financial costs were considerable (almost 4 million US\$). Time-wise, putting aside the fact that the project was perhaps in reality too short for its ambition as an action on institutional capacity-building, 20 operational months and a great deal of effort were nevertheless used (there were 16 international activities, i.e. workshops, training, meetings and regional study, 19 national-level activities, workshops, training, meetings, thematic studies, multi-party agreement, national platform, and 5 other activities, i.e. migration mapping country studies, translations, publishing, project website)⁴⁵.

The benefits of these investments could reasonably be judged, given the results of this evaluation, as below expectations (see hereafter the results analysis), if not meagre. Return on investment of the RBSA operation was effectively negative.

Could there then have been a more effective, less costly way of investing in institutional capacity building, improved governance and policy development in the field of labor migration in the 6 countries concerned? The chapter on Recommendations aspires to answer this question to a useful degree.

6.3 Important specific conclusions

- The absence of a clear project document known and familiar to IOM, EU, and other partners, had a negative impact on implementation.
- The reasons for lack of project activities in Algeria and Tunisia were explained to be respectively insufficient cooperation from the side of the ILO Office in Algiers and a much delayed interest of the Tunisian Government in the project⁴⁶.

⁴⁵ See for details Chapter 1. *Description of project*

⁴⁶ In fact the Tunisian Government maintained a long-standing privileged collaboration in the field of labor migration with the IOM and therefore did not show an immediate interest in this project.

- Unfortunately, because of the slow proofreading process within the concerned ILO units, the country studies instigated by the project itself⁴⁷ were never published and disseminated.
- The project has only in a very indirect way – mainly through knowledge and awareness raising of professionals in partner organizations – been able to contribute to the DWCP outcomes (RAF 154: The capacities of regional institutions and Member States have been enhanced to develop policies or programs to protect rights of migrant workers; RAF xxx: Member States have been assisted to ensure that migration supports domestic economic development; SEN 101: The capacity of public institutions and social partners have been reinforced to enable the extension of social protection in the formal and informal economies).
- The project did not clearly link to the work undertaken by its predecessor ILO project, i.e. “Migration de main-d’œuvre pour l’intégration et le développement en Afrique” (2004-2006, RAF/02/M12/EEC). Nor did the project collaborate in a systematic way or through optimizing complementarity, with other international projects in the same field (ILO, IOM, and EU).
- The project achieved neither the establishment of a regional platform nor the development of a regional labor migration policy. No North-South action plan was realized.
- Training without follow up was not effective here, nor can it be anywhere.
- Conventions N°97 and N°143 were not and are still not ratified by any of the project countries.
- Of the 16 regional-level or multi-country activities 3 were held in each Morocco and Mauritania, 2 in each Senegal, Tunisia and Mali, 1 in Algeria, and 3 elsewhere (2 in Turin, Italy and 1 in Lomé, Togo). Even though a slight imbalance between “receiving” countries can be noted here, the project has apparently made a positive effort to spread the events over the project countries.
- There has been however a significant imbalance in the project delivery of the 19 national-level activities between the six countries: Algeria (0), Tunisia (1), Morocco (2), Senegal (3), Mali (6), and Mauritania (7).
- Investment on information and training was not well capitalized, as those who were the direct beneficiaries in the partner organizations tend to change often.
- Although the tripartite partner organizations had been well selected, migrant organizations, NGOs, and research institutes were almost totally excluded from project activities.
- It would indeed have been more effective if the project had done what RBSAs are supposed to do - reinforce an existing project.

The following are observations on how the project was implemented in relation to its target countries and intervention strategy therein.

| Targeting | Observations |
|---|---|
| The action will target six North and West African countries: Algeria, Morocco, Tunisia, Mauritania, Mali and Senegal. The intermediary target groups are the Ministries of Labor and other concerned ministries and agencies, employers and | The project was not able to deliver a balanced package of activities equally to all 6 countries involved. There were important differences between the target countries. As to the intermediary target groups there was a reasonably balanced implementation between the tripartite |

⁴⁷ Not those conducted by the ILO Institute and financed by the project, because they were published and disseminated

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| workers organizations, NGOs concerned with migration issues, migrant associations; research and academic institutions undertaking migration research, and mass media; The final beneficiaries are the women and men migrant workers in particular the youth; low-skilled and vulnerable workers; migrant associations; migrant communities in countries of origin and destination. | partners in the three countries visited by the evaluation mission. It should be noted however that employers organizations were to a lesser extend involved than the two other tripartite partners. This may have been due to the fact that they felt they were at an apparently greater distance from labor migration issues than the others. Migrant associations, research institutions and mass media were scarcely targeted either directly or indirectly. The final beneficiaries were never directly targeted and it is questionable that the project managed to have any positive impact on their situation at all given its short life time and the limited resources allocated to concrete activities. |
| Intervention strategy | |
| 1. To provide more cohesiveness to the undertakings, and to achieve greater policy coherence, the project will take action to set-up or strengthen: (i) structures in charge of labor migration in the Ministries of Labor of beneficiary countries; and (ii) coordinating bodies involving concerned Ministries, public authorities and social partners to provide a better focus on labor migration issues in the selected North and West African countries. It will also take action to ensure that these structures and mechanisms have the necessary competencies and capacities to develop, formulate and implement labor migration policies, and will promote the sharing of experience and good practices among member states in the area of migration policies and programs. | Except for the national platform on labor migration in Mali ("Cadre Institutionnel"), the project was not able to advance much within this strategy. Real and lasting coherence of policy was still far from reality in all three countries visited, although in Mali, through the national platform, there was now hope for positive developments in the right direction. |
| 2. The project will work towards improving protection of migrant workers from the beneficiary countries, as well as between them, through sensitization to international labor conventions on migrant workers and other relevant conventions. Protection will also be an area of the labor migration policies mentioned above. The program will also engage in sensitization to the negative consequences of irregular migration. | There have been a number of training and workshop activities focusing on the improvement of migrant workers' skills. As some interviewees explained, most of the acquired knowledge was useful but had remained in the hands of a few professionals in the partner organizations and was not therefore able as yet to effect real changes on the ground. |
| 3. This project will work towards improving national and regional statistics and data collection capacity in the selected countries of North and West Africa: It will work towards the harmonisation of data collection on migration statistics, improve the quality of data and promote | As to statistics, interviewees were very clearly convinced that this was extremely important and they had hoped that the project would strengthen their capacity in this field. It was however observed that this had unfortunately not occurred. Relevant research had indeed been conducted. |

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| the dissemination of relevant information. It will further promote the development of a research capacity, supported by the developed evidence base, and promote multi-disciplinary analysis on key issues to assist policy formulation; | Those who had been able to take notice of the studies – and they were only a handful – were impressed and had somehow internalized their results. No lasting research capacity had been promoted through the project. To some degree, project studies, meetings, workshops and trainings altogether could be considered a multi-disciplinary analysis on key issues. However, irregular participation (with lack of continuity) and the absence of training follow-up did not lead to much “policy formulation”. |
| 4. In promoting migration and development linkages, the project will: (i) through technical assistance encourage concrete measures to be introduced in development policies and programs for poverty alleviation and for local communities’ development; (ii) develop schemes of temporary and circular labor migration as a means to acquire skills with a view to putting them at the service of the development; (iii) assist in developing programs providing technical assistance to return migrants wishing to develop entrepreneurial projects; (iv) technically assist in the developing programs providing incentives for productive investments in the migrants’ countries of origin and towards a better utilisation of skills of return migrants. | To be brief, clear and succinct it has to be said that the project intervened only minimally in the field of technical assistance. This was not an oversight, but more because of the fact that the contracting and fielding of Excolls (independent consultants) within the ILO takes apparently much time and the project management felt that it should utilize its limited time for the implementation of the more “regular” project activities. |
| 5. It will support and strengthen the social dialogue mechanisms through the involvement of ILO constituents, civil society and migrant associations to promote the rights and welfare of migrant workers in accordance with international labor standards, and to achieve a policy consensus. In this regard, it will also support of information providing mechanisms which aim to expand regular labor migration and inhibit irregular movements. | With the exception of Mali, these dialogue mechanisms were not realized. |
| 6. The project will reinforce inter-regional dialogue and cooperation as a key element to ensuring success and mutual benefits of the labor migration policies. Regional tripartite seminars and technical meetings, gathering constituents from Europe, North and West Africa, will be implemented to encourage exchange of experiences and good practices as well as opening dialogue for joint legal labor migration | <p>The project was fairly effective in organizing regional tripartite seminars and technical meetings, gathering constituents from North and West Africa. The main features of these meetings were dialogue and information exchange. Cooperation was not a major achievement of these meetings, although the project was able to facilitate the three-country (Senegal, Mali and Mauritania) workers union agreement on labor migrants’ rights.</p> <p>Although several attempts were made by project</p> |

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| practices, taking into account the existing ECOWAS integration Protocol. | management to collaborate with ECOWAS, this only materialized too little and too late during the project's life span. |
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7. Recommendations

In view of the results and conclusions of this evaluation, the following recommendations are proposed:

7.1 Principal recommendation

Given that there are clear ongoing and growing needs in the field of labor migration in the two African Regions concerned*, ILO should, with a view to providing essential support for its partners, seriously consider enacting a new phase with the same overall purposes as the RBSA project evaluated herein.

*ref. Chapter G. Project-related migration issues

7.2 Detailed recommendations

1. If the choice between RBSA funding and regular project funding can be made without any restriction, it is recommended that regular project funding be preferred. This would allow any next phase to become a “real” project with its own planning, monitoring and management systems. If renewed RBSA funding is the only option, it is recommended that the still active existing ILO project “Bonne Gouvernance de la Migration de la Main-d’œuvre” be reviewed, reinforced and enlarged to cover all 6 countries with the activities needed.
2. Before starting any new phase, a thorough needs assessment would be required on both country and partner levels. This should be conducted in a participatory manner, with the inclusion in the identification and formulation process of all tri-partite and other potential partner organizations (migrant organizations, research institutions, NGOs). It is advisable that those who conduct the needs assessment be provided with clear guidelines on the types of support activity the ILO would be capable of offering to partners. This would avoid misunderstandings and ensure the needs assessment to become a realistic pre-planning exercise. As needs assessments determine project activities – and of course budgets – it would be better to take a two-step approach. Step 1, the needs assessment with its own budget, could last 6 months. Step 2 would be the actual implementation of the Project (for the recommended duration see the last detailed recommendation).
3. The new phase should focus on the following types of activity, through both technical and financial support⁴⁸:
 - i) Creation of National Platforms on Labor Migration in all 6 countries
 - ii) Development of National Policy on Labor Migration in all 6 countries
 - iii) Ratification of Conventions 97 and 143 by the Governments of all 6 countries
 - iv) Publication and dissemination of the country studies⁴⁹ conducted by the project
 - v) Technical and financial support for concrete labor migration projects addressing one or more of the following issues:
 - (a) Statistics
 - (b) Social protection of migrants or returnees and their families

⁴⁸ Strict criteria for financial support to partners should be formulated during the needs assessment period.

⁴⁹ Not those conducted by the ILO Institute and financed by the project, because they were published and disseminated.

- (c) Economic opportunities for returnees
 - (d) Bilateral agreements with destination countries on circular migration
 - (e) Work opportunities for foreign migrants
 - (f) Legal observatory on migrants' rights
 - (g) Other important issues identified during the needs assessment
 - vi) Collaboration between members of each social partner group (government ministries amongst themselves, workers unions amongst themselves and employers organizations amongst themselves) on labor migration
 - vii) Training selected middle-level cadres in partner organizations
 - viii) Regional platform on labor migration
4. The project management team should be clearly determined, uncomplicated, known to all partners and in close geographical proximity to the two sub-regions involved. Focal points (or better: named contact persons) for the project should be established in the Government (one for each country in the most relevant ministry).
 5. The project should identify proven experts to be hired on consultancy contracts to provide services in participatory needs assessment, project formulation and planning, technical support missions, applied studies, the facilitation, organization and presentation of meetings, and the capacity to organize and conduct evaluations.
 6. The project should establish a monitoring and evaluation system capable of guiding it in a genuinely professional manner, with budget monitoring capacity on any project activity at any moment in time.
 7. The project should develop plans for the effective collaboration of each of the other international organizations involved in the field of labor migration in the sub-regions concerned, including ECOWAS⁵⁰, IOM, EU, OFI. Beyond aiming at minimizing lack of collaboration and avoiding overlapping work or conflicts of interests, these plans should seek indeed to strengthen collaboration in order to exploit mutual interests and complementarity.
 8. The project should as much as possible balance its delivery of national-level activities over all 6 selected countries. If there is a clear reason for important differences between countries, than this should be based on the country and partner organization assessments and be discussed, clarified and agreed upon by all parties before the start of step 2 of the project implementation.
 9. To avoid the lack of learning of, and capitalization on previous projects' results⁵¹, a new project should base itself on the experience and results of this RBSA, by referring to this evaluation and the Recommendations from the "Planning Workshop" held in Casablanca (April, 2010).
 10. The duration of the project should be a minimum of three years, but preferably five.


⁵⁰ A reference to the ECOWAS' involvement in labor migration is a report produced within this project titled *La contribution de la CEDEAO à la gouvernance législative de la migration du travail*, Pr Haimoud Ramdan, Mars 2010.

⁵¹ As was the case between this RBSA and its predecessor ILO project, i.e. "Migration de main-d'œuvre pour l'intégration et le développement en Afrique" (2004-2006, RAF/02/M12/EEC).

8. Lessons to be learned and good practice

- A project should have easy and clear visibility, beginning with its title. “Améliorer les Capacités Institutionnelles pour la Gouvernance des Migrations de la main-d’œuvre en Afrique du Nord et de l’Ouest” is not the easiest name to remember. A project should also have a flyer which presents in clear terms its “what” “where” “why”, “how”, “with whom” and of course, “how much?”.
- If similar projects implemented by the ILO are operating in roughly the same field and geographical area, the new project should either focus on reinforcing the earlier one, or if this is not feasible for reasons of funding, then both projects should develop a joint-implementation action plan, clearly showing their respective core activities and complementarities. This is desirable to avoid confusion at partner level or worse, overlapping or conflicting activities between the two projects.
- If the project had started with a thorough needs-assessment for each partner organization, it would have been better equipped to focus on those needs throughout the duration. The study “Etat des Lieux des Interventions en matière de Migration de Main-d’œuvre au Maroc”, ILO/Naïma Senhadji, May 2010, is an excellent example of the sort of baseline information needed for each country concerned. Such a study ought indeed to have been conducted at the very beginning of the project and used as a reference for all project actions to be undertaken in Morocco.
- For each country, a local appointee answering to the ILO as facilitator for local project activities, should be established from the outset. Calling this person “Focal Point” (as was the case in Mali) should be avoided for it can create confusion with the notion of a “focal point” within the Government. Indeed, one such Focal Point should be established for the project within the government of each country, this being a person who is strategically placed in the ministry most closely and naturally interested in the main project theme, which in the case of this project would differ from country to country.
- The ILO should be very clear when informing its partners about the project life cycle – its beginning and its end - along with a clear statement on the possibility and/or likelihood of any further or new phase beyond the projected dates. If no new phase is deemed possible, the sustainability of project activities should get the fullest attention throughout the duration of the project to avoid the “sudden death” of any positive dynamic attained by project’s end.
- Having one person as the repository of all knowledge in a large partner organization may produce a precarious situation, especially if that person provides insufficient feed-back throughout the organization or if (s)he is appointed to other duties, in which case the investment in their capabilities will produce but meager returns.
- A project with an important training element in it, as this was, should pay specific attention to, and if needed financially support, the element of information dissemination within the participating organizations. The project has in some rare cases provided financial support to help institutions to disseminate information through meetings down to ground level - and therefore more directly concerned – personnel. This type of support is crucial in ensuring greater institutional assimilation of information and know-how.
- Workers unions are more concerned by labor migration issues, and hence were more involved in the project than employers’ organizations. In order to optimize results, ILO needs to adopt somewhat different approaches when dealing with these two types of partner in the field of labor migration.
- An RBSA intervention such as this one seems to be lacking the project planning, management and monitoring conditions to achieve sustainable action.
- ILO interventions – whether through RBSA or regular project funding – aiming at institutional capacity building of partner organizations should try to establish strong and

focused partnership models based on transparency, regular information sharing and participatory project planning and implementation.



Annexes

Annex A. Partner relations with the project

SENEGAL

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of "end project" | Message to ILO |
|----------------------|---|--|--|--|---|
| IOM | Only through the ToR of this evaluation | Except for some meetings with the PC, no collaboration with this project | Not applicable | N/A | N/A |
| Ministère du Travail | Good level of knowledge | Actively involved in meetings and workshops, but not directly benefited from studies or any more specific support to the Ministry High expectations at the beginning of the project, but they have not been met | Low level of durable impact | Hope and expectation that project continues, as the objectives have not been fulfilled | This type of project should: Be precisely targeted with more pointed objectives Listen more to the project beneficiaries Give special focus on the need to establish platform and coherent policy, first on national level, then on regional level |
| CNTS | High degree | From the beginning, the CNTS has been involved in almost all meetings and workshops, national and regional (except for "Lomé"). Regular communication with the project | If no follow up is provided by the stakeholders in Senegal themselves (especially the Government), then there will be no lasting impact. The CNTS itself utilizes some of the learned lessons from the project, but national platform and policy is up to the Government to initiate and establish. Benefited from the regional study (the | Understood that there was "no commitment" from ILO to continue after the end of the project. The PC would discuss with higher authorities about the future of the project. The hope is that there will be a follow up: "How now to materialize the recommendations from the Casablanca Workshop in April 2010?" The project end was abrupt. | Thanks to ILO for the project as it did reinforce CNTS' capacity in this field. It was good working with the project team: they are dynamic and have good conceptions on the issues at stake. |

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of “end project” | Message to ILO |
|--|---|--|---|---|--|
| | | | <p>presentation in Casablanca of the synthesis of the national studies) both on statistics and substance. Used as a reference document.</p> <p>A workers union network has been created on labor migration, but needs to be developed in depth.</p> | | |
| ILO – Project: “Bonne Gouvernance de la Migration de la Main d’œuvre » | High degree | <p>Structural coordination between the two projects was not foreseen. Also because they both depended on different institutional set-ups within ILO.</p> <p>Still there have been some minor collaborative activities. Only invited at the launching and end-balance workshops of the project.</p> | N/A | N/A | A second phase may be necessary, but it should be aiming at a lot more concrete results. |
| Ministère de la Fonction Publique et de l’Emploi | Low degree (even the name of the project was not known) | <p>Not much collaboration, interaction during meetings only</p> <p>The way the project management was structured was not helpful in this respect.</p> | <p>The separation of the two Ministries (« Travail » and « Fonction Publique et Emploi ») has had a negative impact on the project results.</p> <p>Some positive impact of the project:</p> <p>*The restructuring</p> | <p>No knowledge about this at all.</p> <p>Understood from the Evaluation ToR that the project had come to an end.</p> | <p>If there is another phase, a clear Focal Point should be established in the government for this project (one in each country).</p> <p>Another possible phase should focalize on the real needs in</p> |

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of "end project" | Message to ILO |
|--------------|--------------------------------|--------------------------------------|---|--------------------------------|--|
| | | | <p>of the Service de la Main-d'œuvre in the Ministry</p> <p>*Website to promote relations between returning Senegalese migrants and employment possibilities</p> <p>*Exchanges between the countries involved in the "circular migration"</p> <p>Senegal's objective within this project was with hindsight not considered a correct and effective one.</p> <p>Aside from professional enrichment on the personal level, the project objectives have not been met, therefore only little impact.</p> <p>Because of a lack of time and financial ressources, the impact has never trickled down but has remained somewhere "in the air".</p> | | <p>Senegal.</p> <p>The ILO should not be afraid to say things clearly when necessary and not only stick to "technical support"...</p> <p>Adapted professional training should be integrated as an instrument in Migration and Labor.</p> |
| EU | Low degree | Not with this ILO project | N/A | N/A | Good coordination is crucial |
| CNP | Modest knowledge | Only through meetings and workshops | Besides the exchange of ideas between countries, no concrete activities, so not much | N/A | N/A |

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of "end project" | Message to ILO |
|---|--|---|---|---|---|
| | | | impact. | | |
| Ministère pour les Sénégalais à l'Extérieur (via former Director of Social Affairs) | High degree | Excellent relations | Only some indirect impact on the working approach, but little concrete lasting impact | N/A | The project: "When the ILO invites us, nobody in particular feels concerned " and "We had just a taste of something good, but unachieved!" |
| SUDES | Low degree Confusion with "Bonne Gouvernance" | Low degree Very little contact "This is the first time we receive a BIT visit at the SUDES HQ" | Through experience in Lomé Workshop, SUDES is trying a saving-and-credit scheme through its Farmers Union member. Besides some further professional enrichment, no other impact | N/A | The project has not really integrated SUDES in its activities, it has been more the opposite... |
| BIT – Employers Activities | High degree | Only contact at meetings | The impact of the project has only remained "at the top". No concrete efforts have been undertaken to put the knowledge and ideas into concrete actions. | Through ToR of this Evaluation, in Casablanca it was understood there would be a new project phase. | Because of the serious exportation of competent labor from the South to the North, the BIT should continue to be involved and sensitize the employers on the following three points: 1.As tripartite partner within BIT they should actively adhere to Conventions. 2.Labor migration represents an enormous loss of competence. 3.The returnees bring a lot of intellectual and |

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of “end project” | Message to ILO |
|--------------|--------------------------------|--------------------------------------|-----------------------------|--------------------------------|--|
| | | | | | <p>financial resources, which should be well exploited for the economy.</p> <p>4. Migrants within the countries need to be known and better utilized within the national labor market.</p> |

MALI

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of “end project” | Message to ILO |
|--|--------------------------------|--------------------------------------|--|--|---|
| Ministère des Maliens de l'Extérieur et de l'Intégration Africaine | High degree | High degree | The national Cadre de Concertation | First evaluation and then possible follow up. The partners have put themselves in a dynamic to continue (ref. Planning workshop in Casablanca) | Continue to support us on the basis of the Casablanca Recommendations |
| Confédération Syndicale des Travailleurs du Mali (CSTM) | High degree | High degree | <p>CSTM works now fully in this field</p> <p>It has given more value to the work of the organization</p> <p>The national Cadre de Concertation</p> <p>Through training knowledge has been acquired</p> | The project is not finished. It is still open. | The project needs to continue, as we still need to better understand and be more equipped to work for the labor migrants! |
| Ministère du Développement Social, de la Solidarité et des Personnes | Medium degree | Medium degree | The establishment of the national Cadre de Concertation. | No knowledge of end project. “Has it ended, that’s a pity!” | Congratulate the ILO for the project. The ILO was able to bring people together. It’s up to the Malians now to |

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of "end project" | Message to ILO |
|---|--------------------------------|--|--|--|---|
| Âgées / Institut National de Prévoyance Sociale (INPS) | | | However as for much of the application of the theory, the INPS is well in advance of the project. | | continue – with some financial support by the ILO. |
| Ministère des Maliens de l'Extérieur et l'Intégration Africaine / Centre d'Information et de Gestion de Migration (CIGEM) | Medium degree | Low to medium degree No collaboration structure set up at the beginning | No concrete results as yet | Not aware that the project had already come to its end | ILO should go over and above the theory ("intellectual capital") now and should focus on supporting concrete actions, by assisting the tripartite partners in developing their "dispositifs". |
| Fédération Nationale des Associations de Migrants | High degree | Medium degree | Now there is good knowledge on the rights and the duties of the migrants, which helps to provide more effective assistance to migrants and their families. | Were informed that the project had ended, but could have a possible follow up "The hope is positive!" | Consolidate what has already been achieved and support us in implementing concrete projects. Please send us the evaluation report. |
| Direction Nationale du Travail, Ministère du Travail | High degree | Medium to high degree | It is a little early to expect real and lasting impact | We knew from the beginning that and when the project would come to an end. It leaves a taste of non-achievement. | If there is a second phase, the message and the objectives should be much more clear. The ILO should show its international independence in relation to the stance of the European Union. |
| Conseil National du Patronat du Mali (CNPM) | Medium degree | Medium degree | The real impact has been : Now the "employers" are part of the discussion on labor migration – and should be! | Although we knew that the project had come to an end, it was very abruptly. In Casablanca we were clearly working in the belief that there would be another phase (ref. the Casa | The project duration was too short and because it has not been finalized properly, this has an impact on the sustainability of the results. |

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of "end project" | Message to ILO |
|---|--------------------------------|--------------------------------------|---|---|---|
| | | | The "employers" work more intensively together with the other partners on this issue. | Recommendations) | It should end more serenely by better informing the partners. |
| Union Nationale des Travailleurs du Mali (UNTM) | High degree | High degree | <p>The project has permitted the UNTM to be stronger (have more capacity) in this field. A good example is the knowledge acquired on migration and legislation, which is being put into practice now. .</p> <p>Also there are now regular contacts with workers unions in other countries in the region.</p> <p>90% has been achieved</p> | We were aware of the project's end and that an evaluation was needed to see if another phase would be needed. In Nouakchott we formulated a motion for the project to be continued. | <p>Please continue. Training should now be more specific and be provided to lower-level cadres. Also support should be provided to concrete projects (examples provided).</p> <p>Migration statistics should get particular attention in the future.</p> <p>The UNTM should be assisted in contact with workers unions in European countries.</p> |
| Direction Nationale de l'Emploi, Ministère de l'Emploi et de la Formation Professionnelle | Medium to high degree | Medium to high degree | <p>Labor migration has instead of being treated in a ad-hoc manner, has now become more part of the government's policy. This is done in a more concerted manner.</p> <p>The project has helped enormously in building knowledge.</p> <p>Now "migration" has been incorporated in the national employment</p> | We were informed about the end of the project and that an evaluation should take place. | If a second phase is envisaged, the project should enter into becoming more "practical". Both ILO projects should be merged. |

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of "end project" | Message to ILO |
|--------------------------------------|--------------------------------|---|--|---|--|
| | | | policy. | | |
| Agence National pour l'Emploi (ANPE) | Low to medium degree | Low to medium degree (never invited for meetings / training outside Mali) | It helped us to be better oriented, and that is all. It remained rather superficial and never sufficiently concrete. | It is understood that the project is still ongoing. | Very useful project, but the ANPE has not really benefited from the "amélioration des capacités institutionnelles..." Please help us to develop a concrete capacity in our work to offer services to labor migrants. |

MOROCCO

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of "end project" | Message to ILO |
|--|--------------------------------|--------------------------------------|---|--|--|
| Ministère de l'Emploi et de la Formation Professionnelle | High degree | High degree | <p>The project has helped to identify the needs of the various actors in Morocco in this field and provided a useful "road map".</p> <p>The project has not been able to establish on national level a strategic "veille" and on regional level a lasting network.</p> <p>Nor has the ratification of the BIT conventions on Migration and Labor been achieved.</p> | <p>The regional meeting in Casablanca (April 2010) was at the same time an end-of-project meeting as well as a planning workshop.</p> <p>Therefore the understanding was that there would be a second Phase.</p> | <p>The financial means were too limited for achieving concrete lasting results in such a large region.</p> <p>The ILO should capitalize on earlier projects and achievements (ref. project 2004-2006).</p> <p>A second Phase should focus on the concrete needs for Morocco, already identified during this project.</p> <p>See further the not achieved actions in the previous column for wishes during a second Phase.</p> <p>The ILO is a very important international actor in the field of labor migration (a "Chef de File"), but it should now</p> |

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of “end project” | Message to ILO |
|---|--------------------------------|---|--|---|--|
| | | | | | support its partners with concrete projects based on well-identified priority needs. Therefore, a second Phase should start with a thorough needs assessment mission. |
| Ministère chargé de la Communauté Marocaine Résidant à l'Étranger | High degree | High degree (still needs confirmation on a number of activities in which the ministry has participated) | <p>An inventory on legal issues related to labor migration and the formulation of a “Veille Juridique” for Morocco and destination countries.</p> <p>There has been some impact in Morocco in the field of institutional capacity building, but only on the theoretical level (increased knowledge and understanding).</p> | We are aware of the fact that the project has come to its end. However there was always made reference to the “First Phase”, so naturally we believe that there will be a “Second Phase”. | <p>Building institutional capacity takes time. After this phase of enlightenment, we now need to move into action!</p> <p>What is needed now is support to two actions:</p> <ol style="list-style-type: none"> 1. Technical assistance by a “informaticien juriste” in giving concrete form to and implementing the “Veille Juridique”. 2. Focused training on how to operate the “Veille Juridique” |
| Fédération Démocratique des Travailleurs (FDT) | Medium degree | Medium degree | <p>The issue of labor migration has been put on the national agenda of workers unions in Morocco</p> <p>A small network of resource persons has been developed – about 3 to 4 per national union</p> <p>The Congress of the FDT has – for the first time – an agenda point (and a document) on</p> | Awareness of the project ending, however no knowledge on any follow up. | <ol style="list-style-type: none"> 1. Continue to support us with expertise in this field 2. Organize other workshops where things are more profoundly studied and discussed 3. Help us to develop training for our “cadres” and allow us to learn from good practice elsewhere 4. Support Morocco to create a national consultative platform in this field |

| Organisation | Degree of knowledge on project | Degree of collaboration with project | Estimated impact of project | Understanding of “end project” | Message to ILO |
|--|---|--------------------------------------|-----------------------------|---|--|
| | | | labor migration included | | |
| Fédération des Chambres Marocaines de Commerce, d'Industrie et de Service (FCMCIS) | Very low degree, received a letter to be invited to take part in this evaluation, but this was not understood | Low degree | To be discounted | The impression was that the project had just begun... | The FCMCIS considers it has not been a partner in this project |

Annex B. List of people met

| Date | Names and titles of persons met | Organisation / unit | Relation with projet |
|-----------------|---|---|--|
| | GENEVA ILO HQ | | |
| Thursday, 16.09 | Ms Patricia ISIMAT-MIRIN | ILO | Project Coordinator |
| By Skype | Mr. Gugsu Yimer FARICE | ILO / Regional Office for Africa | Senior Monitoring and Evaluation Officer |
| Thursday, 16.09 | Samia Kazi AOUL | ILO / MIGSEC | |
| Thursday, 16.09 | Mr. Steve TOBIN | ILO / Institute | Head of Education Programs |
| Thursday, 16.09 | Mr. Patrick TARAN | ILO / MIGRANT | Senior Specialist |
| Thursday, 16.09 | Ms Cynthia YINUSA | ILO / | Chief Regional Programming Unit, ILO / ROA, Addis Ababa |
| Friday, 17.09 | Louise MBABAZI | | Former secretary of the project |
| Friday, 17.09 | Ms Gloria de PASCUAL | ILO / MIGRANT | Director |
| Friday, 17.09 | Mr. Mbaye RAWANE | ILO / ACTRAV | Desk officer Africa |
| Friday, 17.09 | Ms Marie-Josée da SILVA RIBEIRO | | Former assistant to the project |
| Friday, 17.09 | Mr. Assane DIOP | ILO / Sector III, Social Protection | Director |
| Friday, 17.09 | Ms Giorgia MURESU | ILO / Partnerships & Development Cooperation Department | |
| | SENEGAL | | |
| Monday 22.11 | Mr. Redha AMEUR, Analyste de Programmes , ETD-BP/Dakar Mr. Babou DRAME, Responsable National Suivi et Évaluation des Activité de l'Équipe au Travail Décent Ms Véronique ADJOBY, Assistante Administratif | ILO / Senegal and Sub-regional Bureau | Within ILO Sub-regional Bureau - Facilitation of project in Senegal, Mali and Mauritania Mr. Ameur was only available for a very short interview because he went on mission to Addis Ababa. |
| Monday 22.11 | Mr. Aby MAKONNEN, Représentant Ms Sia BATHILY, Chargée de Programme à l'Unité Migration et Emploi | IOM | Homologous organisation |

| Date | Names and titles of persons met | Organisation / unit | Relation with projet |
|-----------------|---|--|--|
| Tuesday 23.11 | Mr. Babacar THIAM, Directeur Général du Travail Mr. Momodou Racine SENGHOR, Directeur de la Protection Sociale | Ministère du Travail | Tripartite partner - Government |
| Tuesday 23.11 | Mr. Malick SY, Point Focal Migration Mr. Saliou NDIAYE , Assistant du Secrétaire Général | CNTS | Tripartite partner – Confederation of workers unions |
| Tuesday 23.11 | Mr. Federico BARROETA, CTP Project « Bonne Gouvernance de la Migration de la Main-d'œuvre ... » | ILO | Within ILO - Similar project |
| Tuesday 23.11 | Mr. Alassane TOUNKARA, Conseiller Technique N°1 | Ministère de la Fonction Publique et de l'Emploi | Tripartite partner - Government |
| Wednesday 24.11 | Ms Sandra ZECH, Chargée de Programme | EU Country Office | Homologous organisation |
| Wednesday 24.11 | Mr. Alioune BA, Chargé de program Mr. Mansour SARR, Expert Conseil | CNP | Tripartite partner – Employers organisation |
| Thursday 25.11 | Mr. Félix Marin LEIVA, Conseiller du Travail et de l'Immigration | Embassy of Spain <u>Meeting cancelled by Mr. Leiva (ref. his email)</u> | Representing the donor |
| Thursday 25.11 | Ms Siga Sarr DIOUF (Ex-Directrice des Affaires Sociales, Ministère des Sénégalais de l'Extérieur) Directeur du Cabinet de la Ministre de l'État | Ministère de l'État auprès de la Présidence | Tripartite partner - Government |
| Thursday 25.11 | Mr. Mamadou DIOUF, Secrétaire Général | SUDES/CSA | Tripartite partner – Confederation of workers unions |
| Thursday 25.11 | Mr. Abdoulaye DIOP, Directeur de l'Emploi | Ministère de la Fonction Publique et de l'Emploi | Tripartite partner - Government |
| Friday 26.11 | M Ousmane TOURE, Spécialiste Technique Principal pour les Activités Employeurs | BIT, Bureau Yaoundé <u>Par Skype</u> | Former technical support to project in Senegal, Mali and Mauritania |
| | MALI | | |
| Monday 29.11 | Mr. Modibo Baba MALET, Coordinateur National « Bonne Gouvernance des Migration de Main | ILO / Mali | Mr. Malet was not available for interviewing as he was involved in training. |

| Date | Names and titles of persons met | Organisation / unit | Relation with projet |
|----------------|---|---|--|
| | d'œuvre » Hamidou TOURE, Remplaçant du Point Focal des activités du BIT au Mali | | |
| Monday 29.11 | M Seydou KEITA, Conseiller Technique Chargé d'Immigration | Ministère des Maliens de l'Extérieur et de l'Intégration Africaine | Tripartite partner - Government |
| Monday 29.11 | Mr. Moussa DOUMBIA, Responsable des Départements Formation, Éducation, Recherche Syndicale et des Œuvres Universitaires | Confédération Syndicale des Travailleurs du Mali (CSTM) | Tripartite partner – Confederation of workers unions |
| Monday 29.11 | Mr. Mahalmoudou DJITEYE, Directeur des Relations Extérieures | Ministère du Développement Social, de la Solidarité et des Personnes Âgées / Institut National de Prévoyance Sociale (INPS) | Tripartite partner - Government |
| Monday 29.11 | Mr. Abdoulaye KONATE, Directeur Régisseur Ms Kourouma Eva FAVA, Chargée de Mission aux Services 1 | Ministère des Maliens de l'Extérieur et l'Intégration Africaine / Centre d'Information et de Gestion de Migration (CIGEM) | Tripartite partner – Government / EU-funded project |
| Tuesday 30.11 | Mr. Balla MAGASSA, Secrétaire Général Ms Oumou COULIBALY, Secrétaire / Présidente de la Coordination des Maliens Rapatriés de la Côte d'Ivoire Mr. Modibou DIAKITE, Secrétaire chargé à la Jeunesse et les Femmes, Administrateur de l'Association des Rapatriés Maliens (ARM) Ms Oumou Sama KEITA, membre | Fédération Nationale des Association de Migrants | Project partner |
| Tuesday 30.11 | Mr Hamidou BAGAYOKO (en mission au Sénégal) | MDSSPA / Direction Nationale de la Protection Sociale et de l'Économie Solidaire | Tripartite partner – Government (not met because of he was on mission in Senegal) |
| Tuesday 30.11 | Mahamadou DIAKITE, Directeur National du Travail | Direction Nationale du Travail, Ministère du Travail | Tripartite partner - Government |
| Tuesday 30.11 | Modibo TOLO, Secrétaire Général Adjoint | Conseil National du Patronat du Mali (CNPM) | Tripartite partner – Employers organisation |
| Wednesday 1.12 | Mr Fousseyni TOURE, Secrétaire Administratif / Point Focal Migration Ms Diarra Fatoumata TRAORE, | Union Nationale des Travailleurs du Mali (UNTM) | Tripartite partner –Workers union |

| Date | Names and titles of persons met | Organisation / unit | Relation with projet |
|----------------|---|---|---|
| | Secrétaire à l'organisation chargée des questions de migration Siaka DIAKATE, Secrétaire Général (visite de courtoisie) | | |
| Wednesday 1.12 | Mr. Idrissa KOITA, Directeur National de l'Emploi | Direction Nationale de l'Emploi, Ministère de l'Emploi et de la Formation Professionnelle | Tripartite partner - Government |
| Wednesday 1.12 | Mr Aldiouma TOURE, Assistant du Directeur Général, Chargé de la Coopération | Agence National pour l'Emploi (ANPE) | Tripartite partner - Government |
| Thursday 2.12 | Ibrahima KASSIBO | MIGRED | Civil society - NGO (not met because of impossible timing) |
| | MOROCCO | | |
| Friday 3.12 | Mr. Mohammed BAALAL, Chef de la Division de la Coopération Mr. Abdelaziz BENKRIKCH, Division de la Coopération Mr. Mohamed TAOUIL, Direction Emploi Mr. Ahmed DRAWAT, Direction de la Protection Sociale des Travailleurs Mr. Saidi ABDELLATIF, Direction de la Protection Sociale des Travailleurs | Ministère de l'Emploi et de la Formation Professionnelle | Tripartite partner - Government |
| Friday 3.12 | Mr. Mohamed BERNOUSSI, Secrétaire Général Mr. Abdallah El KHABOTE, Chef du Pôle Juridique Ms Bouchra EDDAOUIBI, Chargée de la Division des Affaires Juridiques M Mohamed AJJAOUCH, Administrateur Division Partenariat et Coopération | Ministère chargé de la Communauté Marocaine Résidant à l'Étranger | Tripartite partner - Government |
| Monday 6.7 | Mr. Hachimi ABDOURAHMAN, Ex-chargé de la Coopération et des Relations Internationales Mr. Mohamed EL GAAOUCH, Technicien au Centre Migration | Fédération Démocratique des Travailleurs (FDT) | Tripartite partner –Workers union |
| Monday 6.7 | Mr. Mohamed Larbi EL HARRAS, | Fédération des Chambres Marocaines de Commerce, | Tripartite partner – |

| Date | Names and titles of persons met | Organisation / unit | Relation with projet |
|------|--|---------------------------------------|------------------------|
| | <p>Directeur</p> <p>Mr. Bareh EL AMRANI, Chef de Département de Coordination</p> <p>Mr. Hassan BOUKKALI, Administrateur Principal</p> <p>Ms Fatima BENLAFQIH, Administrateur / Traductrice</p> | d'Industrie et de Service (FCMCIS) | Employers organisation |

Annex C. Questionnaire for project partners

Note : This questionnaire was used during interviews with representatives of project partner organizations as a basis for information gathering.

Date, heure et lieu

1. Données sur personne interviewée

- a. Organisation ?
- b. Nom et fonction ?
- c. Rôle de l'organisation par rapport à la migration et emploi ?
- d. Intensité des communications avec gérance du projet ?
- e. But du projet ?
- f. Bénéficié de quelles activités (formations, appui technique, études, dialogues, autres) ?

2. Pertinence

- a. Vrais besoins pour l'organisation ? Lesquelles ? Au début et toujours ?
- b. Analyse préalable faite ?
- c. Nouveaux besoins ?
- d. Bénéficiaire d'autres projets BIT sur la migration ? Complémentaire ?
- e. Bénéficiaire d'autres projets d'autres organismes (OIM, NU, UE, etc.) sur la migration ? Complémentaire ?

3. Validité de la conception

- a. Quelles hypothèses causales fondamentales ? Sont-elles plausibles et réalisables ?
- b. Activités pertinentes pour les objectifs du projet ?
- c. Cohérence d'intervention ?
- d. Impact du projet sur les hypothèses causales fondamentales ?
- e. Quelles améliorations possibles ?
- f. Analyse « genre » faite ? Approche « genre » appliquée ?

4. Progrès et efficacité

- a. Objectifs immédiats réalisés ? Priorisés par importance ?
- b. Quantité (et étendue) des activités suffisantes ?
- c. Qualité des activités satisfaisante ?
- d. Les vrais acquis du projet ?
- e. Acquis égaux pour femmes / hommes ?
- f. Possibilité d'une stratégie d'intervention alternative (pour mêmes acquis ou plus) ?

5. Efficience (fonds, RH, temps, expertise)

- a. Ressources stratégiquement utilisées ?
- b. Rentabilité ? Coûts / bénéfices ?
- c. Mêmes résultats possibles avec moins de ressources ?

6. Structure de gestion

- a. Capacité managériale suffisante ?
- b. Suivi efficace par gestionnaires de la performance ?
- c. Rôle de l'organisation vis-à-vis le projet (politique, technique, administratif) efficace ?

7. Impact à long terme

- a. « Message » du BIT concernant l'après-projet ? Attentes ?
- b. Stratégie de sortie existait ? Efficace ? Le rôle de l'organisation dans la « relève » d'activités ? C'était préparé ?
- c. Déjà impacts durables à identifier aujourd'hui ?

8. Observations

- a. Observations libres sur le projet ?
- b. Message au BIT ?