



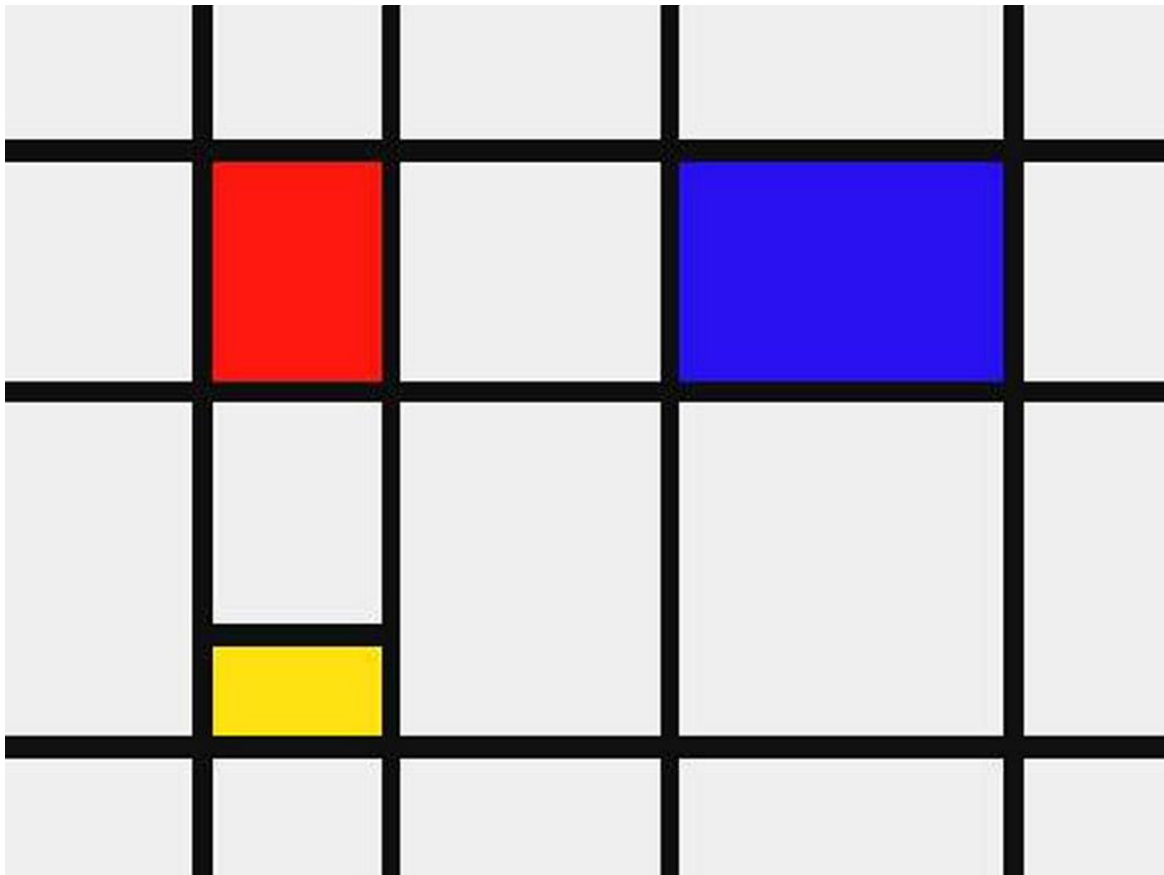
ILO - EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has been quality controlled by the ILO Evaluation Unit



**FINAL INDEPENDENT EVALUATION OF THE PROJECT
RER/09/04/EEC
“Effective Governance of Labour Migration and its Skill Dimensions”**



FINAL REPORT

November 2013

Luca Aiolfi

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List of acronyms

Abbreviations and Acronyms

| | |
|------------|---|
| AENEAS | Programme for Financial and Technical Assistance to Third Countries in the area of Migration and Asylum |
| CEDEFOP | European Centre for the Development of Vocational Training |
| CfP | Call for Proposals |
| CFTUU | Confederation of Free Trade Unions of Ukraine |
| CMP | Country Migration Profile |
| CNSM/NTUCM | National Confederation of Trade Unions in Moldova |
| CSP | Country Strategy Paper |
| DCI | Development Co-operation Instrument |
| DWCP | Decent Work Country Programme (ILO) |
| EC | European Commission |
| EESC | European Economic and Social Committee |
| EMP | Extended Migration Profile |
| EU | European Union |
| EU MS | European Union Member States |
| FNPR | Federation of Independent Trade Unions of Russia |
| FTUU | Federation of Trade Unions of Ukraine |
| GAMM | Global Approach to Migration and Mobility |
| G2G | Government-to-Government (bilateral agreements) |
| GoM | Government of Moldova |
| ILO | International Labour Organization |
| ILO/DWT | International Labour Organization/Decent Work Team |
| IOM | International Organization for Migration |
| ITUC | International Trade Union Confederation |
| LFS | Labour Force Survey |
| LMS | Labour Migration Survey |
| MDGs | Millennium Development Goals |
| MLSPF | Ministry of Labour, Social Protection and Family (Moldova) |
| MSPU | Ministry of Social Policy of Ukraine |
| NEA | National Employment Agency |
| NBS | National Bureau of Statistics (Moldova) |
| NGO | Non-Governmental Organization |
| OECD | Organization for Economic Cooperation and Development |
| OSCE | Organization for Security and Cooperation in Europe |
| PARDEV | Department of Partnership and Development Cooperation (ILO) |
| PrEAs | Private Employment Agencies |
| PSR | Project Steering Committee |
| ROM | Results Oriented Monitoring |
| RPL | Recognition of Prior Learning |
| SMS | State Migration Service of Ukraine |

| | |
|--------|---|
| SSSU | State Statistical Services of Ukraine |
| TA | Technical Assistance |
| TCLM | Temporary and Circular Labour Migration |
| TEA | Territorial Employment Agency (Moldova) |
| ToRs | Terms of Reference |
| ToT | Training of Trainers |
| TPMA | Thematic Programme on Cooperation with Third Countries in the areas of Migration and Asylum |
| TUs | Trade Unions |
| TUESWU | Trade Union of Education and Science Workers of Ukraine |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| VOST | All-Ukrainian Union of Workers' Solidarity (VOST-VOLYA) |

1. Executive Summary

Background and context

The project DCI-MIGR-2010-229492 “**Effective Governance of Labour Migration and its Skill Dimensions**” (ILO Code Nr. RER/09/04/EEC) is funded by the European Commission through the Thematic Programme “Cooperation with Third Countries in the Area of Migration and Asylum” (TPMA). The project is co-funded and implemented by the International Labour Organization (ILO). The beneficiary countries are Moldova and Ukraine.

The project addresses issues of labour migration under the ILO’s overarching framework of decent work with its tripartite structure, involving governmental institutions, employers, trade unions and migrant workers from Moldova and Ukraine. It is implemented in partnership with the International Organization for Migration (IOM). The project started on 1 March 2011 and is ending (following a four months no-cost extension) on 31 December 2013. The present evaluation comes at the final stage of the project.

The overall objective of the project is to strengthen the capacity of Moldova and Ukraine to regulate labour migration and promote sustainable return, with a particular focus on enhancing human resources capital and preventing skills waste.

It consists of four components corresponding to the following specific objectives:

- 1) Building capacity to analyse the skills shortages and oversupply as a result of migration.
- 2) Enhancing the capacity of the migration sending countries to balance migration flow and return with national needs and EU Member states’ skills needs.
- 3) Building capacity to negotiate and manage rights based labour migration schemes, including bilateral agreements on social protection.
- 4) Delivering technical assistance and building capacity to govern labour migration, enact relevant legislation and engage social partners.

The total budget is EUR 1.884.376 of which 1.507.501 (80%) was funded by the EU. The remaining portion was covered by ILO (19,07%) with a small contribution by its international partner, IOM (0,93%).

Purpose, scope and clients of the evaluation

The present evaluation is an independent final evaluation and covers the entire duration of the project. It aims to improve further programming, inform organizational decision making, ensure transparency and accountability to the donor.

Its objectives are to assess: the coherence and relevance of the project's overall and specific objectives regarding migration management in Moldova and Ukraine; the quality of the project design; the activities implemented and results achieved (including any changes) and their efficiency and effectiveness, as well as their impact and sustainability; to document the main success aspects of the project and problems encountered; and to suggest recommendations towards next steps, future strategies and new areas of technical cooperation.

The evaluation is meant to to serve the following - external and internal - client groups:

- ILO tripartite constituents, target groups and project implementing partners in the target countries
- The EU Delegations to Ukraine and Moldova
- ILO management and technical specialists at ILO DWT/CO Budapest and Headquarters
- Project staff
- Final beneficiaries of the project – migrant workers

The evaluation was conducted during the months of October and November 2013. It is foreseen that the evaluator will attend the Final Conferences in Moldova and Ukraine in December 2013 for the purpose of presenting the main findings of the exercise.

Methodology

The methodology of the evaluation is based on the review of project documentation, on interviews with key stakeholders and on the participation to selected events during the field missions to Moldova and Ukraine. It follows the OECD/DAC criteria for evaluating development assistance. It has therefore addressed the following overall aspects/criteria: a) relevance and rationale of the project; b) quality of design ; c) efficiency and implementation; d) effectiveness; e) impact and sustainability.

Considering the short time available for the initial preparations (prior to the first field mission) and for the actual implementation of the evaluation exercise, the following combination of (mostly qualitative) methods and tools for data collection and analysis has applied:

- a) Desk review of relevant project documentation
- b) Individual interviews of key informants or focus group interviews with target groups arranged during the field missions to Moldova and Ukraine
- c) Interviews by skype or telephone with selected informants at ILO DWT/CO Budapest and ILO HQ (including for the initial briefing and post-field visit debriefing, as applicable)
- d) Direct on-site observations of some project activities during the field visits (for example, through participation to project events) to enable assess the impact of the project and give a direct insight of the progress achieved.

Main conclusions of the evaluation

From the analysis of findings provided in the report, the following main conclusions were drawn :

Relevance and rationale of the project

The project has been assessed as highly relevant from various perspectives. It has been found fully consistent with EU priorities in the field of migration, in particular with those identified for the target countries, and with the ILO Decent Work Country Programmes for Moldova and Ukraine for 2012-2015. The activities defined for the various components fully address the needs and constraints of the national stakeholders of both countries who have actively participated in their elaboration. Moreover, a process of constant cooperation among project partners and stakeholders has ensured that the project has remained highly relevant throughout its implementation. Finally, the approach followed by the project has enabled integration of labor migration issues by relevant national stakeholders in their policy-making and work plans.

Quality of project design

The project is quite complex as it covers a wide range of issues. It consists of four different components which – although inter-connections are certainly present – can also be analyzed separately. Each component is well detailed and logically structured by pertinent blocks of results and clusters of activities. The analysis of needs and constraints provided in the project description, and subsequent revisions, is factual, well written, rather comprehensive and differentiated by country. It should be noted, however, that a significant number of activities initially planned had to be modified during the project lifetime, due to various factors. These changes were introduced mostly in response to the needs of the target groups or to ensure complementarity with other initiatives by various donors/stakeholders and overall cost effectiveness. They served the purpose of maintaining the project highly relevant in a very dynamic context characterized *inter alia* by significant changes of the legal migration framework in both countries.

Efficiency and implementation

The project was very well managed technically and administratively. Excellent support was provided at the country level by the national project teams. All stakeholders were actively engaged in project implementation and Project Steering Committees proved to be effective, participatory and transparent. The project was managed in a very flexible manner and there was a constant effort to avoid duplication with other initiatives. Delays were experienced during the first year of implementation – quite a common occurrence for TPMA projects - but the project made up for it with rapid progress from mid-term onwards. A four months no-cost extension was granted mainly to accommodate requests for new activities by stakeholders. The quality of reporting was generally very good although it was not always easy, in view of the substantial changes that have occurred along the way, to keep track of progress achieved on the basis of the logical framework(s) and standard reporting tools. Project duration was possibly on the short side for such a complex and articulated project.

Effectiveness

An in-depth analysis of project effectiveness has been carried out by project component. The four specific objectives have been largely achieved. The findings of the evaluation have documented the actual delivery of several clusters of very relevant activities which have led to the achievement of the planned results. A large number of high-quality outputs have been produced, shared among national stakeholders in both countries and disseminated as appropriate. The project had a strong focus on capacity building which was appropriately tailored to the needs of the target groups, relevant to the situations of Moldova and Ukraine and inspired by international best practices. Plenty of evidence has emerged during the field visits on the extent to which the knowledge acquired through the project has fed into policy-making processes on labor migration in the target countries, and the tools developed are used by national stakeholders. A very high level of satisfaction with the quality of project outcomes was expressed by the beneficiaries. Finally, important synergies were created within and betwixt target countries and cooperation was established/institutionalized across Europe among specific categories of stakeholders (Trade Unions, for instance) which will facilitate productive interaction on labour migration issues in general and increased protection of migrant workers in particular.

Impact and sustainability

The evaluation has underlined areas where significant direct and indirect impact can already be documented or is likely to be witnessed in the near future. There is evident tangible impact on the target groups in Moldova and Ukraine considering for instance that the knowledge acquired and methodologies developed through the various capacity building initiatives have been effectively “internalized” and contribute to the definition of ways and modalities followed by national stakeholders for further work in their mandated areas. Substantial positive impact on migrant workers in terms of increased protection, portability of social security benefits or recognition of skills acquired abroad is also very likely to materialize as a result of the project achievements. Since several activities did represent a first stage in a longer-term process, there is wide scope for replication and extension of the project outcomes. Ownership and sustainability are also quite high due to the active involvement of national stakeholders in the definition of the activities and throughout project implementation.

Main outputs of the project

The main outputs of the project are:

- Labour Migration Surveys for Moldova and Ukraine;
- Contribution to the drafting of the Extended Migration Profile for Moldova;
- Country Migration Profile for Ukraine;

- Two studies on the links between education, training and (labour) migration;
- Two studies on the international mobility of teaching and research professionals;
- Transfer of best practices on harmonization of data collection methodologies on labour migration;
- Research and analysis of vacancies and skills needs in the EU, Moldova and Ukraine;
- Proposal for the design and implementation of a system for the Validation of Informal Learning to Support the Process of Managed Migration (Ukraine);
- Blueprint concept for a system of validation of non-formal and informal learning – VNFIL (Moldova);
- Draft Practical Guide on Occupational Standards (Moldova);
- Six Occupational Standards (OSs) developed in Moldova;
- Fifteen Occupational Profiles (OPs) developed for Ukraine (including pilot testing of RPL for selected OP);
- Support for the development of the Draft Law on Professions (Moldova);
- Training Guide/Manual for National Employment Agency/Territorial Employment Agencies personnel (Moldova);
- Support for the negotiation/conclusion of the labour migration agreement (for the provision of manpower in the construction sector) between Israel and Moldova;
- Support for the negotiation of social security agreements between Moldova and Lithuania, Hungary and Latvia;
- Speaking days to discuss the implementation arrangements for social security agreements between Ukraine and Estonia, Portugal and (pending ratification of the agreement) Poland;
- Comprehensive Guide/bilingual toolkit on Social Security Coordination (Ukraine);
- Legal analysis on Social Security Coordination for non-EU countries in South and Eastern Europe;
- Report on Ensuring Social Security Benefits for Ukrainian Migrant workers;
- Two study tours to Brussels for policy makers from Moldova and Ukraine on EU practices of labour migration management;
- Study tour to Italy for tripartite constituents to familiarize with labour migration policies, skills matching and protection of migrant workers;
- Support to the negotiation/conclusion of the Bilateral Protocol on Migrants' Workers Rights between Italian, Moldovan and Ukrainian TUs for the protection of migrant workers in the respective countries;
- Draft regulation on the application of bilateral agreements on social security for Moldova;
- Research on Private Employment Agencies in Moldova and Ukraine;
- Extensive capacity building to support work performed for all project components;
- Facilitation of social dialogue, networking and regional exchanges among relevant stakeholders;
- Legal and technical advice to the target countries in the elaboration of policies and in drafting legislation on labour migration.

Lessons learned

The main lessons learned from the project are the following:

1. Flexibility of design and in implementation turned out to be very beneficial to the project in view of the participatory approach followed and the active involvement of all national stakeholders. The project was partly re-designed and constantly adapted, with their direct participation. This has ensured the alignment of activities with their needs and priorities and had a clear impact on ownership.
2. The project did not operate in a vacuum. It was built upon and expanded work carried out through earlier initiatives in the target countries and elsewhere. It made best use of existing structures and constantly attempted to avoid duplication and overlapping. There was very good coordination and cooperation with other migration projects in the target countries.
3. While the ILO's tripartite structure, bringing together Governments, workers and employers, is broadly speaking a given factor for generating added value, in this project equal participation of all stakeholders, from the various partnerships, was actually ensured. Crucial in this regard has been

the continuous presence and solid contribution of national project coordinators throughout project implementation.

4. The project was characterized by a very comprehensive approach which combined *inter alia* the necessary investment to create a solid knowledge-base to support appropriate policy-making and extensive capacity building responding to the specific requirements of the target groups and final users.
5. The scope of the project was very wide and addressed several areas with planned activities often leading to others. While the project has provided continuity, it has also set the stage for a multiplication of initiatives, extending beyond its lifetime. Further continuity is essential to sustain what is essentially a longer term process.
6. Finally, continuity and complementary with other initiatives had a clear positive effect at the policy and technical level. For instance, it has enabled to accelerate the process for the conclusion of bilateral social security agreements with EU MS which will in time produce a very tangible impact (social and financial) for Moldova and Ukraine and for their migrant workers in signatory countries. In this regard, it should be noted that support in the negotiation and conclusion of such agreements was correctly complemented – in order to increase overall impact - with efforts for developing the institutional capacity of relevant institutions to actually implement such agreements, as well as by supporting the communication strategies of these institutions for disseminating information about these agreements among migrant workers and their families.

Good practices

The project has generated several good practices of which the key ones are:

1. The project has provided a platform for the exchange among the various stakeholders of best practices, processes and methodologies based on internationally accepted standards. It has brought together a wide range of actors and created new cooperation networks. The newly acquired knowledge has been effectively internalized by the target groups, and has led to the setting in motion of new processes which are expected to last beyond the life of the project : agreements reached under the project in several areas are likely to be seen as gateways towards the conclusion of new agreements and other mechanisms for increased cooperation in such areas.
2. The project was characterized across the board by a strong capacity building component. The development of practical guides, manuals and handbooks has contributed to increasing the value of outputs by systematizing the knowledge provided, enabling practical application and facilitating further transfer to additional users. These outputs should be disseminated as appropriate within Moldova and Ukraine. Furthermore, there is considerable scope for their adaptation and replication on a global level.

Recommendations

1. The overarching recommendation is that the project should be able to continue its work with a suitable follow-up action. The ILO project has provided the groundwork in several areas where activities should be considered as part of a long-term process.
2. Ideally a follow-up project (or projects) should focus on components 2 and 3 where there is a large scope of work ahead for the mandated institutions in Moldova and Ukraine. Unfortunately the costs involved for the level of activities required cannot be covered from the State budgets.

3. As regards component 2, there is the urgent need to design/develop more Occupational Profiles and Occupational Standards that can be the base for educational standards in both countries. Moreover, further progress should be made in setting up national systems for the recognition of prior learning.
4. As regards component 3, it is recommended to continue supporting the Governments of Moldova and Ukraine in negotiating bilateral agreements on social security with additional (including main) countries of destination of migrant workers and in further supporting national administrations in the full implementation of the agreements so far concluded.
5. Knowledge capitalization is most important for a project that has created a significant reservoir of best practices and innovative research. Efforts should be made by ILO and project partners to ensure, even beyond the life of the project, optimal dissemination and transfer of experiences and of the approaches and tools successfully used in the project.
6. Following the very positive project outcome of the signature of agreements between the Trade Unions in Italy, Moldova and Ukraine for the protection of their migrant workers, ILO should support other efforts of its social partners in this regard. It should be noted that TUs, especially in Moldova, are seriously underfunded and, because of that, their activities suffer from a lack of continuity. For both target countries it is also very important to ensure that agreements at the national level are eventually channeled at the sectoral level in order to have practical application.
7. Issues related to strengthening the link between (legal/labour) migration and development have generated considerable interest during the various events organized by the project. In view of the preliminary work carried out under the project, possible next steps would be to:
 - a) develop practical models applicable to the situations of Moldova and Ukraine (which should go beyond the mere transfer of remittances and experiment on the cross-fertilization of ideas, transfer of expertise and new ways of thinking, establishing business partnerships etc.) for more fully engaging the diaspora in the development of the countries of origin; and
 - b) in situations where circular migration is de facto predominant but spontaneous, unregulated, unpredictable and frequently unsatisfactory, there is the opportunity to identify, negotiate and support concrete temporary and circular labour migration initiatives between countries of origin and destination in order to produce benefits on both sides and clearly for the migrant workers themselves.
8. With respect to good practices, a final recommendation would be to replicate to other countries, as applicable, some of the comprehensive capacity building initiatives carried out through the project. For instance the training module on planning, negotiating and implementing bilateral and multilateral social security agreements can be adapted very quickly to many other situations globally and effectively delivered elsewhere by ILO, through its Training Centre in Turin.

2. Background and Project Description

The project DCI-MIGR-2010-229492 “**Effective Governance of Labour Migration and its Skill Dimensions**” (ILO Code Nr. RER/09/04/EEC) is funded by the European Commission through the Thematic Programme “Cooperation with Third Countries in the Area of Migration and Asylum” (TPMA). The project is co-funded and implemented by the International Labour Organization (ILO). The beneficiary countries are Moldova and Ukraine. The project started on 1 March 2011 and is ending (following a four months no-cost extension) on 31 December 2013.

The project was selected for funding by the European Commission under the TPMA (Restricted) Call for Proposals for 2009-2010 and addresses priorities identified for Lot 2 (Eastern migratory routes) – sub-lot F (Support to Eastern Partners for the management of migration flows originating from their countries). The total amount of the project budget is EUR 1.884.376 of which 1.507.501 (80%) was accordingly provided by the EU from the TPMA (DCI-MIGR) overall budget. The remaining portion was covered by ILO (19,07%) with a small contribution by its international partner, IOM (0,93%). Rent-free project office premises were provided in Chisinau and Kiev by the national counterparts for Moldova and Ukraine.

The overall objective of the project is to strengthen the capacity of Moldova and Ukraine to regulate labour migration and promote sustainable return, with a particular focus on enhancing human resources capital and preventing skills waste.

The project consists of four components corresponding to the following specific objectives:

- 1) Building capacity to analyse the skills shortages and oversupply as a result of migration.
- 2) Enhancing the capacity of the migration sending countries to balance migration flow and return with national needs and EU Member states’ skills needs.
- 3) Building capacity to negotiate and manage rights based labour migration schemes, including bilateral agreements on social protection.
- 4) Delivering technical assistance and building capacity to govern labour migration, enact relevant legislation and engage social partners.

For each major component/objective, several clusters of activities were identified in the project document, and amended as required during the course of implementation, for the purpose of obtaining the following planned results :

For objective 1

- An enhanced capacity of selected targeted institutions to :
 - Analyse human capital and effects of migration on skills oversupply and shortages (R 1.1);
 - Propose and adopt policy recommendations to capitalise on skills that migrants acquire abroad (R 1.2).

For objective 2

- Selected national stakeholders will be able to count on :
 - Expanded knowledge base on how skills oversupply and shortages impact migration to support better migration management and ethical recruitment policies and programmes (R 2.1);
 - Improved capacity to design and adopt concrete measures for a more systematic recognition of qualification (R 2.2).

For objective 3 :

- Potential and current migrant workers will enjoy a better protection and expanded avenues for regular migration under existing and newly developed rights-based labour migration and social security agreements (R 3).

For objective 4 :

- Enhanced capacities of national stakeholders to design and implement rights-based perspective in the development of policies and programmes directly under their responsibility (R 4.1);
- A space for social dialogue has been opened and is available to social partners to discuss labour migration issues and monitor progresses toward the effective implementation of rights-based migration policies and programmes (R 4.2);
- Improved capacity of legislative instances to include migrant rights protective provision into relevant legislation and improved capacity of law enforcement bodies to effectively guarantee those rights (R 4.3).

3. Evaluation Purpose and Methodology

The need for a final independent evaluation has been envisaged from the outset and was accordingly reflected in the original project design.

As stated in the ToR, the purpose of the evaluation is:

- to assess the coherence and relevance of the project's overall and specific objectives regarding migration management in Moldova and Ukraine, with a particular focus on employment related aspects of migration movement from and into the two countries focusing on human resources and effects of migration on the national skill pools;
- to assess the strategic fit of the project vis-à-vis ILO and EU development priorities;
- to assess the quality of the project design;
- to assess the implemented activities and respective results achieved and their efficiency and effectiveness with regard to indicators of achievements defined for each component of the project;
- to identify main success aspects of the project and the problems encountered during its implementation, as well as the means undertaken to overcome these problems;
- to document lessons learned and good practices for future wider dissemination;
- to develop recommendations to the EU and the ILO for similar interventions in the future.

The evaluation is meant to cover the entire actual project duration (34 months) and to serve the following - external and internal - client groups:

ILO tripartite constituents, target groups and project implementing partners in the target countries;
 The EU Delegations to Ukraine and Moldova;
 ILO management and technical specialists at ILO DWT/CO Budapest and Headquarters;
 Project staff;
 Final beneficiaries of the project – migrant workers.

In line with the above indications, the project evaluation has taken place during the period 2 October – 20 November 2013, with the following breakdown of main activities:

| | | |
|---------|---------|---|
| 2 - 4 | October | Desk research (review of essential project documentation) |
| 7 | October | Inception report |
| 8 - 11 | October | Mission to Moldova |
| 21 - 24 | October | Analysis of preliminary findings (Moldova) |

| | | |
|---------|----------|--|
| 28 - 31 | October | Mission to Ukraine |
| 2 - 10 | November | Report writing (Draft evaluation report) |
| 15 - 20 | November | Finalization of the report |

In addition, participation of the evaluator to the following final events has been envisaged:

| | | |
|----|----------|--|
| 3 | December | Final Conference in Chisinau (Moldova) |
| 12 | December | Final Conference in Kiev (Ukraine) |

A consolidated list of key stakeholders met during the evaluation mission (or interviewed by other means) is included as Annex 1.

Methodology

The evaluation has followed the OECD/DAC criteria for evaluating development assistance. It has therefore addressed the following overall aspects/criteria : a) relevance and rationale of the project; b) quality of design ; c) efficiency and implementation; d) effectiveness; e) impact and sustainability.

Analysis of the project on the basis of these standard criteria was structured as much as possible along the lines proposed in the ToR (answering clusters of sub-questions relating to the referred criteria) in order to determine whether the project has achieved its stated objectives, produced the planned results and the extent to which the activities have been successfully carried out. The analysis of project effectiveness is broken down by component (see findings) following the logical structure of the project. Finally, the evaluation findings attempt to document lessons learned and best practices, and give way to a set of recommendations to the EU, ILO, and other stakeholders, for their consideration with respect to similar interventions in the future.

As regards the methodological approach, and considering the short time available for the initial preparations (prior to the first mission to Moldova) and for the actual implementation of the evaluation exercise, the following combination of (mostly qualitative) methods and tools for data collection and analysis has applied :

- e) Desk review of relevant project documentation [Project document/Contribution Agreement (original and revised); ILO Decent Work Country Programme for Moldova and for Ukraine, 2012-2015; Work plans and Logical Frameworks (original and revised); Guidelines of the 2009-2010 Call for Proposals and EC Strategy Paper for 2007-2010 and Multi-Annual Strategy Paper for 2011-2013 for the TPMA; minutes of Steering Committee meetings; Interim Progress Reports; Work Plans and Monitoring tables; Reports on specific activities (summary notes, minutes of meetings); available surveys, studies, analytical papers; publications (final or “pre-final” versions); leaflets, videospots produced; and national policy recommendations or legislation developed through the project];
- f) Individual interviews of key informants or focus group interviews with target groups arranged during the field missions to Moldova and Ukraine (see Annex 1 for a complete list of main stakeholders met/interviewed);
- g) Interviews by skype or telephone with selected informants at ILO DWT/CO Budapest and ILO Hq (including for the initial briefing and post-field visit debriefing, as applicable) ;
- h) Direct on-site observations of some project activities during the field visits (for example through participation to project events) to enable assess the impact of the project and give a direct insight of the progress achieved.

The evaluation results and conclusions rely on the analysis and referencing of information received during the interviews, meetings and workshops together with the review of written project material. They also rely on personal observations of situations related to labour migration, and on parallels drawn with other projects implemented in this sector in Moldova, Ukraine and elsewhere (when applicable) in the course of previous noteworthy exercises such as the final evaluations and analysis of results obtained

for the two major EC-funded programmes in the area of migration and asylum : AENEAS (2004-2006) and TPMA (2007 – 2013).

4. Overall Findings

Relevance and rationale of the project

Relevance was assessed from various perspectives.

As regards consistency with EU priorities in the field of migration, in particular with those identified for the target countries, the project is fully in line with the Global Approach to Migration and Mobility (GAMM), with the objectives of the TPMA, the provisions of the Multi-Annual Strategy Paper 2007-2010, and the specific priorities of the 2009-2010 Call for Proposals.

At the thematic level, the project addresses primarily the TPMA objective “to promote well managed labour migration” and predominantly focuses on aspects of the labour migration theme relating to sub- categories b): “reinforcement of labour migration management and labour-matching capacities” and d) : “human capital development and brain drain”.¹ In addition, the project also addresses important aspects relating to the following other TPMA objectives/themes : “fostering links between migration and development” and “protecting migrants against exploitation and exclusion”. Among Eastern partners, the two countries concerned, Moldova and Ukraine, were likewise prioritised in the guidelines of the referred Call for Proposals (Lot 2 – Sub-Lot F), specifically for activities in the areas and themes addressed by the project. On a more general level, the project also responds to priorities included in the EU National Indicative Programmes for 2011-2013 and in the Action Plans on Visa Liberalization for Moldova and Ukraine.

The overall objective of the project “to strengthen the capacity of Moldova and Ukraine to regulate labour migration and promote sustainable return, with a particular focus on enhancing human resources capital and preventing skills waste”, and its four specific objectives, are also clearly consistent with the ILO Decent Work Country Programmes for Moldova and Ukraine for 2012-2015. This confirms, inter alia, the continued high relevance of the project, well after its original formulation in 2009/2010. Project activities clearly fit within the main priorities and contribute to the achievement of several outcomes of the ongoing ILO country programming for the target countries; for instance, but not exclusively: Outcome 2.2 for both countries (Institutions more effectively manage labour migration and prevent labour exploitation of migrant workers due to increased capacity and improved policy and regulatory framework) and Outcomes 3.1(Moldova)/3.2(Ukraine) : (Strengthened coverage and effectiveness of the social security system). Clearly, the ILO DWCPs are in turn informed by international development agendas such as the Millenium Development Goals (MDGs) as well as the United Nations Development Assistance Framework (UNDAF) for 2012-2015.

Plenty of evidence has emerged from the analysis of project documentation and during the field interviews with national stakeholders on the high relevance of the project (in its four components) to the needs and constraints of the target countries in the area of labour migration. While the project certainly builds upon what has already been implemented by national stakeholders and other donors in this area, and therefore attempts to avoid duplication and overlapping with other initiatives from the outset, it is important to underline that these concerns have been satisfactorily sustained throughout project implementation and that attention to the creation of synergies and complementarities with other relevant players has become an important feature of the project. National stakeholders have played a fundamental role in this regard, as they have

¹ See « Evaluation of the concrete results obtained through projects financed under AENEAS and the Thematic Programme for Migration and Asylum », June 2011.

actively participated in the elaboration of specific activities to be implemented, as a result of an internal analysis of what already exists or might otherwise be covered through other instruments and mechanisms, and in clearly defining their own needs and constraints. The latter have been in turn appropriately reflected by the implementing organization in the project document, in its subsequent modifications and in the implementation tools which have further detailed the activities to be undertaken. What has been witnessed is a process of constant cooperation among the different project partners and main stakeholders which has ensured that the project has remained highly relevant throughout its implementation, over a long period of time following its original conception.

The implementing organization and its main partners are the most adequate for the execution of the project activities. First of all, the project can be seen as the continuation of the work already performed by ILO, through its tripartite constituents' structure, resting on social partnership and enhancing social dialogue, on the promotion of decent work principles in Moldova and Ukraine in general and on specific activities related to labour migration in particular. For instance, the third component on building capacity to negotiate and manage rights based labour migration schemes, including bilateral agreements on social protection, draws from the significant experience acquired with the implementation by ILO of the Romanian funded project "Republic of Moldova: Building capacity for coordination of social security for migrant workers" during the period 2009-2011. Secondly, ILO brings to the forefront overall principles and an embedded rights-based approach - ILO's international labour standards, ILO's Migrant Worker Conventions and the Multilateral Framework on Labour Migration - on which basis the main project activities and outputs are built. As a result, labour migration aspects are not addressed in a disjointed fashion but become, and are accordingly treated, as part of the overall labour dimension; this enables integration of migration issues by relevant national stakeholders in their policy-making and work plans. For this reason, the project does not appear to be a "classical" TPMA action, if we can be allowed such an expression, that addresses migration per se but can instead be seen from different prisms of socio-economic development, adding to its complexity but also to its overall significance.

In line with the referred approach, the main project partners at the national level are the tripartite constituents in the target countries: a) governmental bodies in charge of labour issues (the Ministry of Labour, Social Protection and Family of Moldova and the Ministry of Social Policy of Ukraine) ; b) workers organizations/trade unions and c) employers' organizations, in both countries. However, in addition to that, the project correctly identifies and effectively involves other important partners which have played a significant role for the achievement of the project objectives (Ministry of Education, National Bureau of Statistics and Ministry of Foreign Affairs and European Integration in Moldova; State Migration Service, State Statistics Services, Ministry of Foreign Affairs, Ministry of Education and Science and Ministry of Economy in Ukraine, and national employment agencies, private recruitment agencies and relevant NGOs and research institutions in both countries). It should be noted that it is not always possible to consider these actors unilaterally as project partners or target groups or beneficiaries; most of the time, they would contextually play all of these roles, which is quite consistent with a project typology strongly focused on capacity building.

The choice of implementing partner (IOM), is also very appropriate considering IOM's involvement in a wide range of important initiatives linked to labour migration and migration and development in the two countries. Although, the project activities for which IOM is directly responsible² are limited in size (but nevertheless very significant), the added value of its participation - including as a member of the Project Steering Committee - goes clearly beyond such specific activities and does impact on relevance, as well as efficiency and sustainability, in view of the synergies created, practical adaptation to actual needs, avoidance of duplication and more efficient use of resources. ILO and IOM have signed a Letter of Agreement to define the framework of their cooperation within this project. It has been noticed that ILO has given full visibility to this partnership, even for activities which were not - strictly speaking - generated through IOM inputs. This is very positive and it has been rarely witnessed in other TPMA projects where the role of implementing

² Mostly, building the capacity of national authorities on labour migration management and strengthening the links with diaspora associations. See more details in the analysis of findings (by component) in the chapter on effectiveness.

partners tends to be accorded a much more restricted (or modest) recognition and standing by the main implementing agency.

Finally, the World Bank has also been involved in the project as associate by participating in selected events and contributing its significant experience in the field of migration and human capital development.

Quality of project design

The project consists of four separate components which are well detailed and logically structured by pertinent blocks of results and clusters of activities. Although inter-connections between components do certainly exist, these are not always predominant or binding. In a sense, we could even say we are in the presence of stand-alone components (especially the second and third), mutually influencing each other for sure, but leading to very precise directions and scopes of work which might possibly find translation in separate follow up interventions, with each hypothetically addressing one specific individual component.

The analysis of needs and constraints provided in the project description, and subsequent revisions, is factual, well written, rather comprehensive and differentiated by country. Although a logical framework was prepared at the full application stage, it was eventually not incorporated by the EC in the Contribution Agreement. In this regard, it should be noted that the original project document (Full Application Form – Annex A/Part B) was more detailed than what ultimately finalized, in a more synthetic form, in the actual Contribution Agreement.

Although pre-project consultation with the national partners, for the purpose of incorporating their needs and constraints in the original proposal, had certainly taken place at the beginning, it should be kept in mind that the original project concept was initially elaborated by ILO more than 15 months before the actual start of the project, and that the full-fledged proposal (which will become the Contribution Agreement, setting the start of project activities on 1 March 2011) had been developed and drafted as early as June 2010. While such time span is structural and beyond the control of ILO - given that the process of evaluation and selection of actions through the Call for Proposals modality takes such a long period of time - the effect on the actual content of the project was quite significant, as we shall see, in view of the changes that have occurred in the meantime in the social and political environment and in the legal framework of labour migration in Moldova and Ukraine.

As a first step, a comprehensive stakeholders' analysis was required and effectively carried out by the implementing organization during the inception phase (March-May 2011). The assessment which was conducted at the time on the state of play in the target countries, about the situation in all areas addressed by the project, led to some modifications of the planned activities, to the definition of indicators as well as of operational modalities; however it did not lead to structural changes at the level of the specific objectives and main results. A revised logical framework was prepared at this time and annexed to the Contribution Agreement.

Having said that on the initial process of project formulation, it is important to note that changes at the level of activities (or sub-activities) have continued to occur, in fact rather frequently, during the life of the project. These changes, however, were introduced mostly in response to the needs of the targeted groups and beneficiaries or to ensure complementarity with other initiatives by various donors/stakeholders and overall cost effectiveness. They served the purpose of maintaining the high relevance of the project and ensuring it was in line with a constantly changing environment.

As a result, it can be said that the project was handled (and adapted) in a very flexible manner, particularly – as personally witnessed by the evaluator - when we compare it with other TPMA-funded interventions, where more rigid adherence to the original design appears to have been the rule. The reason for this lies in the fact that the national partners have been truly and fully associated to the initiative and the dynamic participatory approach followed has led to a degree of creativity which should be seen, as pointed out by some

stakeholders, as one of the strengths of the project. The rationale for these changes – which we repeat did not affect objectives and results (including the wording used) – but were nevertheless substantial, was generally well explained by the implementing organization and appropriately reflected in revised workplans. Still, the accumulation of these modifications over time, led to a situation where it proved to be difficult for external viewers (that is, people who did not participate in the entire development cycle of the project and in its three years long implementation) to fully understand the exact content of a given component when compared to what described in earlier versions and reports.

Finally, it is noteworthy to mention that, as it has been the case for many TPMA actions, the envisaged project duration (30 months) was possibly on the short side. However, considering that an official addendum to the Contribution Agreement had become necessary in order to reflect the above-mentioned changes at the project level as well as developments in the legal framework in the target countries, and that more time was required to implement new important activities proposed by national partners (as well as to complete a few others that were delayed), a no-cost four-months extension was requested by ILO in May 2013 and an Addendum officially approved by the EU in July 2013, setting the new final date of the project at 31 December 2013. This is in line with assessments conducted of TPMA actions of comparable complexity (multi-country initiatives with a considerable number of governmental partners, focusing on a wide range of issues, characterized by a large number of activities, the involvement of international organizations and local research institutions with the resulting coordination challenges, etc) which showed that the period of time required for their implementation should really be the highest currently possible (being 36 months the maximum allowed by the existing regulations). More details on the referred changes are described below under efficiency and/or effectiveness.

Efficiency and implementation

The project is very well managed technically and administratively. Overall technical, financial and management responsibilities lies with the ILO DWT Sub-regional office in Budapest - a Subregional project coordinator and a Project assistant assigned to the action in the Budapest office supported and guided by the Senior Specialists of DWT/CO-Budapest (Senior Employment and Skills Specialist as project technical backstopper and, for specific activities, the Senior Specialist in Social Security and Senior Employers and Workers' Activities Specialists). Upon request, ILO Hq - Department of Partnership and Development Cooperation (PARDEV), ILO MIGRANT, STAT, EMP/SKILLS, SOC/SEC and ACRAV technical units and Budget and Project Monitoring units provided support which contributed to the development of high quality inputs throughout implementation in the main areas or specific topics covered by the project (for instance for the development of a knowledge base and tools for the preparation, negotiation and implementation of social security agreements and in the area of social security coordination; for supporting national efforts in the area of qualification recognition process; for building capacity on labour migration management etc).

The role played by the ILO project offices in Moldova and Ukraine is crucial to the success of the project. The national teams (per country) consists only of one National Project Co-ordinator and one Project assistant. Project consultants/support staff were recruited on part-time basis as required. The national project coordinators are very experienced managers and have deep knowledge of their countries' priorities regarding migration policies and practices, of labour migration issues in general including ILOs Conventions and rights-based approach, as well as of the functioning of relevant governmental entities and of the role that can be played in this complex field by other international stakeholders.

The national project teams coordinate all activities in close cooperation with the project partners and have regular communication with other stakeholders, in particular with the EU Delegation to Ukraine, that is responsible for the project on the donor side. The fact that project offices are located within the premises of the main national counterparts (the Ministry of Labour, Social Protection and Family in Moldova and the Ministry of Social Policy of Ukraine) makes it possible to maintain constant contact (formal and informal) with them and facilitates cooperation and coordination on a daily basis.

Findings from the two missions have revealed that all stakeholders are actively engaged in project implementation. Project Steering Committees (PSCs) have been established in both target countries and meet regularly (every six months) to review project progress, endorse activities, validate reports and, whenever external factors make it necessary to modify activities, take quick decisions so that sound alternative options can be effectively pursued. PSC meetings are effective in this regard, given the participation of both decision makers and technical experts.

There is regular reporting by the implementing agency of progress achieved through the project. Since formal reports (Interim Reports) are only required, as per contractual provisions, on an annual basis, flow of information on the status of the project is supplemented by Flash Reports, Work Plans (constantly updated) and ad hoc Technical Reports covering specific activities. The quality of these reports is very good. Overall, it can be said that these documents, considering the level of detail provided and the degree of dissemination, further underline the transparent approach followed in the implementation of the project. The logical framework has been revised a few times along the way to reflect changes at the level of activities and indicators. It was regularly used by the stakeholders for monitoring purposes.

However, as mentioned before, considering all the substantial revisions which have occurred at the level of activities, by the beginning of the third year it had become increasingly difficult to keep track of progress achieved on the basis of the logical framework(s) or standard reporting tools (primarily the standard Interim Reports). At the request of the EU Task Manager, therefore, a special Monitoring table/Timeline was prepared by ILO in April 2013, covering both countries and broken down by component, to help understand all the changes that took place and follow the progress of project activities. This document proved to be particularly useful (including to the evaluator) and should possibly be retained as an informal but nevertheless very practical and useful monitoring and reporting tool, when regularly updated by the project management, for future interventions with the EU and other donors.

With respect to the rate of implementation, as of early October 2013 the amount of funds disbursed by ILO has reached 80% of the overall budget. It is expected that full execution will be achieved by the end of the project considering that substantial disbursements need to be effected in the last quarter for the final publication of several documents, organization of a few remaining working groups (presentation of Country Migration Profile for Ukraine on 31 October, presentation/validation of LMS in Moldova in mid-November), and the organization of the two Final Conferences to be held in Chisinau on 3 December and in Kiev on 12 December 2013.

In general terms, the efficiency displayed at several levels in the implementation of the project, resulted to a large extent in the finalization of activities according to the planned time-bound indicators. However, respect of deadlines was not always possible, for a number of reasons, mostly well justified in the project reports. Firstly, projects of this kind usually experience a slow start-up phase and this was no exception with some delay being accumulated during the first year of implementation. Secondly, the main preoccupation of the implementing agency was to ensure, on behalf of all partners, that the outputs produced were of very high quality (coordination for the purpose of commenting on/revising the various studies and outputs accounted for some of the delay); thirdly, for sustainability purposes, certain activities/outputs had to be mainstreamed into the normal processes of the recipient governments which requires time.

As such, delays were sometimes unavoidable. For instance, as regards the first component, the ad hoc pilot migration module for Moldova – a survey on migration and skills to be included in the Labour Force Survey (LFS) – could not be implemented within the original timeframe, as it could not be accommodated in the already elaborated 2012 work plan of the National Bureau of Statistics (NBS). The survey was therefore carried out independently (although still linked to the LFS) and the various sub-activities had to be shifted forward. It should also be said that this activity was particularly complex from a procedural point of view and needed to be carefully conceived and piloted also in terms of its replicability in future. The final report on this activity is expected to be available only by the end of the project with presentation of its findings foreseen for the project final conference (for Moldova) on 3 December 2013.

As it is the case for several TPMA actions, particularly for complex interventions, including multi-country actions involving several partners/associates, the project duration initially envisaged (for this project, two

years and half – later extended to 34 months) was possibly inadequate and the most visible result for this typology of projects has often been that fundamental activities are taking place at a very late stage (considering external factors and delays). This can affect the ability to effectively transfer outcomes and processes to counterparts, the consolidation/dissemination of results or reflection on lessons learnt, as well as to fully evaluate activities carried out at the very end. Logically, limitations as regards project duration often go beyond the responsibility of the implementing organization and project managers, given the fact that three years is (currently) the maximum duration allowed by the TPMA regulations for all project typologies. In the case of ILO, length is definitely an issue considering that the organization strives for long-term changes and continuity becomes the norm. In this connection though, it should be noted that one of the recommendations of the final evaluation of the TPMA is to consider the introduction of longer periods of implementation for complex initiatives and multi-country projects.

Effectiveness

Effectiveness has to do with achievement of the project purpose, that is – in our case - of the four specific objectives/components of the project. More precisely, it concerns the contribution that the results actually produced by the project make towards the achievement of such specific objectives.

For the purpose of clarity therefore, this analysis is hereby described by project component:

Specific objective 1. Building capacity to analyse skills shortages and oversupply as a result of migration

Expected result 1.1.

(An enhanced capacity.....to) Analyze human capital and effects of migration on skills oversupply and shortages

At the heart of this component are activities carried out for the completion of Labour Migration Surveys (LMS) in both target countries which were based on ad hoc pilot modules, linked to the respective Labour Force Survey (LFS) with a particular focus on the impact of migration on the national skill pools.

In Ukraine, the LMS was conducted by the State Statistics Services of Ukraine in cooperation with the Institute of Demography and Social Studies, with the financial and methodological support of the project. The survey was conducted during the period 15 January 2012 – 15 January 2013 and incorporated data from all country regions. It was based on a sample of 27,000 households with a total of 45,500 persons interviewed. The LMS was carried out following very substantial preparatory work in terms of defining the methodology and all organizational aspects, including pilot testing of the survey toolkit (questionnaires) in eleven regions. The preparatory work included a training of trainers (ToT) program targeting representatives from 27 regional statistics departments throughout the country; this activity proved essential to enable the participants to conduct field trainings for 970 representatives from the regional statistics departments who eventually carried out the interviews in the period April-June 2012.

The survey was officially presented and validated during a tripartite event in Kiev at the end of May 2013. The information provided by the LMS was considered as very comprehensive (labour migration trends, main destination countries, socio-economic and educational background of migrants, working conditions and remuneration by countries of destination, legal status of labour migrants, channels for remittances, etc) by all stakeholders and should form a solid basis for justified recommendations for and by the relevant governmental institutions. In this regard, it is always crucial to ensure that information and conclusions originating from good analytical reports are appropriately interpreted and ultimately filtered into strategic documents and practices. While it might be a bit early to provide substantial evidence of that, the LMS results have already been used – in the few months since validation - in finalizing the Country Migration Profile developed by the State Migration Service of Ukraine (and officially presented on 31 October 2013 - the last day of the evaluation mission). Several project-related outputs are of course already feeding on the

LMS results which are expected to be used shortly for updating, prior to finalization, the Draft Law on External Labour Migration.

Relevant national stakeholders have clearly underlined the importance of the information base created through the LMS and a common thinking has already emerged on the desirability that these surveys become statistical practice (to be carried out every 4-5 years). As regards their dissemination, the LMS results will remain accessible to a wide audience through the SSSU website (www.ukrstat.gov.ua) and those of other national partners (as well as the ILO website). They are expected to be used extensively by the State Migration Services, the Ministry of Social Policy, the Ministry of Education and Science and other government institutions involved in decision making processes related to migration, for instance for developing the Migration Policy Concept. In addition we should also consider the potentially high use of LMS results by migration experts, think tanks and research institutions, as well as diaspora organizations and migrant communities.

As mentioned in the efficiency section earlier, the final report on the LMS for Moldova was not yet available at the time the evaluation was conducted. The migration module in Moldova was based on a sample of 12,000 households and carried out in the last quarter of 2012 using a newly developed questionnaire which included questions on migration and skills. The findings will be presented during the Final Conference in Chisinau on 3 December. Even here, capacity building was an essential part of this cluster of activities and to this end synergy with other organizations involved in the migration sector was successfully pursued. The National Bureau of Statistics conducted six trainings for 190 interviewers and supervisors on concepts related to migration and skills and on the methodological skills to be applied for the migration module which were funded by the UNDP project "Strengthening the National Statistical System of Moldova".

A second block of activities under this component consists in the preparation/update of migration briefs.

In Moldova, this activity showed a good example of synergy and cooperation with other entities involved in the analysis of migration dynamics and its impact on socio-economic development. Rather than preparing ad hoc migration briefs, ILO sought cooperation with IOM who has a leading role, in close cooperation with national authorities, in the drafting of the Extended Migration Profile (EMP) for the country, which aims at broadening the Government's knowledge-base about migration and enhance the use of migration data for policy development. The project has thus contributed to update and complete what had already been set in motion by IOM and other stakeholders taking also into account earlier initiatives in the framework of the EU-Moldova Mobility Partnership or, for instance, the migration briefs carried out in 2007-2008 by the European Training Foundation. More specifically, ILO has drafted the EMP chapter on migration, employment and labour market trends and provided informed advice on the entire document. Quite significantly, IOM and the Government have recently agreed on regularly updating the EMP every two years, a process which, by involving ILO as well, is a further evidence of the referred synergetic quality of the project.

In Ukraine, the original plan was to prepare a totally new Country Profile. Following consultations with the State Migration Services (SMS) of Ukraine (which was established after the project was conceived), it was instead agreed to update an existing first Country Migration Profile, based on data from 2008, elaborated by SMS and published in 2012. The evaluator had the opportunity to attend the opening session of the official presentation and validation of the second version of the CMP for Ukraine (supported by the project) held in Kiev on 31 October 2013. It is noteworthy to mention how ownership from SMS for this specific output has been ensured through the project by giving continuity to the model previously used, focusing on completing its weak parts and in incorporating the most recent data (originating from the LMS). The outcome is a high quality product developed in line with international standards providing very substantial information on the socio-economic situation of Ukraine and the factors influencing international migration of the population, on current trends and features of migration dynamics and flows, on the national approach to problems and constraints identified and on the current state of migration policy and legislation in Ukraine and the developmental changes faced by the country in this context. Considering that drafting a CMP in a large

country like Ukraine requires considerable time, suggestions have been made to hold a full analytical exercise only every three years (while updated compilation of data regularly collected should take place on a yearly basis).

An important capacity building activity relating to this component was the organization of an international statistical workshop on harmonizing data collection methodologies and exchange of knowledge on labour migration held in Kiev in November 2011. It was originally foreseen to have two separate workshops for Moldova and Ukraine but cost effectiveness considerations, and the opportunity to allow for more regional exchange of information and contacts between relevant stakeholders from the target countries, finally prevailed. The international workshop was instrumental in ensuring that international best practices and methodologies for collecting statistical data on labour migration were transferred to the Statistics Services of Moldova and Ukraine which put them to good use in conducting the large scale LFS and pilot LMS in both countries. The experiences and challenges faced by the statistical services of Norway, Italy, Greece, Lithuania and Poland, and the role played by EUROSTAT in producing harmonized European statistics (focusing for instance on the issue of the comparability of data at both national and international level) were drawn out in detail during the workshop and appropriately documented for further use by the project beneficiaries.

Expected result 1.2.

(An enhanced capacityto) Propose and adopt policy recommendations to capitalize on skills that migrants require abroad

At first glance this result appears to have been formulated in rather broad terms which were eventually better clarified during the inception phase, when the precise activities to be implemented were agreed upon. Although the original definition for this result has been kept in several documents and in the logical framework, the alternative wording used in the Contribution Agreement : “Improved knowledge of links between education and migration”, was exclusively retained for the Interim Reports, which makes the result at the same time less ambitious and more in line with what the project had actually set out to do.

The sub-component focused on analyzing the links between education and migration in the target countries. Four studies (two for each country) of very good quality were produced by highly reputable institutions and researchers, with input from ILO, in an area which is clearly central to socio-economic development. Two studies of more general nature described the links between education and migration in Moldova and Ukraine (covering, for instance, the impact of individual education on the propensity to migrate, on the relations between education and occupation abroad or between education and remittances); the remaining two studies aimed at assessing the impact of migration on teaching staff and researchers in both countries. The presentation of the draft reports has generated considerable interest and debate among the various stakeholders considering there was very limited information and data available on these topics prior to the project. Collectively, these reports also include several suggestions and proposals for policy recommendations in the areas covered by the research, although it is difficult to evaluate at this point of time the extent to which this will lead to the concrete adoption of new policies. Since a major drawback in the past has been the limited circulation of reliable information and analysis of migration issues, it is important to ensure that the publications shall remain available over time and beyond the life of the project to the large audience of interested stakeholders through the websites of the Ministries of Education in both countries and appropriate links with ILO and the other research institutions involved.

Specific objective 2. Enhancing the capacity of the migration sending countries to balance migration flow and return with national needs and EU Member states' skills needs.

Expected results 2.1 and 2.2

Expanded knowledge base on how skills oversupply and shortages impact migration to support better migration management and ethical recruitment policies and programmes; and

Improved capacity to design and adopt concrete measures for a more systematic recognition of qualification.

The second component covers a huge area of work and would certainly maintain its high significance as a totally separate intervention. It might very well be considered as a stand-alone component. Any follow-up we may think of would very likely benefit, having already completed the necessary groundwork, from a focused approach to the issues addressed.

A large number of activities were implemented in the target countries and effectiveness was quite high for the entire component. If we are allowed to depart from the structure provided in the logical framework - which can be at times rather confusing given the number and modification over time of the many activities undertaken - we can say we are confronted with three basic types of activity:

- a) gathering of information, research and analysis on existing models and practices (on labour mobility and skill forecast at the EU level; on skill needs and vacancies in Moldova and Ukraine; on competence-based approaches and methodologies in vocational education and training, on systems for the validation of informal learning, on best ways on how to engage the diaspora for the development of the home countries, etc);
- b) capacity building and training to national stakeholders for transferring such knowledge and best practices;
- c) actual application of learning from a. and b. – on the basis of its adaptation by national stakeholders to their actual needs/prioritisation – leading to the production of concrete and tangible outputs (or pilot testing subject to replication) and/or showing the way forward in strengthening the process of managed labour migration in the target countries.

Among the outputs produced under (a) is the excellent publication “Research and Analysis of Vacancies and Skills Needs in the EU, Moldova and Ukraine” which provides stakeholders with systematized information and analysis, not previously readily available, on labour mobility and skills forecast at the EU level [for instance on the forecast on skills supply and demand in Europe carried out by the European Centre for the Development of Vocational Training (CEDEFOP) for the period 2006-2015 (and now updated to 2020), as well as EU sector studies and forecasts for selected EU MS, and on vacancies and skills needs in the target countries]. The report provides in depth analysis of the situation and particular challenges of Moldova and Ukraine (for instance, skills mismatch; how the current education systems impact on skills shortages and/or oversupply, etc), and well describes skills needs in specific priority sectors (targeted by the project throughout the various components) such as: construction, agriculture, IT, and tourism and catering. Furthermore, the report identifies lessons learnt in several areas for the consideration and active engagement of national stakeholders.

A fundamental area of work under Results 2.1 and 2.2 relates to the delivery of occupational skills analysis in selected economic sectors characterized by high emigration from Moldova and Ukraine and the development of Occupational Profiles (OPs) and Occupational Standards (OSs) for these sectors. The contribution of employers’ organization to the achievement of results in this area was indeed crucial³. This cluster of activities underwent various modifications from the original project formulation. For example, in Moldova, changes became necessary to avoid duplication⁴ with ongoing activities funded by the Swiss Agency for Development and Cooperation and by the European Training Foundation while in Ukraine a change of priority economic sector (agriculture instead of IT) was requested by the Federation of Employers.

³ The Federation of Employers of Ukraine, for example, fully participated in the process by confirming sectoral priorities, worked alongside the international experts, created the Working Group with the employers’ representative, and provided substantial input to the drafts prepared by the experts in order to adjust them to Ukraine realities.

⁴ Since at least eight OPs were already partially done through other projects, ILO and the project partners decided to modify the foreseen activity and focused instead on completing prioritised OPs and further developing them to the level of OSs.

The Government of Moldova requested that two additional OSs for the construction sector be developed under the project (one of the reasons behind the request for a six months no cost extension).

To summarize the following tangible results were produced in this area:

- Four OSs were developed in Moldova by the Institute for Professional Capacity Building (IPCB), in cooperation with the Sector Committees in construction (OSs for house painter and plumber) and agriculture (OSs for pastry cook and wine grower) – officially approved and published;
- Two additional OS were developed at the request of GoM in Moldova (see above) by IPCB for the construction sector (ironworker and bricklayer/mason) - pending final approval by the Sector Committee in constructions (official presentation scheduled for November 2013);
- A draft Practical Guide on OSs was developed for Moldova by IPCB (to support the Methodology for Development and Update of Occupational Standards for Blue-Collar Jobs approved by Government Decision no. 952 of December 16, 2011) – currently under clearance by ILO and relevant stakeholders (a very useful tool to be used in future for the elaboration of OPs and OSs by national experts and sector committees);
- Four experts were trained by IPCB, on the entire cycle from elaborating OPs to full OSs. This is quite an important aspect of the project since there is a significant lack of knowledge/capacity in Moldova, outside IPCB, in this field. It was not merely a theoretical training but a very practical exercise involving employers/technical experts at the job level which led to actual capacity of the trained experts (who could in future support Sector Committees in undertaking further work in this respect) to design new OSs.
- At the request of the Government of Moldova, a new activity “Providing support for drafting the Law on Professions” was included in the project with the approval of the Addendum. The draft law was designed by a national consultant and following the incorporation of comments from ILO was submitted to MLSPF. It has been circulated to all concerned Ministries for clearance in May 2013. It is not sure whether it will be approved before the end of the project, as this depends on factors beyond the control of project managers. In particular, there must be coordination with the new Law on Education currently under preparation.
- Fifteen OPs were developed in Ukraine (7 for the Construction sector; 6 for Tourism and Catering and 2 for Agriculture) by the international experts Mansfield and Downey, in line with internationally accepted methodologies (DACUM and Functional Analysis) and validated, following the incorporation of comments as applicable, by the Working Group consisting of sector-based experts and VET national experts. It should be kept in mind that these OPs fulfill a double purpose as they can be used immediately but also serve as templates for the development of additional standards.
- Contribution to the draft policy documents for setting up a national system of RPL (Recognition of Prior Learning) in Ukraine through the preparation by the international experts of the high quality document “Proposals for the Design and Implementation of a System for the Validation of Informal Learning to Support the Process of Managed Migration: Options for Ukraine” (final version being prepared following the highly successful pilot testing of the guide and standards developed which was conducted by the Highest Commercial College of Kyiv National Trade-Economic University);
- Various other capacity building initiatives linked to the above-mentioned efforts (for instance, in Moldova, a training course on recognition of non-formal and informal learning process held in June 2102; a Workshop on Exchange of Good Practices in the Area of Partnerships between VET Schools and Businesses, held in June 2013 ; provision of inputs to the RPL legislation being developed in Ukraine etc).

Another important area addressed through the second component relates to the provision of information on legal labour migration process and pre-departure training for departing and prospective migrants and about job opportunities and reintegration issues for migrants returning to Moldova and Ukraine.

In the Contribution Agreement the strategy envisaged for this purpose was to establish at least three Information and Referral Centres per country which could also evaluate qualifications and provide information and advice on skills recognition matters. During the extensive stakeholders' analysis that followed project conception, it became evident that a similar path had already been pursued through the project MIGR/2007/130-367 - Safe Bridges for migrant workers: pilot initiatives in Moldova and Ukraine funded by the EU under the AENEAS Thematic Programme and implemented by ISCOS during the period 2008-2011. That action – which appeared rather detached from other initiatives being funded/implemented by other organizations in the target countries and not fully institutionalized by national authorities - aimed at setting up Info Points, managed by Trade Unions, in order to provide information and guidance to would-be migrants on labour mobility and test the functionality of these structures through specifically designed pilot actions.

The project met with several difficulties under various evaluation criteria during its lifetime and, post facto, it appeared clear that the sustainability of the structures was not assured in the absence of donor financial support. In view of the above, the relevant national stakeholders correctly advised ILO to substantially revise/reduce this sub-component which took a different form, fully in line with their needs, by focusing instead on:

- Capacity building for the National Employment Agency (NEA) in Moldova (which is mandated to provide advice to potential migrants and integrate returnees into the local labour market). It should be noted that the specific inputs provided under this bracket (see below) are further complementing the considerable portfolio of capacity building inputs delivered through the project DCI/MIGR/2008/165-058 – “Strengthening Moldova’s capacity to manage labour and return migration within the framework of the mobility partnership with the EU”, funded by the EU under the TPMA and implemented by the Swedish Public Employment Service during the period 2009-2012. Under the ILO project, a training package was developed for Territorial Employment Agency (TEA) staff to increase their capacity (which has been adversely affected by high turnover and lack of re-training opportunities) in providing information to job seekers, including potential and returned migrants. Two training workshops (two days for each event) were accordingly carried out for NEA specialists in labour migration and TEA staff (for a total of 48 beneficiaries). A draft guide was prepared to be used as a basic manual by TEAs in order to facilitate their daily work with migrants and returnees. In addition, the project supported the publication of a booklet on migration for the NEA and its territorial offices in which information is more structured (by type of users: actual/potential migrants/returnees) than in the simpler leaflets previously used. Essential equipment was also provided for some NEA offices.
- Capacity building for the three main Workers Organizations/Trade Unions in Ukraine (FTUU, CFTUU and VOST-VOLYA) targeting relevant staff who provide information on labour migration to potential migrants and facilitate reintegration of returnees into the local labour market. For instance, the Workshop *"Protection of Migrant Workers' Rights: Role and Possibilities of Trade Unions"* for the Trade Union of Education and Science Workers of Ukraine (TUESWU) leaders and activists, supported by the project and co-funded by TUESWU (a member of FTUU), was held in June 2013 at Gurzuf, Yalta (Crimea). The workshop, attended by 30 TUESWU leaders from all regions of Ukraine, focused on ILO standards, international conventions, and on the pre-departure information and counselling for migrants (with special focus on Italy) to be delivered by the TU at the regional level.

A final important area of work, covered under the second component, aimed at identifying, in collaboration with diaspora associations, the best ways and channels through which information on job and business opportunities in Moldova and Ukraine can be distributed among migrant workers abroad.

Design and implementation of relevant activities was entrusted to IOM in view of its considerable expertise in this field. Assessments were carried for Moldova (2011) and Ukraine (2013). The collected data and analytical reports – that included sets of recommendations to the concerned Governments on concrete strategies they may wish to consider and pursue to achieve those objectives – were presented and disseminated in high-level events/conferences held in Chisinau (August 2011) and Kiev (May 2013) attended by representatives from Diaspora associations from all over the world, state policymakers and international migration experts. As a matter of fact, these events went very much beyond the original scope of presenting and discussing the assessment findings. For instance, the Conference organized by IOM in Kiev on 23 May 2013, “Ukraine and Ukrainians Worldwide: Building Effective Partnerships for Development”, led participants to an increased understanding of longer term perspectives on the potential contribution that diaspora can make to the socio-economic development of the country of origin. A potential that need to be appropriately nurtured – for instance through “a strategic approach centred on the 3Es for action : to enable, engage and empower transnational communities as agents for development” – as elaborated by the IOM keynote speaker⁵ - which clearly requires a commensurate effort by concerned governments and other relevant stakeholders.

Specific objective 3 - Building capacity to negotiate and manage rights based labour migration schemes, including bilateral agreements on social protection.

Expected result 3:

Potential and current migrant workers will enjoy a better protection and expanded avenues for regular migration under existing and newly developed rights-based labour migration and social security agreements

As it is the case for the second component, this is a fundamental area where very substantial work has been accomplished and where further progress could be made through a follow up separate intervention focusing explicitly on the themes addressed.

While the specific objective has been achieved, the expected result should have been possibly rephrased since the current state of the economy in several countries of destination was not conducive, during the project lifetime, to the conclusion of new labour migration schemes and the actual placement of workers from Moldova and Ukraine. It is therefore not possible to say that “expanded avenues for regular migration” have indeed opened up for migrant workers. The project, however, with the flexibility and pragmatism we have seen unfolding in several instances, has quickly grasped reality and concentrated mostly on moving forward in the area of social security where it has made a huge contribution.

Although several labour migration agreements have been signed by the target countries with EU Member States since 1993, none are active at this time. While these agreements differ widely as regards the inclusiveness of relevant provisions, they are all characterised by the complexity of their application. As things currently stand, “no one has been employed (from Ukraine) following the procedures defined by these agreements”. The evaluator concurs with Ukrainian experts that these agreements “do not effectively regulate labour migration but rather represent a declaration of the partners’ intention to develop cooperation in the field of employment”⁶. On a general level, given the complex government procedures required by both sides, migrant workers and employers do prefer to operate outside such frameworks (through private recruitment agencies or by posting vacancies on websites and relying on migrant networks at destination, respectively). The validity of the agreements is in practice often limited to the implementation of pre-departure training packages, including language training (which are not linked, as explained, to actual placement).

⁵ Tahuid Pasha, IOM Senior Specialist on Labour Migration and Human Development, Keynote Speech, “International Efforts in the Field of Migration and Development”, Kiev, 23 May 2013

⁶As reported in “Ensuring Social Security Benefits for Ukrainian Migrant Workers: Policy development and future challenges”, ILO project output

To be sure, other impediments exist in ensuring the actual provision of manpower through such agreements (for instance by applying effective temporary and circular migration models). In this connection, it has been noted that the current EU framework does not appear ready enough to regulate circular migration⁷. While there is broad intellectual agreement within EU MS that circular (including seasonal) migration represents a very good tool for addressing labour shortages, and contextually ease unemployment in sending countries in accordance with the economic cycle, there has not been sufficient willingness to amend existing practices in order to accommodate more extensively this concept. While sending countries seem to prefer G2G (Government-to-Government) bilateral agreements – which incidentally have proved the most successful in other parts of the world⁸ - in the EU, where the recruitment process is by and large “employer-led”, MS seem to prefer more “flexible procedures”⁹ which however are not fully consistent with TCLM success stories.

For the above-mentioned reasons, the planned review and assessment of existing labour migration agreements to identify gaps and bottlenecks for their full and efficient implementation was replaced (as these constraints are rather systemic, as explained) with capacity building focusing on rights-based temporary and circular labour migration in order to enhance the knowledge of policy makers on how these schemes work based on worldwide experiences. To this end, workshops were organized in Moldova (October 2012) and Ukraine (September 2013) and discussion papers/reports were produced and disseminated to the concerned entities.

Still, the project was able to support the Government of Moldova (MLSPF) in negotiating a new labour agreement with Israel¹⁰ (another activity not foreseen initially) for the temporary employment of male workers in the construction sector (the pilot agreement sets a quota of 1,000 workers). This is a very positive development that could be replicated to other sectors, such as care for instance, in order to further regulate labour migration flows between Moldova and Israel.

As mentioned, achievement of results is particularly impressive in the area of social security. Here the project has clearly built upon and expanded on the outcomes of the Romanian-funded project “Republic of Moldova: Building capacity for coordination of social security for migrant workers” implemented by ILO in the country in 2009-2011 through which a certain level of capacity had already been attained. If we look sequentially at what has been accomplished in Moldova over the last four years in this area (in view of the continued engagement through two projects: funded by Romania and the TPMA), it is evident that expectations have been exceeded with the conclusions of six agreements on social security¹¹ in a very short period of time. Because of their binding nature, these agreements will generate a very substantial impact, as long as they are fully implemented, from the point of view of the protection of migrants rights abroad but also in financial terms for the country and the returning migrants themselves, as explained more in detail in the impact and sustainability section. The current project has supported negotiations with Hungary, Lithuania and Latvia and it is expected that agreements will be signed soon with the first two countries. It is considered quite wise and strategic to have started negotiating agreements with countries where there are comparatively fewer Moldovan migrant workers than, say, Italy (where there are an estimated 80% of all Moldovan migrants in EU MS), France and Spain, for which the process is likely to be more complicated¹². Nevertheless, this will be

⁷ Evaluation of the concrete results obtained through projects financed under AENEAS and the Thematic Programme for Migration and Asylum.

⁸ For existing successful models outside Europe see for instance the Employment Permit System of the Republic of Korea, Canada’s Temporary Foreign Worker Programme and Live-In Care Giver programme, G2G schemes between India and the Philippines and the United Arab Emirates etc.

⁹ As stated by EU MS representatives at the Asia-EU Dialogue on Labour Migration, Brussels, 8-9 February 2011 (Proceedings – Session 6, pp. 14-15).

¹⁰ The agreement was negotiated in a matter of days and concluded in just about two months.

¹¹ During this period, bilateral social security agreements were signed by Moldova with Portugal (2009), Romania (2010), Luxembourg (2010), Czech Republic (2011), Austria (2011) and Estonia (2011).

¹² Spain and Italy seem willing to start at least the negotiations, although caution should be exerted: given the implications (including those of financial nature) deriving from the large number of migrants in these countries, progress at the technical level might not necessarily mean an easy and quick final outcome with its acceptance at the parliamentary level. Progress in similar situations usually require very long time.

the next step for Moldova and the knowledge and experience acquired during this period, including with the support of the project, will prove fundamental for these new endeavours.

Since substantial capacity building had already taken place in Moldova during the previous project, lessons learnt and progress made by ILO in that country could be adapted to the situation in Ukraine, where experience in negotiating and concluding social security agreements did exist (Ukraine has so far signed 8 agreements with EU MS) but the main challenge faced had to do with the implementation of these agreements. On the one hand, the agreements already signed did not come with all the necessary administrative arrangements to ensure their implementation and, on the other, relevant institutions in Ukraine do not have the organizational structure and sufficient (numerically), as well as trained, human resources to handle a much wider daily caseload of concrete situations. As one stakeholder has correctly put: "as more agreements are negotiated and enter into force....very soon a critical mass will be reached and more capacity will be needed to manage their implementation".

The project being a collective effort of target groups/beneficiaries, working symbiotically with the implementing organization in order to overcome constraints (and fill gaps) as they arise, could not fail to have incorporated in this component a rich menu of capacity building initiatives and to produce high quality tools and publications which remain at the disposal of the stakeholders for their practical use.

The following are the main activities carried out and outputs produced in this area of work :

- Organization of Speaking Days in Tallinn, for Ukrainian and Estonian experts, to discuss the implementation of the new social security agreement between Ukraine and Estonia;
- Organization of Speaking Days between Portugal and Ukraine to discuss the implementation of the social security agreement (signed in 2009 and ratified in 2011), including to analyze and approve the necessary annexes and administrative arrangements;
- Organization of Speaking Days (June 2013) between Ukraine and Poland (the major EU country of destination for Ukrainian workers) where the agreement is ready for ratification;
- Ensuring Social Security Benefits for Ukrainian Migrant workers (a top quality bilingual report that analyzes the current status of the international coordination of social security and provides suggestions for its improvement);
- Experts' Training in planning, negotiating and implementing bilateral and multilateral social security agreements (Ukraine);
- Social Security Coordination: Comprehensive Guide (Ukraine) – a bilingual toolkit with all the training materials;
- Social Security Coordination for non-EU countries in South and Eastern Europe – A Legal Analysis, which serves as a knowledge base for developing the national security strategy for non-EU states;
- Since the priority for Moldova was the negotiation of new social security agreements (rather than to discuss implementation issues), Speaking Days were organized with Lithuania, Spain and Hungary with a completely different format and purpose. Eventually, the visit to Spain was indefinitely postponed by the Spanish counterparts and this activity was replaced by supporting the first round of negotiations with Latvia;
- Development of a draft regulation on the application of bilateral agreements on social security for Moldova (pending approval by the authorities concerned);
- Training of Trainers Workshop on the Implementation of Bilateral Social Security Agreements in Moldova;
- Video spots and leaflets to raise awareness on social security agreements and their potential benefits to migrants (Moldova);
- Training for journalists on bilateral social security agreements prior to the awareness raising campaign (Moldova).

It should be noted that for Moldova training materials and relevant technical reports had already been produced under the previous Romanian-funded project.

Specific objective 4 - Delivering technical assistance and building capacity to govern labour migration, enact relevant legislation and engage social partners.

Expected results 4.1/4.2/4.3

Enhanced capacities of national stakeholders to design and implement rights-based perspective in the development of policies and programmes directly under their responsibility;

A space for social dialogue has been opened and is available to social partners to discuss labour migration issues and monitor progresses toward the effective implementation of rights-based migration policies and programmes;

Improved capacity of legislative instances to include migrant rights protective provision into relevant legislation and improved capacity of law enforcement bodies to effectively guarantee those rights.

Clearly, several activities described under the previous three components are also leading to planned results under component four. In addition, several specific activities have been designed and effectively carried out to achieve these.

With respect to Result 4.1, the International Organization for Migration organized a series of workshops to disseminate best practices in labour migration management from the EU and other countries. In Moldova, it took the form of a three day training course, while in Ukraine five one-day workshops, tailored to the needs of the different target groups. In both countries, the training consisted of presentations and interactive exercises based on recognized tools such as the IOM/OSCE Training Modules on Labour Migration and was strongly focused on rights-based concepts and instruments. Beneficiaries included Parliamentary Committees, selected officials from the relevant Ministries, Social Partners and Diaspora Organizations. In both countries, considerable interest was generated by the presentations on temporary and circular labour migration and on the nexus between labour migration and development. The latter topic was in fact quite new for participants in Ukraine as it had not been systematically analyzed and reflected upon previously.

As a follow-up to these trainings, IOM organized two study tours for policy makers from Moldova and Ukraine to Brussels for targeted meetings with relevant EC services, the European Parliament and the European Economic and Social Committee (EESC) in order to familiarize the participants with the European practices of labour migration management. The aim of the study tours was therefore to foster the ability of participants (high level officials and/or policy makers from line ministries, Parliamentary Commissions and Ministry of Foreign Affairs) to design and implement rights-based labour migration laws, policies and programmes. There was a high level of conceptual preparation for the study visits, with advance identification of priority areas to be discussed during the meetings, in order to maximize the available time and ensure a fruitful interaction and exchange/transfer of the most useful information and practices during the meetings.

As it is usually the case with study visits, it is not possible to immediately evaluate the extent to which such exposure (if considered by itself) might actually lead, in the short term, to the concrete elaboration of policies in this area. Likewise, it is difficult to quantify the extent to which the capacities of participants were enhanced through the workshops on labour migration management. The level of satisfaction of participants is certainly very high. What is most important is perhaps to recognize that these activities are part of the overall process set in motion by a project having a strong focus on capacity building and the evaluation mission could attest, through the interviews with relevant stakeholders, the cumulative positive effect of all these initiatives.

Result 4.2. was achieved through a well formulated set of activities involving the tripartite constituents. One of the project outputs which was particularly praised by stakeholders has been the Study Visit to Italy (December 2012) for a tripartite group from both countries consisting of representatives from the MLSPF and MSPU, Ministry of Education, national employment services, employers and TUs/workers' organizations.

Several meetings with Italian Government representatives and social partners (for instance the Italian TUs: CGIL, CISL and UIL) were held during the visit. The visit enabled participants to get acquainted with a wide range of aspects and policies related to labour migration in a major country of destination for Moldovans and Ukrainian migrants, including proper skills matching, vocational training for adequate skills development and portability of social security benefits. There was a distinct focus on the protection of migrants in Italy and the visit served the purpose of launching the process of negotiations between trade unions in Italy, Moldova and Ukraine regarding possible agreements to protect migrants.

In a follow-up event organized by the project (Regional Workshop on Protection of Labour Migrants through Cooperation among European Trade Unions, held in Chisinau on May 15-16, 2013), Agreements on Migrant Workers' Rights between Trade Unions were indeed signed by the National Confederation of Trade Unions in Moldova (CNSM/NTUCM) and Ukrainian and Italian Trade Unions. These agreements at the national level will result in improved social protection of the migrant workers, particularly when the established process and cooperation will lead to the conclusion of further agreements at the sectoral level. At the same time, in addition to Italy, Ukraine and Moldova, the regional workshop served the purpose of bringing together TUs representatives of other countries (Poland, Portugal, Romania and Russia) as well as ILO specialists in order to establish or reinforce bilateral and multilateral networks among TUs as well as hopefully reach the conclusion of other agreements aimed at the protection of migrants abroad. It is too early to determine whether this platform will actually bring about the desired outcomes but there are indications this might happen (for example, there is the possibility that an Agreement on Protection of Migrants' between the CNSM/NTUCM and the Federation of Independent Trade Unions of Russia (FNPR) can be concluded soon, using the International Trade Union Confederation (ITUC) platform.

Facilitation of social dialogue among stakeholders is another important area addressed through this component. It was originally envisaged to set up a new consultative forum (a tripartite consultative body including also representatives from civil society) in order to promote migrants' rights and facilitate social dialogue on relating issues. However, during the time required for the approval of project, a tripartite Migration Council had been established in Ukraine on 20 January 2010 following a Decree by the Cabinet of Ministers. Likewise in Moldova, a similar role was already played by the National Committee on Population and Development. A decision was therefore taken to strengthen these existing or newly established structures rather than creating ad hoc bodies (which would have posed a sustainability problem). These structures were adequately supported through technical advice (for instance on policy drafting) and capacity building during the project lifetime.

Finally, several activities were performed in order to achieve Result 4.3.

An area of major concern identified by the project for increasing the protection of migrants' rights refers to the role played by private employment agencies in the labour migration process in Moldova and Ukraine. Very little information did exist before the project in this regard. Two national studies were commissioned (one for each country) on private employment agencies. In Ukraine this study was not initially considered a priority; however in the course of the elaboration and approval process of the new Law on Employment (which eventually entered into force on 1 January 2013), MSPU requested ILO to include such a study for Ukraine to obtain reliable information on the scope, effectiveness and operational modalities of PrEAs and to enable application of the provisions of the new law about the definition of the competencies of public employment agencies and PrEAs, including their licensing. The findings of these studies, which are not comparable given the different conditions of the two target countries, are very interesting and were duly interpreted by the researchers and commented by the relevant stakeholders (large number of illegal mediators versus licensed agencies in Moldova; insufficient legal deterrence in case of abusive practices; the issue of fee charging to migrant workers for mediation services¹³; the limited scope of services offered to migrants in general; the need for special information campaigns and training to increase the ability of PrEAs

¹³ The prohibition of fee charging, in line with ILO Convention 181 ratified in Moldova, was introduced in Moldova as from 1 January 2009, creating problems to many PrEAs dealing with employers who refuse to pay fees for mediation services.

to reduce discrimination and abuse of migrants; the fact that licensed private employment agencies do not offer any particular services to returning migrants; the apparent interest of PrEAs and State Employment Agencies in Ukraine to further develop their collaboration and establish private-public partnerships in this field, etc).

In line with the overall project approach, capacity building initiatives (interactive workshops, training for PrEAs) and meetings for presenting the findings of the studies, sharing information and reflect on next steps to be taken in this area (for example the Round Table for Moldova held in April 2013) have also been conducted. Furthermore, important awareness raising activities were also carried out in both countries including workshops on ILO Convention No.181 attended by PrEAs and other relevant national actors.

Impact and sustainability

Technically speaking a full analysis of the actual impact of the project would require more time than it is allowed under the present evaluation and should also take place well after the end of the implementation period, considering that very important and crucial outputs have materialized in the final stages of the project. Nevertheless, plenty of evidence has surfaced on the likely direct and indirect impact of the project.

Firstly, there is no doubt that the project has had a very tangible impact on the target groups in Moldova and Ukraine. The strong focus on capacity building and training and the transfer of know-how by doing things – that is by embedding learning processes in the regular flow of performing those tasks, addressing the challenges and producing the results which are reflected in the work plans of the relevant national stakeholders – is a clear indication of this. While the provision of theoretical inputs and exposure to “external” methodological approaches and intellectual feed are logically essential, these are never delivered out of context – but customized to the practical needs of the end users – who fully participate in such adaptation - and therefore “internalized” and fully owned.

The production of guides and manuals will enable the practical application over time of the knowledge acquired (and counteract to a certain extent the effects of staff turnover – as it is the case for the training guide for NEA and TEAs personnel in Moldova). At another level, the “Practical guide on OSs and capacity building for national pool of experts” developed by IFCP in Moldova will be an essential tool (considering that the methodology is very sophisticated and difficult to apply without a user-friendly guide) for further work in this area and for the training of additional qualified experts, ideally within the Sectoral Committees, for developing additional OSs. But it is clear that the whole spectrum of activities implemented in both countries in this area has an impact on the entire process and helps national stakeholders in following the logical pathways they have set out: for instance: → completing more OSs for each OP developed by the project → developing additional prioritized OPs → revising the nomenclature of professions → substantially updating the classification of jobs (since many do not correspond any longer to realities) and so on.

Likewise, knowledge acquired and training materials made available on the negotiation and conclusion of social security agreements with various countries (and on how these agreements are structured elsewhere or on how complete they are in terms of administrative provisions for their application) already impacts on the way new agreements are negotiated and in recognizing challenges in their implementation and proposing adequate solutions or mechanisms for their effective implementation.

Improved statistical data and analytical interpretation of the surveys conducted under the first component also have a definite impact on the elaboration of policies and on the choices made by practically all stakeholders in their specific domain. As one interviewee correctly stated: “we used to have dispersed data, and because of the deficiencies of statistics it was difficult to move forward, but now, after the LMS, we are able to understand who and what to prioritize in our negotiation....we took data from the survey to understand our next direction”.

Secondly, there will be important impacts for migrant workers themselves.

The signature of cooperation agreements at the national level between the Trade Unions of Moldova and Ukraine and the Trade Unions Confederation in Italy (the main destination for migrants from Moldova and currently the third destination, second within the EU, for Ukrainian migrants) is putting the protection of migrants' rights at forefront. Such important outcome is opening the door to further agreements at the branch and sectoral level. This means, for instance, that TUs in the two countries of origin will be able to advise potential migrants on the job offers they receive by triangulating with their counterparts in Italy who will be able to verify the bona fide of these offers, their terms and conditions and whether the rights of the migrants are respected in that specific environment. Obviously this will work initially for legally registered migrants but an indirect impact, through exposure to situations of improved protection, is likely to be generated in terms of reducing irregular and informal situations which are still predominant.

The conclusion, with the support of the project, of new Social Security Agreements with EU MS will also have a very tangible impact (social and financial) for Moldova and Ukraine and for their migrant workers in signatory countries. First of all, the process is in motion and it will be difficult for larger destination countries (such as Italy, Spain and France) to procrastinate much further the negotiation of similar agreements. In any given case, we should be reminded of the binding nature of these agreements which means that signatory countries have the obligation to transfer the accumulated pension contributions of migrant workers to Ukraine and Moldova. Considering what has emerged from research carried out, on the importance of a migration pattern of return to the country of origin for the purpose of retirement, it would be interesting to elaborate a quantitative analysis based on samples of migrants from various countries and accumulated entitlements to be transferred back to measure how substantially they would contribute towards covering the living expenses of returning migrants; in other words to measure the intended/possible social impact of the project in a specific area.

Furthermore, we should underline the impact made on the policy and legal framework of the target countries through expert advice, organization of round tables and the actual drafting of legal acts and regulations. Some of these documents did reach the final stage and were adopted during the life of the project, for example – as mentioned - the new Law on Employment of the Population (Ukraine), whose adoption *inter alia* “gives the green light for setting up the ratification process of ILO Conventions No. 181 on Private Employment Agencies and No. 88 on Employment Services”, as stated by the Ministry of Social Policy of Ukraine. Likewise, statistical methodologies transferred to the relevant services will continue to be used in further surveys to be regularly carried out for the purpose of collecting accurate data on labour migration.

From the analysis provided in this section and in the paragraph on effectiveness, it is also clear that the project had a large number of multiplier effects as well as scope for replication and extension of its outcomes (including dissemination of information on good practices and mechanisms developed), logically within Moldova and Ukraine, but also in other countries. Some activities actually represented a first stage in a longer-term process.

The overall sustainability of the project is very good. First of all, the project partners and targeted public institutions were correctly identified from the outset, they are mandated to deal with the issues of migration and employment and have therefore a direct interest in continuing most activities.

Moreover, the project was structured and implemented in such a way to allow consolidation of the institutional set-up and relevant processes within its timeframe. Key partnerships and synergies were already in place, given the nature of the tripartite approach, and they were further consolidated and sustained through the project. Other synergies were developed and are expected to last beyond implementation. There is no doubt that the project was particularly complex and far reaching. In this regard, it has been noted that “a wider range of stakeholders means more collective work.....however, it also means the multiplication of partners through bilateral and multilateral agreements and a better representation and application of international standards and practice”¹⁴.

¹⁴ Anna Charpin Ohanessian, International Migration Expert, personal interview in the context of the “Evaluation of concrete results obtained through projects financed under AENEAS and the TPMA”.

What is most significant is that the constituents, by intervening at various level in the adaptation of the original content of the project and in the implementation of its activities, ended up acquiring a stake in the development of specific aspects belonging to their sphere of interest, if not altogether in the future of the entire project. As a result, different strata or levels of ownership have emerged making sustainability a much easier prospect. Gathered evidence points to the fact that most activities, by the end of the intervention, will be absorbed and taken over by beneficiary institutions and continued thereafter in a self-sustaining manner. In some situations the activities implemented are instead only part of a process requiring a new intervention and external financial resources for this purpose; but this not so much for ensuring a higher degree of sustainability of what has already been implemented but in order to take stock of achievements and move forward with the replication and expansion of the scope of the project. In other words, there is a need to consider what has been done as an investment which must be cultivated if additional benefits can materialize.

Finally, several examples were provided in the description of activities (under effectiveness) on the strategic choices made by the implementing organization to ensure sustainability of the project outcomes. These include very consistent and fully motivated decisions such as : avoiding the creation of new structures (a duplication of other donor's initiative) for the provision of information to potential migrants and returnees; avoiding the setting up of new ad hoc committees when existing (or embryonic) consultative bodies established by national stakeholders could instead be supported and strengthened; renouncing in some cases to higher visibility of the organization for the sake of sustainability, for instance the decision not to create a project website (a certainly useful output in the short term but one that has also raised several sustainability issues in other TPMA projects as regards its handover to national institutions in terms of running costs, duplication/compatibility with the internal websites of these institutions etc.) by alternatively supporting/upgrading the websites of project partners ; and so forth.

5. Conclusions, lessons learned and recommendations

Main conclusions of the evaluation

From the above described analysis of findings, the following main conclusions – grouped by evaluation criterion - were drawn :

Relevance and rationale of the project

The project has been assessed as highly relevant from various perspectives. It has been found fully consistent with EU priorities in the field of migration, in particular with those identified for the target countries, and with the ILO Decent Work Country Programmes for Moldova and Ukraine for 2012-2015. The activities defined for the various components fully address the needs and constraints of the national stakeholders of both countries who have actively participated in their elaboration. Moreover, a process of constant cooperation among project partners and stakeholders has ensured that the project has remained highly relevant throughout its implementation. Finally, the approach followed by the project has enabled integration of labor migration issues by relevant national stakeholders in their policy-making and work plans.

Quality of project design

The project is quite complex as it covers a wide range of issues. It consists of four different components which – although inter-connections are certainly present – can also be analyzed separately. Each component is well detailed and logically structured by pertinent blocks of results and clusters of activities. The analysis of needs and constraints provided in the project description, and subsequent revisions, is factual, well written, rather comprehensive and differentiated by country. It should be noted, however, that a significant number of activities initially planned had to be modified during the project lifetime,

due to various factors. These changes were introduced mostly in response to the needs of the target groups or to ensure complementarity with other initiatives by various donors/stakeholders and overall cost effectiveness. They served the purpose of maintaining the project highly relevant in a very dynamic context characterized *inter alia* by significant changes of the legal migration framework in both countries.

Efficiency and implementation

The project was very well managed technically and administratively. Excellent support was provided at the country level by the national project teams. All stakeholders were actively engaged in project implementation and Project Steering Committees proved to be effective, participatory and transparent. The project was managed in a very flexible manner and there was a constant effort to avoid duplication with other initiatives. Delays were experienced during the first year of implementation – quite a common occurrence for TPMA projects - but the project made up for it with rapid progress from mid-term onwards. A four months no-cost extension was granted mainly to accommodate requests for new activities by stakeholders. The quality of reporting was generally very good although it was not always easy, in view of the substantial changes that have occurred along the way, to keep track of progress achieved on the basis of the logical framework(s) and standard reporting tools. Project duration was possibly on the short side for such a complex and articulated project.

Effectiveness

An in-depth analysis of project effectiveness has been carried out by project component. The four specific objectives have been largely achieved. The findings of the evaluation have documented the actual delivery of several clusters of very relevant activities which have led to the achievement of the planned results. A large number of high-quality outputs have been produced, shared among national stakeholders in both countries and disseminated as appropriate. The project had a strong focus on capacity building which was appropriately tailored to the needs of the target groups, relevant to the situations of Moldova and Ukraine and inspired by international best practices. Plenty of evidence has emerged during the field visits on the extent to which the knowledge acquired through the project has fed into policy-making processes on labor migration in the target countries, and the tools developed are used by national stakeholders.

A very high level of satisfaction with the quality of project outcomes was expressed by the beneficiaries. Finally, important synergies were created within and betwixt target countries and cooperation was established/institutionalized across Europe among specific categories of stakeholders (Trade Unions, for instance) which will facilitate productive interaction on labour migration issues in general and increase the protection of migrant workers in particular.

Impact and sustainability

The evaluation has underlined areas where significant direct and indirect impact can already be documented or is likely to be witnessed in the near future. There is evident tangible impact on the target groups in Moldova and Ukraine considering for instance that the knowledge acquired and methodologies developed through the various capacity building initiatives have been effectively “internalized” and contribute to the definition of ways and modalities followed by national stakeholders for further work in their mandated areas. Substantial positive impact on migrant workers in terms of increased protection, portability of social security benefits or recognition of skills acquired abroad is also very likely to materialize as a result of the project achievements. Since several activities did represent a first stage in a longer-term process, there is wide scope for replication and extension of the project outcomes. Ownership and sustainability are also quite high due to the active involvement of national stakeholders in the definition of the activities and throughout project implementation.

Other remarks:

- External monitoring was carried out by the donor. Two ROM (Results Oriented Monitoring) missions were undertaken in March 2012 (Ukraine) and September 2013 (Ukraine and Moldova). The overall grading attributed to the project by the independent monitors in both exercises was B (Good) for all evaluation criteria. Recommendations made during the first ROM were duly taken into account by the implementing organization. It is the evaluator's opinion that the second ROM mission was possibly held too late in the project cycle. By the time the report had become available to ILO and its partners (end of October) there was no time left for corrective measures. Furthermore, it has been noted that there is apparently no coordination among relevant services and organizations as regards the timing of ROM monitoring and mid-term reviews or final evaluations of TPMA projects. These essential activities are often conducted very close to each other, or even tend to coincide, as it has been witnessed recently in countries as diverse as Ukraine and Moldova, Egypt, Colombia and Brazil. Even if the rationale for these reviews is different, the purpose of effective monitoring would be better served by better coordinating/timing them (if possible) considering in particular the difficulties faced with respect to the availability of national stakeholders, and the confusion that can be generated by staging relatively similar exercises (from the stakeholders' perspective) in close proximity.

Lessons learned

The main lessons learned from the project are the following:

1. Flexibility of design and in implementation – which can sometimes be problematic – turned out to be very beneficial to the project in view of the participatory approach followed and the ensuing active involvement of all national stakeholders. The fact that the project was partly re-designed and constantly adapted, with their direct participation, has ensured the alignment of activities with their needs and priorities. This had a clear impact on ownership.
2. The project did not operate in a vacuum. It was built upon and expanded work carried out through earlier initiatives (from ILO and other actors) in the target countries and elsewhere. It made best use of existing structures and constantly attempted to avoid duplication and overlapping. There was very good coordination and cooperation with other migration projects in the target countries (particularly with IOM projects) at a level rarely witnessed in many countries among recipients of funding under the TPMA.
3. While the ILO's tripartite structure, bringing together Governments, workers and employers, is broadly speaking a given factor for generating added value, in this project equal participation of all stakeholders, from the various partnerships, was actually ensured. Crucial in this regard has been the continuous presence and solid contribution of national project coordinators throughout project implementation.
4. The project was characterized by a very comprehensive approach which combined *inter alia* the necessary investment to create a solid knowledge-base to support appropriate policy-making and extensive capacity building responding to the specific requirements of the target groups and final users.
5. At the same time, the scope of the project was very wide and addressed, as described in the findings, several areas with planned activities often leading to others. While the project has provided continuity, it has also set the stage for a multiplication of initiatives, extending beyond its lifetime. Further continuity is essential to sustain what is essentially a longer term process.
6. Finally, continuity and complementary with other initiatives had a clear positive effect at the policy and technical level. For instance, it has enabled to accelerate the process for the conclusion of

bilateral social security agreements with EU MS which will in time produce a very tangible impact (social and financial) for Moldova and Ukraine and for their migrant workers in signatory countries. In this regard, it should be noted that support in the negotiation and conclusion of such agreements was correctly complemented – in order to increase overall impact - with efforts for developing the institutional capacity of relevant institutions to actually implement such agreements, as well as by supporting the communication strategies of these institutions for disseminating information about these agreements - and their significance in practical terms - among migrant workers and their families.

Good practices

The project has generated several good practices of which the key ones are:

1. On a general level, the project has provided a platform for the exchange among the various stakeholders of best practices, processes and methodologies based on internationally accepted standards. For achieving that, it has brought together a wide range of actors and created new cooperation networks. Since the newly acquired knowledge has been effectively internalized by the target groups, it has led to the setting in motion of new processes which are expected to last beyond the life of the project : agreements reached under the project in several areas are likely to be seen as gateways towards the conclusion of new agreements and other mechanisms for increased cooperation in these areas.
2. The project was characterized across the board by a strong capacity building component. The development of practical guides, manuals and handbooks has contributed to increasing the value of outputs by systematizing the knowledge provided, enabling practical application and facilitating further transfer to additional users. These outputs should be disseminated as appropriate within Moldova and Ukraine. Furthermore, there is considerable scope for their adaptation and replication on a global level.

Recommendations:

1. The overarching recommendation is that the project should be able to continue its work with a suitable follow-up action. The ILO project has provided the groundwork in several areas where activities should be considered as part of a long-term process.
2. Ideally a follow-up project (or projects) should focus on components 2 and 3 where there is a large scope of work ahead for the mandated institutions in Moldova and Ukraine. Unfortunately the costs involved for the level of activities required cannot be covered from the State budgets. ILO should therefore actively pursue appropriate fund raising strategies with the EU and other interested donors in order to allow for the continuation of relevant initiatives.
3. As regards Component 2, there is the urgent need to design/develop more Occupational Profiles and Occupational Standards that can be the base for educational standards in both countries. Furthermore, progress should be made in setting up national systems for the recognition of prior learning.

- a. In Moldova, for instance, the Ministry of Economy, has indicated as immediate priority the design of OPs and OSs in the area of Trade/Commerce for a group of selected occupations¹⁵.
 - b. Further endeavours need however to be coordinated closely with the EU in light of the forthcoming Reform of the VET Sector (a top priority for the Government of Moldova – to be funded through Budget Support – 25 MEUR, for the period 2015-2017) since one of the main activities in the Policy Matrix is precisely the development of OSs. Preliminary to the above large programme is the fielding of Technical Assistance (TA) teams for the necessary preparatory work (such as a mapping of all VET schools in Moldova). Since the work already performed through the ILO project is very complementary and will be very useful for the preparation of such a large programme, it is recommended that ILO explores ways to cooperate with the TA teams and facilitate the dissemination of statistics, data and technical reports produced by the project to all the relevant entities (such as the Ministry of Economy) in addition to its established national counterparts.
 - c. In Ukraine, technical assistance is required in order to further detail the methodology and develop procedures in this field. The 15 OPs developed through the project represent a good foundation, but work must proceed in line with the Road Map on OSs¹⁶ (the next step) drawn by the Government. It should be mentioned that the project has generated high demand in this regard from different ministries/users even beyond the original target groups.
4. As regards component 3, it is recommended that ILO and the EU continue supporting the Governments of Moldova and Ukraine in negotiating bilateral agreements on social security with additional (including main) countries of destination of migrant workers (that will be potentially very important) and in further supporting national administrations in the full implementation of the agreements so far concluded.
- a. In Moldova, support is required in what is expected to be a complex negotiation with main EU countries of destination (Italy and Spain¹⁷) that in principle have expressed willingness to sign agreements on social security. Negotiation of a similar agreement with Israel is also in the pipeline.
 - b. For Ukraine, where the level of social security protection for its migrant workers remains quite low, a similar course of action is a definite priority.
 - c. In addition, there is the need to review the implementation of existing agreements and improve their implementation. To this end, further engagement of ILO is required *inter alia* to build up an effective mechanism of implementation and to provide institutional support to MSPU in creating, if feasible, structural units that will be directly responsible for the implementation of these agreements.
5. There is some concern that with the closure of the ILO project offices in the target countries, upon finalization of the project, there might be a reduction or slowing down in the transfer of good experiences and practices brought about by the project. Knowledge capitalization is most important for a project that has created such a significant reservoir of best practices and innovative research. Efforts should be made by ILO and the constituents to ensure, even beyond the life of the project, optimal dissemination and transfer of experiences and of the approaches and tools successfully used in the project.

¹⁵ Sellers/merchants, waiters, bartenders, cashier-controllers, etc.

¹⁶ For the metallurgical sector for instance

¹⁷ With respect to Italy an expression of interest has materialized during the evaluation mission to Moldova. For Spain the current status is more advanced: GoM has proposed two timing options (in 2014) and Spain has submitted a preliminary draft which has already been commented by the Moldovan authorities.

6. Following the very positive project outcome of the signature of agreements between the Trade Unions in Italy, Moldova and Ukraine for the protection of their migrant workers, ILO should support other efforts of its social partners in this regard¹⁸. It should be noted that TUs, especially in Moldova, are seriously underfunded and, because of that, their activities suffer from lack of continuity. For both target countries it is also very important to ensure that agreements at the national level are eventually channeled at the sectoral level in order to have practical application.
7. Issues related to strengthening the link between legal (labour) migration and development have generated considerable interest during the various events organized by the project. Several factors (primarily the well known demographic trends and a deficit of the workforce due to emigration) point to the fact that encouraging the return of migrants will become an increasingly important issue. This opens up extraordinary challenges in terms of creating favorable conditions for the return of labour migrants to Moldova and Ukraine. Generally speaking, having seen the preliminary work carried out under the project, possible next steps would be to:
 - a) develop practical models applicable to the situations of Moldova and Ukraine (which should go beyond the mere transfer of remittances but experiment on the cross-fertilization of ideas, transfer of expertise and new ways of thinking; establishing business partnerships etc) for engaging the diaspora in the development of the countries of origin (an area where IOM can play a very important role); and
 - b) in situations where circular migration is de facto predominant but spontaneous, unregulated, unpredictable and frequently unsatisfactory (and therefore not recognized as such), there is the opportunity to identify, negotiate and support concrete temporary and circular labour migration initiatives between countries of origin and destination in order to produce benefits on both sides and clearly for the migrant workers themselves.
8. With respect to good practices - if we are allowed to look for a moment beyond Moldova and Ukraine - a final recommendation would be to replicate to other countries the comprehensive training module on planning, negotiating and implementing bilateral and multilateral social security agreements elaborated through the project. All training materials are already available and the toolkit can be adapted very quickly to many other situations globally and effectively delivered by ILO, through its Training Centre in Turin, in other countries as appropriate.

¹⁸ Support will be important in order to assist TUs in concluding agreements with sister organizations in other countries of destination (for Ukraine, with Poland and Lithuania, for instance, given that good partnership relations have already been established).

6. Annexes

Annex 1. List of persons met/interviewed

| Name/ Position | Institutions/ other |
|--|--|
| Anne-Laure Henry-Gréard, Development Partners Relations Officer | ILO Geneva, PARDEV (by skype) |
| Natalia Popova, Senior Employment Specialist | ILO DWT/CO Budapest |
| Anita Anna Farkas, Regional Project Coordinator | ILO DWT/CO Budapest |
| Francesco Panzica, International Expert | ILO |
| Oxana Lipcanu, National Coordinator for Moldova and National Project Coordinator | ILO Moldova |
| Cornelia Povar, Project Assistant | ILO Moldova |
| Natalia Nicula, Project Consultant/Support Unit | ILO Moldova |
| Maria Borsos, Programme Officer | ILO DWT/CO Budapest (by phone) |
| Kenichi Hirose, Senior Specialist on Social Protection | ILO DWT/CO Budapest (by skype) |
| Tetyana Minenko, National Project Coordinator | ILO Ukraine |
| Oksana Matveeva, Project Assistance | ILO Ukraine |
| | |
| MOLDOVA | |
| | |
| Sergiu Sainciuc, Deputy Minister (MLSPF) and Chair of the Project Steering Committee | Ministry of Labour, Social Protection and Family (MLSPF) |
| Nina Punga, Head of Employment Policies Department | Ministry of Labour, Social Protection and Family (MLSPF) |
| Valentina Ungureanu, Head of Migration Policies Division | Ministry of Labour, Social Protection and Family (MLSPF) |
| Elena Munteanu, Head of Agreements Section, Social Insurance Division | Ministry of Labour, Social Protection and Family (MLSPF) |
| Carina Turcin, Head of International Relations, Bilateral Agreements and Communication | National Social Insurance House |
| Ion Holban, Director | National Employment Agency (NEA) |
| Raisa Dogaru, Deputy Director | National Employment Agency (NEA) |
| Octavian Vasilache, Head of Vocational Education Department | Ministry of Education |
| Ludmila Pavlov, Head of International Relations Department | Ministry of Education |
| Radu Moldovanu, Consultant | Ministry of Education |
| | |
| Ghenadie Cretu, Project Officer, Migration & Development Programme | IOM Moldova |
| Elena Madan, Project manager for social protection, health, education and youth | EU Delegation to Moldova |
| Petru Chiriac, Deputy Chairman | National Trade Unions Confederation (NTUC) |

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|--|--|
| Victor Talmaci, Chairman | Federation of Trade Unions in Construction |
| Nina Zghibarta, Head of International Relations Department | National Trade Unions Confederation (NTUC) |
| Leonid Cerescu, Chairman | National Confederation of Employers |
| Vladislav Caminschi, Deputy Chairman | National Confederation of Employers |
| Lidia Barbuos, Deputy Chair | Sector Committee in Construction |
| Gabriela Damian-Timosenco, Director | IFPC (Professional Capacity Building Institute) |
| Oleg Bezrucico, Programme Coordinator | IFPC (Professional Capacity Building Institute) |
| Marta Zberea | Trainee in Occupational Standard Development |
| Victoria Barbulat | Trainee in Occupational Standard Development |
| UKRAINE | |
| Oksana Movchan, Deputy Head, Labour Market and Employment | Ministry of Social Policy of Ukraine |
| Irina Rozka, Head, International Agreements Division, International Relations and IT Dept. | Ministry of Social Policy of Ukraine |
| Olha Vakulenko, Head of the VET Unit, Dept. of Labour Market and Employment | Ministry of Social Policy of Ukraine |
| Maryna Yegorova, Head, International Agreements and Cooperation Division | State Employment Service of Ukraine |
| Larisa Kryachko, Head, Division on the arrangement of educational institutions | State Employment Service of Ukraine |
| Inessa Senyk, Director, Labour Statistics Department | State Statistics Service of Ukraine |
| Alla Solop, Deputy Director, Labour Statistics Department | State Statistics Service of Ukraine |
| Olexiy Pozniak, Head of Migration Studies Department | Institute of Demography |
| Victoriya Karbysheva, Deputy Director, VET and Head of Interaction with Social Partners | Ministry of Education and Science |
| Alla Lutska, Chief of Unit, Learning Content and Organization, Dept. of Vocational Education and Training | Ministry of Education and Science |
| Victoria Derevliuk, Deputy Director of VET College, Highest Commercial School | Ministry of Education and Science |
| Volodymir Yurchenko, Head of Analytical-Methodological Support Unit, Regional Development Department | State Migration Services of Ukraine |
| Nataliya Cherkasska, Leading specialist, Analytical-Methodological Support Unit, Regional Development Department | State Migration Services of Ukraine |
| Sergiy Ukrainets, Deputy Head | Federation of Trade Union of Ukraine (FTUU) |
| Olena Lobchenko, Head, Department of Production Policy and Collective Bargaining | Federation of Trade Union of Ukraine (FTUU) |
| Georgiy Trukhanov, Head | Ukrainian Trade Union of Education and Science Employees |
| Yuriy Kurylo, Vice-president | All-Ukrainian Union of Workers' Solidarity "VOST-VOLYA" |

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|---|--|
| Nataliya Levitskaya, Deputy Head | Confederation of Free Trade Unions |
| Olesya Bryazgunova, Editor of web-site | Confederation of Free Trade Unions |
| Sergiy Stegura, Lawyer | Confederation of Free Trade Unions |
| Viacheslav Bykovets, First Vice-President (Deputy Chair of Project Steering Committee) | All-Ukrainian Employers Association and Federation of Employers of Ukraine Board |
| Natalya Gosteva, Director, Deregulation of Business Department | Federation of Employers of Ukraine |
| Rodion Kolyshko, Director, Labour Potential Development and Corporative Social Responsibility | Federation of Employers of Ukraine |
| | |
| Stephan Dahlgren, Sector manager for Migration and Security | EU Delegation to Ukraine |
| Manfred Profazi, Chief of Mission to Ukraine | IOM Kiev |
| Anastasia Vynnychenko, Labour Migration Specialist | IOM Kiev |
| Hanna Vakhitova, Assistant Professor/Senior Economist | Kyiv School of Economics |
| | |
| Participation in the presentation of the Country Migration Profile for Ukraine, Kiev, 31 October 2013 | |

Annex 2. Terms of Reference

TERMS OF REFERENCE FOR THE EVALUATOR FINAL INDEPENDENT EVALUATION OF THE PROJECT

- **Title:** "Effective Governance of Labour Migration and its Skill Dimensions"
- **ILO TC/SYMBOL:** RER/09/04/EEC (EU Reference number of the Agreement: DCI-MIGR/2010/229-492)
- **Type of Evaluation :** Final independent evaluation
- **Countries :** Moldova and Ukraine
- **Date of the evaluation:** TBC (start: end Sept end: end Nov or mid Dec)
- **Name of consultant:** xxx
- **Administrative Office:** ILO DWT/CO Budapest
- **Technical Backstopping Office:** MIGRANT , ILO DWT/CO Budapest
- **Date project ends:** 01 March 2011 – 31 December 2013 (34 months)
- **Donor and budget :** European Union (Delegation of the European Union to Ukraine), Euro 1,884,376 (total eligible cost of the action, with the amount of Euro 1,507,501 requested from the Contracting Authority)
- **Evaluation Manager:** Maria Borsos, ILO DWT/CO Budapest
- **Evaluation Budget:** 12,000 EUR
- **Key Words:** migration, skills
- **Partners:** International Organization for Migration (IOM); World Bank (as associate partner)
- **Main target groups and institutions:** Ministries (Ministry of Labour, Ministry of Education, Ministry of Foreign Affairs, and relevant Parliamentarian Committees) and implementing bodies (Public and Private Employment Services) to govern labour migration and employers' and workers' organisations (Detailed list in Annex I).
- **Final beneficiaries:**
 - Migrant workers;
 - Returning migrants

1: INTRODUCTION AND RATIONALE FOR EVALUATION

The project “**Effective Governance of Labour Migration and its Skill Dimensions**” (EuropeAid/128764/C/ACT/Multi) is co-financed by the European Commission and the International Labour Organisation (ILO).

A final independent evaluation will be conducted to examine the efficiency, effectiveness, relevance and sustainability of the project. The evaluation report shall reflect findings from this evaluation on whether the project has achieved its stated objectives, produced the desired outputs, and the extent to which it realized the proposed outcomes. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned with recommendations for ILO’s considerations in future technical cooperation.

The evaluation will comply with the ILO evaluation policy, which is based on the United Nations Evaluation Norms and Standards and the UNEG ethical guidelines will be followed.

2: BACKGROUND ON PROJECT AND CONTEXT

Background of the project:

The European Union and its immediate neighbours have a mutual interest in cooperating, both bilaterally and regionally, in migration issues. Neighbouring countries including Moldova and Ukraine have a keen need to regulate emigration and immigration to support development objectives as well as current and future skills and labour force replacement. Simultaneously, current demand for migrant workers in EU member states is fuelled by labour market and skills shortages and by the effects of demographic change: low fertility rates and ageing populations. In this context, knowledge on the skills composition of migration flows of both potential out-going and returning migrants is extremely important for the design of legal labour migration schemes. Moldova and Ukraine are labour-sending countries and information on their labour market needs in different sectors, and occupations is crucial for ethical recruitment and prevention of skills waste. Detailed assessment of education and training systems in Moldova and Ukraine regarding development of policies, recognition of qualifications, skills upgrades, skills certification as well as addressing both domestic and foreign conditions are essential.

The project is based on the ILO analytical and programming activities in Moldova and Ukraine as well as through discussions with the tripartite constituents and international organizations working in the field of migration.

Overall objective

The overall objective of the project is to strengthen Moldova’s and Ukraine’s capacity to regulate labour migration and promote sustainable return, with a particular focus on enhancing human resources capital and preventing skills waste

Specific objectives

The project has four main specific objectives:

- 5) Building capacity to analyse the skills shortages and oversupply as a result of migration.
- 6) Enhancing the capacity of the migration sending countries to balance migration flow and return with national needs and EU Member states’ skills needs.
- 7) Building capacity to negotiate and manage rights based labour migration schemes, including bilateral agreements on social protection.
- 8) Delivering technical assistance and building capacity to govern labour migration enact relevant legislation and engage social partners.

Planned results

As a result of the activities under objective 1, the selected target institutions will have an enhanced capacity to:

1. Analyse human capital and effects of migration on skills oversupply and shortages;
2. Propose and adopt policy recommendations to capitalise on skills that migrants acquire abroad.

The expected result for the objective 2 is that selected national targeted stakeholders will be able to count on:

1. Expanded knowledge base on how skills oversupply and shortages impact migration to support better migration management and ethical recruitment policies and programmes;
2. Improved capacity to design and adopt concrete measures for a more systematic recognition of qualification.

The key expected result of the proposed action under this specific objective 3 is that potential and current migrant workers will enjoy a better protection and expanded avenues for regular migration under existing and newly developed rights based labour migration and social security agreements.

The main expected results for the objective 4 are:

1. The capacities of national stakeholders to design and implement rights based perspective in the development of policies and programmes directly under their responsibility are enhanced;
2. A space for social dialogue has been opened and is available to social partners to discuss labour migration issues and monitor progresses toward the effective implementation of rights based migration policies and programmes.
3. The capacity of legislative instances to include migrant rights protective provision into relevant legislation and capacity of law enforcement bodies to effectively guarantee those rights is improved.

The project contributes to the achievement of Moldova and Ukraine Decent Work Country Programme (DWCP) Outcome 2.2 on *“Institutions more effectively manage labour migration and prevent labour exploitation of migrant workers due to increased capacity and improved policy and regulatory framework.”*, and P&B Outcome Indicator 7.2 on *“Number of member States that, with ILO support, adopt gender-sensitive labour migration policies and practices that reflect the ILO Multilateral Framework with a view to promoting productive employment and decent work for migrant workers.”*. In addition, the project also related to country programme outcomes on social security.

Management arrangements of the project

The project is decentralized to the ILO DWT and Country Office for Budapest with an overall supervision of the Director. Project teams are comprised of Subregional Project Coordinator and one Project Assistant based in Budapest, and country project teams in Moldova and Ukraine with a National Project Coordinator and a Project Assistant in each country. The project was administratively managed from ILO DWT/CO Budapest.

The project was supported and guided by the Senior Specialists of DWT/CO-Budapest (Senior Employment and Skills Specialist as project technical backstopper and for specific activities the Senior Specialist in Social Security and Senior Employers and Workers’ Activities Specialists). In

addition, Senior Specialists from ACTRAV, EMP/SKILLS, MIGRANT, STAT and SOC/SEC from Headquarters in Geneva provided expertise, respectively in cooperation with responsible office and project staff in Moldova and Ukraine.

3: PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

Purpose:

The purpose of the evaluation is:

- To assess the coherence and relevance of the project's general and specific objectives regarding migration management in Moldova and Ukraine, with a particular focus on employment related aspects of migration movement from and into the two countries focusing on human resources and effects of migration on the national skill pools;
- To assess the strategic fit of the project vis-à-vis ILO and EU development priorities;
- To assess the implemented activities and respective results achieved and their efficiency and effectiveness with regard to indicators of achievements defined for each Components of the project;
- To identify main success aspects of the project and the problems encountered during its implementation, as well as the means undertaken to overcome these problems;
- To document lessons learned and good practices for future wider dissemination;
- To develop recommendations to the EU and the ILO for similar interventions in the future.

Scope:

The evaluation will cover the entire project (each component) and its entire duration. It will include both desk-review and in-country assessments covering the following areas:

- (i) overall project design and implementation;
- (ii)) individual project components implemented in participating countries; and
- (iii) ILO procedures and working methods in light of results-based framework that the project contributes to.
- (iv) Evidence of results achieved and sustainability of these results.

The evaluation covers the whole period and entire scope of the implementation of the project.

Clients:

The evaluation will serve the following - external and internal – clients' groups:

- ILO tripartite constituents, including direct beneficiaries of the project action;
- Other national counterparts;
- The European Union Delegation to Ukraine;
- ILO DWT/CO-Budapest and Headquarters;
- Project staff
- Final beneficiaries of the project – migrant workers

Methodology:

Document Review: The evaluator will review project background materials before conducting any interviews or trips to the countries, including:

- Project Document (original and revised ones)
- ILO Decent Work Country Programme in Moldova

- ILO Decent Work Country Programme in Ukraine
- Work plans (original and revised ones)
- Logframes (original and revised ones)
- Steering Committee meeting minutes
- Progress reports (monthly, and annual reports)
- Reports on specific activities (summary notes, minutes of meetings)
- Any surveys, studies, analytical papers produced
- Publications and promotion materials
- Any national policy recommendations or legislation developed with the technical assistance of the ILO project

Briefing: The evaluator will have an initial consultation with the ILO specialists and support staff in Budapest, Chisinau, Kiev and Geneva. The objective of the consultation is to reach a common understanding regarding the status of the project, the priority assessment questions, available data sources and data collection instruments and an outline of the final assessment report. The following topics will be covered: status of logistical arrangements, project background and materials, key evaluation questions and priorities, outline of the inception and final report.

Following the initial briefing, the desk review and the inception report, the evaluator will have a mission to Chisinau/Moldova and Kiev/Ukraine and have meetings with constituents/stakeholders together with interpreters supporting the process.

Individual Interviews and/or Group Interviews: Individual or group interviews will be conducted with the following:

- a) Project Staff (TC Project Team in Chisinau and Kiev, Subregional Project Coordinator and Project Assistant in Budapest)
- b) ILO DWT/CO-Budapest Senior Specialists in Employment, Social Protection, Employers' and Workers' Organizations,
- c) ILO Headquarters technical departments (phone interviews, e.g. PARDEV, MIGRANT, SKILLS, STAT)
- d) EU Delegation in Kiev/Ukraine
- e) IOM in Moldova and Ukraine;
- f) Interviews with national counterparts (government, public institutions, social partners, etc.);
- g) Interviews of direct and indirect beneficiaries;
- h) Other donor agencies working in the relevant fields.

Field visits: The evaluator will visit the project implementation partners in Chisinau and Kiev. Meetings will be scheduled and organized by the Project Teams in advance of the evaluator's visits, in accordance with the evaluator's requests (to be received at least 3 days in advance to the visit) and consistent with these Terms of Reference.

The evaluator will attend the final project events in Chisinau-Moldova and Kiev-Ukraine.

Debriefing: Upon completion of the missions, the evaluator will provide a debriefing to the Project teams, ILO DWT/CO Budapest and HQ on the evaluation findings, conclusions and recommendations either via telephone or Skype conference, as appropriate. The draft report will subsequently be shared with the EU Delegation and ILO constituents for comments.

Post-Trip Debriefing: Upon completion of the report, the evaluator will provide a debriefing to the ILO/Budapest on the evaluation findings, conclusions and recommendations (possibly, by telephone/or on Skype).

4: MAIN OUTPUTS (DELIVERABLES)

- A. Inception Report in English (in electronic format);
- B. Initial Draft Report in English (in electronic format);
- C. Final Report in English (in electronic format);
- D. Translation of the Final Report into Moldovan and Ukrainian (provided by the project).

INCEPTION REPORT:

The evaluator will draft an Inception Report, which should describe, provide reflection and fine-tuning of the following issues:

- project background
- purpose, scope and beneficiaries of the evaluation
- evaluation criteria and questions
- methodology
- main deliverables
- management arrangements and work plan.

The inception report should be short, but exhaustive, not exceeding 5 pages.

FINAL REPORT:

The final version of the report will follow the below format and be in a range of 10,000-12,500 words (approx. 25 pages) in length, excluding the annexes:

1. Title page
2. Table of Contents, including List of Appendices, Tables
3. List of Acronyms or Abbreviations
4. Executive Summary¹⁹
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Status of outcomes
9. Overall findings, conclusions and recommendations²⁰
10. Annexes (list of interviews, TORs, meetings' notes, relevant country information, policies, regulations or any other documents demonstrating the impact of the project)

5: EVALUATION QUESTIONS

The evaluation will address the following aspects of the project:

5.1) Relevance and rationale of the project:

¹⁹ **The Executive Summary should include:** a brief description of the subject being evaluated; the context, present situation, and description of the subject *vis-à-vis* other related matters; the purpose of the evaluation; the objectives of the evaluation; the intended audience of the report; a short description of the methodology, including *rationale* for the choice of methodology, data sources used, data collection and analysis methods used, and major limitations; the most important findings and conclusions; main recommendations.

²⁰ Please present recommendations in a concise and numbered list, to facilitate follow-up and entry into the evaluation database. A detailed checklist for the preparation of the evaluation report can be reached at: http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

- How does the project approach fit the on-going trends and patterns of labour migration in Moldova and Ukraine?
- How do the project objectives fit under the ILO Decent Work Country Programmes for Moldova and Ukraine and broader development frameworks (e.g., DaO, UNDAF)?
- How do the project objectives respond to EU priorities in Moldova and Ukraine in the context of the Country Strategy Papers for these two countries and the EC recommendation Multiannual Strategy Paper 2011-2013 for the Thematic Programme for Cooperation with Third countries in the areas of Migration and Asylum?
- To what extent were the general and specific objectives coherently defined and adapted to the country contexts in Moldova and Ukraine?
- Did the project handle accurately the on-going changes occurred during the project implementation?

5.2) Effectiveness of the project (outcomes):

- What progress has the project made towards achieving its planned outcomes? Has the capacity of the target groups institutions been strengthened as a result of the project activities? Has the capacity of the institutions in managing migration been enhanced?
- How did the project contribute to the improvement of strategies and systems pertaining to human capital and the labour migration management?
- To what extent did the project support the planned technical assistance to the beneficiaries according to the project objectives in the different Components (1 to 4)?
- How have constituents been involved in the implementation? Which is the level of satisfaction of the constituents with the quality of policy documents, studies, technical tools, technical advice, capacity building and other activities, delivered by the project?
- Has the project contributed to the achievements of the objectives formulated under the Decent Work Country Programmes?

5.3) Effectiveness of the overall project management approach:

- Were the management arrangements effective? What were the most successful practices adopted in this scope and the main problems found?
- What was the division of work tasks within the project team and has the use of local skills been effective?
- Has the project received adequate technical and administrative support/response from the ILO, EU and partners?
- Has the choice of partners been effective in terms of them being in a position to support the project and promote its products/results?

5.4) Efficiency:

- How were the available resources (staffing, time, skills and knowledge) estimated at design stage and used during project inception and implementation phases? Have they been used in an efficient manner? How were the main success elements and main problems encountered?

5.5) Sustainability and impacts:

- What is the likelihood of sustainability of outcomes?
 - a) Institutional level: How will structures allowing the activities to continue be in place at the end of the action? Will there be local ownership of action outcomes? Are the national partners able to continue implementing the adopted strategies and initiatives after the project completion?
 - b) Policy level: What structural impact will the action have? Will it lead to improved legislation, codes of conduct, methods, etc.?
 - c) The financial aspect: How will activities and/or management structures be financed when the project ends? Is there any planning about these questions?
- What more should have been done to improve sustainability? Or What is the likelihood that the project will produce long-term impact?

5.6) Lessons learned:

- What are the main lessons learned, good practices, innovations? Can some examples be identified and disseminated?
- To what extent are the good practices documented and shared with the broader community?
- Are there any areas where difficulties have been experienced? What are the reasons?
- Are there any alternative strategies both in managerial aspects and technical assistance which would have been more effective?

5.7) Recommendations:

- Are there any suggestions, recommendations for the follow up activities?
- What would be the most appropriate next steps?
- Are there recommendations to the EU in terms of future assistance in the area of migration and asylum, in light of the Agenda for change?

Note: OECD/DAC Criteria for Evaluating Development Assistance will be used to interpret the answers to the evaluation questions.

6: REQUIREMENTS AND MANAGEMENT ARRANGEMENTS

REQUIREMENTS

The evaluator will have experience in the evaluation of development interventions, expertise in the subject matter, an understanding of the ILO's tripartite culture, and knowledge of the region. He/she will be guided by high professional standards and principles of integrity in accordance with the guiding principles of the International evaluation professionals associations. The evaluator should have an advanced degree in social sciences, proven expertise on evaluation methods, and knowledge about labour market, skills and migration issues and the ILO approach. Full command of English will be required. Command of the national languages would be an advantage.

The final selection of the evaluator will be approved by the Regional Evaluation Focal Point in the ILO RO/Europe based on a short list of candidates from the Evaluation Manager /DWT/CO Budapest, prepared in consultations with the ILO technical specialists.

The final selection is subject to approval by EVAL/HQ.

ROLES AND RESPONSIBILITIES

The External Evaluator is responsible for conducting the evaluation according to the terms of reference (ToR). He/she will:

- Review the ToR and provide input, propose any refinements to assessment questions, as necessary.
- Review project background materials (e.g., project document, progress reports).
- Prepare an inception report
- Develop and implement the assessment methodology (i.e. conduct interviews, review documents) to answer the assessment questions.
- Conduct preparatory consultations with the ILO DWT/CO-Budapest prior to the assessment mission.
- Conduct field research, interviews, as appropriate and collect information according to the suggested format.
- Participate on Final Conferences and last Project Steering Committee Meetings (at least in one of the country) and present the main evaluation Prepare an initial draft of the assessment report with input from ILO specialists and constituents/stakeholders.
- Conduct briefing on findings, conclusions and recommendation of the assessment.
- Prepare the final report based on the ILO, EU and constituents feedback obtained on the draft report.

Interpretation during the interviews in Moldova and Ukraine will be provided by interpreters, if necessary.

The ILO DWT/CO-Budapest Evaluation Manager is responsible for:

- Drafting the ToR;
- Finalizing the ToR with input from colleagues;
- Preparing a short list of candidates for submission to the Regional Evaluation Officer, Regional Evaluation Focal Point, ILO/RO/EUROPE and EVAL for final selection;
- Hiring the consultant;
- Providing the consultant with the project background materials;
- Participating in preparatory consultations (briefing) prior to the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents);
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluators (for the inception report and the final report);
- Reviewing the final draft of the report;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The Project Team Leaders in Chisinau and Kiev, Subregional Project Coordinator in Budapest in consultation with the Project technical back stopper are responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced;
- Reviewing and providing comments on the inception report;
- Participating in preparatory briefing prior to the assessment missions to Chisinau and Kiev;

- Scheduling all meetings and interviews for the missions in Chisinau and Kiev;
- Ensuring necessary logistical arrangements for the missions in Chisinau and Kiev (hotel reservations, travel, interpretation);
- Reviewing and providing comments on the initial draft report;
- Participating in debriefing on findings, conclusions, and recommendations;
- Making sure appropriate follow-up action is taken.

7: TIMEFRAME

The following is a tentative schedule of tasks and anticipated duration of each for the Evaluator:

- Preparation (desk research, study of project documents) - 3 days
- Preparation of interview guides, refinement of evaluation questions, inception report - 3 days
- Interviews with constituents/stakeholders, project partners in Kiev and Chisinau – -6 days
- Participation on Final Conferences and last Project Steering Committee Meetings (at least in one of the country)and presentation of main evaluation findings – 2 days
- Report writing – 7 days
- Report finalization –4 days

(A total of 25 workdays plus travel (travel cost and UN DSA) for the work of the External Evaluator).

II. BREAKDOWN OF TASKS

| Task | Responsible person | Time |
|--|---|-----------------------------------|
| Preparation of the TOR | Evaluation Manager in consultation with project manager/coordinator | August-September 2013 |
| Sharing the TOR with all concerned for comments/inputs | Evaluation Manager | August-September 2013 |
| Finalization of the TOR | Evaluation Manager | September 2013 |
| Approval of the TOR | RO at ILO HQ/EVAL | September 2013 |
| Selection of consultant and finalization | Evaluation Manager, RO/ EUROPE | September 2013 |
| Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed | Project Team/Team Leader Kiev, Chisinau in consultation with Budapest | September 2013 |
| Excoll contract based on the TOR prepared/signed | Evaluation Manager | September 2013 |
| Brief evaluator on ILO evaluation policy | Evaluation Manager | TBC End September, before mission |
| Drafting Inception Report | Evaluator | Early October |

| Task | Responsible person | Time |
|---|--------------------|------------------|
| Sharing Inception Report with all concerned for comments | Evaluation Manager | Early October |
| Finalisation of the Inception Report | Evaluator | Early October |
| Approval of Inception Report | Evaluation Manager | Early October |
| Evaluation Mission | Evaluator | TBC/October 2013 |
| Submitting draft evaluation report to the Evaluation Manager | Evaluator | 30 October 2013 |
| Circulate draft for comments | Evaluation Manager | End October |
| Consolidated comments on the draft report, send to the evaluator | Evaluation Manager | By 15 November |
| Finalization of the report | Evaluator | By 21 November |
| Review of the final report | Evaluation Manager | By 22 November |
| Submission of the final report to Evaluation Officer, RO/EUROPE, EVAL | Evaluation Manager | End November |
| Participation at the final project events | Evaluator | December 2013 |
| Approval of the final report | EVAL | December 2013 |

List of counterparts:

Moldova:

Ministry of Labour, Social Protection and Family;
 Ministry of Education; Ministry of Foreign Affairs;
 National Employment Service;
 National Bureau of Statistics;
 National Trade Union Confederation;
 National Employers Confederation;

Ukraine:

Ministry of Social Policy of Ukraine;
 Ministry of Education and Science, Youth and Sport of Ukraine;
 Ministry of Foreign Affairs of Ukraine;
 State Employment Center of Ukraine;
 State Migration Service of Ukraine;
 State Statistics Service of Ukraine;
 Inter-Agency Thematic Council: Council on Labour Migration at the Cabinet of Ministers of Ukraine;
 Federation of Employers of Ukraine;
 Federation of Trade Unions of Ukraine;
 Confederation of Free Trade Unions of Ukraine;
 All-Ukrainian Union of Workers' Solidarity

**FINAL INDEPENDENT EVALUATION OF THE PROJECT
RER/09/04/EEC
“Effective Governance of Labour Migration and its Skill Dimensions”
INCEPTION REPORT**

Introduction

The project DCI-MIGR-2010-229492 **“Effective Governance of Labour Migration and its Skill Dimensions”** is funded by the European Commission through the Thematic Programme “Cooperation with Third Countries in the Area of Migration and Asylum” (TPMA), co-funded and implemented by the International Labour Organization (ILO). The project started on 1 March 2011 and it is expected to end on 31 December 2013. A final independent evaluation has been envisaged from the outset and it is accordingly taking place during the period 4 October – 16 December 2013.

1 – Project background

The project was selected by the European Commission under the TPMA (Restricted) Call for Proposals for 2009-2010 and addresses priorities identified for Lot 2 (Eastern migratory routes) – sub-lot F (Support to Eastern Partners for the management of migration flows originating from their countries). The countries concerned, Moldova and Ukraine, were likewise prioritised in the guidelines and in relevant official documents relating to the 2009-2010 Call for Proposal.

At the thematic level, the project is fully in line primarily with the TPMA objective/theme “to promote well managed labour migration” and specifically addresses aspects of the labour migration theme relating to sub-categories b): “ reinforcement of labour migration management and labour-matching capacities” and d) : “human capital development and brain drain”.²¹ Likewise, the project addresses important aspects in the area of migration and development. It was conceived to strengthen the capacity of Moldova and Ukraine to regulate labour migration and promote sustainable return, with a particular focus on enhancing human resources capital and preventing skills waste (overall objective).

The project has four main specific objectives:

- 9) Building capacity to analyse the skills shortages and oversupply as a result of migration.
- 10) Enhancing the capacity of the migration sending countries to balance migration flow and return with national needs and EU Member states’ skills needs.
- 11) Building capacity to negotiate and manage rights based labour migration schemes, including bilateral agreements on social protection.
- 12) Delivering technical assistance and building capacity to govern labour migration, enact relevant legislation and engage social partners.

The project is structured accordingly along four main components with well defined sets of results and clusters of activities, appropriately inter-connected, which should lead to the achievement of the referred specific objectives. Finally, as regards content, the project is based on ILO’s overall programming and longstanding activities in Moldova and Ukraine and is consistently fed through discussions with the tripartite constituents and international organizations (primarily, the implementing partner: IOM) working in the field of migration.

²¹ See « Evaluation of the concrete results obtained through projects financed under AENEAS and the Thematic Programme for Migration and Asylum », Aiolfi and Charpin, June 2011.

The total amount of the project budget is EUR 1.884.376 of which 1.507.501 (80%) was provided by the EU, from the TPMA (DCI-MIGR) overall budget. The remaining portion was covered by ILO (19,07%) with a small contribution by its partner, IOM, (0,93%). Rent-free project office premises were provided in Chisinau and Kiev by the national counterparts for Moldova and Ukraine.

2 – Purpose, scope and beneficiaries of the evaluation

As stated in the ToR, the purpose of the evaluation is:

- to assess the coherence and relevance of the project's overall and specific objectives regarding migration management in Moldova and Ukraine, with a particular focus on employment related aspects of migration movement from and into the two countries focusing on human resources and effects of migration on the national skill pools;
- to assess the strategic fit of the project vis-à-vis ILO and EU development priorities;
- to assess the implemented activities and respective results achieved and their efficiency and effectiveness with regard to indicators of achievements defined for each component of the project;
- to identify main success aspects of the project and the problems encountered during its implementation, as well as the means undertaken to overcome these problems;
- to document lessons learned and good practices for future wider dissemination;
- to develop recommendations to the EU and the ILO for similar interventions in the future.

The evaluation is expected to cover the entire project duration (34 months, following a four months' extension).

The evaluation will serve the following - external and internal - client groups:

ILO tripartite constituents, target groups and project implementing partners in the target countries ;
The EU Delegation to Ukraine ;
ILO management and technical specialists at ILO DWT/CO Budapest and Headquarters;
Project staff ;
Final beneficiaries of the project – migrant workers.

3. Evaluation criteria and methodology

The evaluation will be consistent with the OECD/DAC criteria for evaluating development assistance. It will therefore address the following overall aspects of the project (relevance ; quality of design ; efficiency and implementation ; effectiveness ; impact and sustainability).

For each criterion, the following potential issues will be analysed :

Relevance and rationale of the project

Potential issues : a) compliance with EU priorities for Moldova and Ukraine in general, including with relevant provisions of the TPMA ; b) compliance with national strategies and project consistency with ongoing trends and patterns of labour migration in Moldova and Ukraine; c) strategic fit of project objectives with ILO/DW country programming.

Method: analysis of relevant documentation – interviews with stakeholders.

Indicators: degree of compliance, complementarity and focus.

Quality of project design

Potential issues : a) coherence of the overall project design; b) choice of stakeholders (partners, target groups etc) ; c) changes that occurred during the life of the project and consistency of new activities in relation with the original objectives and expected results.

Method : analysis of relevant documentation – interviews with stakeholders.

Indicators : level of pre-project preparation, synergy with other initiatives, technical quality.

Efficiency and implementation (including overall management approach)

Potential issues : a) availability and use of resources ; b) management of the implementation and respect of timetable/deadlines ; c) quality of outputs.

Method : analysis of relevant documentation – interviews with stakeholders.

Indicators : compliance with contractual obligations, rules and procedures; technical quality of work plans and timelines; transparency.

Effectiveness

Potential issues : a) achievement of planned results by component and contribution to the achievement of the specific objectives; b) level of involvement and participation of partners and target groups in actual implementation; c) level of satisfaction of partners, target groups and beneficiaries with the project outcomes.

Method : analysis of relevant documentation – interviews with stakeholders – participation in project events.

Indicators : compliance with project OVIs; degree of participation in project activities ; level, quality and timeliness of feedback received from stakeholders.

Expected impact and sustainability

Potential issues : a) tangible impact on target groups ; b) multiplier effects and scope for replication, extension of the project outcomes and dissemination of results ; c) institutional sustainability and ownership ; d) financial sustainability of the activities/structures funded or supported by the project; e) structural and possible long-term impacts.

Method : analysis of relevant documentation – interviews with stakeholders – participation in project events.

Indicators : compliance with project OVIs ; coordination and complementarity with other initiatives ; forward planning by relevant stakeholders.

Analysis of the project on the basis of these standard criteria is therefore structured along the lines proposed in the ToR in order to address the clusters of questions presented therein for each of these criteria and determine whether the project has achieved its stated objectives, produced the desired outputs and the extent to which it realized the proposed outcomes. In addition, the evaluation findings shall document lessons learned and best practices, and provide a set of recommendations to the EU and ILO for their consideration with respect to similar interventions in the future.

As regards the methodological approach, and considering the short time available for the preparation and actual implementation of the evaluation exercise, qualitative methods and tools for data collection and analysis will mostly apply ; more specifically a combination of the following :

- i) Desk review of relevant project documentation (this has already started as from 2 October for general project documentation and official interim reports as well specific reports, studies and minutes of Steering Committee meetings for Moldova, given the immediacy of the first field mission – see below) ;
- j) Individual interviews of key informants or focus group interviews with target groups arranged during the field missions to Moldova and Ukraine ;
- k) Interviews by skype or telephone with selected informants at ILO DWT/CO Budapest, ILO Geneva and others (including for the initial briefings and post-field visit debriefing, as applicable) ;
- l) Direct On-Site observations of some project activities during the field visits (for example through participation to project events) to enable assess the impact of the project and give an insight of the progress achieved.

Following an initial (partial) desk review and a preliminary briefing by phone with ILO DWT/CO Budapest, the first field visit is arranged for the period 9-12 October in Moldova (Final agenda to be attached).

The second field visit (Ukraine) is currently under preparation and it is expected to take place by the end of October.

During the inception phase, the evaluator has developed a project fiche format/grid to be used in the desk study and the field visits in order to summarize the most significant information on the project. This project fiche will be eventually annexed to the final report. Furthermore, interview guides to be used with the different typology of stakeholders were also elaborated and will be tested during the first field visit.

The field visits will be followed by a reporting phase. As explained during the briefing, the final report will have to be available for the final project events to be held in Chisinau (3 December) and Kiev (12 December). Participation of the evaluator to the final event in Kiev is currently foreseen.

4 – Main deliverables

- E. Inception Report in English (in electronic format) – submitted on 8 October (prior to departure to Moldova);
- F. Initial Draft Report in English (in electronic format) – indicatively one week after the end of the second field visit (Ukraine);
- G. Final Report in English (in electronic format);
- H. Translation of the Final Report into Moldovan and Ukrainian (provided by the project).

5 - Management arrangements and work plan

The ToR provides a satisfactory level of detail on requirements, roles and responsibilities and management arrangements for the entire duration of the assignment.

The workplan for the assignment is currently being finalized by ILO. The exact timing of the field mission to Ukraine is still to be agreed upon and, depending on this, the final timeframe will become available.

The following is the tentative workplan (tasks to be performed by the evaluator):

| | | |
|-------------------------------|----------|--|
| 2-4 | October | Desk research/study of project documents/preparation of interview guides |
| 7 | October | Inception report |
| 8 | October | Travel to Moldova – Meeting with ILO staff |
| 9-11 | October | Meetings with stakeholders in Chisinau (see agenda) |
| 12 | October | Return travel |
| 14-18 | October | Desk review/preliminary report writing (Moldova) |
| end October | | Travel to Ukraine |
| (exact dates to be confirmed) | | |
| 3 days | | Meetings with stakeholders in Kiev |
| | | Return travel |
| (exact dates to be confirmed) | | Report writing (Draft evaluation report) |
| 15-21 | November | Finalization of the report (based on consolidated comments) |
| 11 | December | Travel to Ukraine |
| 12 | December | Participation in final project event in Kiev. |

**Annex 4. Lessons Learned templates
(see as separate files)**