



ILO EVALUATION

- **Evaluation Title:** Gender sensitive labor market migration policies in the Nicaragua Costa Rica, Panamá, and Haití, Dominican Republica corridors
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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.

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NOTE:

To make it easier to read this material the simultaneous use of masculine and feminine terms in those supporting both has been avoided. Consequently, when minister, director, officer, etc., is mentioned, it is understood that we refer to people of both sexes.

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3. LIST OF ACRONYMS

ACNUR	UN High Commissioner for Refugees
ACT/EMP Organization	Bureau for Employer’s Activities – International Labour Organization
ACTRAV	Bureau for Worker’s Activities – International Labour Organization
CTA	Chief Technical Adviser
EC	European Commission
ITC	International Training Center – International Labour Organization
IACML	Inter-American Conference of Ministers of Labor
CINTERFOR	Inter-American Centre for Knowledge Development in Vocational Training
TUCA-CSA	Trade Union Confederation of the Americas is the regional organization of International Trade Union Confederation for the Americas (ITUC)
DWT	Decent Work Team
DWT/CO	Decent Work Team and Country Office
FLACSO	Latin American Faculty of Social Sciences
VTI	Vocational Training Institute
ISCOD	Union Institute for Development Cooperation
MOU	Memorandum of Understanding
OAS	Organization of American States
IOM	International Organization for Migration
ILO	International Labor Organization
OLACD	Labour Observatory for Central America and the Dominican Republic
CO	Country Office
SRO	Sub-regional Office
PARDEV	Partnerships and Development Cooperation Department
DWCP	Decent Work Country Programmes
REDIF	Vocational Training Institutes Network for Central America, Panama and Dominican Republic
RIAL	Inter-American Network for Labor Administration
SICA	Central America Integration System
SICREMI	Continuous Reporting System on International Migration in the Americas
EU	European Union
UNFPA	United Nations Population Fund
Costa Rica	
CCSS	Caja Costarricense de Seguro Social (Costa Rican Social Security Fund)
CMTC	Central of the Movement of Costa Rican Workers
UCCAEP	Costa Rican Union of Chambers and Associations of Private Business Sector

Nicaragua

CETRA-UPF Center for Labour Studies at the University Paulo Freire

CGT General Confederation of Workers

COSEP Superior Council of Private Enterprise

INATEC National Institute of Technology

Panamá

CNTP National Workers Central of Panama

CONATO National Council of Organized Workers

CONUSI National Confederation of Independent Unions

CONEP National Council of Private Enterprise

INADEH National Institute of Vocational Training for Human Development,
Panama

MITRADEL Ministry of Labour and Workforce Development

SIELAS National Union of Workers in Civil Aviation and Similar

SUNTRACS Single National Union of Construction Industry Workers and Similar

Dominican Republic

CNTD National Confederation of Dominican Workers

CNUS National Union Confederation

COPARDOM Employers' Confederation of the Dominican Republic

INFOTEP National Institute of Technical and Vocational Training

SENAE National Employment Service

4. EXECUTIVE SUMMARY

4.1 BACKGROUND AND CONTEXT

4.1.1. SUMMARY OF THE PURPOSE OF THE ASSIGNMENT, LOGIC AND STRUCTURE

The project "Gender-sensitive Labor Mitigation Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors" is being implemented by the ILO Decent Work Team and Country Office (DWR/CO) for Central America, Haiti, Panama and Dominican Republic, with funding from the European Commission (EC) through the Migration and Asylum Thematic Programme with a contribution of € 1,993,777. Its start date was February 14, 2011 and it has a total duration of 36 months. It is being implemented in partnership with the Organization of American States (OAS) and the Trade Union Institute for Development Cooperation (ISCOD).

The project proposes the following general objective:

Strengthen the capacity of policy makers and social partners to adopt and implement policies, laws and the administration of the gender-sensitive labor migration.

This objective is achieved through three immediate objectives, which correspond to the three fundamental project strategies. The first immediate objective is aimed at improving the levels of policy, legislation and management of migration; the second immediate objective addresses the expansion of social protection of migrant workers, and the third focuses on the matching of qualifications, skills and, responsibilities between migrant sending and receiving countries.

Immediate objective 1. Promote the adoption and implementation of gender sensitive policies, laws and the administration of labour migration to improve labour migration flow regulation in consultation with social partners.

Immediate objective 2. Promote and support strategies to improve social security coverage of migrant workers and their families.

Immediate Objective 3. Support the improvement of skills matching between sending and receiving countries and, in turn, reduce the skills wastage by promoting the recognition of migrant workers' certificates, diplomas and skills.

4.1.2 CURRENT STATUS OF THE ASSIGNMENT

At the time of the mid-term evaluation the project's completion is one year away. The project team is operating in the ILO's Subregional Office in San Jose. The project is being implemented in all the countries and the coordination and implementation mechanisms provided are in operation.

4.1.3 PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The evaluation covered the period between February 2011, the start date of the project, and February, 2013. It included all of the components and the five countries covered by the project, with the following interrelated objectives:

- Assessment of the relevance of the objectives and outcomes established in the project's document.
- Estimation of the progress the project is making in meeting its objectives.
- Analysis of the efficiency and effectiveness of the implementation.
- Assessment of the prospects for sustainability in the achievements.

On the other hand, by being this a mid-term evaluation particular attention was placed on extracting the lessons learned and best practices to reinforce those areas in which the project is succeeding, or helps to solve the weaknesses found.

The internal clients of the evaluation were: CTA and the project team, DWT and the Country Office for Central America Regional Office for Latin America and the Caribbean, CINTERFOR, MIGRANT and others responsible for the ILO-related projects. External customers were government institutions, organizations of employers and workers in the project countries, ISCOD, the OAS and the European Commission (DG DEVCO in Brussels and, EU delegations in the 5 countries).

The evaluation was conducted by consultant Javier Varela, as independent evaluator. The evaluation's direction was conducted by Walter Romero, Monitoring & Evaluation Focal Point in the DWT/CO San Jose.

4.1.4. METHODOLOGY OF THE EVALUATION

The evaluation covered the following six evaluation criteria: i) The project's strategic relevance and suitability, ii) The validity and consistency of its design; iii) The project's progress and effectiveness in relation to its objectives; iv) The efficiency in the use of resources; v) The management structure effectiveness, and vi) The orientation toward the project's impact and sustainability.

The evaluation paid particular attention to the integration of a gender perspective by including gender-specific analysis in the general methodology and, variables and indicators to capture the differentiated effects of the project on men and women.

The methodology adopted the approach of an outcomes-based evaluation. The program's theory was constructed from its formal expression in programming documents, supplemented with information on the project's implementation. Given the highly qualitative nature of the project's objectives a mixed qualitative and quantitative method was used although, with a heavy weight of qualitative methods. The main instruments used for the collection and analysis of information were the documentary revision and key informant interviews. The validity and reliability of the information and the results of the evaluation were ensured through a triangulation of documentary sources and key informants.

The main methodological limitations found were the restriction of time to collect primary information on the countries and the lower external validity of qualitative methods. In some cases it was not possible to obtain information directly from the participants in the activities, although this gap was filled by the documentary evidence collected, and it was not considered to have introduced significant biases.

The United Nations Evaluation Standards of the United Nations Evaluation Group¹, the Guide for the Inclusion of Gender Considerations in the Project Monitoring and Evaluation², and the ILO Policy Guidelines for the Outcome-Based Assessment³ were taken into consideration throughout all the evaluation process.

4.2. MAIN FINDINGS AND CONCLUSIONS

The project is highly relevant in terms of the issues it addresses concerning labour migration, geographical scope, the needs of target groups and priorities of national partners, the ILO and the EC. The migration corridors covered by the project (Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic) are the most important in the sub-region regarding the magnitude of migration flows. Labour sectors prioritized by the project -agriculture, construction and domestic work- have a high concentration of migrant labour and from these, domestic work occupies a significant proportion of migrant women workers. The project's objectives are entirely pertinent by focusing on three key areas of labour migration in Central America, such as the weakness of policies and the legal framework, insufficient social security coverage to migrant workers, and the barriers to the recognition of their skills.

The project is relevant to the priorities and the ILO's mandate. It is framed properly in the Declaration on Fundamental Principles and Rights at Work, the ILO Conventions 97, 143 and 189, and the Multilateral Framework for Labour Migration. Also, the project is relevant to the EC strategies on labour migration and its Migration and Asylum Thematic Programme, under which the project is funded.

The project design has some weaknesses regarding the feasibility of several of its objectives and outcomes, as in the consistency of its logical framework. Fundamentally, these weaknesses may be associated with an inadequate reading of the political context and the interests and priorities of the constituents concerning labour migration and the capacities of labour, migration and professional training. The development of bilateral agreements on labor migration between countries of origin and destination is hardly feasible because they do not have the necessary political or tripartite support in the destination countries. A possible level of more realistic project objectives would have been influencing capacity building and mobilization of constituents and, the development of best practices for policies and legislation

¹ http://www.uneval.org/documentdownload?doc_id=22&file_id=129

² http://www.ilo.org/wcmsp5/groups/public/@dgreports/@gender/documents/instructionalmaterial/wcms_118221.pdf

³ http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_168289.pdf

as well as the creation of conditions for ratification of relevant conventions. Design weaknesses are due mainly to an inadequate analysis of the context, in part because IOM's last moment exit as a project partner forced the ILO to an accelerated search for new partners and subsequent design review. In any case, ILO's overall experience and knowledge on labour migration placed it in a unique position to develop a project of this nature.

The evaluation found that the level of the project's progress towards its targets is very small at the moment the exercise was implemented. This is explained not only by the design issues mentioned above, but also by the delay in the implementation which caused that many of the activities and products are not being delivered within the deadlines planned. The factors that have caused this implementation delay are different: the delay in the project start, coupled with the first CTA's accumulated delays in the work plan implementation (perhaps the most influential factor in terms of execution), added to a weak technical support and monitoring by the team of specialists and the MIGRANT department during the first year of the project. The reaction of ILO to correct these problems has been timely (for example, by replacing the CTA and designating a focal point in the Sub-regional Office in San José), but could not fully compensate for the delay.

Yet the project has -or is starting- work lines that can produce significant outcomes however, the time available may not be enough to achieve them. Objective 1, on improving policies, legislation and administration of labour migration, is showing greater degree of progress, but should be kept at a steady pace to achieve significant outcomes in terms of adoption and implementation of policies and gender-sensitive migration legislation or produce improvements in labor migration management. Meanwhile objectives 2, on improving social security coverage for migrant workers, and 3, on the certification of competencies and skills of migrant workers, are further behind.

With respect to progress towards the adoption of policies on gender-sensitive labor migration (objective 1) major advocacy opportunities exist in Costa Rica, where the project can contribute to properly incorporate labour migration from a gender perspective into the Comprehensive Migration Policy (currently under development). The project also presents reasonable prospects in achieving influence on the improvement of the national legislation on labor migration in Dominican Republic, specifically in the Regulation to the Migration Act.

However, the project is still far from leading to the development of bilateral binational agreements. First, the state of bilateral relations between the countries involved in migration does not make it very viable for governments to mobilize bilateral agreements, as explained in Section 5.4.2. On the other hand, the project as designed and due to significant implementation delays does not have the means or the time frame necessary to initiate and sustain a process leading to the signing of bilateral agreements. There is more scope for the development of technical capacities for policy design and labor migration management, which will eventually lead to the implementation of bilateral agreements when political conditions between countries allow it.

As for the ratification of Conventions 97, 143, 181 and 189, the project is making an impact in creating a favorable environment for the ratification of Convention No. 189 in Dominican Republic and Nicaragua.

The project's progress in terms of improving social security coverage (Objective 2) is low. However, some lines of work that could lead to relevant outcomes are being opened. In Dominican Republic, the project is working on a strategy that has a reasonable chance of contributing to produce reforms in the social security system in order to extend social security coverage to informal sector workers and domestic workers. Since the informal economy and the domestic work concentrate a large number of migrant workers, this would produce relevant outcomes.

Overall, the level of progress in terms of matching skills (objective 3) is also low. The strategy to promote the adoption of bilateral agreements through a sub-regional approach so far has

not found support from the national vocational training institutes, responsible for the certification of skills. In this situation, the project is focusing on several alternative strategies to bilateral agreements, but that allow creating a more favorable context for its adoption in the medium term. One is the implementation of pilot projects on skills certification for migrant workers in the formal sector in order to encourage a more inclusive national skills certification system for migrant workers. The other action line is the formation and support of Vocational Training Institutes (VTIs) technical levels, in order to gradually introduce the topic on the VTIs agenda from a less politically sensitive perspective. In any case, as in the rest of the objectives, the time available for execution is a constraint to complete these processes and outcomes.

The project's budget execution level is low. While the ILO has an execution level of 76% of the funds received, overall the project has executed just 31% from the total EC funding. This data demonstrates the delay in the work plan and reinforces the need to print a more intense pace in the project's implementation, especially in the component executed by ISCOD.

4.3. RECOMMENDATIONS, LESSONS LEARNED AND BEST PRACTICES

RECOMMENDATIONS

1. To the CTA: To focus the project's actions in capacity building and context improvement for policies and legislation generation, and knowledge base development focused on best practices dissemination and generation.
2. To the CTA, ACTRAV specialist and ISCOD: To strengthen coordination with ISCOD. Project / ACTRA / ISCOD-UPF meeting
3. To the CTA and ACTEMP specialist: To outline action programs with the employers sector in each country.
4. To the CTA and Social Security and Professional Training specialists: To strengthen the implementation of Objectives 2 and 3, focusing them on obtaining nationwide outcomes with the social security institutes and the vocational training institutes.
5. To the CTA, the DWT-CO and Sub-regional Directorate: To create a technical committee for Project's follow-up.
6. To the ATP: Develop a plan for speeding up implementation which identifies critical activities required to update the project work plan, including implementation of the evaluation recommendations.
7. To the EU: To grant an extension to the project, at no cost, so the outputs can be completed and properly appropriated by the target groups.
8. To MIGRANT and the DWT-CO: In the design of future projects in the labor migration field in the region, to assure a closer team work and a phase for context and risks in-depth analysis, with the participation of the constituents and other stakeholders in each country.

LESSONS LEARNED

1. A careful context analysis is crucial to ensure viability in labor migration projects, especially in destination countries.
2. The high-level goals in labor migration, such as the signing of bilateral agreements, the development of labor migration policies, the legal framework reform or the ILO Conventions ratification, are very difficult to address for a technical cooperation project if the context conditions are not highly favorable and without a previous tripartite mobilization of the constituents. Yet, in these conditions a technical cooperation project may have a good impact margin in creating conditions and in the provision of technical inputs to provide constituents with the ability to carry out such reforms.
3. In a technical cooperation project design, particularly when it is an initiative to address new issues for the ILO (thematic area, type of strategies or territorial approach) that may require using experts from outside the region, emphasis should be placed in the process of formulating the analysis stage of context and risk. It is therefore essential the participation of specialists from the ILO office concerned, and the consultation to constituents and other stakeholders.
4. Before transferring the tripartite discussion to the national, bi-national or regional level, work must be carried out separately with each sector. It may be problematic to launch the tripartite discussion at regional level when the sectors are not prepared internally for the discussion, have information gaps or are not sufficiently sensitized on the issue.

BEST PRACTICES

1. A labor migration approach with a migratory corridor focus, working both in the origin and destination countries.
2. The focus on sectors where the migrant labour is concentrated, as a sector from which the labor migration approach models can be generated and can be extended to other sectors.
3. Introducing issues where there is resistance or lack of consensus among the constituents through a technical and neutral way, as information and research generation. This will develop a set of arguments based on solid evidence with which knowledge can be transferred and awareness created to subsequently facilitate a more political work.

5. EVALUATION REPORT

5.1. ASSIGNMENT BACKGROUND

The project "Gender-sensitive Labour Mitigation Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors" is being implemented by the ILO through ILO's Decent Work Team and Country Office (DWR/CO) for Central America, Haiti, Panama and Dominican Republic. The project has a total budget of € 2,492,221 and is being funded by the European Commission (EC) through the Migration and Asylum Thematic Programme with a contribution of € 1,993,777 according to contribution agreement DCI-MIGR/2010/229-489 (5.19). The project began on February 14, 2011 and is scheduled for its completion on February 13, 2014, for a total duration of 36 months. It is being implemented in partnership with the Organization of American States (OAS) and the Union Institute for Development Cooperation (ISCOD) with which the ILO has signed two Memoranda of Understanding for USD 250.000 and USD 224.00 respectively.

The project proposes the following objective:

To strengthen the capacity of the responsible policymakers and social partners to adopt and implement gender-sensitive labor migration policies, legislation and administration.

This general objective is achieved through three immediate objectives, which correspond to the three fundamental project's strategies. The first immediate objective is aimed at improving policy, legislation and migration management levels, the second immediate objective addresses the expansion of social protection for migrant workers, and the third focuses on the matching of qualifications, skills and responsibilities between sending and receiving migrant countries:

Immediate objective 1. Promote the adoption and implementation of gender sensitive labour migration policies, legislation and administration for the better regularion of labour migration flows in consultation with social partners.

Immediate objective 2. Promote and support strategies to enhance social security coverage of migrant workers and their families.

Immediate Objective 3. Support the improvement of skills matching between sending and receiving countries and, in turn, reducing de-skilling by promoting the recognition of migrant workers' certificates, diplomas and competencies.

To achieve **immediate objective 1**, the project includes two results: 1a) Capacity building for the development or strengthening of the legislation, policies and the gender-sensitive labour

migration management based on rights and, 1b) Labour migration inter-ministerial and / or tripartite mechanisms created or strengthened.

The first result covers three levels: improving policy design, its implementation, and knowledge development. As for the policy design the main outputs are drafting bilateral agreements (Haiti-Dominican Republic and Nicaragua-Panama) and improving the implementation of the existing agreement between Nicaragua and Costa Rica; the adoption of at least one gender-sensitive national migration policy (including promoting the ratification of Conventions 97, 143, 181 and 189), capacity building of workers' and employers' organizations: and improving knowledge through the exchange of experiences. In terms of policy implementation, the outcome seeks to develop government institutions' capacity to manage labour migration policy and particularly to strengthen the inspection services for monitoring workplaces of destination countries through training to public officials and conducting information campaigns on health and safety at work. Regarding knowledge development, the outcome seeks to improve the process of gender sensitive collection, analysis, dissemination and use of labour migration data, particularly in national household surveys.

For the second outcome, the project's strategy is the establishment of strategic alliances and exchange of experiences among organizations in destination and origin countries through tripartite seminars and capacity building programs for training and awareness campaigns aimed at unions and employers' chambers (national chambers of employers of the construction and the agriculture sector in Costa Rica, Panama and the Dominican Republic).

Immediate objective 2 comprises two expected outcomes: 2a) Evaluation and dissemination of social security agreements and other policy options to extend social security coverage to migrant workers, and 2b) Presentation of bilateral social security agreements.

In Outcome 2a) the main actions consist in the evaluation of legal barriers to social security access by migrants, the provision of technical assistance to public institutions in the initial design and implementation of a program to promote social security coverage for migrant workers, and a set of union awareness campaigns for workers and employers (with emphasis on indigenous migrant workers in the agriculture sector, construction workers and domestic work) on the importance of improving social security coverage of migrant workers in destination countries.

The main actions to achieve outcome 2b) include various sub-regional seminars aimed at promoting the development and adoption of bilateral agreements on social security and, awareness campaigns on social security coverage of migrants in destination countries.

Immediate objective 3 includes two outcomes: 3a) increased availability by employers for a proper migrant workforce, in compliance with the national and international labor laws, and 3b) obtaining bilateral agreements on the recognition of diplomas, skills and competencies between origin and destination migration countries.

For producing Outcome 3a, the main actions include the development and dissemination of studies on the waste of skills and qualifications, and the preparation of response strategies. For Outcome 3b, the main activities are the provision of technical assistance to the Vocational Training Institutes Network (RedIFP) aimed at promoting the mutual recognition of diplomas, skills and competencies at sub-regional level, and regional seminars providing recommendations for the signing and implementation of bilateral agreements on the recognition of diplomas, skills and competencies.

The project's target groups are the national and local governments, employers' and worker's organizations, and migrant organizations in the five countries. The final beneficiaries are migrant workers, especially women workers in the domestic sector and men in the construction and agriculture sector, together with their families, employers, and national and / or local communities. The project's logical framework can be consulted in Annex 1.

At the time of the midterm evaluation, the project is approximately one year away from its completion.

5.2. EVALUATION BACKGROUND

The ILO's Evaluation Policy establishes the performance of a mandatory midterm and final evaluation for those projects with a budget of over one million dollars, being at least one of them independent.

In the case of the project "Promoting Gender-sensitive Labor Migration Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors", which is being executed since February 2011 under DWT-CO San Jose responsibility, and as more than half the time stipulated for the project (36 months) has elapsed, it was necessary to carry out the corresponding mid-term evaluation; the ILO chose the modality of independent evaluation, conducted by an external consultant unrelated to the project's design and implementation, and under the direction of the DWT / CO San Jose Evaluation Focal Point.

The evaluation covered the period between February 2011, the start date of the project, and February, 2013. It included all of the components and the seven countries covered by the project, with the following interrelated objectives:

- Assessment of the relevance of the objectives and outcomes established in the project's objectives.
- Estimation of the progress the project is making in meeting its objectives.
- Analysis of the efficiency and effectiveness of the implementation.
- Assessment of the prospects for sustainability in the achievements.

On the other hand, by being this a mid-term evaluation particular attention was placed on extracting the lessons learned and best practices to reinforce those areas in which the project is succeeding or to help solve the weaknesses found.

The internal clients of the evaluation were: CTA and the project team, DWT and the Country Office for Central America Regional Office for Latin America and the Caribbean, CINTERFOR, MIGRANT and others responsible for the ILO-related projects. External customers were government institutions, organizations of employers and workers in the project countries, ISCOD, the OAS and the European Commission (DG DEVCO in Brussels and, EU delegations in the 5 countries).

The evaluation was conducted by consultant Javier Varela, as independent evaluator. The evaluation's direction was conducted by Walter Romero, Monitoring & Evaluation Focal Point in the DWT/CO San Jose.

5.3. EVALUATION METHODOLOGY

The evaluation covered the following six evaluation criteria:

- i. The project's relevance and strategic capacity.
- ii. The validity and consistency of its design, and its indicators
- iii. The project's progress and effectiveness according to its objectives.
- iv. The efficiency in the use of resources.
- v. The management structure effectiveness.
- vi. The project's orientation towards impact and sustainability

A set of 32 questions was used, which were developed from the Terms of Reference. The evaluation questions, along with all the indicators and variables used can be consulted in *Annex 5. Evaluation Matrix*.

The evaluation paid particular attention to the gender perspective integration by including gender-specific analysis in the general methodology and variables and indicators to capture the differentiated project effects on men and women.

The methodology adopted the approach of an outcomes-based evaluation, taking as its starting point the program theory on which the project operates. The program theory was constructed from its formal expression in programming documents (EU-ILO Contribution Agreement and its addenda, and project work plans), supplemented with information on the project's implementation. Given the highly qualitative nature of the project's objectives a mixed qualitative and quantitative method was used although, with a heavy weight of qualitative methods. Quantitative methods were primarily used for the analysis of efficiency.

Project indicators were examined as part of the design validity and consistency. Outcomes indicators as project outputs were used in the analysis of efficacy, in order to obtain a more comprehensive progress assessment.

The main instruments used for the collection and analysis of information were the documentary revision and key informant interviews. Semi-structured individual and group interviews were used (see Annex 3. List of people interviewed). The validity and reliability of the information and the results of the evaluation were ensured through the triangulation of documentary sources and key informants.

The main methodological limitations found were restriction of time to collect primary information on the countries, and the lack of external validity of qualitative methods. In some cases it was not possible to obtain information directly from the participants in the

activities, although this gap was filled by the documentary review and is not considered to have introduced significant biases.

The evaluation encouraged the participation of stakeholders in various ways. The interests and expectations of stakeholders expressed during the interviews guided those criteria and questions that required further analysis. Furthermore, the information provided by stakeholders was one of the main pillars for the identification of findings, the extraction of lessons learned and best practices, and the development of recommendations. Throughout the evaluation process The United Nations Evaluation Standards of the United Nations Evaluation Group⁴, the Guide for the Inclusion of Gender Considerations in the Project Monitoring and Evaluation⁵, and the ILO's Policy Guidelines for the ILO's Outcome-Based Assessment⁶ were taken into consideration.

⁴ http://www.uneval.org/documentdownload?doc_id=22&file_id=129

⁵ http://www.ilo.org/wcmsp5/groups/public/@dgreports/@gender/documents/instructionalmaterial/wcms_118221.pdf

⁶ http://www.ilo.org/wcmsp5/groups/public/--ed_mas/--eval/documents/publication/wcms_168289.pdf

Mid-term Evaluation Report on the project "Gender-sensitive Labour Migration Policies in Nicaragua, Costa Rica, Panama and Haiti, Dominican Republic Corridors"

5.4. MAIN FINDINGS SORTED ACCORDING TO THE ANALYTICAL FRAMEWORK CRITERIA

5.4.1. RELEVANCE AND STRATEGIC ABILITY

5.4.1.1. RELEVANCE TO NATIONAL NEEDS AND PRIORITIES

The project addresses three major problems related to labour migration in both migration corridors: (1) the absence or weakness of policies, legal framework and labor migration management, (2) inadequate coverage of social security benefits for migrant workers, and (3) the difficulty for migrant workers to have their qualifications, skills and abilities recognized in destination countries.

Relevance of migrant corridors and sectoral approach

Regarding the geographical areas it addresses, the existing studies on labour migration agree that both migration corridors in which the project focuses (Nicaragua / Costa Rica / Panama, and Haiti / Dominican Republic) concentrate the main migration flows in the sub-region⁷. The first corridor encompasses a variety of migratory flows, as Nicaraguan workers towards Costa Rica⁸ and Panama, and Gnôbe- Bugle indigenous groups cross-border migration between Costa Rica and Panama. Nicaraguan migration to Costa Rica is perhaps the most significant intra-regionally in quantitative terms. As for the Gnobe-Buglé migration, it is the main migratory outflow of indigenous population in the region, with the peculiarities of its seasonality and the fact that the original territory of the Gnobe-Bugle population extends on both sides of the border. In the case of the Nicaraguan population in Panama, although it represents the main group of migrants in quantitative terms⁹, it is a migration flow that is growing significantly by attracting labour due to major infrastructure projects being undertaken by the country. In the case of the migratory corridor between the Dominican Republic and Haiti, it is well established and constitutes the most important migration system in the Caribbean Islands¹⁰. Haitian migration acquired importance since the 1980's and has been increasing as a result of political unrest in Haiti, and in recent years following the 2010 Haiti earthquake. While traditionally the Haitian migrant workers have been employed in the agricultural sector, they are increasingly

⁷ *Intraregional labor migration flows: Current situation, challenges and opportunities in Central America and Dominican Republic. Regional Report.* Acuña González, Guillermo, et. al, IOM, ILO, SICA, Labour Market Observatories Network, 2011

⁸ According to the report *Intraregional Migration Flows Research: current status, challenges and opportunities in Central America and Dominican Republic. Costa Rica Report*, in 2008 the Nicaraguan migrant population in Costa Rica that year amounted to 335,000 people, 45% of the migrant population in the country.

⁹ Labor Market Study *Impact of labor migration in Panama, with emphasis on new construction occupations (mega projects) and downstream activities in the metropolitan area.* Panama, Ministry of Labour and Social Development, FOIL Programme Panama, 2010A, Labour Market Observatories Network, 2011

¹⁰ *Intraregional labor migration flows: Current situation, challenges and opportunities in Central America and Dominican Republic. Regional Report.* Acuña González, Guillermo, et. al, IOM, ILO, SICA, Labour Market Observatories Network, 2011

taking more weight in other sectors such as construction and tourism. It is a predominantly undocumented migration and used in less skilled jobs.

The migrant labor market is highly segmented and predominantly male, with the men mainly engaged in the construction, agriculture and informal sectors, and the women especially in domestic work and care services. In this respect the project is relevant with respect to the gender approach by including it among its priorities in the domestic work sector, which by its nature and constituency to the private sphere (making it difficult for supervision) usually occurs in high informality conditions and with little respect for labour rights.

Relevance of the three components addressed

There is broad consensus among the parties consulted by the evaluation in that the project addresses three important areas where improvement opportunities exist to deal with labour migration in Central America.

In general, recent studies consistently show large decent work deficits among migrant workers, which undergo a systematic violation of their rights, particularly those who are in irregular migration status. Migrants face significant barriers for the access to social security in even basic health services and to vocational training. This is not only due to the tight supply and the high cost of such services, but also to constraints established by the legislation or to gaps in it regarding the regular or irregular migrant's access to them, under what conditions, and with what requirements.

Relevance to Policy improvement and capacity building

In the countries covered by the project there is a deficit of migration policies from a holistic perspective establishing systematically guiding principles to deal with migration flows. No country in the region has adopted an immigration policy of this kind, and only Costa Rica is currently elaborating it.

There are still significant weaknesses in terms of public institutions capabilities such as the Ministries of Labour, Migration Management, Social Security and Vocational Training Institutes to adequately address labor migration from a human rights approach and gender equality. Labour ministries of Costa Rica, Nicaragua, Panama and the Dominican Republic have specific units or departments dealing with labor migration. While maintaining coordination between countries, especially between Nicaragua and Costa Rica, overall institutional plans and programs to address labor migration are primarily focused on the regulatory aspect of migration and lack a comprehensive approach to labour migration.

Regarding **Objective 1**, significant gaps persist on the legal framework. The countries' labour laws are not in harmony with the international conventions and impose barriers to migrant

workers' access to employment in decent working conditions, social security and training opportunities, which lead to the violation of labour rights and human rights of migrants and their families. Neither country has ratified the main ILO Conventions on migrant workers, C97 and C143¹¹. With the exception of Nicaragua, no country has ratified ILO Convention 189 on Decent Work for Women Workers and Domestic Workers, and the United Nations International Convention on the Protection of Rights of All Migrant Workers and Members of Their Families.

Migrant women are at particularly vulnerable situations. They are primarily employed in the domestic work sector, operating in conditions of high informality and outside the labour inspection control system. Policies, labor and immigration laws of the countries covered by the project are gender neutral, and in practice, they reinforce discrimination against women migrant workers, making it highly relevant for the project to emphasize the integration of gender sensitivity in policies and legislation.

In the countries of the region there are significant gaps in information on the extent and characteristics of migration flows taking into account gender differences. As for workers' organizations in the subregion, some head offices have labour migration initiatives supported by international cooperation, such as information campaigns about rights or the creation of migrant centers. However, they still have not integrated labour migration in their agenda and lack of training and skills to structure a union agenda on the topic, and especially in destination countries many unions are still not aware or have a rejection speech for migrant workers. In the case of employers' organizations, there remains a strong resistance to include the labor migration issue in the agenda or in social dialogue spaces, and there are many migrant workers who report the violation of their labor rights by the employers. In this context, the results of promoting the adoption of policies, legislation and labor administration and the creation of tripartite mechanisms to address labor migration are fully relevant.

Regarding **Objective 2**, ensuring social security coverage to migrant workers and their families is a task yet to be resolved in the migratory corridors covered by the project, and issues such as portability of pensions or access to social insurance by undocumented migrant workers must still be addressed. There is a regional agreement whose effective implementation is still pending¹²

Regarding **Objective 3**, in the same way, mechanisms for recognition of diplomas, skills and competencies are weak and discriminatory towards migrant workers who due to their migratory status, barriers and cost, among others, have great difficulty or find it impossible to recognize their training, skills and abilities in the destination countries. Given the profile of migrants from the corridors, who often have low qualifications, the more important issue is the certification of competencies and skills rather than diplomas.

¹¹ Conventions 97 Convention on Migrant Workers, 1952; and Convention 143 concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers, 1978.

¹² Multilateral Social Security Agreement, signed in 1967, and the Multilateral Convention on Social Security Benefits for Central America and Panama, signed in 1981, to which Costa Rica joined in 1982.

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Notwithstanding this general view, the countries' context is very different. Costa Rica seems to be the country where more steps are being taken and there is greater willingness from the government and social partners to address the issue, while in Panama it has just been introduced in the agenda and, in Dominican Republic the Haitian migration is highly controversial and there is a strong social rejection towards this group. In terms of countries of origin, in Nicaragua institutions are reluctant to acknowledge their status as a migration country, while in Haiti extreme institutional weakness greatly complicates the action.

5.4.1.2. RELEVANCE TO NATIONAL AND REGIONAL PRIORITIES AND ILO PROGRAMS

The project is highly relevant to ILO's priorities for the subregion. It fits well in the Declaration on Fundamental Principles and Rights at Work, and its focus on Conventions 97, 143 and 189, and the Multilateral Framework on Labour Migration is fully consistent with the ILO's mandate.

The project's main contribution to the ILO's priorities in the region is related to improving opportunities for vocational training and job placement, followed by the promotion of young peoples' employability and entrepreneurship, and strengthening the capacity of employers' organizations. Table 2 shows the project's main contributions to the ILO's priorities in the region.**Error! Reference source not found.**

T ABLE 2. PROJECT LINKS WITH ILO’S GLOBAL AND REGIONAL OUTCOMES

<p>Contribution to overall outcomes</p> <p>OVERALL OUTCOME 1: "More women and men have access to productive employment, decent work and income opportunities" OVERALL OUTCOME 12: " Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations "</p> <p>OVERALL OUTCOME 7: " More migrant workers are protected and more migrant workers have access to productive employment and decent work"</p> <p>OVERALL OUTCOME 9: " Employers have strong, independent and representative organizations "</p> <p>RESULTADO GLOBAL 10: " Workers have strong, independent and representative organizations "</p> <p>OVERALL 11: : Labour administrations apply up-to-date labour legislation and provide effective services</p>
<p>Costa Rica</p> <p>Migrant workers have access to decent work, particularly social protection.</p> <p>Labour administration, with ILO’s support, provides effective enforcement of labor laws.</p>
<p>Haiti</p> <p>The country, with ILO’s support, develops strategies and programs to generate productive employment and decent work in the context of post-earthquake reconstruction and helping reduce environmental vulnerability</p> <p>The country, with ILO’s support, adopts and executes bilateral agreements with destination countries to improve migrant workers conditions and protection.</p>
<p>Nicaragua</p> <p>The country, with ILO’s support, adopts and execute bilateral agreements with destination countries to improve migrant workers conditions and protection.</p> <p>Labour administration, with ILO’s support, provides effective enforcement of labor laws.</p>
<p>Panama</p> <p>Migrant workers have access to decent work, particularly to social protection.</p> <p>Improved capacity of national, sectoral and thematic dialogue, which contributes to a better labor relations framework.</p>
<p>Dominican Republic</p> <p>Migrant workers have access to decent work, particularly to social protection.</p> <p>Labour administration, with ILO’s support, provides effective enforcement of labor laws.</p>
<p>Common to all countries</p> <p>Strengthened institutional capacity of employers' organizations</p> <p>Strengthened institutional capacity of workers' organizations</p>

5.4.1.4. RELEVANCE TO PRIORITIES REGARDING THE EUROPEAN UNION.

The project has good relevance to the EC’s strategies in labor migration. The bidding process took into account the relevance of proposals regarding the EC’s thematic strategies, and specifically the Migration Asylum, which ensured

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that the project would fit into the priorities of the EC regarding labor migration. In this sense, the project's objectives are consistent with the program's emphasis on capacity building in origin and destination countries for the effective management of labor migration, one of the five program areas.

However beyond the general relevance, the project provides various issues of particular added value to the EC, which were very relevant for the selection of the ILO's proposal. The first one is that the design focuses on the promotion of gender equality in policies, legislation and labor migration management. Gender equality is an issue of particular relevance to the EC, and is one of the crosscutting objectives of the Thematic Programme on Migration and Asylum. Another important aspect for the EC is the project's regional dimension. The project's objectives that pursue the creation of bi-national agreements on migration, social security and training are a step in the direction of a regional integration in full agreement with the European Union strategy on supporting regional integration in Central America. The project's emphasis on protecting the rights of migrant workers is another issue of great importance to the EC, which is one of the sub-priorities under the objective to promote an effective management of an orderly labor migration.

5.4.2. DESIGN VALIDITY

5.4.2.1. FEASIBILITY AND REALISM OF OUTCOMES

Although the project adequately meets the needs of developing countries and the issues addressed are the key knots of labor migration, the project's design has some weaknesses regarding the feasibility of immediate objectives and associated outcomes and, in the coherence of activities and outputs to achieve them.

With respect to Objective 1, goals are proposed to develop two new migration agreements (between Panama and Nicaragua and between Haiti and Dominican Republic) and to improve the one between Costa Rica and Nicaragua¹³. Experts consulted, ILOs specialists and the constituents themselves acknowledge the difficulty of mobilizing countries to draft bilateral agreements on migration issues. Although, at the time of the design more favorable conditions were available for reaching agreements than at the time of the evaluation (in 2009 Costa Rica and Nicaragua were negotiating an immigration agreement and the diplomatic relations between the two countries deteriorated as of 2011 due to the border conflict, in Dominican Republic the government was more favorable to dialogue with Haiti in migration matters than the current one, and the Ministry of Labour in Panama endorsed the project), the design was very optimistic by not considering the potential risks as a rejection from some sectors, such as the employer, or the changes in the priorities of government agendas.

Regarding the ratification goal of Conventions 97, 143, 181 and 189, all parties consulted by the evaluation indicated that the ratification of ILOs conventions is a complex process, both in terms of securing the support from the three constituents and the social forces as a whole, as in the legislative phase of approval, which involves many variables difficult to manage for a

¹³ " Migrant labor agreement between the Government of Costa Rica and the Government of the Republic of Nicaragua to regulate the entry and stay of non-resident migrant workers ", signed in 1993

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technical cooperation project, especially if a favorable context is not given, as in the case of Conventions 97 and 143, that although they may have the support of the unions, they are not among the governments and employers' priorities, nor in the Subregional Office (SRO) first action line, whose focus in the region is in fundamental conventions and on gender equality. In the case of Convention 189, there are more chances that the project will contribute to its ratification in several countries. In Nicaragua it has been ratified and in Costa Rica or the Dominican Republic there is a more favorable environment for approval (although in the latter country employers have a position against its ratification), and since promoting the agreement ratification itself is among the SRO priorities, an intense advocacy work is being done in the countries that are synergistic with this project goal.

In any case, rather than the ratification goal of all previous agreements, what did seem viable as a realistic project goal (for which the ILO is in a privileged position) is to promote the ratification of those that have good prospects, along with the creation of favorable conditions to generate commitment to the ratification of the Conventions, through a strategy of disclosure of the agreements, information and awareness to constituents for generating demand.

Objective 2 posed as goals increased social security coverage to migrant workers, especially for indigenous groups, domestic workers and agriculture and construction industry workers in destination countries. The results to be achieved include improving social security portability procedures in at least one third of the countries, the signing of social security gender-sensitive bilateral agreements in at least one third of the countries, and the design and implementation of a program to improve social security coverage. These goals, in particular improving portability procedures and bilateral agreements, seem relatively overestimated. First, in Costa Rica, Panama and the Dominican Republic there is strong resistance from most political, economic and social forces to raise social security portability with the labour migration origin countries. This opposition is gaining strength in the context of the financial sustainability crisis being faced by social security systems of countries with critical situations such as the Social Security Fund of Costa Rica, which is being used as an argument by the sectors, as the employer, to oppose extending the coverage of the migrant population. Furthermore, the social security systems portability imply in some countries like Dominican Republic, legal framework reforms that add an additional layer of complexity that was not taken into account by the design.

Objective 3 was aimed at increasing the number of migrant workers whose skills acquired are recognized and accepted by employers in destination countries, and that 50% of migrant workers who acquire new skills in destination countries are women, indigenous workers and workers in the construction and agriculture sectors. For this it includes two outcomes. The first deals with the area of labour demand, suggesting a better availability of the employers to make use of a suitable migrant workforce in compliance with the labor law. The second outcome focuses on the scope of qualifications, and has a goal of at least signing a bilateral

agreement for the recognition of diplomas and certification of skills between the countries of origin and destination, and the establishment of a pilot program to improve the recognition and certification of skills, in collaboration with the Vocational Training Institutes Regional Network (RedIFP).

Even though working lines posed by the design are overall relevant, as in the above objectives, the design sets some ambitious targets in relation to the context of the countries and the project. Although training institutions in the region have significant progress regarding the approval of skills certification models, mostly as a result of ILO's technical and institutional support, there remains a strong resistance to the recognition of diplomas and certifications, both for reasons related to technical issues, due to countries of origin VTIs' weaknesses, particularly in Haiti, as for the political sensitivity of migration issues in destination countries. These are structural issues that are difficult to reverse through a technical cooperation project. On the other hand, the design raises a good working strategy at regional level through the RedIFPs by grouping, with the exception of Haiti, all countries' VTIs. However, it does not provide enough national actions with VTIs and constituents, which are important to develop models of mutual recognition of qualifications that are institutionally feasible and enable mobilizing constituents to create an environment conducive to adoption.

Design weaknesses are attributable on the one hand to a failure in ILO's capacity during the project's formulation process for better exploiting the knowledge and experience accumulated by the organization on labor migration, its knowledge of countries in the region and the close contact kept with the ministries of labor, social security and vocational training institutes, employers and workers organizations, and other key national actors. On the other side, the last-minute withdrawal of IOM as a project partner left a void that although ILO managed to fill it incorporating the OAS it forced a reformulation of the proposal with a very narrow time margin.

The design of the project was coordinated by MIGRANT as ILO's responsible unit for labor migration in coordination with the DWT-CO in San Jose, and with the support of a consultant in another ILO project with experience on labor migration, executed by the ILO's SRO for the Andean countries, the MIGRANDINA project. In principle this model was adequate for exploiting the experience of ILO's different levels; with MIGRANT by providing the experience and global best practices, and with the SRO of San José by contributing with its knowledge of the region through thematic specialists and the programming unit.

However, this model did not work properly, which mostly explains the design's weaknesses, and in particular the insufficient context reading, which has resulted in the lack of viability of an important part of its objectives. The design's weight was concentrated in MIGRANT and an external consultant - labour migration expert in the Andean region, but with little labour migration knowledge in Central America and the Dominican Republic- and failed to ensure a systematic design team work with specialists and the DTW-CO San Jose programming unit.

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These provided individual contributions to the proposal from their respective areas, with more or less detail depending on the availability allowed by their agendas and other activities however, the DWT-CO did not make a comprehensive analysis from the region's context on issues, strategic alternatives and potential risks, nor MIGRANT or the consultant assured that this would be carried out. Given that the DWT-CO had no previous experience in regional initiatives on the subregion's labour migration, this lack of DWT-CO systematic involvement in the project's design is a major reason for the lack of the project's contextualization to the region. Another aspect that could affect the design's quality is the lack of participation of target groups. Even though the ILO and the DWT-CO San Jose in particular have a close knowledge of the countries constituents, the participation of these and other key project stakeholders as migration directorates, training institutes or migrant organizations would have significantly helped to gauge the project's objectives and strategies and to encourage ownership by recipients.

On the other side, ILO adopted an overly optimistic attitude on the possibility of achieving outcomes, partly encouraged by the successful outcomes achieved in previous projects, as Migrandina, and partly by the impulse to raise ambitious goals that would make the project attractive faced to the EC bidding, which also influenced the objectives' oversizing.

5.4.2.2. Monitoring & Evaluation System

The project has a complete set of indicators covering all project levels: general objective, specific objectives and outcomes. These indicators are specific and they refer to substantive dimensions of the corresponding outcomes, focusing correctly to measure both, outcomes produced by the project in the setting of policies, legislation and institutional capacities and the effects for migrant workers as ultimate beneficiaries and, adequately incorporate gender effects. In general they are verifiable, although due to the complexity of gathering information some indicators can be difficult to measure, as in the case of indicators 9, 16 and 17 that may require specific studies that the project does not address.

However, the indicators present a fundamental weakness in terms of their usefulness for assessing the project's progress arising from the objectives' feasibility problems discussed in the previous section. The indicators focus on high-level outcomes on which the project has little influence ability, such as policy development, the adoption of bilateral agreements, the creation of mechanisms for migration management and the impact of these measures on migrant workers. However, they do not capture the dimensions of capacity building, sensitization and mobilization of constituents, and context improvement in which the project itself can obtain outcomes.

Logical Framework Element	Indicators
Development Objective	<p>1. Labour migration policies, laws and administrative procedures with gender perspective and focused on labor rights agreed by policy makers in at least <u>two countries</u> at Project's end, as follows:</p> <p>1) Gender perspective included in the labor migration policy discussed by the tripartite dialogue;</p> <p>2) National legislation amended to be gender-sensitive and agreed through tripartite dialogue;</p> <p>3) National Program agreed considering the labor market situation of migrant workers from a gender perspective and labor rights protection particularly considering the situation of indigenous migrants, domestic workers and construction sector and agricultural sector workers.</p>
Immediate Objective 1	<p>2. Gender-sensitive bilateral labor agreements are discussed through a tripartite dialogue and it is expected to be drafted and discussed: one between Nicaragua and Panama, another between Haiti and Dominican Republic and the last one on improving the current between Costa Rica and Nicaragua.</p> <p>3. Ratification of Conventions 97, 143, 181 and the possible new Convention on Domestic Workers (189) in at least one country.</p>
Outcome 1.a.	<p>4. Approved and published a paper on migration policy in each country, through a tripartite dialogue at project's end. Political advocacy on gender-sensitive labor migration issue through awareness campaigns.</p> <p>5. Administrative procedures on migration flows have been improved in each country at project's end.</p> <p>6. In at least one third of the project participating countries for the third consecutive year, an administrative procedure is being created, drafted and discussed to improve labor inspection and migrant workers safety and health in the domestic sector, the agricultural sector and the construction sector.</p>
Outcome 1.b.	<p>7. Tripartite dialogue institutionalization is achieved in four countries as a mechanism to build consensus on migration policy development at project's end.</p>
Immediate Objective 2	<p>8. Developed at least one protocol in two recipient countries with social insurance institutes to facilitate domestic workers and indigenous groups' access to social security.</p> <p>9. A 10% increase in domestic workers and construction workers access to social security, and 5% for indigenous migrant workers.</p>
Outcome 2.a	<p>10. Improved administrative procedures for social security and skills portability in at least one third of the countries covered by this project at the end of the latter.</p>
Outcome 2.2.	<p>11. Gender-sensitive bilateral agreements between migrant workers origin and destination countries have been signed on social security (health and pension) in at least one third of the countries covered at project's end.</p> <p>12. Bilateral agreements between the chambers of commerce or to improve migrant workers social security coverage in destination countries.</p> <p>13. A program to improve social security coverage has been designed in the program's second year and implemented in the third year.</p>
Immediate Objective 3	<p>14. A commission to promote technical discussions on the subject, including universities, is created.</p> <p>15. A certification pilot program for two sectors in at least two countries is created.</p> <p>16. 50% of new migrant workers who have acquired diplomas and skills certification in the destination countries are women, indigenous workers and construction and agriculture sectors workers.</p>
Outcome 3.a.	<p>17. Employers know the benefits on qualifications and training certification recognition at sub-regional standardization for a readily available workers workforce free circulation and mobility in the sub-region.</p>
Outcome 3.b.	<p>18. At least a bilateral agreement signed between migrant workers' origin and destination countries on diplomas and skills certification recognition at project's end.</p> <p>19. A pilot program has been established at project's end to improve skills certification and recognition, in collaboration with the Vocational Training Institutions Regional Network.</p>

5.4.3. PROGRESS AND EFFECTIVENESS

This section examines the project's progress in achieving its three immediate objectives. The analysis includes quantity and quality of outputs, their use and access by recipients, both women and men, as well as the outputs' contribution to the ILO's strategies. It also examines the extent to which the project responds to the constituents' needs, and stakeholders' participation in the implementation.

5.4.3.1. IMMEDIATE OBJECTIVE 1

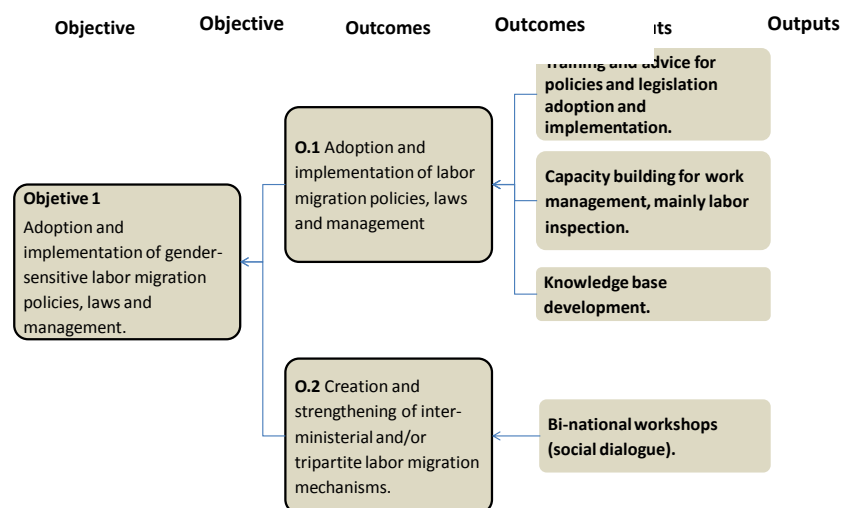
The first project objective pursues two goals. The first is drafting three gender-sensitive bilateral agreements through tripartite dialogue: one between Nicaragua and Panama, another between Haiti and Dominican Republic and the last on improving the one that already exists between Costa Rica and Nicaragua. The second goal is the ratification of Conventions 97, 143, 181 and 189 in at least one country.

This objective includes several outputs: for the first outcome, training and advice for the adoption and implementation of policies, capacity building for labor management and knowledge base development, and as for the second outcome, the performance of binational workshops aimed at creating and strengthening labor migration inter-ministerial or tripartite labor migration mechanisms.

FIGURE 1 summarizes the program theory for this purpose.

FIGURE 1. PROGRAM THEORY FOR THE OBJECTIVE

FIGURE 1. PROGRAM THEORY FOR OBJECTIVE 1



This first objective is where the project shows more progress however, a steady pace should be kept to achieve significant outcomes. With respect to progress towards the adoption of policies on gender-sensitive labor migration, major advocacy opportunities exist in Costa Rica, where the project can contribute to properly incorporate labor migration from a gender perspective into the Comprehensive Immigration Policy, currently under development. The project also presents reasonable prospects in achieving influence on the improvement of the national legislation on labor migration in Dominican Republic, specifically in the Migration Act Regulation.

However, it appears that not many chances exist that the project will lead to the development of bilateral agreements. First, the state of bilateral relations between the countries involved in migration is not very feasible for governments to mobilize bilateral agreements, as discussed in Section 5.4.2. On the other hand, the project as designed and due to significant implementation delays does not have the means or the time frame necessary to initiate and sustain a process leading to the signing of bilateral agreements. Yes, there is more scope in terms of technical capacity building for policy design and labor migration management that eventually can lead to bilateral agreements, whenever political conditions between countries on both sides of the respective corridors allow it.

As for the ratification of Conventions 97, 143, 181 and 189 the project is affecting the creation of a favorable environment for the ratification of Convention No. 189 in Dominican Republic.

OUTCOME 1.A: ADOPTION AND / OR STRENGTHENING OF GENDER-SENSITIVE LAWS, POLICIES AND LABOR MIGRATION MANAGEMENT BASED ON RIGHTS.

The project's greater progress has occurred in this outcome, all though the outputs' bulk is still beginning to be developed. As far as progress toward goals, regarding the approval and publication of a policy document on immigration through tripartite dialogue in each country, it is feasible that the project can influence in the case of Costa Rica by the assistance being provided. For management procedures improvement on migration flows the action level is still insufficient for a project impact. Regarding the establishment of management procedures for improving work inspection and migrant workers' safety and health, the project work level is also incipient, with some prospect of obtaining achievement in Panama and to a lesser extent, in Dominican Republic. Although it should be noted that in the first half the project it did not affect much on labor inspection to avoid duplication with the IOM project, once the project ends intensive work is foreseen in this area comprising specific inspection and labor migration materials for the entire region, as well as training cycles for workplace inspections.

The following section analyzes each output under this outcome.

1. TRAINING AND ADVICE FOR POLICIES AND LEGISLATION ADOPTION AND IMPLEMENTATION

In this action line, the project includes a wide variety of actions performing studies, technical assistance to government institutions, and capacity building of employers' and workers' organizations. As noted in Section 5.4.2 many of the activities do not constitute a coherent sequence to achieve the outcome. Therefore, for progress analysis the outputs have been sorted into groups consistent with the outcomes, which not always follow the same logical framework structure.

1.1 DEVELOPMENT OF STUDIES TO GUIDE BINATIONAL AGREEMENTS ON RECOMMENDATIONS

The project has a low progress level in this outcome. Even though attempt has been made to rationalize the production of studies, eliminating some that were not relevant, dispersion and low added value remains a problem. Some outputs, such as a study of national legal frameworks on migration flows¹⁴, have remained as internal documents of the project. In other cases the project was limited to providing funds for outputs made by third parties, however providing useful information for the objectives. Such is the case of the Study of

¹⁴ *National and international legal framework systematization and analysis relating to migratory flows in the framework of the "Gender-Sensitive Labour Migration Public Policies" project*

Migration Flows in Costa Rica (1.a.2), prepared by the Labour Observatory for Central America and the Dominican Republic (OLACD) and whose publication was supported by the project, and which would have been probably published by OLACD's own means anyway.

However, it seems that the project is redirecting its work plan to studies more relevant to constituents, more oriented to fill critical information gaps for the objectives and better structured with technical assistance processes, with which it could have a greater impact. Such is the case of the studies that are planned on the female labor migrant market characteristics in Costa Rica, or the study of migrant labor demands in Panama. In any case the work plan, which already defines the contents of the studies, leaves little margin of maneuver to the project.

Studies on indigenous labour migration in the Costa Rica-Panama Corridor.

The study on the international migration of the indigenous population between Costa Rica and Panama is in the final development stages by the Latin American School of Social Sciences (FLACSO). The project includes dissemination among stakeholders of both countries and support to the labor migration department of Costa Rica to implement its recommendations. It will possibly be a reference document covering a vacuum of information, and may be a relevant input for bilateral agreements in this area.

Studies on the services provided by labor attachés and on temporary or circular migration programs

This study is being prepared by the Organization of American States (OAS) under the component it executes. It focuses on the work of the respective countries' consulates in the United States. While it may yield valuable information to guide consular work in benefit of migrant workers in said country, it has no direct relation with the migratory corridors covered by the project therefore, it lacks clear added value for the objectives. For its part, the study on the experiences of temporary migration programs or circular, which is also being developed by the OAS under its component, is in the completion phase. The process has included the exchange of Haitian officials with Jamaica to know this country's experiences in programs with Canada. The study may be of interest to the Government of Haiti, but does not store much connection with the project's objectives. In any case, it is worth noting the work of the project team to make these two outputs relevant and useful for migration corridors.

1.2. TRIPARTITE MEETINGS ON MANAGING LABOR MIGRATION

So far the project has a regional tripartite meeting held in February 2012. Besides the project's presentation and the contents on labor migration, it aimed at the development of sectoral work plans which sought to define a framework for the project's work agenda with constituents. However, it proved problematic launching a tripartite discussion at regional level

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when sectors were not prepared internally for discussion (and many were not even aware or knowledgeable about the subject), or raise binational issues when there are no binational agreements internally in the country. This strategic mistake could have been avoided with a closer coordination between the CTA and the DWT, who could have directed it better in terms of addressing the issue with the constituents.

In any case, the project is adopting a more appropriate and consistent strategy with the country's context, abandoning the emphasis on the regional tripartite plan to focus primarily on work in each country with each constituent individually, and creating tripartite spaces for the project's tracking with a more informal structure: the Tripartite Advisory Committees (TAC). The first sessions of the TAC¹⁵ have served to reconnect with constituents and the project, and can be a good space for interaction, consultation and exchange to facilitate the implementation.

1.3. TRAINING AND ADVICE ON MIGRATION POLICY AND MANAGEMENT TO PUBLIC INSTITUTIONS

The project is in its initial stages in terms of training on labour migration for public officials. The main activities have been linked to the actions of an IOM regional project funded by Canada; two training activities to labor inspectors of Panama and Dominican Republic in November and December 2012, discussed under objective 2; the financial support for a Nicaragua-Panama binational workshop between government representatives of both countries in December 2012; and support for horizontal technical assistance from the Ministry of Costa Rica to its counterpart of Dominican Republic to strengthen its Labour Migration Unit. These are a good example of synergies between the ILO and the IOM, although the planning of these activities responded more to needs of the IOM project. In the case of Nicaragua-Panama binational workshop, it served to have a first approach between the authorities of both countries. The project has yet to define the type of monitoring to use even if it should find ways to encourage the Panamanian authorities who do not seem to be very mobilized to date.

The project does not foresee a strong emphasis on specific training activities for the public sector (except for training to labor inspections discussed in the next section). Capacity building is addressed through technical assistance, which seems an appropriate approach. The only substantive training activity included in the project is holding a regional workshop on labor migration in Dominican Republic, addressed to authorities and technicians responsible for the design and implementation of gender-sensitive migration policies, co-organized with UN WOMEN and ITC, scheduled for June 2013. The agenda is still being defined, so it is premature to assess its added value.

Contribution to the development of a comprehensive migration policy in Costa Rica.

¹⁵The project organized the first meetings of the CAT in Costa Rica, Nicaragua, Panama and Dominican Republic in September and October, 2012

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Support for the development of a comprehensive migration policy in Costa Rica is one of the most important actions that are being carried out by the project in this outcome. The project provides technical assistance, along with UNFPA, UNHCR and IOM, in the final stages of development and validation of queries on comprehensive migration policy, whose development is under the mandate of the National Migration Council of Costa Rica, through a Technical Committee¹⁶ coordinated by the General Directorate of Migration and Aliens. The added value that the project is providing is the dimension of migrant labour rights and the strengthening of the gender perspective. Although the policy is not finalized and consultation process changes may occur, it is quite reasonable to expect that the project will contribute significantly to the final document, which approval seems quite likely as the Executive is favorable and there is no political opposition.

The incorporation of the gender dimension in politics is still outstanding, for which the project has worked closely with the gender specialist. In the consultations emphasis was placed on making visible the gender inequalities and asymmetries, and the application of "gender lens" is expected to serve to include specific lines of action arising from the policy.

Once the policy is approved, the project can work in two complementary lines: disseminate policy and training/awareness on implementation and compliance with the labor rights to social actors, particularly those employers of sectors where migrant labor is concentrated (including domestic work), and provide technical assistance for the development of the policy action plan, instrument that is on the agenda of the National Migration Council.

Support the Strategic Plan of the Consular Department of the Ministry of Business Affairs and development of Nicaragua's Migration Profile

In Nicaragua, the main outputs of institutional capacity building and policy support have been the development of a strategic plan for the Consular Department of the Ministry of Foreign Affairs and the preparation of the migration profile¹⁷ for Nicaragua, both outputs in coordination with the IOM. The Consular Department's strategic plan addresses the need to improve its performance, both to guide the country's citizens who wish to emigrate and in the attention given by the consulates of destination countries. With the migration profile, as well as by providing a technical input it seeks to mobilize the government sector to take steps aimed at the adoption of an immigration policy, including the establishment of the National Immigration Council, provided for in the General Immigration Law No. 761, 2011. The product has not been delivered yet by the IOM. Among the technical levels there is high interest in the process, pointing out that a greater coordination between the ILO and the IOM would be desirable.

¹⁶ The Technical Committee is composed of the Ministry of National Planning and Economic Policy, the Ministry of Education, the Ministry of Health, the Ministry of Interior and Police, the Ministry of Public Security, the Ministry of Foreign Affairs, the Ministry of Labour and Social Security, the Costa Rican Tourism Institute, the Social Security Fund, the Center for Social Rights of Migrants (CENDEROS), the Jesuit Service for Migrants, the National Rehabilitation and Special Education, the Ministry of Justice and Peace, the National Women's Institute, and the National Commission for the Improvement of the Administration of Justice.

¹⁷ Migration profiles, prepared by IOM, are reports that facilitate the understanding of the migration situation in a country. They provide statistical information for the development of migratory public policies and point out the gaps at the data level.

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Support for Dominican Republic's Ministry of Labour Labour Migration Unit

In 2012, the Labour Migration Unit was created within the Ministry of Labour. The project used properly this opportunity in order to strengthen the unit by supporting the development of its work plan. However, with the change of minister after the 2012 Presidential elections this unit is practically paralyzed. The project is maintaining a proper position and monitoring the situation to restart the Unit's activities once it is reactivated.

Gender-sensitive analysis of the Dominican Republic Migration Law

The project is supporting a gender-sensitive study on the Enforcement Rules of the Dominican Republic Immigration Act¹⁸, in coordination with the SRO Gender Specialist. This study is timely and has the interest of the three constituents, as the recent entry into force of the Regulation is raising questions regarding its implementation, especially in the employers sector, allowing being optimistic about its use.

1.4 EMPLOYER'S CAPACITY BUILDING

To date the project's activities being developed with employers' organizations are very low scale. Since the beginning of the project such organizations have been reluctant to participate, because the issue of labor migration arouses at least caution among them. Employers' organizations in destination countries are very reluctant to open a debate on labor migration that addresses issues such as the enforcement of labor rights, or the extension of social security coverage to migrant workers. On the other hand, until the end of 2012 the project has not begun to outline a sector strategy for approach that leverages the special relationship between the ILO and the employers, something that will be essential for greater collaboration between the project and the ACT/EMP. The first approach to the sector under the regional tripartite workshop (see above), in which employers felt compelled to develop a work schedule, distanced some employers' organizations, such as Costa Rica; a distance that the project has been slow to save. In this sense, the CAT meetings being reassumed by the project are used to identify actions to implement together with employers.

Currently the project is still in the process of defining work agendas with the employers with several possible work lines in each country. In Nicaragua there is some interest from the employers in certifying returning workers' skills through a model in which national institutions certify workers that return, as some business sectors have difficulty finding qualified personal. In the case of Panama, with major infrastructure projects underway that are demanding labor that is only partially covered by the country, there is interest by the employers to identify labor demands from the labor market, therefore the study on migrant labor that is being developed is relevant to the sector. For its part, the Chamber of Construction of the country has

¹⁸ The General Migration Law No. 285-04 was approved in 2004 but Regulation No. 331.11 that develops it was not produced until 2011.

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expressed interest in the certification of skills, to facilitate responding to the needs of skilled manpower in this sector. In the case of Dominican Republic, employers demand more training on the application of the Regulations to the Migration Law, therefore the legal study with gender approach being conducted by the project on the Migration Law may come at an opportune time. Also, the pilot experience on skills certification in tourism and construction that the project will start (see section 5.4.3.3) can open the way to work on the issue with employers' organizations

1.5. WORKERS CAPACITY BUILDING

With workers' organizations the project develops two complementary action lines. On one hand, improving training and skills on national trade union centers in labor migration, and on the other supporting the implementation of national, binational and regional labor migration trade union agendas.

ISCOD participates as implementing partner in the execution of this component, which in turn is associated with the Center for Labour Studies at the University Paulo Freire (CETRA-UPF), with headquarters in Nicaragua; an organization with a long history of trade union training and great recognition from the unions. ISCOD/UPF focus primarily on actions related to training, while the ILO focuses on policies to foster union agendas and advocacy.

Based on the distribution of responsibilities defined in the project document, the ILO and the ISCOD signed a Memorandum of Understanding (MoU) in July 2012 which formally begins ISCOD's participation in the implementation.

Table 1 shows ISCOD's main outputs and activities.

TABLE 1. ISCOD'S MAIN OUTPUTS AND COMPONENTS' ACTIVITIES

<p>Training on migration policy, international law and other relevant issues</p> <ul style="list-style-type: none"> - Implementation of inter-union committees to support the migrant - Guide or training manual on migration (manual for training of trainers) - Training workshops conducted on Migration Policy, International Law and other relevant issues concerning migration.
<p>Diagnostics of Unions</p> <ul style="list-style-type: none"> - Development of national diagnostic studies on gender policy, its installed capacity on gender issues, Social Security and Migration.
<p>Implementation of strategic alliances between unions in origin and destination countries.</p> <ul style="list-style-type: none"> - Nicaragua-Costa Rica, Costa Rica-Panamá, Haiti-Dominican Republic Binational Workshops

Awareness Union Campaign

- Campaign to raise awareness on labor migration issues and promotion of conventions and the ILO Multilateral Framework on labor migration directives and principles (based on the reproduction of ILO's publication "In Search of Decent Work. Migrant Workers Rights. A Manual for Unionists".)

As a whole, the implementation of ISCOD's component presents a significant delay in its activities. On one hand this is due to the delay in signing the MoU between ISCOD and the ILO, which took one year since the designation of CTA, a period too long considering that ISCOD's content and form of participation were already defined in the design which points to a failed management by the first CTA. On the other hand, ISCOD is having difficulty maintaining the implementation pace planned due to the logistics complication that a one-man team based in Managua means, without delegations for mobilization in the other countries covered by the project, and with the added complexity of coordinating in each one of them the whole set of unions, which is a relevant but time consuming mechanism.

The inter-union committees for migrant support are ad-hoc instances for the project's liaison with all the unions in the country facing the programming of activities, the validation of outputs and the overall coordination. They pretend to also be coordination spaces between centers where labor migration is addressed. At the time of the evaluation inter-union committees have been established in two of the five countries (Costa Rica and Nicaragua), with good representativeness of the unions in both countries. The time it is taking for the formation of committees reflects the complexity of the process, as it involves a negotiation of a political nature in which different positions of labor migration unions must be reconciled however, there is a good long-term potential.

Regarding the training strategy, at the time of the evaluation ISCOD is finalizing the training manual draft which will be subsequently validated with the workers' organizations in each country. The validation process is a good strategy to ensure that it adapts to different union and labor migration contexts. However, considering that the training manual validation process and the current workshop methodology proposed may take some time, as it requires ISCOD/UPF team work sessions in each of the countries, at the present execution rates it is quite likely that the beginning of the training workshops, which are scheduled to take place between March and May, will suffer long delays and extend to the second half of 2013.

As for the union's diagnosis development, ISCOD/UPF is already implementing the studies, with further progress in Costa Rica and Nicaragua, where the inter-union committees are installed. The completion of the diagnosis depends on the fluidity of coordination that ISCOD/UPF achieves with each country, but given the current outlook it is likely that the studies will be completed until the second half of 2013.

With regard to the implementation of strategic alliances between source and destination unions through binational workshops in countries of migration corridors, this activity is scheduled to be implemented later to trade unions training and diagnostic processes. This makes perfect sense since training is a tool to provide capabilities to organizations that enable them to address binational migration issues, among others. However, the training implementation delay may leave little scope of action to perform this component, scheduled for completion in late 2013.

Regarding the awareness campaign, it is an action with little budgetary and practical content, which consists mainly in the reproduction of a manual of the ILO on migrant workers rights addressed to union members. While the project will be a good vehicle for the dissemination of this manual, which can be a source of support in the various activities, it is not expected to translate into a major impact on awareness.

As for the actions conducted directly by the ILO and specifically aimed at strengthening trade unions, the project is working in coordination with ACTRAV's specialist in building an agenda for inter-country priority lines defined to be supported by the project. At the time of evaluation workshops were held to define inter-union agendas in Panama and Dominican Republic. Currently the actions supported by the Project and the type of technical assistance that it will provide will be defined once the workshops pending are held. While this strategy is very interesting and in general there is a good expectation by the centers to improve their impact on labor migration policies, the project has less than one third of its implementation period available to design it and implement it. This will require an agile planning and execution, for which support from ACTRAV will be critical.

While the components implemented by ISCOD and executed directly by the project are two separate pieces operatively, they are two interdependent parts of a single strategy and must be executed in a structured way to achieve outcomes. For example, training (which is the focus of ISCOD's component) should be supplied at an appropriate rate to be utilized in the inter-union agenda development to be promoted by the ILO. Furthermore, the separation between both components is not a sharp line. ISCOD's component also has important advocacy, such as binational workshops, which although having a training component are closely related to the union agendas of incidence.

However, this linkage is not happening in the desirable degree, losing synergies and generating some confusion among certain unions who receive both components as two separate initiatives. On one hand, there is better communication between ISCOD and the ILO to keep each other informed, and particularly to ensure that actions that fall within each agency according to the MoU are carried out in a coordinated manner to serve the objectives of the project and trade unions. In this sense there is some resistance from ISCOD to this coordination, considered somehow it interferes with their own autonomy as union agent. On the other hand, it is necessary that both agencies clarify how their respective components are

inserted in the set. While ISCOD's component focuses on training, both the agency and its partner (UPF) understand that its ultimate goal is the impact on the union agenda and as such they are focusing it, which can lead to overlaps with the component being implemented by the ILO.

In any case, complementary to ISCOD's actions, the project's strategy includes direct work with the unions to strengthen them. Such is the case of support to FENAMUTRA and CIMTRA in Dominican Republic to promote the ratification of Convention No. 189, and to training of trainers for FENAMUTRA's Household Services Training Center.

2. GOVERNMENT CAPACITY BUILDING IN LABOUR MIGRATION MANAGEMENT

Skills development in labour migration management focuses on strengthening inspection services to monitor decent working conditions in the destination countries workplace. The project's progress in this area is still in its infancy. The main actions have been the joint organization with the IOM of training workshops for work inspectors in Panama and the Dominican Republic, between May and June 2012. These workshops were aimed to improve its performance in the detection of migrant workers whose rights have been violated and are not always found in regular migration status. While these were conducted under the IOM's initiative as part of a personal project, the ILO's participation allowed for a more comprehensive training, providing knowledge and expertise in labor inspection. However, the project has been slow to continue these trainings timely. In Panama a manual is being prepared for the labor inspectorate on how to deal with cases involving migrant workers. In Dominican Republic and Costa Rica there is still no specific actions planned.

Beyond the actions in Panama, the project is in the process of defining a joint strategy on labor inspection and labor migration. This strategy, which the project hopes to implement during the second half, includes the dissemination at regional level of the OAS study on labor inspection and domestic work and, support to dialogue processes with the regulators and the Public Ministry in Dominican Republic. It is not yet defined what use will be given to the study on best practices in domestic labor inspection that the OAS intends to carry out (see next section). The shortcomings in the inspection for the proper treatment of migrant workers from the perspective of human rights (including gender equity) brought out in the workshops, indicate the relevance of working in this line.

3. KNOWLEDGE BASE DEVELOPMENT

The capacity building component for knowledge base development is being driven primarily by the OAS, although studies that are being produced by the project under the other outcomes will also contribute to improve knowledge base on labor migration in the countries.

In its original design, this component was focused on providing technical assistance to statistical offices of the countries' Ministries of Labour to improve the quality and the use of data on labor migration, standardize statistics and promote the inclusion of the ILO's statistical module on labor migration in national household surveys. In this sense, the OAS participation would facilitate the use of the Continuous Reporting System's experience on International Migration in the Americas (SICREMI) and the Inter-American Network for Labor Administration (RIAL).¹⁹

As in the case of the ISCOD, the signing of the MoU with the OAS was carried out 16 months after starting the project, a significant delay indicating a failure by project management.

The actions covering the OAS component are:

TABLE 2. OAS COMPONENT'S MAIN OUTPUTS AND ACTIVITIES.

<p>1. Diagnosis of migration information systems in the five participating countries emphasizing on gender approach</p> <ul style="list-style-type: none"> - Development of a diagnostic report - Conduct a regional workshop for developing a joint strategy for the improvement of migration information systems with gender approach.
<p>2. Protection of labour rights through consular action of Costa Rica, Haiti, Nicaragua, Panama and Dominican Republic.</p> <ul style="list-style-type: none"> - Development of a diagnostic study and best practices on consular practices of the five countries consulates in the United States (including an analysis of the lessons learned from the "We can help" Labor Department program)
<p>3. Labour Migration Management in Haiti</p> <ul style="list-style-type: none"> - Temporary and institutional identification of migration management models and identification of temporary employment programs in which Haitian citizens can participate - Event to exchange experiences on Haiti – Jamaica temporary labor migration
<p>4. Labour Inspection</p> <ul style="list-style-type: none"> - Preparation of a report raising the lessons learned and the recommendations from accumulated labor inspection experience in the domestic work sector from selected countries of South America. Presentation of the report in workshops with the project's work inspections.

This section focuses on the progress of Outputs 1 and 2. Outputs 3 and 4 are analyzed in the previous section.

The diagnosis of the migration information systems is under development, with some delay on its plan due to the study's methodological complexity and volume of data to be analyzed, but it should not have a significant impact on the output's delivery or in the regional workshop programming to develop a joint strategy for the improvement of information systems with a gender approach, scheduled for the second half of 2013.

¹⁹ The RIAL is the mechanism for cooperation and technical assistance of the Inter-American Conference of Ministers of Labor (IACML). RIAL is coordinated by the Department of Social Development and Employment of the OAS.

The strategy for the use of the diagnosis includes its presentation at regional level and its digression in coordination with the IOM. Meanwhile the OAS, through its department specialized in the subject, will continue to support in this area as part of its mandate. This may limit the contribution of the study and the workshop on improving the knowledge base, which in order to materialize, requires the support and monitoring from the ministries of labor, the migration directorates, the statistical agencies and other entities that generate relevant information on labor migration.

Regarding diagnosis and best practices of the five countries consulates in the United States, the document is under development only with some delay because of coordination complications with the consulates, and it is expected to be completed in the coming months. Although the OAS's seal ensures a good diagnostic quality, it lacks value added for the objectives, as the study deals with an entirely different type of migration from the one in the migration corridors in which the project focuses.

As a whole, the component implemented by the OAS for knowledge base development is generating reasonable outputs such as scheduled in order to improve institutional capacities for the collection, analysis, dissemination and use of statistics on labor migration, however it is developing actions which seem unlikely to contribute significantly to the project's immediate objectives.

OUTCOME 1.B: CREATION AND STRENGTHENING OF INTER-MINISTERIAL AND / OR TRIPARTITE LABOR MIGRATION MECHANISMS.

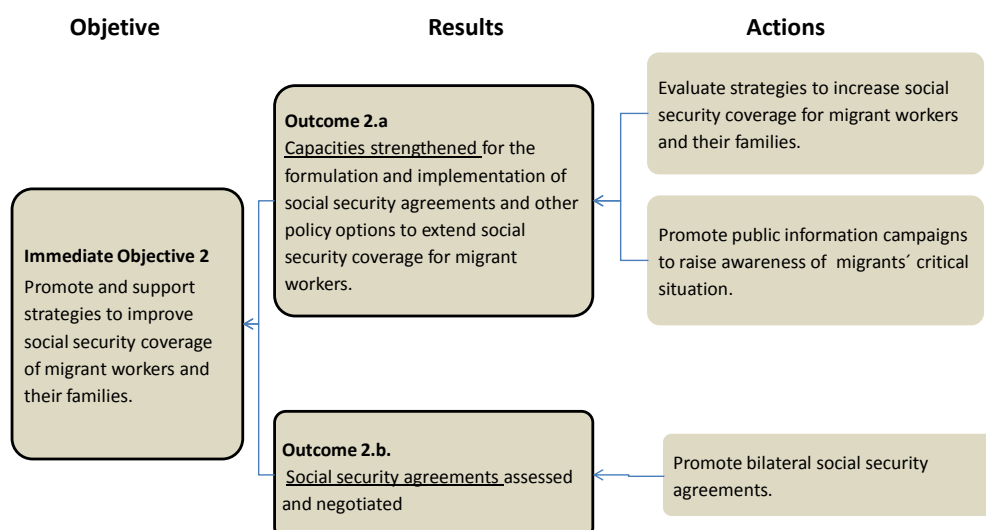
In this outcome, the development level is low, and it seems that the project will not be able to achieve the goal of an institutionalized tripartite dialogue as a mechanism to build consensus on the development of the migration policy. First, as discussed in Section 5.4.2.1, the activities foreseen in the project's design to achieve this outcome are insufficient to lead to the creation or strengthening of these mechanisms, which result from support processes and a more sustained impact than those raised by the project. Moreover, and perhaps the biggest factor, in most countries there is still no level of consensus among constituents as to create conditions for the creation or strengthening of new tripartite mechanisms that address labour migration, beyond the mechanisms to address migration issues as national migration councils that exist in Costa Rica and Dominican Republic, and that are to be created in Nicaragua.

In this regard, the project itself could have an impact on capacity building and mobilization of social stakeholders and institutions that create conditions for the medium-term shaping of these mechanisms. Training activities and various technical assistances provide a good margin to improve the capabilities of the technical levels of government institutions and labor organizations. The interaction between the constituents in the CATs and tripartite activities create favorable spaces to place labor migration in the social dialogue.

5.4.3.2. IMMEDIATE OBJECTIVE 2

This objective aims to increase social security coverage in migrant workers destination countries, especially indigenous groups, domestic workers and construction and agriculture workers. It has two results: (1) strengthening the capacities of national institutions and social partners for the implementation of agreements that will increase social security coverage for migrant workers; and (2) focused on developing processes of security agreements between countries of origin and destination. FIGURE 2 summarizes the program theory for this objective.

FIGURE 2. PROGRAM THEORY FOR OBJECTIVE 2



The project's progress in this objective is low. However, some lines of work that could lead to relevant outcomes are being opened. In Dominican Republic, the project is working on a strategy that has a reasonable chance of contributing to produce reforms in the social security system in order to extend social security coverage to informal sector workers and domestic workers. Since the informal economy and the domestic work concentrate a large number of migrant workers, this would produce relevant outcomes.

OUTCOME 2.A. CAPACITIES STRENGTHENED FOR THE FORMULATION AND IMPLEMENTATION OF SOCIAL SECURITY AGREEMENTS AND OTHER POLICY OPTIONS TO EXTEND SOCIAL SECURITY COVERAGE FOR MIGRANT WORKERS

The goal behind this output is to improve social security and skills portability procedures in at least one third of the countries. This outcome includes two great outputs. The first involves a process of implementation of studies identifying legal exclusions that prevent migrant workers' access to social security benefits for further discussion with constituents, which provide the basis for implementing programs to expand social security coverage for migrant workers in specific sectors. The second output addresses the scope of demand through information campaigns for workers and employers. It also includes actions to develop the capacity of unions on labor migration and binational strategic alliances. As for the unions the latter outputs are more linked to Objective 1 and have been discussed in Section 5.4.3.1.

IDENTIFICATION OF LEGAL BARRIERS TO MIGRANT WORKERS ACCESS TO SOCIAL SECURITY

At the time of the evaluation, the project is taking actions only in Dominican Republic, where it is carrying out work on three products: a study analyzing regional experiences on social security coverage for domestic workers, a study on a proposal for the inclusion of domestic workers in the social security, both under the responsibility of INTEC, and a study on the costs to build a social protection floor in the country, including the migrant worker population, developed in coordination by the Social Security specialist ETD-CO.

The study that analyzes regional experiences on social security coverage was originated by a request from the Ministry of Labour. In this sense, the project is leveraging the government sector's interest in finding ways to include the informal sector and particularly the domestic workers into the Social Security System, so that the measures taken are inclusive for migrant workers and with adequate gender sensitivity. The Technological Institute of Santo Domingo, a recognized study center of the country, was selected with good strategic sense to carry out the study through its Gender Unit, which can promote national ownership.

In obtaining these products, the project is also benefiting from the synergies associated with the ILOs technical capacity in this area. The study on best regional practices for social security coverage is being performed together with the gender specialist and, the one related to the minimum social protection floor with the social security specialist. Both studies are still in progress, so it is premature to assess its use by the constituents and its contribution to the outcomes. In any case, the monitoring provided by the project, with the support from the SRO specialists, will be essential to promote the implementation of the recommendations, particularly in mobilizing the support from the sectors, including the employers, which for the moment is not very conducive to open the social security system to the informal sector and the migrant workers

In the other countries the project is still defining a work plan with outputs and outcomes. The main challenge of the project is going in the direction initiated in Dominican Republic, to provide social security institutions of the destination countries models and best practices on social security coverage, for which the project has several studies under preparation. However, although the project is accelerating its implementation pace, the available time frame is tight to obtain in the other countries the same level of outcomes that can be achieved in Dominican Republic in terms of improvements in social security coverage or portability for migrant workers.

INFORMATION CAMPAIGNS ADDRESSED TO EMPLOYERS AND MIGRANT WORKERS

Regarding information campaigns addressed to employers and migrant workers, to this date the project has performed a small number of activities. In Costa Rica it has collaborated with the Directorate General of Migration, the Ministry of Labour and trade union organizations in various information activities to migrant workers about their rights and the process opened in 2012 for the regularization of migrant workers²⁰. These activities have included the production of posters, radio campaigns and an awareness activity on migrant workers rights in San Jose on April 2012, organized jointly with the MTSS and the INAMU. The Dominican Republic is working with the Labour Migration Unit of the Ministry of Labour on an information brochure in Creole on legal employment assistance for migrant workers.

The project is working hard to launch information campaigns with national counterparts. It is planning actions in Costa Rica that include support for re-issuing DGME materials with gender awareness approach for carrying out campaigns in rural areas with a high concentration of migrant workers, and it is making a plan to support the CMTC Migrant Center, a union initiative providing services to migrant workers. In Nicaragua it is defining the support to the Ministry of Labour and the Directorate General of Migration for an information campaign on rights and migration and labor procedures, aimed at people who have decided to migrate. All these campaigns meet national demands and will be implemented in partnership with national counterparts, giving them good insight into impact. The strategy of including the variable of labor migration with gender sensitivity in information campaigns being launched by national counterparts, rather than implement them individually, is suitable for obtaining results in a cost-effective way, especially considering the time available for the project

OUTCOME 2.B. SOCIAL SECURITY AGREEMENTS ASSESSED AND NEGOTIATED.

This outcome has as goals the promotion of bilateral agreements on gender-sensitive social security between countries of origin and destination, and the design and implementation of at least one program to improve social security coverage. In this result the project has not yet achieved a notable progress, for several reasons. First, in countries of destination there is a very unfavorable context for the discussion on the opening of social security systems to migrants, which complicates the feasibility of achieving bilateral agreements. In Costa Rica the

²⁰ This process, by Transitories established by the Migration Regulations, allows foreigners to opt for an immigration status exempting them from the presentation of a valid visa or the regular entry, between May and November 2012.

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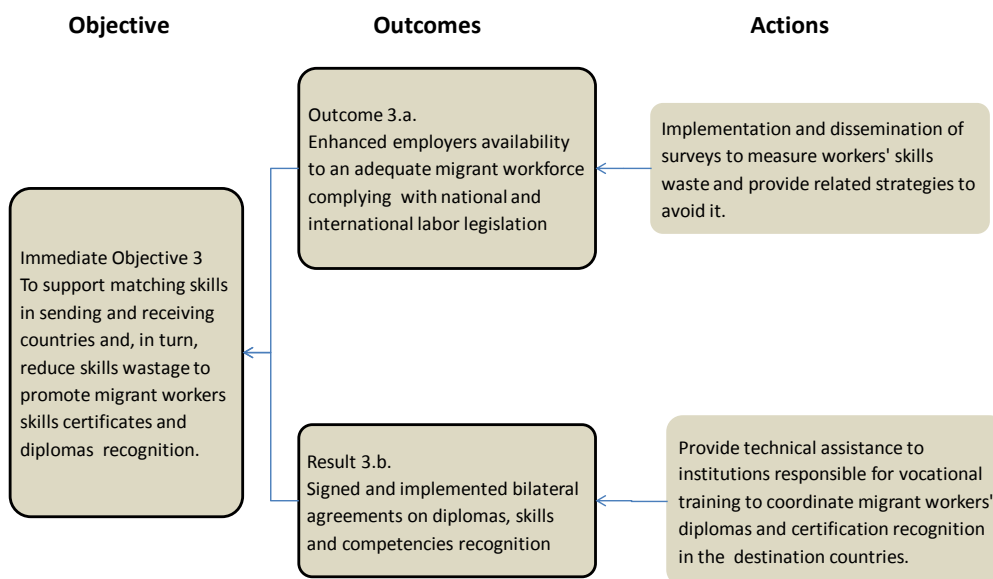
Costa Rican Social Security is facing a crisis of financial viability, and the country is mired in an intense debate about the model for sustainability. In this context it is difficult to include the subject of bilateral agreements with Nicaragua, especially considering the escalating tension between the two countries in the past year due to the border conflict and the current pre-election environment. In Panama the government has shown little interest in signing bilateral social security agreements with Nicaragua, and neither has found a strong demand from employers' organizations or workers. In the case of Dominican Republic, signing bilateral agreements with Haitian social security is a complex issue to address and attracts more rejection than support both from constituents (particularly the employers, who see it as a risk to the sustainability of the social security system) and by the society in general. Coupled with this, the weakness of Haitian institutions makes it difficult to dialogue at government level which may actually materialize in agreements.

The project is seeking alternatives to design a strategy in order to achieve bilateral agreements on social security, or to put in place mechanisms to extend social security to migrant workers in destination countries that do not go through the completion of bilateral agreements. Given the ILOs privileged relationship with social security institutions of the countries of the region and the technical capacity installed in the SRO, it has the foundation necessary to acquire a clear work plan.

5.4.3.3. IMMEDIATE OBJECTIVE 3

This objective's first goal is to increase the number of migrant workers who see their qualifications and skills recognized in the destination countries, particularly women, indigenous workers and workers in the construction and agriculture sectors. The second is to ensure that 50% of the migrant workers who have acquired new skills are women, indigenous workers and workers in the construction and agriculture sector.

At the same time, the objective consists of two outcomes: (1) Enhanced employers' availability to a trained migrant workforce and (2) achieve bilateral agreements on certificates, skills and competencies recognition. Figure 3 graphically illustrates the program theory for this objective.



In general terms, the progress level towards this goal is low. The strategy to promote bilateral agreements adoption with a sub-regional approach, has not found support so far from the national vocational training institutes, responsible for skills certification. In this situation, the project is focusing on several alternative strategies for bilateral agreements, so to create a more favorable context for its adoption in the medium term. One is the implementation of pilot skills certification for migrant workers in the formal sector, in order to encourage that the skills certification national system be more inclusive to migrant workers. The other action line is training and technical assistance levels of IFPs to gradually introduce the issue on the IFPs agenda from a less political-sensitive level. In any case, as in the rest of the targets, the available time for execution is a limitation in order to complete these processes and obtain results.

OUTCOME 3.A. ENHANCED EMPLOYERS AVAILABILITY TO AN ADEQUATE MIGRANT WORKFORCE COMPLYING WITH NATIONAL AND INTERNATIONAL LABOR LEGISLATION

The project has not achieved significant progress in this outcome. It still has not performed sample surveys to measure skills wastage and qualification loss of migrant workers, or diffusion activities and discussion of possible strategies with employers are not planned. As discussed above, the project has not yet defined with the employers' organizations a substantive work plan covering all the project's objectives. In any case, with the remaining execution time, it is doubtful that the project will be able to raise all the national studies, disseminate them with the employers and follow the recommendations for improvement. A viable and possible alternative with a similar impact level would be to conduct and disseminate

qualitative studies using methodologies such as rapid assessments, focused on one of the sectors prioritized by the project (tourism, construction and agriculture).

OUTCOME 3.B. SIGNED AND IMPLEMENTED BILATERAL AGREEMENTS ON DIPLOMAS, SKILLS AND COMPETENCIES RECOGNITION

This outcome has as its targets to obtain at least a bilateral agreement between the origin and destination countries on diplomas and skills certification recognition, and the establishment of a pilot program to improve skills certification recognition.

The project has yet incipient progress in this outcome. At date, qualifications, skills and competencies recognition issue has not been able to be introduced at IFP agendas between migration origin and destination countries. The project strategy was focused on addressing the issue from the Vocational Training Institutes Network (RedIFP). In October 2011, the CTA participate in the RedIFP meeting, however, in this meeting IFP managers in the region (except Haiti, which is not part of IFPs network) stated that *"So far the institutions have advanced technical standards approval, but not as part of a migration strategy. The subject is beyond the mandate/responsibility of the IFP as indicated. It is recommended to address the issue with the Ministries of Labour and institutions responsible for migration"*.²¹ The evaluation has found a consensus on that introducing the skills certification issue from the labor market integration strategy perspective was wrong because the institutions do not see it as part of their mandate, and it is not an issue that garners much enthusiasm from the IFPs (and public institutions in general) given the sensitivity to the migration issue in some countries like Dominican Republic with Haitian migration, and Costa Rica with the Nicaraguan migration. The experts consulted by the evaluation agreed that it would have found more IFPs opening if this aspect had been focused on less conflicting perspectives, such as skills certification or enhancing employability.

The project is making efforts to reorient its strategy, focusing more on a bottom-up approach and implementing local and sectorial pilot experiences on skills certification of migrant workers that can be replicated on a larger scale and influence the national agenda. Dominican Republic is currently preparing a proposal with INFOTEP, in definition at the time of the evaluation, for a pilot program implementation aimed at skills certification of Haitian workers in the tourism and construction sectors in the tourist area of Bavaro.

This pilot program has good prospects. It sits on basis created by the *Strengthening of Labour Administration System Pilot Program*, implemented by the Ministry of Labour and ILO through another technical cooperation project²² who has mobilized local the business sector and public institutions. There is great interest from INFOTEP regional delegation and local

²¹ Aide Memoire, Meeting of Directors of Vocational Training Institutes in Central America, Panama and Dominican Republic, October 19, 2011 Panama City, Panama

²² This is the "Verifying the Implementation of the Recommendations of the White Paper" project, funded by United States Department of Labor (USDOL).

entrepreneurs, and also has COPARDOM support. This initiative would facilitate that Haitian workers employed in the construction and tourism formal sectors obtain their skills and abilities certification by INFOTEP. Once this pilot program is validated its adoption would be promoted in INFOTEP at a larger scale.

The project is also exploring similar experiences in Panama and Costa Rica, perhaps more likely in the latter, although nothing is yet finalized. The challenge is to find an area or sector where there is demand from the employers' sector, IFP interest, and a manageable scale and deadlines be addressed by the project. The Professional Training Specialist's support is key in this regard. In any case, the project has a tight timeframe to design (in the Panama and Costa Rica case), implement, validate, disseminate and institutionalize these pilot programs.

In terms of the origin countries, in Nicaragua there seems to be interest in the employers' sector in need of qualified skilled labor, to launch an initiative aimed at migrant workers that return to the country can certify skills acquired abroad. However it is still to be confirmed with the Superior Council of Private Enterprise (COSEP) the real interest of employers and the way to implement this initiative.

In a complementary manner, the project is planning to train IFPs technicians for skills certification to discuss the migrant issue. It is feasible to introduce this approach in IFPs debate from a technical standpoint, less sensitive than the political and raise IFPs awareness in the issue.

5.4.4. EFFICIENT USE OF RESOURCES

The total budget execution level (expenditure executed²³ on the total budget) is 31%, indicating an important project global financial sub-implementation. However, if taking into account the budget directly implemented by ILO, the financial performance level is 76% compared to the disbursements received, which is a good indicator of the project's current implementation capacity.

As for the components implemented by the project's partners, ominously highlights ISCOD's very low implementation level, which as to December 2012 was 8% of the total budget. Although the most expensive activities of ISCOD are concentrated in the second half of their work plan (national and bi-national workshops), the execution level at this time should be much higher, given that it has already consumed 50% of their calendar, this financial performance level strengthens the evidence of ISCOD's lack of execution capacity.

Meanwhile, OAS implementation level -although still low- does not imply risks as it reasonably corresponds with the implementation pace of its work plan.

The Project's implementation low level as a whole reflects the implementation delay, but on the other hand it is also because the bottlenecks that in this case EU disbursements by tracts

²³ Information at 3/ 4/2012, salvo indicación contraria

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mechanism have produced. The delay of more than four months in the first progress report review and approval by the EU, and subsequently the second disbursement produced significant delays in implementation. On the other hand, the impossibility to fix compromises beyond the resources of each tract is a limitation for the project.

TABLE 7. BUDGET IMPLEMENTATION OF THE PROJECT²⁴ (AMOUNTS IN US\$)

EC Total financing	2.634.090,52 (€ 1,993,777)
Total funds received	1.248.629,00
Total funds outstanding disbursements	967.725 (37%)
ISCOD²⁵	
Total budget	224.000
Funds disbursed	89.600
Total executed	17.835
Financial performance level	8%
OAS²⁶	
Total budget	250.000
Funds disbursed	100.000
Funds executed ²⁷	46.500
Financial performance level	(19%)
ILO	
ILO component execution level	76%
Implementation level on total disbursed	42%
Implementation level on total financing	34%

5.4.5. MANAGEMENT STRUCTURE EFFICIENCY

PROJECT MANAGEMENT EFFICIENCY

The project is being implemented by a team composed by a Chief Technical Assistant (CTA) from the SRO in San Jose, two national officials based in Dominican Republic and Costa Rica

²⁴ Information at 3/4/2012, except for otherwise indicated

²⁵ Information at 12/5/2012

²⁶ Information at 11/30/2012

²⁷ Includes committed payments

(the latter for the activities in Nicaragua and to support the CTA in Costa Rica and Panama), and an administrative assistant. It is a reasonable size structure, although somewhat limited in order to maintain smooth relations with national counterparts and monitor the national context of the three countries where there is no presence. In any case, the project would have little scope to increase as it unnecessarily raises staff costs.

ILO took an unusual long period in the project's implementation. The CTA contracting was held in June 2011 and incorporated to the position in August 2011, six months after the project's official start. Even taking into account difficulties on finding staff with the right profile for the job, and the contracting administrative process for an UN agency, in this case exceeded reasonable time. While the project's work plan did not include a period of installation, which is not realistic, the slow installation progress has been a delaying factor in the implementation from which the project has not recovered.

When the project started it was with some features in the management structure that subsequently resulted in weaknesses. First, the CTA was not based in the San Jose office as envisaged in the design, but in Nicaragua, a decision that was taken when the selected person raised the inability to live in Costa Rica for personal reasons. Given the choice to restart the selection process further delaying the project's start, ILO held that the CTA's good profile on migration in the region offset the lack of experience in managing technical cooperation and the disadvantage of not having direct contact with the SRO. However, in practice this made it difficult for the project to have an adequate technical and administrative support. On the other hand, it was strategically recommended that the project be installed on one of the migrant's destination countries, in which the project's action focus is concentrated.

In addition, a weak project's technical support by the SRO specialists' team, due to technical backstopping designation lack in the SRO, the training specialist vacancy for six months and a poor professional relationship between several DWT colleagues and the CTA.

Important weaknesses of the CTA in the project management, exacerbated by SRO support failure and shortcomings of the project's design, result on that project did not adequately achieve the foreseen work plan implementation, thus accumulating a significant implementation delay and action dispersion which affected both the components that ILO directly implements, as those implemented by OAS and ISCOD partners whose respective MoU were signed in June 2012, one year after the CTA was contracted.

The SRO was taking various measures that have helped to solve the main management problems. In January 2012, when implementation problems become evident, a technical backstopping (the gender specialist of the SRO) was designated and there was more regular communication with the CTA. But the most substantial changes in project management took place in July 2012, with the CTA replacement by a person with wide experience in ILO's technical cooperation in the sub-region, and the project's headquarters was transfer to San Jose. This has enabled the project to benefit from increased technical, administrative and programmatic support from the SRO and give an implementation strong pace since then, as

shown by the fact that most of the activities began to run from that date. Even so, it still requires greater specialists' involvement facing the project's challenges to achieve its objectives, particularly in terms of objectives 2 and 3, the employer sector approach and the worker sector activities implementation.

COORDINATION WITH THE EUROPEAN COMMISSION IN BRUSSELS

The coordination of the project between ILO and the EC is working reasonably well, although in the project's first half there were difficulties in the reporting and disbursements process between the two organizations, which caused a delay of about four months at the reception of the project's second disbursement. However, it seems that ILO and the project, both at Headquarters and in San Jose, have adjusted its reporting mechanism for this type of EC procurement, in which this financing agreement of contractual nature between the EC and ILO leaves much less flexibility than in other cases, and in turn the EC is aware of the need to expedite reports approval and disbursement performance.

Regarding the coordination with the European Commission, the communication channel between the project team in San Jose and the responsible EC office in Brussels goes through the Partnerships and Development Cooperation Department (PARDEV) of ILO headquarters. This model is functional but not entirely satisfactory to the EC, which also believes that having a direct communication with the project would facilitate the EC to be more daily informed on the project's status and provides a more timely feedback and also streamlines report and disbursements' management.

COORDINATION WITH THE NATIONAL EXECUTORS PARTNERS

Coordination with OAS and ISCOD is functional but can be improved, particularly in ISCOD's case.

Regarding OAS, the project directly coordinates with the Social Development and Employment Department at OAS headquarters in Washington. The coordination is valued as functional by both agencies and found no significant critical nodes.

In ISCOD's coordination case, there is space for improvement. Both ISCOD and the project team are implementing activities with the workers' organizations themselves. However, in practice, both agencies not always keep each other informed about the work plans and activities to be carried out in each country, wasting potential synergies and creating some confusion in target groups. While ISCOD is complying with the formal requirements set out in the MoU regarding accountability and reporting to ILO, taking into account the development low level that its component has, a better communication would be desirable between the two institutions so that the project, jointly with ACTRAV, can give ISCOD a greater monitoring and guidance when needed.

5.4.6. ORIENTATION TOWARDS IMPACT AND SUSTAINABILITY

The Project's progress level is still incipient so that there are visible impacts in terms of policymakers and social partners' capacity strengthening to adopt and implement policies, laws and gender-sensitive labor migration administration.

Regarding Objective 1 in Costa Rica and Dominican Republic, if the underwaying processes culminate, the project could produce interesting impacts on policy enhancement. In the case of Costa Rica, there are reasonably favorable conditions so that the project influences migration comprehensive policy enhancing labor migration and gender-sensitivity incorporation. If there are further supports to the subsequent action plan development, the impact chances would be stronger. For Dominican Republic, the project could have an impact on improving migration legislation and make it more gender-sensitive, but the activities are still at a very initial level.

With regard to capacity building in the government institutions' case, the project can help to enhance the labor ministries and migration directions capacity in the destination countries for labor migration management through technical assistance that is provided or has planned to be provided in areas such as strengthening gender-sensitivity mainstreaming into policies; improvement of knowledge base, gender-sensitive legislative reforms and suitable approach on labor inspection, among other. However, the impacts that the project will produce will largely depend on the ability to articulate sustained work plans with target groups.

As for objectives 2 and 3, the low project progress level does not yet identify potential impacts.

6. CONCLUSIONS, LESSONS LEARNED AND BEST PRACTICES

6.1 CONCLUSIONS

6.1.1 RELEVANCE, STRATEGIC APTNESS AND DESIGN VALIDITY

The project is highly relevant in terms of the problems in regard to address labor migration, its geographical scope, target groups needs and national partners' priorities, ILO and the EC.

The project's covered migration corridors are the most relevant in the sub-region in terms of migration flows magnitudes. Migration is consolidated (as between Nicaragua and Costa Rica and between Haiti and Dominican Republic) or growing (between Nicaragua and Panama) and labor migration processes such as underserved Gnobe-Bugle indigenous people from Costa Rica and Panama. The labour sectors that the project prioritizes (agriculture, construction and domestic work) have a high concentration of migrant labor and particularly domestic work occupies a significant proportion of migrant women workers, so that from a gender point of view it is very significant to emphasize on this sector.

On the other hand, the project objectives are fully relevant when focusing on labor migration in three key areas of Central America, such as policy and legal framework weakness, insufficient social security coverage to migrant workers and barriers for skills recognition. There is a strong need of migration policies with a holistic approach and are consistent with the international standards in the field at the sub-region countries. The steps being taken by countries acquiring these policy types are, with one exception, incipient and with a stronger focus on migration regulatory aspect than in promoting decent work and human rights. The responsible institutions for migration management have insufficient technical and institutional capacities, although there are significant differences between countries. Also relevant is the project's emphasis on legal frameworks reforms that has important shortcomings that and are not in harmony with the international conventions. The Project's emphasis on mainstreaming gender- sensitivity into policies and legislation inclusion is very relevant since most of them are gender neutral, which in practice reinforces discrimination against migrant women workers. The migrant workers face significant barriers, if not impossible access to social security benefits, either because there are no mechanisms to enjoy pensions and other services when returning to their origin country or by working at the socially unprotected informal sector - predominant case among the migrant women- thus is equally relevant that the project's emphasis on addressing this issue. The project's ultimate goal on mechanisms for skills certification promotion is equally relevant. Lack of these mechanisms is a barrier for migrant workers access to better-qualified positions, pushing them to underemployment in the destination countries, or to return to their origin countries.

The project is relevant to ILO's priorities and mandate. It well frames in the Declaration of Fundamental Principles and Rights at Work, ILO Conventions 97, 143 and 189, and the Multilateral Framework on Labour Migration. The project is well aligned with the 2010-15 Strategic Policy Framework, and especially contributes to the global performance on access for men and women to productive employment, decent work and income opportunities, strengthening tripartism and social dialogue, an increasing number of migrant workers covered by social protection, and strengthening workers and employers' organizations.

The project is also relevant to the EC strategies in labor migration and its Migration and Asylum Thematic Programme under which the project is funded. In particular, emphasis on gender equality promotion, the project's regional dimension and protection approach to labor rights, are particular relevant issues to the donor.

The project design has weaknesses in terms of several of its objectives and outcomes' feasibility and consistency of its logic framework. Fundamentally, these weaknesses are caused by an overly optimistic reading of policies and legislative context, the labour, migration and training institutions capacity, and constituents' interests and priorities regarding labor migration. The bilateral agreements on labor migration development between the origin and destination countries had partial support from governments, employers' and workers' organizations at the design time, support which for various aspects is more complex at the evaluation time. Similarly, the goal of Conventions 97, 143, 181 and 189 ratification is difficult to reach by the project due to the ratification processes complexity and lack of full tripartite support, except perhaps in the Convention 189 case, in ILO which promotion has been very active in the sub-region. A more realistic goals' level would have an impact on the constituents' capacity building and mobilization and best practices development to adopt policies and legislation, as well as creating conditions for relevant conventions ratification. Similarly, several tasks of Objective 2 and in particular signing of gender-sensitive bilateral agreements on social security in at least one third of the countries, have proven to be relatively oversized and has a difficult possibility due to post-design factors, such as the crisis context of social security systems in some of the destination countries and the opposition of some sectors, particularly from the employers sector. Again, it would have been more realistic that the project pointed to capacity building and favorable environment creation. Regarding objective 3, although the work lines that the overall design sets are relevant, as in the above objectives, the design fixes some goals with an unrealistic ambition level for the countries context and the project, in particular signing bilateral agreements on skills certification between the origin and destination countries, something that the professional training institutes in the destination countries strongly resist.

ILO's extensive experience and knowledge on labor migration at global level, its long path providing technical assistance to the sub-region countries in decent work promotion and close contact with the countries' governments, employers and workers, place it in a privileged position to formulate a relevant project to adequately respond to the context and set relevant while realistic objectives. However, this capability was not fully exploited.

In theory, the triangular design model ideally used was suited to secure a good design. The formulation leadership fell on MIGRANT, which provided the experience and global knowledge, a consultant with experience in an ILO's recent project brought technical cooperation experience and good practices in labor migration, and the DWT-CO the specific knowledge of the region. However, the weight of the design was too focused on MIGRANT and in contracting the consultant, who although had previous experience in managing an ILO cooperation project on labor migration in the Andean region, had little knowledge on Central America and Dominican Republic labour migration. For its part, the DWT-CO contribution was not systematic and comprehensive to allow the proper selection of strategies and risk identification. Lack of the target groups' participation worsened the design shortcomings and may have affected the project's ownership during the implementation.

6.1.2. EFFICIENCY, IMPACTS AND SUSTAINABILITY PERSPECTIVE

The evaluation has found a low progress level of the project towards its objectives. The low progress degree is partly because the design in general set unrealistic goals, aspect already commented, and secondly that the project has accumulated an implementation significant delay, mainly during the first CTA management, which led on that much of the activities and outputs were not delivered on the intended time.

However the project has -or is starting- working lines that may lead to relevant results, although the time available may not be enough to achieve them. Objective 1, on improving policy, legislation and administration of labor migration, is showing greater progress degree, while objectives 2 on social security coverage enhancing for migrant workers, and 3 on migrant workers skills and competencies certification, are further behind.

The Project's progress is still incipient in identifying potential impacts. Yet in the Objective 1 case has potential positive impacts in relation to improve on migration policies and on legislation reform in Dominican Republic. As for the objectives 2 and 3, the project's low progress level does not yet allows identifying potential impacts.

Effectiveness in the immediate objective 1

With respect to the progress towards the adoption of gender-sensitive labor migration policies, the project is having promising developments in Costa Rica and Dominican Republic. In Costa Rica has a good prospect for influencing CNM technical assistance so that a comprehensive migration policy development is adequately mainstreamed by gender-perspective into labor migration, a process that has good support among national stakeholders and that the project could subsequently consolidate supporting the policy action plan. In the Dominican Republic case, the project also has a reasonable prospect to influence gender improvement of the Migration Regulation Act in Dominican Republic, although here must secure all sectors' support, and the employers' sector in particular.

However, the project is still far from leading bilateral agreements elaboration due to countries' unfavorable conditions and the accumulated execution delay. Nevertheless, the project itself would have a chance to influence sectors mobilization to support these agreements. In this sense, the Panama-Nicaragua bi-national workshop, jointly organized with IOM, may be a possible action path. As for the conventions' ratification, progress was limited except for Convention 189 ratification incidence in Dominican Republic, mostly because it exceeds the project's action scope. With regard to capacity building, the project has incipient progress on the labor inspection issue in Panama and Dominican Republic, with prospects to achieve results in Panama. By contrast, in Nicaragua and Haiti, particularly in the latter, is where the project is having less action in terms of skills development, because the assistance to Ministry of Foreign Affairs Consular Department and the Directorate General of Migration is still incipient. On administrative building to improve the migrant workers' work inspection, safety and health, the project progress is also incipient, with some achievement prospect in Panama and in a lesser extent in Dominican Republic. With respect to indigenous labor migration which is addressed in Costa Rica-Panama corridor, the project has good prospects on mobilizing the attention of the institutions and other stakeholders from an ongoing study, but will require a more intensive work to crystallize some type of agreement or a bi-national mechanism.

With regard to capacity building of the employers to participate in labor migration policies and legislation development, the project is currently in the process of defining agendas with the employers sector, with several possible working lines in each country. Nonetheless, the actions being carried out with the employers' organizations are at date at a small-scale, and have barely begun to outline a working strategy in the countries with difficulties to realize it in some countries, partly due to sector's reluctance to address the labor migration issue, but also due to a certain lack of initiative of the project. In this respect, it will be essential that the ACTEMP specialist support to draw a work plan with the employers sector.

As for workers' capacity building, though the project is developing with ISCOD, as the executor partner with UPF alliance, the advance levels are still low. Training manuals are being finalized and faces a heavy schedule of trade union training workshops and bi-national meetings, whose performance in deadlines will require an agile pace implementation.

Delays main reasons are the delay of the first CTA in signing the agreement between ILO and ISCOD, together with ISCOD/UPF additional delays that they have in their work plan. The latter may denote ISCOD's low implementation capacity, whose technical infrastructure in Central America has been significantly reduced to only having one office in Nicaragua, without permanent presence in other countries.

Regarding the actions directly conducted by ILO aimed at strengthening workers' organizations, the project is working in coordination with the ACTRAV specialist in building an inter-union agenda by country to define the priority lines to be supported by the project, with good interest from trade union centers but few activities held to date. As in ISCOD component, it requires an agile planning and execution, for which ACTRAV's support and involvement will be crucial.

On the other hand, the articulation between ILO and ISCOD to implement the respective components (which in practice should be part of a single strategy) is not working as well as desired, risking losing effectiveness. In this regard it is essential to have a more fluid communication between ILO and ISCOD and above all, to have a stronger coordination between both to implement the respective work plans. It would also be highly desirable that ILO carries out a stronger monitoring and supervision of ISCOD's implementation.

Regarding knowledge base development, component developed by OAS, the progress level is adequate and the outputs may be obtained in good time. However, the contribution of those to the outcomes may not be very significant, both because the project has not defined a strategy to use the outcomes, such as a diagnostic of migration information systems, and because some of these have no relation with the migratory corridors that the project addresses.

Regarding inter-ministerial mechanisms and/or tripartite labor migration creation and strengthening, although it seems that the project will not have the ability to leave new institutionalized tripartite dialogue mechanisms; it could have an impact on capacity building and in institutions and social actors' mobilization to create conditions to conform these mechanisms in a medium-term.

Effectiveness in the immediate objective 2

The Project's progress in this objective is still low to achieve the targets in terms of increasing social security coverage in the destination countries of migrant workers, especially indigenous groups, domestic workers and the construction and agriculture workers. However, is opening some work lines that could produce relevant outcomes to reform the social security system of at least one country: Dominican Republic. The project is supporting a study in this country that analyzes regional experiences on social security coverage to domestic workers and a study on the costs to build a social protection floor in the country that can produce results, provided that an adequate support to constituents for its use by both the project and the social security specialist of the DWT-CO. In regard to information campaigns addressed to employers and migrant workers, to date the project has made a small number of activities, but is making an

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intense effort to launch information campaigns with the national counterparts, and has already several in perspective in Costa Rica, Dominican Republic and possibilities in Nicaragua. An effective strategy focused on including labor migration gender sensitivity variable in the information campaigns that national counterparts are launching, rather than implementing them individually, may favor cost-effective outcomes especially considering the project's available time. Regarding the social security agreements between the origin and destination countries, this outcome has no progress due to the unfavorable political and institutional context in the three destination countries and proactivity lacks from the project's beginning to design a strategy approach to social security institutes.

Effectiveness in the immediate objective 3

This is the objective that has a lower advancement level, and at the current execution speed, it is unlikely to achieve an impact on increasing the number of migrant workers who see their qualifications and skills recognized in the destination the countries, and achieving that 50% of the migrant workers who have acquired new skills are women, indigenous workers and workers in the construction sector.

Overall, the progress level of this objective is low. The strategy to promote bilateral agreements adoption for skills recognition through a sub-regional approach has so far not found support from the national vocational training institutes, responsible for skills certification. In this situation, the project is focusing on several alternative strategies that can create a more favorable context for its adoption in the medium term. One is the pilot competency certification of migrant workers implementation in the formal sector. The pilot competency certification for migrant workers in the tourism and construction sectors which is being launched in Dominican Republic with INFOTEP and local entrepreneurs, has good potential, although as with many of the project's actions, the available time may not be enough to complete or implement programs in the other two countries. The other action line is IFPs' training and technical assistance to gradually introduce the topic on IFPs agenda from a less political sensitive level. In any case, as in the other objectives, the execution's available time is a limitation in order to complete these processes and obtain outcomes. The support of the vocational and entrepreneurship specialist of the DWT-CO is therefore essential. With regard to employers' mobilization to improve their availability to adequate migrant workforce toeing the national and international labor legislation, progress was limited mainly because the project has not yet defined with the employers' organizations a substantive work plan. Achieving the outcomes of this component will depend on the project to run as soon as possible a work strategy with employers, something where the support of the ACTEMP specialist of the DWT-CO is essential.

6.1.3. MANAGEMENT STRUCTURE AND EFFICIENCY

The project's budgetary implementation level is low, over 31% related to EC total funding, although ILO has 76% executed of the disbursed funds. These indicators reinforce the need to give a more intense pace to the project's implementation. Although the project has

significantly accelerated its implementation level since the CTA's change and has an intensive work plan, it may not be enough to ensure the activities implementation and the outputs delivery. In regard to the components that have been executed by OAS and ISCOD, ISCOD's very low financial performance level of 8% highlights in a worrying way, indicating the low implementation level of the component. In OAS case, the financial performance level is 19%, according to its work plan.

The structure management has a reasonable size but limited to the project's implementation in the three countries where there is no presence (Haiti, Nicaragua and Panama).

The project has been affected by a combination of management problems that have significantly influenced the implementing delay that this assessment found. To the six-month delay in the project's team installation, the ineffective management of the first CTA was added. The location in Nicaragua rather than in Costa Rica, due to the CTA personal reasons, together with the DWT-CO weak support during the first year where no officer was appointed to be the project's backstopping, were additional facts that harmed the project's management.

ILO's timely reaction, replacing the CTA by a person with ILO's technical cooperation experience in the region, designating the DWT-CO gender specialist as the backstopping and moving its head office to Costa Rica, has been unable to compensate the project's implementation delay. For its part, the DWT-CO involvement can be improved in supporting the project, particularly in achieving the employers' sector involvement, accelerating the employers' sector activities and boosting Objective 2 on social security extension to migrant workers, and 3 on skills certification.

The coordination between ILO and the EC is working reasonably well for the project; although there was an adjustment period of the DWT-CO to the contractual type under which the project is funded, being the first experience that this office has in EC technical cooperation under this scheme. Communication channels are properly operating; nonetheless EC would also desire to have a direct communication line, complementary to the existing mechanism through PARDEV.

Regarding coordination with the national executing partners, it is functional with OAS and no significant critical nodes have been found. For ISCOD, while the communication complies with the MoU terms there is room for improvement as both organizations are not mutually kept sufficiently informed about their respective work plans, wasting potential synergies. Given that ISCOD component advancement level is low, a better communication would be highly desirable.

6.2. Lessons Learned

1. In the labor migration projects, especially in the destination countries, a careful context analysis is crucial to ensure the project's viability.
2. The high-level targets in the labor migration issue, such as signing the bilateral agreements, the labor migration policies developments, the reform of the legal framework or ILO's Conventions ratification, are very difficult to address for a technical cooperation project if the context conditions are not highly favorable and without a previous tripartite constituents mobilization. Still, in these conditions a technical cooperation project may have a good margin of impact in creating conditions and provision of technical inputs giving the ability to the mandates to carry out such reforms.
3. In a technical cooperation project design, particularly when it is an initiative to address new issues for ILO (thematic area, type of strategies or territorial approach) that may require using experts from outside the region, the context and risk analysis stage should be emphasized in the formulation process. Key to this is ILO's specialists concerned office involvement and consultation to constituents and other stakeholders.
4. Before transferring the tripartite discussion to the national, bi-national or regional level, it should be separate work with each sector. It may be problematic to launch the tripartite discussion at the regional level when the sectors are not internally prepared for the discussion, to have information gaps or are not sufficiently sensitized to such issue.

6.3. Best Practices

1. The approach of the labor migration with a migratory corridor focus, working both in the origin and destination countries.
2. The focus on sectors where the migrant labor is concentrated, as a sector from which the labor migration approach models can be generated and can be extended to other sectors.
3. Introducing issues where there is resistance or lack of consensus among the constituents through a technical and neutral way, as information and research generation. This will develop a set of arguments based on solid evidence with which knowledge can be transferred and awareness creation to subsequently facilitate a more political work.

6.4. RECOMMENDATIONS

1. **To the CTA: To focus the project's actions in capacity building and context improvement for policies and legislation generation, and knowledge base development focused on good practices dissemination and generation.**

While the design of the project has some important weaknesses, primarily concerned with overly ambitious targets for several of its objectives, considering that the strategy provided in its various components is consistent, and given that the review of the design of the project would involve a complex process under the procedures of the ILO and the donor, a design change is not considered appropriate. While much of the project's objectives are not fully attainable, the project has a good chance at outputs level to achieve outcomes in improving institutions and social actors' capacities to adopt and implement the policies, laws and gender-sensitive labor migration administration. Various studies that are being developed for policy and legislation analysis, technical assistance activities and training public institutions' responsible and social partners; and pilot programs being implemented, can make a significant contribution to the countries providing tools that help to progressively create a more favorable environment. It is recommend that the project primarily focus on the work areas that has been launched, such as supporting the comprehensive migration policy in Costa Rica, migration law with a gender perspective revision, social security system revision to include the informal sector, and the pilot skills certification in Dominican Republic; the studies of labor market demand and the agenda arising from the recommendations in Panama. It is recommended that once the processes culminate, the project's last months be invested in disseminating the good practices and lessons learned generated between the countries in order to stimulate its appropriation and impact at the regional level.

2. **To the CTA, to the ACTRAV specialist and to ISCOD. To strengthen the coordination with ISCOD. Project/ACTRAV/ISCOD-UPF meeting.**

To ensure the progress in all component of the organizations' capacity building, it is recommended that the project, along with the ACTRAV specialist, enhance the implementation follow-up of ISCOD/UPF component. For this it is recommended to held a meeting between ISCOD/UPF, the CTA and the ACTRAV specialist as soon as possible with the objectives of: a) review the progress status of the ISCOD/UPF work plan and take the appropriate action to accelerate its implementation, b) to put together the actions that the project will implement with the ACTRAV support and the ones that ISCOD is responsible for, to ensure that both are properly articulated, and c) to agree on a more continuous communication mechanism between the project and ISCOD to allow a close follow-up of ISCOD work plan implementation progress, which could include monthly progress reports or other similar action.

3. **To the CTA and the ACTEMP specialist. To outline action programs with the employers' sector in each country**

It is recommended that the CTA, along with the ACTEMP specialist, define a strategy to approach the employer sector in each country to design an action plan for the employers' capacity building and mobilization in the three project's objectives: policies and legislation on labor migration development, social security to migrant workers extension and competencies and skills certification. It is recommended that this work plan be focused on a limited number of priorities of the employers' interest in each country and linked to the work lines that the project is developing. The pilot program competency certification in the tourism and construction sectors at Dominican Republic, as well as the labor market demands study in Panama, can be role models to work with the employers. It is recommended that the ACTEMP Specialist gives a close technical support to the project, both for defining the strategy to work with the employers and to its implementation.

4. **To the CTA and the Social Security and Professional Training specialists. To strength the implementation of objectives 2 and 3, focusing them on a nationwide outcomes with the social security institutes and the vocational training institutes**

It is recommended that the project, as an alternative to bilateral agreements promotion for social security extension and skills certification, focus the work strategy for outcomes 2 and 3 in national actions to promote capacity building development, knowledge base development and good practices generation in this issue. Along with the Social Security and Professional Training specialists, it is recommended to identify a number of key actions in each country in which the project can focus, prioritizing to continue and replicate them in other countries (to take advantage of synergies and generate lessons learned of regional scope) initiatives that the project has started, as the initiative to extend social security coverage to the informal sector and the pilot program for skills certification in Dominican Republic. It is recommended that the Social Security and Professional Training Specialists perform a close technical support to the project to implement these objectives.

5. **To the CTA, the DWT-CO and Sub-regional Direction. To create a technical committee for the Project's follow-up**

For the project to achieve the relevant outcomes, it is necessary to ensure a strong and sustained implementation pace and define a working strategy for the components that still have a low definition level or are particularly delayed (see Recommendations 3, 4 and 5). This requires both an effort from the project's team and a close technical support by the DWT-CO for the activities' implementation. In order to ensure a proper coordination between the project and the DWT-CO, it is recommended to create an internal committee formed by the project's CTA, the specialists concerned of the DWT-CO and the Sub-regional Direction. Such committee should regularly meet to review the project's progress, analyze potential barriers and opportunities and take the necessary corrective and preventive measures.

6. **To the ATP: Develop a plan for speeding up implementation which identifies critical activities required to update the project work plan, including implementation of the evaluation recommendations.** In order to recoup the delay in the implementation of the project, it is recommended that ATP develops a plan for picking up speed the implementation of the work plan. It is recommended that this plan is developed with the support of the specialists of ACTRAV, Act/EMP, vocational training and youth employment, and Social Security, as well as the Headquarters MIGRANT Department. The plan should identify realistically attainable goals for each objective, in line with recommendations 1, 3 and 4. In addition, it is recommended that the acceleration plan is closely monitored by the ATP both in regards to ensuring that measures to accelerate the implementation are put into practice, including the improvement of coordination between the project partners, as proposed in recommendation 2. The acceleration of the implementation plan should be monitored by the Follow-up Committee proposed in recommendation 5.

7. **To the EU: to grant a no-cost extension to the project.**

In order to enable that outcomes be properly appropriated and completed by the target groups, it is necessary to have enough time because with the time available it is unlikely that the project may accomplish. It is therefore recommended to grant to the project an extension without additional funds contributions by the donor for a precise period which shall be established after analyzing time needs to achieve the outcomes and the available budget, but as an orientation, should not be less than 6 months.

8. **To MIGRANT and the DWT-CO. In the design of future projects in the labor migration field in the region, to assure a closer team work and a phase for context and risks in-depth analysis, with the participation of the constituents and other stakeholders in each country.**

7. ANNEXES

Annex 1. Logical Framework of the Project of the project

Annex 2. TERMS OF REFERENCE FOR THE EVALUATION

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ANNEX 1. LOGICAL FRAMEWORK OF THE PROJECT

LOGICAL FRAMEWORK FOR THE PROJECT				
General Objective(s)	Intervention's logic	Indicators of achievement objectively verifiable	Verification sources and means	Assumptions
	<i>Which is/are the broadest general objective(s) with which the action will contribute?</i>	<i>Which are the indicators related with the general objective(s)?</i>	<i>Which are the information sources for these indicators?</i>	
GENERAL OBJECTIVE	To strengthen the capacity of the responsible policymakers and social partners to adopt and implement gender-sensitive labor migration policies, legislation and administration.	Labor migration policies, laws and administrative procedures with a gender perspective and with labor rights focus agreed by the responsible policymakers in at least one country at the end of the project, as follows: 1) National policy on gender-sensitive labor migration adopted by the tripartite dialogue; 2) National legislation amended to be gender-sensitive and agreed through the tripartite dialogue; 3) National Program agreed considering the labor market situation of migrant workers from a gender perspective and from the labor rights protection, particularly considering the situation of the indigenous migrants, domestic workers and workers in the construction sector and the agricultural sector.	Half-yearly Official Report of the different ministries and institutions with which the project will be working on the results obtained and activities promotion. Half-yearly Official Reports from the Parliament on promotion to ratificate the Conventions 97, 143, 181 and on possible new Convention on Domestic Workers. Evaluation studies at the project's beginning and end. Studies published and disseminated. Action Plans and recommendations agreed at important seminars and meetings of experts; releases and press clippings.	Responsible policymakers and social partners interested in promoting the design and implementation of gender-sensitive migration policies and labor rights focus.
Specific Objective(s)	<i>Which specific objective(s) intend to achieve the action to contribute with the general objective?</i>	<i>Which indicators clearly demonstrate that the objective(s) of the action have been achieved?</i>	<i>Which are the information sources that exist or can be collected? Which are the required methods to obtain this information?</i>	<i>Which factors and conditions outside the beneficiary responsibility are necessary to achieve this/these objective(s)? (External conditions) Which risks should be considered?</i>

	<p>Specific objective 1</p> <p>To promote the adoption and implementation of gender-sensitive labor migration policies, laws and management for a better labor migration flows regulation in consultation with the social partners.</p>	<p>Gender-sensitive bilateral labor agreements are discussed through a tripartite dialogue and it is expected to be drafted and commented: one between Nicaragua and Panama, another between Haiti and Dominican Republic and the last one on improving the current between Costa Rica and Nicaragua.</p> <p>Ratification of Convention 97, 143, 181 and the possible new Convention on Domestic Workers in at least one country.</p>	<p>Half-yearly Official Report of the different ministries and institutions with which the project will be working on the outcomes obtained and activities promotion. Half-yearly Official Reports from the Parliament on promoting ratification of Conventions 97, 143, 181 and the possible new Convention on Domestic Workers.</p> <p>Evaluation studies at the project's beginning and end.</p> <p>Studies published and disseminated.</p> <p>Action Plans and recommendations agreed at important seminars and expert meetings, press releases and press clippings.</p>	<p>The responsible policymakers and social partners will develop better mechanisms for migration management with a gender and human rights focus. The natural disasters that cause damage to the agricultural sector and therefore, the temporary migration lessen to this economic sector.</p>
	<p>Specific objective 2</p> <p>To promote and support the strategies to improve social security coverage of migrant workers and their families.</p>	<p>The migrant workers social security coverage has increased, especially for the indigenous groups, domestic workers and workers of the construction and agriculture sectors in the destination countries (Costa Rica, Panama and Dominican Republic).</p>	<p>Quarterly Report of the Social Security Institution of the five countries on the coverage and benefits provided to the migrant workers.</p> <p>Evaluation studies at the project's beginning and end.</p> <p>Documents published and disseminated.</p> <p>Action Plans and recommendations agreed at important seminars and expert meetings.</p>	<p>Economic and social stability of the five countries that fosters relationships between the responsible policymakers and the social partners; openness and willingness of the Public Security Institutions to extend the coverage of migrant workers through social security national systems.</p>
	<p>Specific objective 3</p> <p>To support matching skills enhancement between the origin</p>	<p>Has increased the number of migrant workers who acquire diplomas and certification of their skills that are recognized and accepted by the</p>	<p>Quarterly report of the training institution Regional Network of the five countries on promoting</p>	<p>The employers' associations in the destination country support migrant workers' diplomas and</p>

	and destination countries and reduce skills wastage by promoting certificates, diplomas and skills recognition of the migrant workers.	employers in the destination countries. 50% of new migrant workers who have acquired diplomas and certification for their skills in the destination countries are women, indigenous workers and workers from the construction and agriculture sectors.	the agreed activities schedule to design and implement the program of diplomas and skills certification recognition. Evaluation studies at the project's beginning and end. Documents published and disseminated. Action Plans and recommendations agreed at important seminars and expert meetings.	skills certification recognition and acceptance. The institutions that provide vocational training are interested in implementing actions to recognize diplomas and skills certificates of migrant workers.
Expected outcomes	<i>The expected outcomes are those estimated to achieve the specific objective(s) Which are the expected outcomes? (List them)</i>	<i>Which are the indicators to measure whether the action achieves the expected outcomes, and to what extent?</i>	<i>Which are the information sources for these indicators?</i>	<i>Which external conditions must be met so to timely obtain the expected outcomes?</i>
	Specific objective 1 Expected outcome 1 Gender-sensitive labor migration laws, policies and management with a rights-based approach.	At the end of the project, a document on migration policy has been adopted and published in each country through a tripartite dialogue. The administrative procedures on migration flows have been improved in each country at the end of the project. In at least one third of the participating countries in the project for the third consecutive year, the creation of an administrative procedure to improve migrant workers' labor inspection and safety and health in the domestic sector, the agricultural sector and the construction sector is being drafted and commented.	Half-yearly Official Report of the different ministries and institutions with which the project will work on obtained the outcomes and the activities promotion. Evaluation studies at the project's beginning and end. Papers published and disseminated. Action Plans and recommendations agreed at important seminars and expert meetings; press clippings.	The responsible policymakers and the social partners will develop better mechanisms for migration management focused on gender and human rights.
	Specific objective 1 expected outcome 2 Created or strengthened the Inter-ministerial mechanisms and/or tripartite on labor migration.	The institutionalization of a tripartite dialogue as a mechanism to build consensus on migration policy development is achieved in four countries at the end of the project.	Half-yearly Official Report from the different ministries and institutions with which the project will be working on the achieved outcomes, and activities promotion. Idem.	The responsible policymakers and the social partners have the political willingness to improve migration management mechanisms focused on gender and labor rights.

	<p>Specific objective 2 Expected outcome 1</p> <p>Capacity strengthened to formulate and implement social security agreements and other policy options to extend the social security coverage for migrant workers.</p>	<p>Enhanced the administrative procedures for social security and skills portability in at least one third of the countries covered by this project at its end.</p>	<p>Half-yearly Official Report from the different ministries and institutions with which the project will be working on the achieved outcomes, and activities promotion.</p>	<p>The responsible policymakers and the social partners have the political willingness to enhance the mechanisms to develop better mechanisms for social security optimization. The destination countries have the administrative capacity to incorporate migrant workers into the system.</p>
	<p>Specific objective 2 expected outcome 2</p> <p>Social security agreements are evaluated and negotiated</p>	<p>In at least one third of the countries covered by the project, gender-sensitive bilateral agreements have been signed between the origin and destination countries of migrant workers on social security (health and pension) at the project's end.</p> <p>A program to improve the social security coverage has been designed in the program's second year and implemented the third year.</p>	<p>Half-yearly Official Report from the different ministries and institutions with which the project will be working on the achieved outcomes, and activities promotion.</p> <p>Idem.</p>	<p>The responsible policymakers and the social partners have the political willingness to enhance the mechanisms to develop better mechanisms to enhance the social security. The destination countries have the administrative capacity to incorporate migrant workers into the system.</p>
	<p>Specific objective 3 expected outcome 1</p> <p>A better employers' availability for a proper migrant workforce pursuant to the national and international labor laws.</p>	<p>The employers know the benefits on matching skills and training certification recognition at the sub-regional level to obtain a readily available workforce through worker's free circulation and mobility in the sub-region.</p>	<p>Half-yearly Official Report from the different ministries and institutions with which the project will be working on the achieved outcomes, and the activities promotion.</p> <p>Idem.</p>	<p>The employers from the migrant workers' destination countries are willing to hire migrant workers pursuant to the national and international laws.</p>
	<p>Specific objective 3 expected outcome 2</p> <p>Bilateral agreements on the diplomas, skills and competencies recognition.</p>	<p>At least a bilateral agreement signed between the origin and destination countries of migrant workers on diplomas and skills certification recognition at the project's end.</p> <p>A pilot program to improve skills certification recognition in collaboration with the Regional Institutions Network that provides training, has been established at the end of the project.</p>	<p>Half-yearly Official Report from the different ministries and institutions with which the project will be working on the achieved outcomes and the activities promotion.</p>	<p>The responsible policymakers and he partners will have the political willingness to develop laws on diplomas, skills and competencies recognition focused in gender and labor rights.</p>

ANNEX 2. TERMS OF REFERENCE FOR THE EVALUATION



Terms

of

Reference

Mid-term Evaluation of the project "Gender-sensitive Labour Migration Policies in Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors"

DCI-MIGR/2010/229-489

(RLA/09/05/EEC)

Implementing Agency: International Labour Organization (ILO)

Donor: European Commission

Amount: € 2,492,221

Project's period: 36 months

Inception date: February 14, 2011

Completion date: February 13, 2014

Geographic Coverage: Costa Rica, Haiti, Nicaragua, Panama and Dominican Republic

Administrative Office: DWT and Country Office for Central America, Haiti, Panama and Dominican Republic

Evaluation Type: Independent mid-term

Assessment Schedule: February-March, 2013

Evaluation Directorship: Walter Romero, Evaluation Focal Point at DWT/CO San Jose

Lima, December 2012

1. INTRODUCTION AND RATIONALE FOR THE EVALUATION:

Pursuant to the provisions of ILO's evaluation policy for projects with budgets over a million dollars, the project "Promotion of gender-sensitive labor migration policies in Costa Rica, Haiti, Nicaragua, Panama and Dominican Republic" which is being executed since February 2011 under the DWT-CO San Jose responsibility, accounts to conduct a mid-term evaluation and a final evaluation, being at least one of them of an independent character.

Being that more than half of the time stipulated for the project has elapsed (36 months), a mid-term evaluation should be developed, which will be executed in an independent evaluation modality. This means that will be conducted by an external consultant unfamiliar to the project's design and implementation and headed under the DWT-CO San Jose Evaluation Focal Point direction.

Considering that the mid-term evaluation is a systematic and objective assessment of an ongoing project, its aim is to identify the project's relevance and its strategic importance, its design validity and consistency, the feasibility of the expected outcomes and its indicators in the current sub-regional context, especially at the migrants destination countries, the intervention strategies progress and effectiveness according to their objectives, the efficient use of the resources, the structure management effectiveness, and the intervention impact orientation and sustainability, with special emphasis on issuing recommendations for the post-mid-term evaluation stage.

In conclusion, the mid-term evaluation purpose is to assess the action means and the project's specific interventions effectiveness and impact and above all, to take advantage of the knowledge collected in several fields, including the successful cases to innovate and nurture the future institutional learning and particularly for the remaining term of the project.

The evaluation will meet the norms, ethical and safeguards standards established by the ILO's Evaluation Policy and by the United Nations Assessment Panel.²⁸

2. BRIEF PROJECT'S BACKGROUND AND CONTEXT:

To date, the policies and laws of the sub-region are considered gender-blind or neutral, without taking into account the factors that influence gender differences in the migration process. The current policies and laws have not addressed the inequalities that exist in work and life conditions among men and women migrant workers. As such, the project plans to mainstream gender through their activities, permanently comparing if migrants women are disadvantaged to men in all the covered areas. This approach results in the project's contribution to the processes of decision-making related to policies design, migratory regulations of social security coverage establishment and job performance and skills and knowledge recognition, that different ways in which women are affected be considered.

The main labor migration flow in Central America and the Caribbean takes place in two corridors: (i) Nicaraguan migrant workers to Costa Rica and Panama, and (ii) Haitian migrant workers to Dominican Republic. These entries and exits have a significant impact on the economic, social and labor development of the five countries. The migrant population magnitude and the presence of a large numbers of irregular migrants, represents several complex challenges. Therefore, the governments and the social partners should prioritize a better regulation of migration and regular labor migration channels should be promoted. For this, policies and migratory

²⁸ <http://www.ilo.org/eval/Evaluationpolicy/lang--es/index.htm>

Mid-term Evaluation Report on the project "Gender-sensitive Labour Migration Policies in Nicaragua, Costa Rica, Panama and Haiti, Dominican Republic Corridors"

regularization and socio-economic integration of migrant workers programs are needed, including access to social security.

The project focuses on capacity building of the national and local public institutions as well as of the social partners (employers and workers). The employers and workers organizations in the ILO Conventions framework, especially those related to migrant workers (Nos. agreements. 97 and 143) should be consulted on labor migration management, and participation levels are established to achieve an incidence degree in this area. In the region, this consultation, participation and influence level reaches different degrees in the countries, while in some there is a greater awareness and commitment level to national migration, which lies in understanding its contribution to development, while in others, as in the Panama case, is much lower. But either way, to develop a strategy to strengthen the impact of these organizations on issues related to labor migration is needed. The project was designed under the Declaration on Fundamental Principles and Rights at Work framework and in ILO conventions and recommendations on migrant workers, particularly Conventions 97 and 143 and the Multilateral Framework on Labour Migration. Due to the region characteristics where there is a large migrant women workers population, gender perspective will have special consideration. The project will design strategies taking into account the indigenous peoples and their migration flows situation (i.e. in Costa Rica and Panama where there is significant migration flows). Recent studies have shown that the workers groups mentioned are the most affected by discrimination, both in the destination and origin countries. Therefore, the project will contribute to promote access to decent and productive work for these target groups.

Development objective:

To strengthen the responsible policymakers and the social partners capacity to adopt and implement gender-sensitive labor migration policies, laws and administration.

Immediate objectives:

1. To promote the adoption and implementation of gender-sensitive labor migration policies, laws and administration to improve labor migration flow regulation agreed with the social partners;
2. To promote and support strategies to improve migrant workers and their families social security coverage;
3. To support skills match between the sending and receiving countries and, in turn, reduce skills wastage promoting migrant workers' certificates, diplomas and skills recognition.

Progress and outcomes to date:

The countries covered by the project have different levels in terms of labor migration approach, due to their particular situation, either as migrants generators or hosting countries, but even within each category is possible to see different approach levels, as in Haiti as a generator country and due to its own institutional weakness has not been promoted bilateral negotiation processes -unlike Nicaragua- and as in the Panama case, as hosting country, where the migration policies are from a more recent data and are embodied in the region basically by agreements with Costa Rica and migrant regularization programs of recent execution. Under this regional framework, the project has been executed and its progress precisely responds to these dynamics. For this reason, most of the actions, outcomes and progress have been developed in Costa Rica and Dominican Republic. In the first country, after the project's head office change from Managua to San Jose, the actions greatly increased, being that Costa Rica is the country which has more comprehensively addressed the migration phenomenon in general and particularly in labor in this region.

The project supports the national efforts in Costa Rica to design a comprehensive national migration policy from a gender perspective, which is in an advanced development status and with intersectoral and interagency consultation. Diffusion campaigns on migrant workers' rights have also been developed and supported a transitional disclosure from regulation of Migration Act that promotes migrants regularization. The convention 189 content has also been reported and has promoted its ratification in conjunction with the domestic workers organizations. A study on "Improving social-labor situation of the mobile population Ngobe Bugle in Costa Rica and Panama", was elaborated in relation to indigenous workers. .

The government's initiative to ratify ILO Convention No. 189 in Nicaragua, was supported through its contents presentation to the Board and the International Affairs Committee of the National Assembly, which was finally approved by the National Assembly. Technical assistance was provided in developing a migration profile in the country, the production of a Strategic Plan for the Consular Directorate of the Foreign Ministry and the systematization of the Nicaraguan labor consular practices in the region.

Regarding the Nicaragua-Panama migration corridor, the project has worked with both governments in order to promote the coordination to regulate migration flows produced to Panama, through preparatory meetings and a bi-national meeting. In Panama, the specific regularization efforts in this country under the program named "Crisol de razas" were supported, allowing delivering migratory documents to people in an irregular condition. The labor inspection services have also been beneficiaries of training processes in order to raise awareness of their supervising role for the labor laws compliance and not of migratory agents.

The creation of the Labour Migration Unit of the Ministry of Labour in Dominican Republic and the development and implementation of their work plan was supported. The experiences in applying social security provisions for domestic workers in the Latin American countries were analyzed to be considered in a proposal to include it at the country's Social Security System. A study on the application of the rules to the migration act with recommendations to reform and improve the national legislation was developed before ILO Convention 189 possible ratification. The unions' initiatives aimed to promote the Convention 189 ratification and to promote migrant workers' rights were supported. There have been actions to promote the migrant workers health and occupational safety through training workshops and developing workshops for labor inspectors.

In the Haiti-Dominican Republic migratory corridor, the creation of a binational meeting of ministries of labor is promoted to improve the coordination on labor migration issues.

At the sub-regional level, all the Tripartite Advisory Committees that the project foresees have been conformed and convened, from which a work plan resulted and its execution is being followed-up.

With OAS, one of the project's partners, a study on countries labor migration information systems is developed with recommendations for improvement; an inventory of consular practices of the countries covered by the project; a study on temporary labor migration management models and an exchange between Jamaica and Haiti, on temporary labor migration experiences is promoted.

With ISCOD, the other partner of the project, a union training strategy that involves the project's five countries and a training manual on labor migration addressed to unions were developed.

Many activities have been planned and will be implemented once the resources of the second disbursement arrives, such as studies on migrant women incorporation in the labor market of Costa Rica; manpower requirements in Panama, the employer's sector best practices in hiring migrant workers; a regional course on labor migration; the construction of an inter-union agenda on the issue and developing different awareness materials.

Organizational Structure:

The project is headed by a Chief Technical Advisor based in the ILO's Sub-regional Office in San Jose, Costa Rica. As part of the operating structure, it has a National Officer and an Administrative Assistant in Costa Rica and a National Officer in Dominican Republic. Several national consultants provide support for specific national issues.

Available documents and progress reports:

- Consultancies reports
- Periodic reports to donor (2): February 14, 2011 to February 13, 2012 period and February 14, 2012 to July 31, 2012 period.

3. EVALUATION'S PURPOSE, SCOPE AND CLIENTS:

The mid-term evaluation of the project "Promoting gender-sensitive labor migration policies in Costa Rica, Haiti, Nicaragua, Panama and Dominican Republic" is intended to identify the project's relevance and strategic value, validity and consistency of its design, the intervention strategies according to its goals, progress and effectiveness, the expected outcomes and its indicators feasibility in the current sub-regional context, especially in migrants destination countries, the efficiency of resources, the management structure effectiveness, and the intervention oriented to impact and sustainability. Also to assess the strategies efficiency and impact, means of action and specific interventions of the project, thus, identify lessons learned to feed institutional learning and appropriation by the project's counterparts.

Similarly, it is intended to provide recommendations that serves as lessons learned for the project's remaining term, as well as to future similar technical cooperation programs in the Latin America countries.

The evaluation will take into account:

- All the project's objectives and intervention lines, and will be guided by the above criteria (relevance, validity of the design, efficiency, effectiveness, orientation towards impact and sustainability).
- Emphasis will be made in highlighting the differences between the countries where the project operates, considering its condition as migrant workers' sending and receiving countries, both in terms of its design and its implementation, the effect of these differences in the project's effectiveness and efficiency and outcomes achievement and the feasibility of the proposed indicators.
- Considering the intervention type of the project in each objective, would be analyzed how the different activities were carried out, the participation level of different stakeholders, the difficulties encountered, how they were resolved, the positive effects in behaviors and attitudes that have been generated on those directly involved, among other things of a more qualitative view but highly important to explain the reasons for what works and what does not, and to draw lessons from the experience and to provide recommendations for the project's future.

The evaluation includes the following missions: Costa Rica, Nicaragua, Panama and Dominican Republic. Without prejudice to the missions performed by the evaluator, the evaluation scope includes the entire project. That is, each of the executed components in the 5 countries covered by the initiative (**Costa Rica, Haiti, Nicaragua, Panama and Dominican Republic**).

Regarding the evaluation period, it goes from the beginning of the project implementation (February 2011) until the mid-term evaluation term (January 2013).

Clients:

Primary clients of the project evaluation are:

a. External clients:

- i. Government institutions, employers' organizations and workers' organizations in the project's countries.
- ii. Partners in the project's implementation.
- iii. The Donor: European Commission (DG DEVCO in Brussels and EU delegations in the 5 countries)..

b. Internal clients:

- i. The CTA and the project team.
- ii. The DWT and Country Office for Central America.
- iii. The Regional Office for Latin America and the Caribbean.
- iv. CINTERFOR
- v. The headquarters department contributor: MIGRANT.
- vi. The responsible from other related ILO projects.
- vii. EVAL and PARDEV.

4. SUGGESTED ANALYTICAL FRAMEWORK:

The suggested analytical framework for the evaluation will be the approach applied to technical cooperation activities following an analysis of: the project's coherence, relevance, efficiency and effectiveness as part of ILO's evaluation policies.

For a more detailed guidance on the technical cooperation evaluation process in ILO, the consultant is requested to use the Technical Cooperation Manual - Chapter 7²⁹ and the ILO's policy guidelines for results-based evaluation³⁰.

It also requested to the consultant to use the Guide "Integrating gender equity in projects monitoring and evaluation."³¹

The evaluation of the project "Gender-sensitive labour migration policies in Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic corridors" will consider 6 criteria:

- i. The Project's relevance and strategic capacity.
- ii. The validity and consistency of its design and its indicators.
- iii. The Project's progress and effectiveness according to its objectives.
- iv. The efficiency in the use of resources.
- v. The management structure effectiveness
- vi. The Project's orientation towards impact and sustainability.

This framework is only the suggested minimum, and given that within the scope given to the evaluation, the evaluator may extend the analytical framework according to his/her knowledge and experience.

²⁹ https://www.ilo.org/intranet/spanish/region/codev/tc_manual/evaluation/index.htm

³⁰ http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_168289.pdf

³¹ http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165986.pdf

Any changes must be agreed with the evaluation director who is aware of the issues that the key stakeholders considered not subject to discussion.

The specific suggested questions of the evaluation are:

(i) The Project's relevance and strategic capacity:

- ✓ Which is the project's justification? What does the project need to address? Which is the project's context (political, social, legal, etc.)?
- ✓ What does the project intend to do? Which are the project's strategic components?
- ✓ Why the project aims to do it? Which are the expected direct effects?
- ✓ How will the project fit in and support the national development plans, the decent work national plans, among others, as well as the outcomes and national and regional priorities of ILO strategic programming?
- ✓ To what extent the project complements and fits with other ILO projects/programs that support the DWCP of the countries involved?

(ii). Validity of the design:

- ✓ What was the basic condition at the project's inception? Are the objectives and the direct effects outlined in the project, as well as its indicators, relevant and realistic in regard to the initial situation on the field identified in each country?
- ✓ Was there participation of the constituents during the project design? Were gender considerations taken into account during the design?
- ✓ Which are the main strategic components of the project? How do they contribute and logically associate with the proposed objectives? To what extent they are properly linked between each other? In which risks and assumptions underlies the logic?
- ✓ Were the products causally linked to the expected direct effects (immediate objectives), which in turn were linked to a broader impact (development objective)?
- ✓ Who are the project's partners?
- ✓ To what extent do the indicators described in the project document are appropriate and useful to evaluate the project's progress? Is disaggregated by sex data collected?
- ✓ What changes to the design and the strategy are recommended as a result of the mid-term evaluation?

(iii) The progress and effectiveness of the project:

- ✓ Does the project walk towards achieving the proposed objectives? To what extent is this progress quantified in terms of the outcomes (direct effects) and the indicators set or other relevant terms?
- ✓ Has the quantity and quality of the outcomes produced been satisfactory? Which is the progress achieved?
- ✓ Do the activities and products equally benefit men and women and promote overcoming gender gaps?
- ✓ Are the project's beneficiaries using and obtaining the benefit of its outcomes? Have they converted the outputs in outcomes (direct effects) reflected in initiatives and progress in their activities that without the project they would not met?
- ✓ How will the outputs and direct effects contribute to ILO's thematic strategies? To the biennium Programme and Budget outcomes? To the regional, sub-regional and national ILO's outcomes? To the provisions in the DWCP?
- ✓ In what way the outputs and the direct effects contribute to the thematic strategies of the European Commission and to the country strategy papers?

- ✓ How have the stakeholders participated in the project's execution? Has the project adequately answered to the national constituents needs and to the partners' priorities changes?

(iv) Efficiency in using the resources:

- ✓ Have the resources (financial, human, time, expertise knowledge, etc.) been strategically allocated to achieve the direct effects?
- ✓ Have the resources been efficiently used? Have the activities that support the strategy been effective in terms of cost? Would the same results have been able to be achieved with fewer resources?
- ✓ Have the project's funds and activities been delivered and performed in a timely manner? How can the use of resources be more efficient?

(v) Effectiveness on the management structure:

- ✓ Does the project's management and organization facilitate obtaining good outcomes and an efficient execution? Which aspects can be improved in this regard?
- ✓ To what extent does the communication and coordination between the project team, the related ILO offices in the region, the technical departments in Geneva and the donor, has been effective?
- ✓ How effective was the communication and coordination between the project team and the national executing partners?
- ✓ How effective was the communication and coordination with the European Commission in Brussels and with the EU Delegations in the 5 countries?
- ✓ How effective have been the follow-up of the project's performance and outcomes by the project's direction?
- ✓ Does the project strategically use the coordination and collaboration with other ILO projects and other agencies and donors in the countries and the region to increase their effectiveness and impact?
- ✓ What recommendations can arise from the mid-term evaluation as to the implementation's effectiveness?

(vi) Orientation towards impact and sustainability of the project:

- ✓ Can the changes observed in the counterparts' constituents (in attitudes and capacities) be causally linked to the project's interventions?
- ✓ Will the national partners be able to continue with the project? How effective has the project been to strengthen the necessary individual and institutions capacities (the national partners and the executing partners)?
- ✓ Once the external financing is over, is it likely that the national institutions and the executing partners continue with the project or extend its outcomes, including providing themselves the required funding?
- ✓ Is it likely that the project's outcomes, achievements and benefits will be lasting?
- ✓ In the project's remaining term, what activities should the project perform to increase the impact and sustainability?

5. MAIN PRODUCTS:

The external consultant must submit reports to the Directorate of Evaluation addressed to the decision bodies inside and outside ILO as a result of the consultancy. This process will have three deliveries:

First Outcome

As a result of its documentary information analysis (see section 6 "Evaluation Methodology"), the external consultant will submit a preliminary report at the second week of his/her appointment, including a complete evaluation framework with the methodology, criteria and questions that will guide the evaluation. This will be the first product and must include:

- (1) Covered with the key project and evaluation data;
- (2) Table of Contents
- (3) Background and context
- (4) Summary of the project's purpose, logic and structure
- (5) Evaluation's scope
- (6) Evaluation's methodology
- (7) List of the analyzed documentation
- (8) List of the informants to tackle and tools to gather their information.
- (9) Schedule

Second Product

The external consultant will present the evaluation's final report draft on the fifth week, which will be circulated among the project team for their comments and observations.

Third Product

Once the draft is circulated and the observations considered and collected, will proceed to draft and deliver the definitive version of the evaluation's final report in the evaluation's seventh week.

The evaluation report in its drafts and final versions will follow the guide "Formatting Requirements for evaluation reports³²" and must include:

- (1) Covered by the key data of the assignment and the evaluation;
- (2) Table of Contents and lists (annexes and tables or graphs)
- (3) List of acronyms or abbreviations
- (4) Executive Summary
 - 4.1. Background and context
 - 4.1.1. Summary of the assignment's objective, logic and structure
 - 4.1.2. Current situation to the assignment
 - 4.1.3. Purpose, scope and clients of the evaluation
 - 4.1.4. Methodology of the evaluation
 - 4.2. Main findings and conclusions
 - 4.3. Recommendations, lessons learned and good practices
- (5) Body of the report
 - 5.1. Background of the assignment
 - 5.2. Background of the evaluation
 - 5.3. Methodology
 - 5.4. Main findings organized according to the analytical framework's six criteria
- (6) Conclusions
 - 6.1. Conclusions
 - 6.2. Lessons Learned

³² http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf

- 6.3. Good Practices
- 6.4. Recommendations
- (7) Annexes

The final product must not exceed 30 pages, and additional information is expected as Annexes.

6. EVALUATION'S METHODOLOGY

The methodology proposal that the external consultant considers should contemplate the following elements:

1. A research method to follow.
2. The necessary information to be analyzed and the respective information sources.
3. List of informants to tackle and tools for data collection.
4. The working plan and schedule for information collection and analysis.
5. The necessary conditions and capabilities to develop the process of data collection, analysis and results communication.

In addition, the evaluation should consider the following as methodological guidelines:

a) **Analysis of the documentary sources**, mainly the project document, the work plans, the DWCP of the countries involved, the half-yearly progress reports, the studies and other conceptual documents produced, among others.

b) **Interviews**: Interviews will be conducted with those involved in the project in the countries covered by it and in the donor and executor headquarters, including government institutions, the employers and workers organizations, and the responsible for the European cooperation linked to the project and the ILO offices at country and sub-region level. In the countries that the evaluator's physical presence is not contemplated, the interviews will be conducted by videoconference, telephone and/or email (sending questionnaires). The coordination with the specialists of the concerned offices, officials involved in the project, external collaborators and the national and sub-regional institutions and the beneficiary organizations representatives. A comprehensive list of interviewees will be detailed along with the project's coordination when developing the evaluation's Work Plan.

c) **The field work** will be held by a mission to each of the countries participating in the project organized by corridors: Nicaragua, Costa Rica and Panama, and in the other hand Dominican Republic. The interviews will be developed with the project team and the stakeholders, including the EU delegations, and when the mission concludes, the presentation and discussion of the preliminary results will take place in San Jose, considering the participation of the project's staff and the DWT-CO San Jose officials.

7. MANAGEMENT MODES, WORK PLAN AND PERIODS

The evaluation will be developed by an external consultant unfamiliar to the project's design and management with the following profile:

- Complete university studies in economics, socials or juridical sciences.
- Spanish Proficiency.
- Minimum of 5 years' experience in social development projects with international cooperation agencies.

- Minimum of 3 years' experience in the evaluation of international cooperation for development projects in Latin America.
- Experience in evaluation of labor issue projects, preferably in relation to labor rights and/or labor migration in Latin America.

Mr. Walter Romero, Evaluation Focal Point in the DWT/CO San Jose will be in charge of the evaluation, to which an electronically preliminary report must be submitted, as well as the drafts and final versions of the final report following the procedures outlined in Section 5 where the products and delivery dates are detailed.

All matters of technical or logistics issue on the process that the consultant requires to clarify during the evaluation's development will be channeled to the evaluation's direction, who will take the respective final decisions.

The evaluation period is up to 8 weeks since the external consultant contract's inception, estimated for the second week of February 2013, so that its finalization will be no later than April 5, 2013.

Work plan

For the evaluation's work organization, and with exception of a best proposal by the consultant, the following activities schedule is suggested:

Week 1 (February 11-15): Analysis of the project's documentation, review of secondary sources. To develop the guides for the interviews and identify the persons to be interviewed; submit the **Report on Preliminary Result of the Documentary Analysis** to the Evaluation Director.

Weeks 2, 3 and 4 (February 18 to March 8): Mission to the field and data collection. In person interviews in Nicaragua, Costa Rica, Panama and Dominican Republic, and electronic and telephonic interviews with the beneficiaries of the countries involved and the ILO offices concerned.

Week 5 (March 11 to 15): Systematization and analysis of the collected primary and secondary sources. **Evaluation's final report draft** elaboration and submit it to the Director of the Evaluation.

Week 6 (March 18-22): Receipt of comments on the evaluation's final report draft, incorporating them into the final version.

Week 7 and 8 (March 25 to April 5): Submit and review of the **final version of the evaluation's final report** to the Director of the Evaluation.

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Adriana Hidalgo	CTA, Project Gender-sensitive labor migration policies in Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors.
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Walter Romero	Head of the Programming and Technical Cooperation Unit ILO DWCP and CO Sub-regional Office for Central America, Haiti, Panama and Dominican Republic
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EC

Barbara Rossi DV DEVCO, Unit B3 - Employment, Social Inclusion, Migration

OAS

Juan Manuel Jiménez Social Development and Employment Department, Executive Secretariat for Integral Development (*Interviewed by questionnaire*).

Costa Rica

Gabriela Díaz UCCAEP

Ana Bertha Navarro Rerum Novarum

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Alicia Sangro Program Officer, OIM

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Santo Román García Deputy General Director of Immigration, Ministry of Interior and Police

Alba Sánchez Technician of Labor Migration Unit. Ministry of Labour

Valentín Herrera General Director of Labour, Ministry of Labour

Pedro Rodríguez Executive Director, COPARDOM

Maura Corporán Standards and Education Development Manager

Julia Méndez Gender Officer, Ministry of Labour

Geoff Herzog Director, Centro Solidaridad

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ANNEX 5. EVALUATION MATRIX

Questions	Variables and indicators	Sources and data collection method
relevance strategic capability		
1. Is the project justified in relation to the needs? Is it relevant in regard to the political, social, legal, etc. context of the countries? Are the strategic components and expected direct effects relevant?	The extent to which the development objective and specific objectives are consistent with and contribute to: Policies, legislation and labor migration management in each country, and in particular - Policies and legislation on labor migration flow regulation Policies and legislation for social security coverage of migrant workers and their families - Policy and legislation skills harmonization between sending and receiving countries. The capacity needs of policymakers, social partners and other groups to adopt and implement policies, legislation and gender-sensitive labor migration management. The spaces and processes of social dialogue and consensus in labor migration with the social partners	Documentary review - Policy and legislation documents - PRODOC - Progress reports Key informants criteria. Interviews - ILO experts - Constituents.
2. Do an analysis of gender issues was made?	Adequacy of the design to ILO guidelines on gender perspective mainstreaming into projects' design.	Documentary review - PRODOC Key informants criteria. Interviews - Project's team, gender specialist.
3. How the project does adjust and supports national development plans, decent work national plans, among others, also the national and regional outcomes and priorities of ILO strategic programming?	Relevance of complementarities established between the project and the CPOs. Relevance of complementarities established between the project and gender related objectives of the office, including the gender action plan of the SRO	Documentary review - PRODOC - Programming office Key informants criteria. . Interviews - Project, programming.
4. To what extent the project complements and fits with other ILO projects/programs that DWCP of the countries involved support?	Relevance of complementarities, including those related to gender, established between the project and other ILO projects.	Documentary review - PRODOC - Programming office Key informants criteria. . Interviews - Project, programming, specialists, projects.
Design		
5. Does basic condition was identified at the beginning of the activities? Do the results	- Degree of completeness of the initial baseline diagnosis. - Feasibility of the objectives with the countries' conditions (political, legal, institutional and social).	Documentary review - PRODOC

Mid-term Evaluation Report on the project "Gender-sensitive Labour Migration Policies in Nicaragua, Costa Rica, Panama and Haiti, Dominican Republic Corridors"

Questions	Variables and indicators	Sources and data collection method
outlined in the project document were relevant and realistic about that initial situation identified in the field?	<ul style="list-style-type: none"> - Proportionality of the objectives, terms and type of activities regarding ILO capabilities. - Proportionality of the objectives, terms and type of activities regarding the national partners' capabilities (technical, financial). 	Key informants criteria. Interviews - Project stakeholders - ILO experts criteria
6. Was there involvement of constituents during project's design?	<ul style="list-style-type: none"> - Type of involvement of constituents in the project's design. - Level of knowledge and understanding of the objectives, outcomes and exit strategies from the constituents. 	Documentary review - PRODOC Key informants criteria. Interviews
7. Does gender issue was considered in project's design?	<ul style="list-style-type: none"> - Inclusion of objectives/outcomes/outputs related to substantive gender equality (in relation to the problem) - Mainstreaming gender considerations in project's objectives/outcomes/outputs. - Implementation degree of ILO guidelines for gender mainstreaming in project's design 	Documentary review - PRODOC Key informants criteria. Interviews - ILO Specialists involved in the design - Gender Specialists - Programming
8. How do strategic components logically connect with the proposed objectives? 9. Is there a good causal connection of the immediate objectives with the development objective? 10. Do outputs are causally linked to the expected direct outcomes?	<ul style="list-style-type: none"> - Logical correspondence between direct effects and products. (The outcomes are necessary and appropriate to achieve the direct effects). - Logical correspondence between development objective and immediate objectives. - Logical consistency of casuals' hypotheses. 	Documentary review - PRODOC Progress reports - Stakeholders criteria - ILO experts' criteria.
11. Is the risks and assumptions' analysis logically consistent?	Validity and relevance of risks and assumptions identified Mainstreaming and implementation of prevention/risk response mechanisms	Documentary review - PRODOC Progress reports Review of project's M & E System
12. ¿To what extent does the indicators described in the project document are appropriate and useful to assess the project's progress? 13. Does the M&E system is suitable to measure the project's effects on gender equality?	Quality of the Monitoring and Evaluation system. <ul style="list-style-type: none"> - Compliance with the SMART criteria of the indicators. - Quality and timeliness of information generated by the monitoring system. - Use of monitoring information by the project's management, counterparts and donor. - Sensitivity of the indicators and other elements of the monitoring system regarding gender effects. 	Documentary review - PRODOC Progress reports Review of project's M & E System

Questions	Variables and indicators	Sources and data collection method
Effectiveness		
14. Does the project move towards achieving the proposed objectives?	Progress level in regard to the objectives' planned targets - The analysis of progress in achieving the objectives will be done according to project's logical framework's indicators (can be complemented with other relevant indicators identified in the field phase).	Documentary review - PRODOC Progress reports Activities reports Key informants criteria. Interviews - Project stakeholders criteria - ILO experts criteria
15. Does products generated quantity and quality have been successful? Which is the achieved progress?	Progress level regarding outputs' planned targets - According to the project's ML indicators (<i>can be complemented with other relevant quantity/quality indicators to be identified in the field phase</i>).	Documentary review - PRODOC Progress reports Activities reports Key informants criteria. Interviews - Project stakeholders criteria - ILO experts criteria
16. Do the activities and products equally benefit men and women and promote overcoming gender gaps?	- Access level for women/men to activities and outputs - Gender mainstreaming degree in the project's activities and outputs - Mainstreaming of activities and outputs specifically aimed at addressing gender gaps	Documentary review - PRODOC Progress reports Activities reports Key informants criteria. Interviews - Project stakeholders criteria - ILO gender specialist.
17. Do the project's beneficiaries are using and taking advantage of its outputs? Have they converted the outcomes into outputs (direct effects) reflected in initiatives and progress in their activities that without the project they would not met?	- Outputs usefulness - Use level of the outputs delivered by the target groups. - Quantity and quality of their use for achieving the project's direct objectives. - Type of factors that are (or potentially could be) facilitating or hindering the outputs use.	Documentary review - PRODOC Progress reports Activities reports Key informants criteria. Interviews - Specialists - Project's team

Questions	Variables and indicators	Sources and data collection method
18. How do the outputs and direct effects contribute to ILO thematic strategies? To the Program outcomes and the biennium budget? To regional, sub-regional and national ILO outcomes? To the DWCP provisions?	<ul style="list-style-type: none"> - Correlation of the outputs and direct effects with ILO strategies in the region - Number and type of contributions of the project to: <ul style="list-style-type: none"> Program's goals and budget. Regional, sub-regional and national outcomes. Gender issue outcomes 	<ul style="list-style-type: none"> Documentary review Progress reports Activities reports Key informants criteria. Interviews <ul style="list-style-type: none"> - ILO Direction Specialists - Project's team
19. How do the products and direct effects contribute to the thematic strategies of the European Commission and the country strategy papers?	<ul style="list-style-type: none"> Coincidences and synergies of the outcomes with <ul style="list-style-type: none"> - Country Strategy Papers 2007-2013 - EU Regional Strategy 2007-2013 	<ul style="list-style-type: none"> Documentary review <ul style="list-style-type: none"> - Country Strategy Papers -EU Regional Strategy -Representatives of EU delegations
20. How do stakeholders are involved in the project's implementation? Does the project have adequately responded to the needs of national constituents and to the partners' priorities changes?	<ul style="list-style-type: none"> - The degree and type of the stakeholders' participation in implementation regarding to what was planned. - Correlation of the project regarding to changes (if any) on the priorities of the national constituents and partners. 	<ul style="list-style-type: none"> Criterion of the informants. Interviews Criteria of the project's partners. ILO specialists' criteria.
Efficient use of resources		
21. Has the resources (financial, human, time, specialized knowledge, etc.) been strategically allocated to achieve the direct effects?	<ul style="list-style-type: none"> - Balance and proportionality in the distribution of economic resources for immediate objectives. 	<ul style="list-style-type: none"> Analysis of financial and technical efficiency Review of financial and technical reports The Project's staff
22. Have the resources been efficiently used? Do activities that support the strategy have been effective in regard to costs? Would the same results could be able to be achieved with fewer resources?	<ul style="list-style-type: none"> - Unitary comparative costs of activities and outputs. 	<ul style="list-style-type: none"> Analysis of financial and technical efficiency Review financial and technical reports The Project's staff
23. Have the project's funds and activities been delivered and performed in a timely manner? How can the use of resources be more efficient?	<ul style="list-style-type: none"> - The work plan compliance (planned versus executed) - Adequacy of delivery paces to the processes 	<ul style="list-style-type: none"> Documentary review. Progress reports, operational plans. Constituents' criterion. Interviews.

Questions	Variables and indicators	Sources and data collection method
Effectiveness of the management structure		
24. Does the project management and organization facilitate obtaining good outcomes and an efficient execution? Which aspects can be improved in this regard?	<ul style="list-style-type: none"> - Distribution of organic, technical and territorial responsibilities of the team. - Existence and use of planning tools (updated work plan, etc.) 	<p>Documentary review. Progress reports, operational plans.</p> <p>Criterion of the project's management team based in the head office and countries.</p> <p>Interviews</p>
1. To what extent do communication and coordination between the project's team, the related ILO offices in the region, the technical departments in Geneva and the donor has been effective?	<ul style="list-style-type: none"> - Existence of communication mechanisms and internal coordination (ILO) - Extent of use of the communication and coordination mechanisms - Added value of internal communication 	<p>Documentary review. Progress reports, operational plans.</p> <p>Criterion of the project's management team based in the head office and countries.</p> <p>Interviews</p>
25. How effective was the communication and coordination between the project's responsible and the national implementing partners?	<ul style="list-style-type: none"> - Existence of communication and coordination mechanisms with the national partners - Extent of use of communication and coordination mechanisms - Added value of communication with the national implementing partners 	The Project's team criteria, ILO's specialists, and the project's partners. Interviews.
26. How effective was the communication and coordination with the European Commission in Brussels and the EU Delegations in the 5 countries?	<ul style="list-style-type: none"> - Timeliness and regularity of communication with the European Union in Brussels and the countries' delegations. 	<p>Documentary review</p> <ul style="list-style-type: none"> - Reports of outcomes and TORs - The Project's staff - Representatives of the EU in the countries.
27. How effective has been the follow-up that the project's direction does on the Project's performance and outcomes?	<ul style="list-style-type: none"> - Performance monitoring mechanisms used - Use of the follow-up information for decision making in implementation 	<p>Documentary review</p> <ul style="list-style-type: none"> - Reports of outcomes and TORs - The Project's Direction
28. Do the project strategically use coordination and collaboration with other ILO interventions in countries and in the region (projects, activities of specialists) to increase its effectiveness and impact?	<ul style="list-style-type: none"> - Number and type of coordination established with other ILO projects. - Relevance (technical and financial) of the established coordination and synergies. 	<p>Criteria of the project's direction, specialists, teams of other projects, direction of ILO offices. Interview</p> <p>Criteria of other projects' teams and relevant donors.</p> <p>Interviews</p> <p>Documentary review of technical and financial progress reports.</p>

Questions	Variables and indicators	Sources and data collection method
Orientation towards Impact and sustainability		
29. Do the changes observed in the constituents counterparts (in attitudes and capacities) can be causally linked to the project's interventions?	<u>Contribution analysis</u> of the project's immediate objectives_ - Estimation of the changes made to date. - Identification of the project's actions which influence the changes. - Identification of other actions with potential impact and estimation of its influence. - Discrimination of the relative influence of the project's activities and the external.	Documentary review Progress Reports The Project's outputs (reports, consultancies) Interviews - The project's constituents and beneficiaries. - Teams of other projects with impact in linked areas - Experts
30. Will national partners be able to continue with the project? How effective the project has been to strengthen the necessary skills of individuals and institutions (the national partners and the executor partners)?	Necessary capacity building level (technical, financial, organizational) to maintain the outcomes. Necessary human resources development to continue producing the outcomes. Sustainability perspective of the relevant achievements on gender issue.	Documentary review Outputs delivered (training, studies and technical proposals, consultancy' reports, minutes of meetings of the bodies, etc.) - Criterion of recipients and members of the bodies supported in each outcome.
31. Once the external financing is completed, is it likely that the national institutions and the executing partners continue with the initiative or extend its results, including that they provide the required funding?	There are initiatives from the constituents and target groups to continue with the project's outcomes. Level of development and realism of these initiatives. Political support and commitment shown by the constituents and other stakeholders. Perspective on that the institutions count with the necessary financial resources (for outputs and services that require it) There is an economic exit strategy of the project and an its implementation perspective.	Review of documentary evidences - Criterion of the recipients and members of the bodies supported on each outcome. Interviews. - Criterion of experts. Interviews.
32. Is it likely that the outcomes, achievements and benefits of the project will be long-lasting?	Integration level of the project in institutional structures that are likely to remain after the project's completion. Support level that national sectorial and national budget provides (or is expected to be provided). Existence of a technical and institutional exit strategy, and prospects for its implementation and success.	Review of documentary evidence - Criterion of recipients and members of the supported bodies on each outcome. Interviews - Criterion of experts. Interviews

