



# Evaluation Summaries

## *Effective Action for Labour Migration Policies and Practice*

### Quick Facts

**Countries:** *Global*

**Final Evaluation:** *October 2009*

**Mode of Evaluation:** *Independent*

**Technical Area:** *Labour Migration*

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**Evaluation Team:** *Philip Martin*

**Project Start:** *November 2006*

**Project End:** *December 2009*

**Project Code:** *GLO/O6/57/UKM*

**Donor:** *UK Department for International Development (DFID)*

**Keywords:** *labour migration, migration policy, capacity building, protection of migrant workers, rights based approach*

### Background & Context

#### **Summary of the project purpose, logic and structure**

The DFID-ILO project on *Effective Action for Labour Migration Policies and Practice*, (referred to as the LMPP Project hereafter) forms one of the four global policy programmes supported by the DFID UK-ILO Partnership Framework Agreement (2006-2009). It aims to “increase member-state capacities to develop policies or programmes focused on the protection of migrant workers.” The LMPP project has three immediate objectives: increasing the capacity of constituents for effective governance and regulation of labour migration as an

instrument of development, promotion of the ILO Multilateral Framework on Labour Migration, and promoting ILO’s role as a knowledge base on international labour migration through expanding databases on migration statistics and good practice profiles. The emphasis of the project was on the promotion of rights-based approaches to labour migration, with standards, gender and tripartism as cross-cutting themes.

The LMPP project logical framework was revised in the second half of the PFA to reflect a shift in focus from global support to country level interventions with a view to enable the ILO to better assess the impact of its action. While global activities continued throughout the course of the four year project, two specific country-level outcomes were defined for 2008-2009: 1) National policy frameworks and programmes supporting good governance and regulation of labour migration for decent employment of migrant workers and development; and 2) Improved national protection programmes for migrant workers focused on women and other vulnerable migrant workers in line with the ILO’s rights based approach.

#### **Purpose, scope and clients of the evaluation**

The purpose of this evaluation is to assess (1) the extent to which project goals or outcomes have been accomplished; and (2) how the project contributed to overall ILO strategies and priorities. The evaluation places a special focus on the relevance, effectiveness, impact,

sustainability and efficiency of the project. It focuses on the project's contributions to:

1. the overall programme of MIGRANT and the migration-related outcomes and indicators in P&B documents
2. the promotion of the ILO's common principles of action, including contributing to a fair globalization, working out of poverty, advancing gender equality, implementing international labour standards, and expanding the influence of social partners via tripartism and social dialogue
3. the goals of the DFID-ILO PFA, including project-specific issues such as the relevance and strategic fit of the migration project, the validity of the project's design, and the impacts and sustainability of project outcomes. In addition, the evaluation considers the project's impacts on wider goals of the ILO PFA, including the development and implementation of DWCPs, implementation of a results-based management, and contributing to the One-UN approach to providing assistance in particular countries.

The evaluation covers the project period, November 2006-July 2009. It was prepared for the constituents and project partners in target countries and regions, the donor (DFID-UK), the ILO project management team, the ILO technical unit at Headquarters (International Migration Programme), ACTRAV, ACTEMP, ILO field offices and ILO technical units that are partners in the project implementation.

### **Methodology of evaluation**

The methodology for the evaluation had three major components:

1. Desk review of project documents, including workshop and mission reports, reviews of the ILO migration and good-practices databases, and assessments of training and other materials produced by the ILO and project partners. This also included a review of the forthcoming ILO book, "International labour migration: towards a rights-based approach."

2. Interviews with the project management team, staff at MIGRANT and other units at the ILO Headquarters, and global employer and trade union representatives (IOE, ITUC, and PSI).
3. Field visits to selected countries to obtain first-hand information from constituents and related interviews with stakeholders and analysis of country-specific DWCPs, national legislation and regulations, and materials produced by country offices and project partners.

In addition, migration developments and policies were monitored at the national, regional, and global levels during the course of the evaluation.

## **Main Findings & Conclusions**

Several accomplishments of the ILO LMPP project stand out, including:

- Adoption of labour migration policies: Formal adoption of a National Labour Migration Policy by the Sri Lanka government in April 2009 through a stakeholder consultation process facilitated by the project, and ongoing efforts to assist in the development and implementation of similar national labour migration policies in Bangladesh, Brazil, Nepal, and Pakistan.
- Promotion and popularization of rights-based approaches to labour migration via wide dissemination of ILO's Multilateral Framework on labour Migration and capacity building activities for ILO constituents using the (MFLM).
- Promotion of ILO Common Principles of Action by incorporating gender, social dialogue and tripartism in all project activities. The project succeeded in strengthening links between migration policy and other key dimensions of decent work through collaboration between MIGRANT and other units within the ILO for greater coherence.
- Contributing to the ILO's visibility as a leading authority on labour migration at the global level with core contributions to

the Global Forum on Migration and Development (GFMD), the Global Migration Group, and interaction with other international and regional organizations dealing with migration.

- Increased protection for migrant workers through bilateral Memorandums of Understanding (MOUs) signed between trade unions in origin and destination countries of migrant workers. A model agreement for unions in different countries was developed, and unions in Sri Lanka signed agreements with their counterparts in Bahrain, Jordan and Kuwait to provide migrants with information and a forum to safely raise complaints about wages, working conditions, and similar issues.
- Ensuring that a labour migration course module including gender issues in three languages is offered regularly at the ILO International Training Centre in Turin, which builds capacity by training future leaders.
- Promoting the ILO's role as a global knowledge base on labour migration by integrating the International Labour Migration database into the ILO Bureau of Statistics (STAT) labour statistics database, establishing a web portal of good practices in labour migration, and publishing and disseminating a number of policy briefs and research papers.
- Providing support to regular ILO-MIGRANT activities to better respond to the demands of the 2004 ILO Plan of Action for Migrant Workers.
- Contributing to greater visibility of UK DFID role in making migration work for development.

The LMPP project got off to a slower start than anticipated, and its capacity building and policy advice work is ongoing. The nature of the project's objectives, viz, building capacity among ILO constituent unions, employers, and governments, winning wider recognition for the Multilateral Framework on Labour Migration, and developing and implementing national migration policies that protect migrants, have a longer-term orientation that

make it difficult to show a quantifiable impact within the short span of a two-year project.

The LMPP project was also meant to provide support to the International Migration Programme to respond to the additional demand for its services arising from the 2004 ILO Action Plan for Migrant Workers. Project staff contributed to the regular activities of MIGRANT throughout the course of the project, using resources in an integrated manner, making it sometimes difficult to identify separately the contribution of the project from overall MIGRANT accomplishments during this period.

The project contributed to results-based management of ILO activities, supported the DWCP approach to prioritizing ILO assistance services within countries, and contributed to the 'One UN' delivery system. The concrete evidence of the use of RBM was the project's shift from a global and regional approach to a country approach following the DFID Comprehensive Review in 2007. The project selected countries that made migration a significant component of their DWCPs to focus its activities, and helped ILO constituents in these countries to develop and implement rights-based migration policies.

The experience of the LMPP project with the UN's Delivery as One mechanism was not different from the experiences of other ILO programmes. The achievements have not been uniform for several reasons. First, most UN agencies work with governments, raising fears among some ILO constituent unions and employers that Delivery as One may compromise the ILO's tripartite governance structure. Second, migration is one of many ILO activities, while it is the major activity of IOM, a non-UN organization included in Delivery as One. This means that IOM rather than ILO may sometimes be mentioned as the lead migration agency in inter-agency activities in a country even when ILO contributes substantially to migration work in terms of policy, administration, social security, and social dialogue among other issues. The

IOM also has contributed to the problem to some extent by not involving other partners in its support programmes for governments.

### Conclusions

This assessment concludes that the LMPP project was a very good fit for MIGRANT and achieved many of the goals laid out in the PFA. In light of the project's goals, and in view of the concrete accomplishments, this evaluation concludes that the combination of (1) the growing importance of international labour migration and (2) the investments already made to strengthen MIGRANT justify continued support. Further investment promises the reward of more rights-based and gender-responsive migration policies that protect migrant workers and enhance the contributions of migration to development. The project also contributed to greater visibility of UK DFID role in making migration work for development.

Perhaps the major tribute to the effectiveness of the project is that requests for assistance have multiplied along with the ILO's reputation for providing useful services and advice.

## Recommendations & Lessons Learned

### Main recommendations and follow-up

1. Place a high priority on completing the office-wide strategy paper for dealing with migration as recommended by the ILO Governing Body in November 2008. This paper could emphasize that the ILO is the UN agency responsible for dealing with workers, including migrant workers, and that migration is a cross-cutting issue that needs better coordination, increased resources, and more visibility within the ILO. The ILO also needs to expand its technical assistance activities to meet the increasing demands of countries for support in labour migration policy development, and legislation for good governance and protection of workers, as part of the overall decent work agenda and the DWCPs.
2. Promote the Multilateral Framework on Labour Migration among other international organizations with mandates on migration, using the Global Migration Group as a platform. A useful model is the Decent Work Toolkit being used by the international community to promote decent work in various countries. The ILO could encourage relevant agencies to endorse the MFLM as a tool to be used by UN agencies to protect migrant workers.
3. Encourage countries to establish priorities for action on labour migration using the Multilateral Framework as a guide. ILO MIGRANT can help countries to set priorities for short term, medium term and long term activities based on the principles and recommendations set out in the Multilateral Framework. This should also facilitate the measurement of outcomes.
4. Work with regional economic communities to promote links between migration and development. To redress the imbalance across regions, it would be useful to collaborate with regional economic communities, especially in Africa. The scope for promoting labour mobility within these regional integration areas is good, and the ILO can promote development migration policies and practices in line with the MFLM. This would also complement the work of regional RBSA projects.
5. Improve methods for evaluating the impact of global migration projects, including:
  - Developing broader indicators to capture both country level impacts and the results of global policy and advocacy work on labour migration.
  - Developing methods to assess the impact of capacity-building activities.
  - Developing methods to recognize and assess TC project contributions to regular ILO activities.
  - Involving recipients of project support in ongoing monitoring of results. This includes both ILO regular budget staff in HQ who benefited from the project's core

support contributions and TC field projects and regular field office staff who engaged in joint activities with the LMPP project.

6. Negotiate for the continued inclusion of migration in the next DFID-ILO PFA. International migration and issues of governance, protection and development will continue to be high on the global policy agenda in the foreseeable future. The LMPP project was a very good fit for MIGRANT and achieved the major goals laid out in the PFA. In view of its continuing importance on the global policy agenda and concrete accomplishments, continued support for MIGRANT promises the reward of more rights-based and gender-sensitive migration policies that protect migrant workers and enhance the contributions of migration to development. The investments already are poised to generate ever more returns with continued support because of the lessons learned in the project, such as linking HQ expertise quickly to country requests for assistance to develop national migration policies.

### **Important lessons learned**

There are several lessons from the implementation of the LMPP project:

- The ILO needs to both facilitate the development of migration policies and support their implementation. Without support for implementation, well meaning policies can languish, which is why the project is supporting implementation activities, as in Sri Lanka.
- The nature of international migration policy poses some difficulties in showing impacts from a time-bound project covering one or two years. Migration policy is a very sensitive area with a strong political dimension as states regard it as a central aspect of their sovereignty, and it can be a major electoral issue as well. Therefore, states have to balance different interests, and are slow to make changes in migration policy based simply on research or advice offered by international agencies or researchers although they may in

principle agree with the rationale of such advice.

- Labour Ministries may not be the most important partners to effect changes in migration policy and practices. Many countries are establishing foreign-employment ministries, which means that ILO staff also have to reach out to non-traditional partners and rethink how social partners can be involved in migration policy development.
- ILO field offices are crucial actors to sustain project interventions and field staff need training on ILO perspectives on labour migration, the uses of the MFLM, and the comparative strengths of the ILO vis-à-vis other organizations. A good start has been made in Asia, and the models developed there can be adapted for other regions.
- The ILO needs a strategy for effective collaboration with other organizations in Delivery as One, including IOM. The ILO is committed to the One UN model at the country level. However, this can be complicated in migration, where the ILO needs to work with other agencies without compromising its unique rights-based approach and its tripartite structure. There is a need to better engage with other development partners, especially the International Organization for Migration, a non-UN agency. ILO's experience working with IOM is uneven; there has been cooperation in some countries but not in others.
- There is need for greater coordination and coherence within the ILO on migration. Decentralization has not been accompanied by better information exchange and coordination with MIGRANT with some TC projects not effectively promoting the rights based approach. The LMPP project stands out as a good practice model in this respect given its success in effectively linking the mainstream HQ MIGRANT programme with field offices and programmes and thereby promoting synergies.