Technical Cooperation Progress Report (TCPR)

Country or Region: Tunisia, Morocco, Libya and Egypt

Title: Improving governance of labour migration and protection of migrant workers' rights in Tunisia, Morocco, Libya and Egypt.

P&B Outcome: Outcome 7

Report:

☒ Annual — For projects reporting on an annual basis, all sections must be completed and the report must cover the previous 12 months.

☐ 6-month — For projects reporting twice per year, all sections must be completed and the report must cover the previous 6 months.

☐ Quarterly — For projects reporting on a quarterly basis, every second and fourth report (i.e. twice a year) should complete all sections. The other reports may leave out sections A3 and A4.

Sequence:

☒ 1ˢᵗ report ☐ 2ⁿᵈ report ☐ 3ʳᵈ report ☐ 4ᵗʰ report ☐ 5ᵗʰ report ☐ 6ᵗʰ report ☐ 7ᵗʰ report ☐ 8ᵗʰ report ☐ 9ᵗʰ report ☐ 10ᵗʰ report ☐ 11ᵗʰ report

Related project(s): N/A

Reporting Information	
Reporting period:	From January 2013 to December 2013
Report prepared by:	Francesco Carella, 14 March 2014
Report reviewed by:	Samia Kazi Aoul (MIGRANT), 24 March 2014 *I have reviewed the classifications and agree they are a fair and accurate reflection of progress* Reviewer initials: SKA
Report approved by:	Yousef Qaryouti, DATE *I have reviewed the classifications and agree they are a fair and accurate reflection of progress* Approver initials: <Initials>

Instructions
This is the standard ILO format for extra-budgetary technical cooperation progress reporting. Information submitted in TCPRs will be collected and used by the ILO to monitor progress towards results.   TCPRs must be submitted as per the schedule outlined in the Approval Minute.   Please note this is the format for interim reports only. Final progress reports must use a different template.   For guidance on completing the TCPR please visit: www.ilo.org/intranet/english/bureau/pardev/tcguides/templates.htm

EXECUTIVE SUMMARY

Briefly summarize the status of the project and the key results achieved in the reporting period (maximum one page).

2013 was the year in which the project was started, albeit with unexpected delays; this is the first (annual) progress report.

The IRAM project is currently the only project on labour migration being implemented by the ILO in North Africa. The project team therefore had to be built from scratch.

Although the recruitment of the CTA was launched in March 2013, the interview and selection process took several months. One of the shortlisted candidates withdrew from the selection process at a very advanced stage of the process itself, which resulted in this candidate not being recruited. As a consequence, the selected candidate who accepted the position arrived in the post in late September 2013.

In the meantime, the ILO Cairo Office launched, in mid-2013, the recruitment of the project's administrative assistant. However, none of the applications received met the minimum requirements and no applicants were invited to take the written test for the position. The post was re-advertised in September 2013, and the newly arrived CTA completed the recruitment process for the assistant (shortlisting, written test and interviews) between October and November 2013. The assistant joined the team in December 2013.

In order to move ahead with the project implementation, the ILO Cairo Office as well as the MIGRANT branch at HQ tried to implement some activities during 2013, even in the absence of a CTA. In the framework of the IRAM project, the ILO Cairo Office supported the implementation of a workshop on labour migration and migrant workers' rights organized in Tunisia by UGTT, Tunisia's main representative trade union. The ILO North Africa's Senior Specialist for Workers' Activities participated in the UGTT workshop.

At the HQ level, ILO MIGRANT drafted TORs for the Egypt national study on the Governance of Labour Migration. Based on those TORs, the Egypt study was launched and the final draft report was delivered to the ILO in November 2013. The main outcomes of the report were discussed and internally validated in a technical meeting with ILO HQ and representatives from the donor on 20 November 2013. Follow-up activities in Egypt (dissemination of project results and official launch of the project) were also discussed.

Upon the CTA's arrival, his efforts were focused on (1) induction briefings with the ILO Cairo Office and with HQ (MIGRANT Branch and others); (2) recruiting the project assistant, who joined the ILO Tunis team in December 2013; (3) meeting with tripartite constituents and other relevant stakeholders in Egypt, Morocco and Tunisia, in order to set up national project committees and begin project implementation.

The key achievements for 2013 may therefore be summarized as follows:
1. Selection of staff and setting up of project team (CTA and assistant);
2. Presentation of the project to ILO constituents in Tunisia, Morocco and Egypt; discussion of project activities, objectives and intended outcomes (to reassess priorities at national level and stakeholders commitment, prepare implementation plans and organize the project steering committees); and formation of the project committee in Morocco.
3. For Project Objective 1 (strengthening the governance of labour migration): Egypt national baseline study on the institutional set up of labour migration, conducted and internally validated;
4. For Project Objective 2 (strengthening the protection of migrant workers' rights): contributed to strengthening Tunisian social partners' capacities by supporting and contributing to UGTT's workshop on labour migration.

1. Budget / Planning Information

Project budget in USD: 1,930,000		
Project duration in months: 34	**Planned**	**Actual**
Project start date:	January 2013	September 2013
Project end date:	October 2015	June 2016

2. NARRATIVE REPORT

2.1. Perspectives on current status

Briefly explain the **overall status of project implementation**, making reference to progress under each immediate objective.	By the end of 2013, implementation of activities by objective had not yet begun, with two exceptions: In objective 1, the Egypt national baseline study on institutional governance of labour migration was carried out by national expert during reporting period and approved by ILO. In objective 2, the IRAM project supported the organization of a UGTT workshop on labour migration and migrant workers' rights; the ILO regional Senior Specialist in Workers' activities, participated in and technically contributed to the workshop. Due to late recruitment of the CTA (September 2013), efforts between September and December 2013 focused on meeting partners, presenting the project, agreeing on activities; purchasing furniture and equipment for the office; working on TORs for the baseline studies.

2.2 Issues and actions

Examine the main **challenges** facing the delivery of outputs and achievement of immediate objectives. These can be issues that have already been encountered or are foreseen.	The main challenge in the reporting year was finding the right human resources to implement the project. Once these were in place, the environment made work possible, in spite of political instability in Egypt and Tunisia. On the other hand, the complete instability and lack of strong institutions in Libya resulted in the project staff's decision to focus on the other three target countries in the initial phase of implementation. Activities would start in Libya once already well on the way in the other countries, provided that the security situation allowed for it. No particular challenges were identified for Morocco in the reporting period.
Explain **corrective actions** taken or to be taken regarding implementation challenges, delayed delivery, and the low probability of achieving immediate objectives.	Since implementation began in September 2013, it was decided that most (if not all) studies planned within the project would be carried out in the first 12 months of project implementation. This would allow for activities (studies) to begin even while project's governing mechanisms such as steering committees were put in place.
Briefly explain any **reformulations** of project immediate objectives or outputs, and their corresponding indicators and targets.	No reformulations as such have occurred during the reporting period.
Briefly describe any **evaluations**, project reviews, self-assessments or undertaken, including follow-up to findings and recommendations.	Only three full months of implementation occurred in the reporting period (from end September to end December 2013). It is therefore too soon to conduct evaluations or self-assessments.

3. Summary Outputs

OUTPUT DELIVERY [a]

Output	Percent complete	Output status	Output summary (1000 characters maximum)
Immediate Objective 1: National institutional capacities for regulating labour migration are reinforced			
1.1 Capacity building and institutional strengthening needs assessed	25%	Delayed: behind schedule	National Study for Egypt was carried out by national expert during reporting period and approved by ILO. Assessments for Tunisia, Morocco and Libya not yet carried out, but preliminary TORs for Morocco were drafted.
1.2 National capacities on labour migration strengthened through targeted trainings	0%	Delayed: not yet started	
1.3 National roadmaps for developing national labour migration policies are developed through tripartite discussions.	0%	Delayed: not yet started	
1.4 Targeted technical assistance provided in Tunisia and Morocco	0%	Delayed: not yet started	
1.5 Process of developing a national labour migration policy advanced in Morocco	0%	Delayed: not yet started	
Immediate Objective 2: National institutional capacities for protecting migrants' rights are enhanced			
2.1 Legislations on migrant workers and practices reviewed to better protect male and female migrant workers	0%	Delayed: not yet started	
2.2 Social partners' capacities to protect migrant workers are strengthened.	10%	Delayed: Behind schedule	In Tunisia, the ILO IRAM project supported the organization of a UGTT workshop on labour migration and migrant workers' rights; the ILO regional Senior Specialist in Workers' activities, participated in and technically contributed to the workshop.
Immediate Objective 3: Intra-regional dialogue on labour mobility and protection of migrant workers is strengthened			
3.1 Main bilateral labour agreements between the targeted countries reviewed	0%	Delayed: not yet started	
3.2 National capacities to develop gender sensitive bilateral labour migration agreements strengthened.	0%	Delayed: not yet started	
3.3 An agenda for action is drafted during a tripartite sub regional workshop on "Intra-regional mobility and protection of migrant workers"	0%	Delayed: not yet started	

OUTPUT CLASSIFICATION [b]

☐ **Highly satisfactory**
Implementation of almost all (>80%) outputs is on schedule as envisaged in the implementation plan and almost all (>80%) indicator milestones have been met.

☐ **Satisfactory**
Implementation of the majority (60-80%) of outputs is on schedule as envisaged in the implementation plan and the majority (60-80%) of indicator milestones have been met.

☐ **Unsatisfactory**
Some (40-60%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only some (40-60%) indicator milestones have been met.

☒ **Very unsatisfactory**
Few (<40%) outputs are being implemented on schedule as envisaged in the implementation plan and/or only a few (<40%) indicator milestones have been met.

Briefly explain the major factors taken into account to justify the output classification and provide any other comments (2000 characters maximum):
The main reason the output was very unsatisfactory is the delayed start of the project. The recruitment of the project staff (both the CTA and the project assistant) was delayed by several months, with the CTA taking up his position on 22 September 2013. This resulted in a 9-month delay in the beginning of project implementation; the only two activities implemented before the CTA arrival were the Egypt national study and the support to the UGTT workshop on migration.

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[a] Based on the Implementation Plan
[b] This is a self-assessment

4. Summary Immediate Objectives

IMMEDIATE OBJECTIVE ACHIEVEMENT [c]

Indicator	Baseline	Indicator Milestone (compare planned against actual)	Target (end-of-project total)	Immediate Objective summary
Immediate Objective 1: National institutional capacities for regulating labour migration are reinforced				
Availability of national road maps for developing national labour migration policies	0	0	4	
Draft one labour migration policy	0	0	1	Not on track: milestones missed
Immediate Objective 2: National institutional capacities for protecting migrants' rights are enhanced				
Availability of 4 national action plans for improving national legal frameworks	0	0	4	Not on track: milestones missed
Immediate Objective 3: Intra-regional dialogue on labour mobility and protection of migrant workers is strengthened				
Availability of a sub-regional agenda for action	0	0	1	Not on track: milestones missed

IMMEDIATE OBJECTIVE ACHIEVEMENT CLASSIFICATION [d]

☐ **Highly probable**
Almost all (>80%) reporting period milestones have been met. Based on the indicators, it is highly probable all immediate objectives will be achieved by the end of the project.

☒ **Probable**
The majority (60-80%) of reporting period milestones have been met. Based on the indicators, it is probable the majority of immediate objectives will be achieved.

☐ **Low probability**
Some (40-60%) reporting period milestones have been. Progress is being made on the immediate objectives but based on the indicators only some immediate objectives will be achieved.

☐ **Improbable**
Few (<40%) reporting period milestones have been met. Limited progress is being made on the immediate objectives and based on the indicators only a few immediate objectives will be achieved.

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[c] Based on the M&E plan
[d] This is a self-assessment

Briefly explain the major factors taken into account to justify the immediate objective classification and provide any other comments (2000 characters maximum):
In spite of the low achievement of milestones, it is still probable that the immediate objectives will be achieved by the end of the project, assuming that the project duration can be extended until June 2016, to compensate for the 9-month delay in starting the implementation. In other words: 1. Achievement is low in the reporting period mainly due to late start of implementation (late recruitment of project staff, please see above); 2. Delivery rate and achievement of milestones is expected to increase starting from 2014; 3. Objectives can be achieved within the expected 34-month project duration, if we factor in that implementation began in later September 2013 and the project duration is therefore extended accordingly until June 2016.

5. Risks and Assumptions

RISK TRACKING [e]

Key Assumptions	Risk level		Describe current risk and any mitigation measures (1000 characters maximum)
	Start-of-project / previous reporting period	Current	
The knowledge imparted by the ILO is effectively used to better govern labour migration and protect migrant workers	Green (Low Risk)	Green (Low Risk)	ILO enjoys a very good reputation among constituents and other partners, which proactively seek ILO's assistance.
Legal recommendations are followed by Governments and changes made in national legislations	Yellow (Medium risk)	Yellow (Medium risk)	The political situation in target countries is volatile, to a smaller or greater degree according to the country. However, the ILO's recommendations are technical and should be applicable regardless of which Government/party is in power.
Unforeseen political unrest does not hamper the implementation of programmatic activities.	Yellow (Medium risk)	Yellow (Medium risk)	Risk is red for Libya, where it is not foreseen that activities can start for the first semester of 2014. For other countries, activities proceed at the technical level.
Low rate of turnover of Ministries or high-level partners.	Yellow (Medium risk)	Yellow (Medium risk)	At the end of the reporting period, it was expected that government changes (affecting key positions on labour migration) would take place in Egypt and Tunisia in 2014. The mitigation measure taken by the ILO is to work with as broad as possible a range of partners.
Sustained commitment of Governments and social partners.	Yellow (Medium risk)	Yellow (Medium risk)	This exists for the time being. The only risk factor in Tunisia is the unwillingness of the Government to include labour migration in its social dialogues with social partners. The project will seek to address this in 2014, through a joint activity with the ILO Tunisia Social Dialogue project.
Staff who are trained by the ILO remain in their functions throughout the duration of the project	Green (Low Risk)	Green (Low Risk)	Most staff to be trained are career civil servants, which should minimise this risk.
Ministries involved in migration governance and social partners agree to nominate labour migration focal points	Green (Low Risk)	Green (Low Risk)	This is not expected to be a problem by the end of the reporting period.
		<Select>	
		<Select>	

6. Performance issues

Check key reasons for shortfalls in Output Delivery, Output Quality and Immediate Objective Achievement:

- ☐ Implementing partner (constituents or private entities) performance
- ☐ Difficulties in inter-agency coordination
- ☐ Lack of constituent or implementing partner commitment/ownership
- ☐ ILO policy changes
- ☐ Budget processing (revision/disbursement etc.) delays
- ☐ Community/political opposition
- ☐ Other - please specify:

- ☐ ILO (Office and staff) performance
- ☐ Inadequate cost estimates
- ☐ Inadequate project design
- ☐ Counterpart funding shortfall
- ☐ Unexpected change in external environment
- ☒ HR difficulties (recruitment, contracts)

7. Lessons learned

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[e] Based on Risk Register

Describe any lessons, positive and negative, that have been learned during project implementation. Organise the lessons using the headings below.	
Context and implementing environment	The context and implementing environment has varied greatly according to the country. In Morocco, the delay in project implementation has positively resulted in the project coinciding with a new national (royal) policy focusing on foreign migrants in Morocco. The Government has therefore requested the ILO's support in this realm (migrants in Morocco, and not only Moroccans abroad). In Tunisia, once contact had been made and focal points assigned in the governmental counterparts, a change of Government was announced, which would result (at the beginning of 2014) in the elimination of the State Secretary for Migration, the key counterpart (the change of counterparts will be covered in the next progress report, regarding 2014). In Egypt, despite an unstable political situation, the ILO has good working relations with the Ministry of Manpower and Migration, which constitute an excellent entry point for the project. Finally, in Libya the situation is unfortunately too volatile to begin project implementation as yet.
Project strategy and design	In the first few months of implementation, the project strategy has appeared to be adequate and appropriate. During national stakeholder consultations, the project outcomes and objectives were reaffirmed as relevant to the target countries. However, it also emerged that human resources were underestimated in the project design phase; more personnel than originally budgeted for are necessary on account of the highly sensitive issue and the variety of stakeholders involved in the field. The original expectation that a Tunis-based CTA with the support of a national administrative assistant would be able to plan and simultaneously implement all project activities in the four target countries has quickly proved unrealistic. Project activities are labour intensive and require daily follow up with a number of national and international partners, especially for Morocco and Tunisia, where a substantial amount of activities are planned. A labour migration project typically requires establishing and maintaining relations with a greater number of partners than other categories of ILO projects. At the institutional level, at least three ministries in each country (the Ministry of Employment, the MFA and the Ministry of Social Affairs or of Migration Affairs) are involved in the Governance of labour migration. In addition, when migrant workers' rights are discussed, the Ministries of Interior, of Human Rights and of Justice, among others, also have important roles to play. This complicates the governance of a labour migration project in comparison with other ILO projects, and exponentially increases the time that the CTA needs to spend liaising with institutional counterparts – through meetings, correspondence, phone calls, as well as by taking note of and incorporating each institution's requests, views and position into project documents and activities.
Advocacy, Communications and Capacity building	Advocacy on the ILO Convention and ILS is carried out on an ongoing basis when meeting with national stakeholders. Regarding communications, it has been agreed in bilateral meetings with the donor in Cairo, Rabat and Tunis, that visibility for both the SDC and the ILO would be ensured at all events and in project-related visibility material. No such activities have taken place or such material produced in the reporting period (2013), but only starting in 2014.
Implementation and Institutional Arrangements	As previously explained, a labour migration project requires a governance and implementation structure that tends to be more complex than that of other projects implemented by the ILO, since several Ministries need to be involved. In order to facilitate implementation of activities and reduce delays, the ILO has tried to advocate for tripartite advisory project committees (as opposed to tripartite steering committees) to be set up in Morocco and Tunisia (the two countries where most activities are to be implemented). However, in Morocco, tripartite constituents have insisted that a steering committee be set up and that a separate document including only the Moroccan component of the project be signed between the ILO (Director in Cairo) and the Moroccan Government (Migration Minister). This is scheduled to happen in 2014. Also in Morocco, the establishment of a project committee (by the end of the reporting period, it was yet to be decided whether it would be named a steering or an advisory committee) was delayed by lengthy bilateral discussions with tripartite national counterparts: first and foremost with the Ministry of Employment and Social Affairs, which was used to being ILO's main counterpart in Morocco for ILO projects, whereas the role of key counterpart was assigned to the Migration Ministry in the context of the IRAM project. In Tunisia, the governing structure was still to be decided by the end of the reporting period, due to the upcoming governmental change (including in the State Secretariat for Migration) planned for early 2014.

Any other areas	Shortly before the submission of this report (early 2014), a budget revision has been prepared for submission to the donor, together with a request for extension until June 2016, to compensate for delayed start of implementation.

8. ANNEXES

1. Egypt National Study on institutional governance of labour migration.