



ILO - EVALUATION

- **Project Title:** Gender-Sensitive Labour Migration Policies in Nicaragua, Costa Rica, Panama, Haiti and Dominican Republic
- **TC/SYMBOL:** DCI-MIGR /2010/229-489 (RLA/09/05/EEC)
- **Type of evaluation:** Final Internal Evaluation
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- **Evaluation Date:** From July 23 to August 7, 2014
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- **Key Words:** Labour migration, gender, capacity building, policies, social security and vocational training
- **Budget Evaluation** :

This evaluation has been carried out following ILO's policy and procedures. This report has not been edited.

NOTE:

To make the Reading of this material easier, we have avoided using simultaneously the masculine and the feminine gender in those terms that support both. Consequently, when Minister, Director, Officer, etc. Is mentioned it is understood that we refer to people of both sexes.

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Acronyms

ACTEMP	Bureau for Employer's Activities – International Labour Organization
ACTRAV	Bureau for Worker's Activities – International Labour Organization
WAPES	WAPES World Association of Public Employment Services
ACP	African, Caribbean and Pacific Group of States
CTA	Chief Technical Assistant
EC	European Commission
CINTERFOR	Inter-American Centre for Knowledge Development in Vocational Training
DWT	Decent Work Team
DWT/CO	Decent Work Team and Country Office
EVAL	ILO's Evaluation Unit
FOIL	Occupational Training Program and Job Placement for Central America and Dominican Republic
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 Labour Organization
CO	Country Office
SRO	Sub-regional Office
PARDEV	ILO's Partnerships and Development Cooperation Department
DWCP	Decent Work Country Programmes
REDIF	Vocational Training Institutes Network for Central America, Panama and Dominican Republic
SICA	Central America Integration System
EU	European Union

Costa Rica

CCSS	Costa Rican Social Security Fund
CMTC	Central of the Movement of Costa Rican Workers
CONAMAJ	National Committee on Improving the Administration of Justice
DGME	Department of Migration and Foreigner
INA	National Learning Institute
MTSS	Ministry of Labour and Social Security
UCCAEP	Costa Rican Union of Chambers and Associations of Private Business Sector

Nicaragua

CETRA-UPF	Center for Labour Studies at the University Paulo Freiree
CGT	General Confederation of Workers
COSEP	Superior Council of Private Enterprise
INATEC	National Institute of Technology

Panama

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
MITRADEL	Ministry of Labour and Workforce Development

Dominican Republic

CIMTRA	Inter-Union Committee of Working Women
CNTD	National Confederation of Dominican Workers
CNUS	National Union Confederation
COPARDOM	Employer's Confederation of the Dominican Republic
INFOTEP	National Institute of Technical and Vocational Training
SENAE	National Employment Service
SISCONE	National and Foreign Contract System

Executive Summary

1.1. Project Purpose, Logic and Structure

The Project “Gender-sensitive Labour Mitigation Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors” was implemented by the ILO Decent Work Team and Country Office (DWT/CO) for Central America , Haiti, Panama and Dominican Republic, in partnership with the Organization of the American States (OAS) and the Union Institute for Development Cooperation (ISCOD). The initiative was implemented between February 2011 and February 2014, and had a total budget of € 2,492,221, of which € 1,993,777 was provided by the European Commission (EC).

The Project’s **Overall Objective** was to “*Strengthen the capacity of policy makers and social partners to adopt and implement policies, laws and the administration of the gender-sensitive labour migration.*” This objective was operationalized in **three immediate objectives**:

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

Immediate Objective 2: *Promote and support strategies which 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.*

The **direct beneficiaries** were the national and local governments, employers' organizations, workers and migrants from the 5 countries; while the **final beneficiaries** were the migrant worker population (women domestic workers and men in the construction and agriculture sectors, together with their families, the employers, and the national and / or local communities).

1.2. Current Project Status

Project execution ended on February 13, 2014, which means that at the time of the final evaluation more than 5 months had passed. The employment contracts of the staff who executed the Project in the 3 agencies involved (ILO, OAS, ISCOD) had been completed, so it was only possible to interview those ILO officials who still have some link with this organization.

1.3. Evaluation Purpose, Scope and Clients

The Project's Final Internal Evaluation includes the period of February 2013 to February 2014 and has the following objectives: 1) To assess the adjustments made to the Project from the Independent Midterm Evaluation recommendations; 2) To identify the Project's achievements in relation to the targets established; and 3) To identify best practices, lessons learned and recommendations in order to maximize the experience acquired.

The evaluation included the analysis of the Project's three objectives and the outcomes obtained in the 5 countries from the Project's design document. Due to time constraints in carrying out the evaluation, field work was conducted in 3 countries (Dominican Republic, Panama and Nicaragua), and in 1 country (Costa Rica) by personal interviews.

The internal evaluation clients are ILO officials who are directly related to the Project's design, implementation and monitoring (DWT-CO for Central America, Regional Office for Latin America and the Caribbean, CINTEFOR, MIGRANT, PARDEV and EVAL), while the main external customer is the donor (European Commission).

1.4. Evaluation Methodology

The evaluation criteria used were the following: a) Intervention relevance and strategic coherence; b) Validity of the Intervention Design; c) Project's effectiveness in achieving its objectives; d) Efficient use of resources; e) Effectiveness of Management Structure; f) Sustainability of outcomes and orientation to impact. From these, 12 evaluation questions were defined.

The methodological approach selected was the Evaluation based on the outcomes, and operationalized through the program theory underlying the intervention. The qualitative method with two data collection techniques was used: Documentary review and semi-structured individual interviews. A sample was designed for the convenience of people interviewed comprising 24 persons, of which 19 were surveyed by telephone. 80% of respondents participated in the midterm evaluation and 37% are ILO's employees or consultants. Representatives of the three sectors were included in most of the countries, as well as an equal proportion of men and women. The interviews were conducted between July 25 and 1 August 2014.

The evaluation methodology was formulated in accordance with the evaluation norms and standards of the United Nations System, the ILO Policy Guidelines for Results-Based Evaluation and the Code of Conduct for evaluation in the UN system.

1.5. Main Findings and Conclusions

The Project is highly relevant to priority issues, geographic coverage, target group selected, the approach from the migration corridors perspective and the sectoral approach, as well as the emphasis on strengthening the institutional capacity of social stakeholders to meet adequately the problem. In this regard, the intervention takes on and incorporates the needs of the context and

key areas. However, the priorities lie in policies and regulatory frameworks to control migratory flows and to a lesser degree in the social security components and labour skills.

The Project's intervention design reflects a logical and coherent sequence between the causes, consequences and impacts associated with the lack of institutional capacity in policy matters, migration legislation and administration. Although the targets are "*very ambitious*" and "*of limited viability*" and an insufficient relationship exists between the purposes and means of the Project, the ILO adopted corrective measures that generated positive outcomes and significant progress, especially in Objective 1.

The Project contributed to the achievement of two of the three targets set for the Overall Objective: the adoption of Costa Rica's Comprehensive Migration Policy and the adoption of the ILO Convention 189 on Domestic Workers in 3 countries (Nicaragua, Dominican Republic and Costa Rica). Regarding target 3 to establish a national program aimed at the market situation of migrants with a gender perspective, no country has achieved compliance. The Project also managed to consistently incorporate ILO's guidelines for gender mainstreaming.

Meanwhile, significant progress was made in Immediate Objective 1 of capacity building for the formulation and implementation of migration policies, laws and administration with a gender approach and labour rights, however, the scopes of Targets 2 and 3 were more limited.

In Immediate Objective 1, in addition to the adoption of Convention 189 by Nicaragua, Dominican Republic and Costa Rica, the Haitian government presented a bill to Parliament for ratification of Conventions 97 and 143. Although bilateral agreements were not signed to enhance migration flows, the Project contributed to place the issue in the public and institutional agenda in each country; to the strengthening of the labour migration units or departments from the Ministries of Labour in Panama, Dominican Republic and Costa Rica; and to awaken the interest of Haiti in the process of formulating a national policy on migration.

Coordination between the Directorates-General of Migration and Foreigner (DGME) of Costa Rica and Nicaragua was improved; the strengthening of outreach functions and legal advice on the Nicaraguan consulates' labour rights in Costa Rica and Panama; and the capabilities of Nicaragua's DGME to implement the gender-sensitive legislation with gender approach.

Similarly, in Dominican Republic strengthening of communication channels and coordination between institutional public institutions to improve the interpretation and application of the labour and migration legislation, both from the point of view of prevention and punitive. Costa Rica's MTSS generated Guideline No. 464-14 on figures concerning outsourcing, economic interest groups and migration during the work inspectorate, which clarifies the powers of inspectors in this respect.

No significant progress was made in the strengthening or creation of tripartite mechanisms on labour migration, or in the integration of the employer and worker sector into the existing National Migration Councils.

The work sector managed to increase its knowledge on the subject and to improve inter-union articulation and coordination levels at national and bi-national levels, as well as to establish inter-union committees by country and adopt and implement national and sub-regional agendas which

began to be executed with the Project's support and still continue to be implemented by the unions. Meanwhile, it was possible to place the issue in the employer's organizations institutional agenda.

Unfavorable national contexts for agreements to be signed due to the instability of diplomatic relations between the countries; to a very short term to execute actions with such broad and ambitious objectives; to the slowness in reviewing progress reports and in the approval of disbursements by the donors; and to the difficulties for the signing of memorandums of understanding with partners, were some of the factors affecting the Project's level of effectiveness.

The total amount executed by the Project during the period of February 2011 to February 2013 was \$ 2,203,426, which represents 82% of budget execution. The implementation level was affected by the delays suffered during the first 6 months of the Project, associated with delays in the disbursement of the initial funds, the delay in the staff recruiting process, progress reports review and approval rhythms, ISCOD's operations closing in the region, and the change in the Project ATP.

The Project's organizational structure was suitable for the implementation of the actions proposed by the Project. However, the performance level was affected by the lack of staff to comprehensively attend migratory corridors, as well as the participation and involvement level of heterogeneous ILO specialists. The dedication and technical capacity of the implementation team were key success factors.

The National Tripartite Committees on Labour Migration to advise and monitor the Project in each country, as well as the Memoranda of Understanding to co-execute the Project with ISCOD and OAS had limited results.

Communication and coordination with the donor remained slightly fluid and represented an obstacle to the implementation of activities, particularly with regard to the review and approval of technical and financial reports.

The Project generated significant contributions in strengthening the capacity of governments to formulate migration policies with a gender approach and labour rights, to show the sustainability and impact of some outcomes. This is especially evident in Costa Rica (due to the National Migration Policy), in Nicaragua (due to the work done with migration and consular authorities) and Dominican Republic (due to the strengthening of inter-agency coordination of migration, labour and justice authorities).

Similarly, the strengthening of union's articulation and coordination capacities will have important effects in promoting labour rights at national and binational level. Special attention deserves the role played in the dissemination process of Convention 189, whose ratification in Nicaragua, Costa Rica and Dominican Republic will involve major reforms to national legislations.

Regarding the objectives of increasing the social security coverage of migrants and their families,

and the recognition and certification of labour skills, progress was very limited; therefore it is difficult to identify the sustainability and impact of achievements obtained.

1.6. Recommendations, Lessons Learned and Good Practices

Recommendations

For ILO:

R1. Improve context analysis and consultation processes to key stakeholders in the formulation of Project design, especially with regard to the identification and assessment of assumptions, risks and conditions prevailing in the field, in order to develop interventions more realistic and politically and technically viable.

R2. Refine the criteria for selecting partners for Project implementation, particularly as to matching priorities, so that the compatibility or complementarity of agendas is guaranteed, as well as the technical, financial and institutional capacity to implement the initiative.

R3. Improve flexibility and innovation in Project management to achieve a better alignment of strategies and action plans to the needs of the context and the actors.

R4. Give continuity to the needs and interests on labour migration in the region.

R5. Greater integration of labour migration issues in DWT-CO programmatic actions and better participation of specialists.

R6. Establish a closer communication and coordination with the donor.

To governments and employer and worker sectors:

R7. Be more proactive in the approach of initiatives and actions to achieve substantial and long-term changes, especially in the field of national and binational coordination and articulation.

For the donor:

R8. Establish more flexible and effective communication mechanisms with partners.

R9. Continue supporting the labour migration issue in the region, taking advantage of the position achieved in the subject in the agendas of countries and sectors.

Lessons Learned

L1. To achieve an appropriate level of relevance, coherence and validity of the Project to the needs and interests of the target population, the process of knowledge, context analysis and consultation with key stakeholders is essential. Similarly, prior to

implementation, the design must be updated, and new terms to improve the chances of Project success be renegotiated with the donor.

L2. ILO projects, which are characterized by a tripartite approach, are required to elaborate specific strategies to involve different sectors in the development of their actions. This participation and involvement level provides legitimacy and political and technical feasibility to the intervention.

L3. The organizational structure and conformation of the execution team must take into account the political and technical requirements of Project management. In this regard, it is essential to define the key competencies that must have each of the team members and complementary relationships that can be established between them.

L4. The migratory corridors approach requires that the technical assistance and support to all the countries of the corridor are performed in an integrated manner so a bi-national or regional vision is guaranteed. In this sense, the figure of the national officer whose scope is limited to one country does not help to implement this comprehensive vision.

Best Practices

BP1. The operationalization of the migratory corridor approach requires the provision of political, technical and logistical conditions in order to generate processes of dialogue and an effective coordination between officials and sector representatives of the countries involved.

BP2. When there is resistance or rejection towards a project, the best strategy is to listen to the stakeholders' needs and develop pilot proposals that link those interests to the Project's objectives.

2. Evaluation Report

2.1. Assignment Background

Labour migration has been an important issue in the political and technical cooperation agenda of the Central America and Caribbean region. In response to the needs expressed by the governments of the region, as well as by employers and workers, of having policies, guidelines and programs that adequately manage migration flows, ILO developed the Project "Gender-sensitive Labour Mitigation Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors".

The Project "Gender-sensitive Labour Mitigation Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors" was implemented by ILO through ILO's Decent Work Team and Country Office (DWT-CO) for Central America, Haiti, Panama and Dominican Republic, in partnership with the Organization of American States (OAS) and the Union Institute for Development Cooperation (ISCOD).

This initiative, which was developed during the period of February 2011 to February 2014, had a total budget of € 2,492,221, of which € 1,993,777 constituted funds provided by the European Commission (EC) through the Thematic Programme on Migration and Asylum.

This initiative was formulated taking into account the Declaration on Fundamental Principles and Rights at Work framework, as well as international labour standards, particularly Conventions No. 97 and No 143, both on migrant workers, and the ILO Multilateral Framework for Labour Migration (2007).

The Project's **Overall Objective** was as follows:

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

This Overall Objective was operationalized in three **immediate objectives** with the corresponding **outcomes** and action plans, which are described below:

- **Immediate Objective 1:** *To promote the adoption and implementation of gender-sensitive labour migration policies, laws and management for a better labour migration flows regulation in consultation with the social partners.*

Expected outcomes:

- a) *Capacity building for the development and / or strengthening of gender-sensitive laws, policies and labour migration management based on rights, including: Improving policy design, its implementation, and development of knowledge.*
- b) *Creation or strengthening of interministerial and / or tripartite labour migration mechanisms, covering: The establishment of strategic alliances and exchange of*

experiences among organizations in the countries of destination and countries of origin and training and awareness programs aimed at all key sectors.

- **Immediate Objective 2:** *Promote and support strategies to improve social security coverage of migrant workers and their families.*

Expected outcomes:

- a) *Evaluation and dissemination of social security agreements and other policy options to extend social security coverage to migrant workers, which is achieved through the assessment of legal barriers in the access to social security by migrants; technical assistance to public institutions in the initial design and implementation of a program that promotes social security coverage for migrant workers, and awareness campaigns on social security to unions, employers and worker population priority sectors (indigenous in the agricultural sector, construction workers and domestic work) .*
 - b) *Presentation of bilateral agreements on social security, which includes sub-regional seminars aimed at promoting the drafting and adoption of bilateral agreements on social security and awareness campaigns concerning the coverage of social security of migrants in destination countries.*
- **Immediate Objective 3:** *To support improvement of matching skills between sending and receiving countries and, in turn, reduce skills wastage promoting migrant workers skills, certificates and diplomas recognition.*

Expected Outcomes:

- a) *Greater availability of employers for a suitable migrant labour force, complying with national and international labour laws.* The main activities include the development and dissemination of studies on the waste of skills and diplomas, as well as the preparation of response strategies.
- b) *Obtain bilateral agreements on the recognition of diplomas, skills and competencies between migration origin and destination countries, which originates from the technical assistance to the Vocational Training Institutes Network (RedIFP) to promote mutual recognition of diplomas, skills and competencies at sub-regional level; and from regional seminars related to the process of signing and implementation of bilateral agreements on the recognition of diplomas, skills and competencies.*

The Project's **direct beneficiaries** were comprised of national and local governments of the five countries, and organizations of employers, workers and migrants also from the 5 countries.

The migrant worker population, especially women workers of the household sector and men of the construction and agricultural sector, along with their families, the employers and the national and / or local communities were defined as the Project's **final beneficiaries**.

2.2. Evaluation Background

According to ILO's evaluation policy, the Final Project Evaluation, due to its magnitude, was defined as an internal evaluation assisted by an independent external Evaluator.

The Project's Midterm Independent Evaluation was conducted between February and March 2013 which allowed to identify the achievements, obstacles and challenges, and to provide recommendations to enhance the Project's contributions in the countries involved.

The Project's Internal Final evaluation, which was requested by ILO's Evaluation Office (EVAL) and by the donor (EC), covers the period from February 2013 to February 2014 and will be held with the support of an independent external evaluator. The methodological approach of the final Evaluation takes into account ILO's evaluation policy, and the rules and standards of the United Nations Evaluation Group (UNEG).

The Final Internal Evaluation will take place between July 23 and August 7 2014, trying as far as possible, due to time constraints, to be participatory and involve as many interested partners, including Project staff, the ILO Office, the tripartite constituents and other entities involved in the Project's execution.

The period to analyze will be from February 2013 to February 2014, which corresponds to the last 12 months of the Project's execution, and which were not included in the Midterm Evaluation held in March 2013.

The main objectives of this final evaluation are:

- 1) Evaluate the adjustments made to the Project from the Midterm Independent Evaluation.
- 2) Identify the Project achievements in relation to established targets.
- 3) Identify best practices, lessons learned and recommendations in order to maximize the experience acquired.

The evaluation included the analysis of the three Project objectives, the results obtained, the products and activities generated during the period, from the Project design document and work plans updated by the implementation team.

The evaluation's geographic scope covers the five intervention countries of the Project, however, due to time constraints for this assignment; fieldwork was carried out only in 3 countries (Dominican Republic, Panama and Nicaragua) through telephone calls and in 1 country (Costa Rica) by personal interviews. No interviews with officials or representatives based in Haiti were

performed, therefore references for that country were provided by ILO officials working in the region, as well as existing documentary references.

The internal evaluation clients are ILO officials directly related to the Project's design, implementation and monitoring (DWT-CO for Central America, Regional Office for Latin America and the Caribbean, CINTEFOR, MIGRANT, PARDEV and EVAL), while the main external customer is the donor (European Commission).

2.3. Evaluation Methodology

The evaluation methodology was formulated in accordance with the evaluation rules and standards of the United Nations system developed by the UNEG (United Nations Evaluation Group), which is part of ILO, as well as the ILO Policy Guidelines for Results-Based Evaluation and the Code of Conduct for Evaluation in the UN System.

The evaluation criteria used were as follows:

1. Pertinence and strategic coherence of the intervention
2. Validity of the intervention design
3. Effectiveness of the Project (achievements)
4. Efficiency in management structure
5. Efficiency in the use of Resources
6. Sustainability of Results and Orientation to impact

Considering both the guidelines on gender issues issued by the ILO and the Project's nature and objectives, the evaluation examined with special attention gender mainstreaming in both stages of development and the implementation and monitoring of the Project's activities and objectives.

The selected methodological approach is the evaluation based on results, operationalized through the theory of change underlying the intervention. This theory of change was reformulated from the official Project document which contains the latest design (Addendum No. 1 DCI-MIGR / 2010 / 229-489 5.9 August 20, 2012), the Midterm Evaluation Report and the Project work plans. The program theory allowed analysis and comparison of consistency between ends and means proposed; progress in meeting the objectives; as well as the gaps and difficulties in implementation in the light of the assumptions that were used as the starting point of the intervention.

Considering the characteristics of the Project, including that its objectives, outcomes and targets are difficult to quantify, the method used for the evaluation was primarily qualitative. In addition, the time constraints for this evaluation, do not allow the implementation of techniques for the collection of quantitative data.

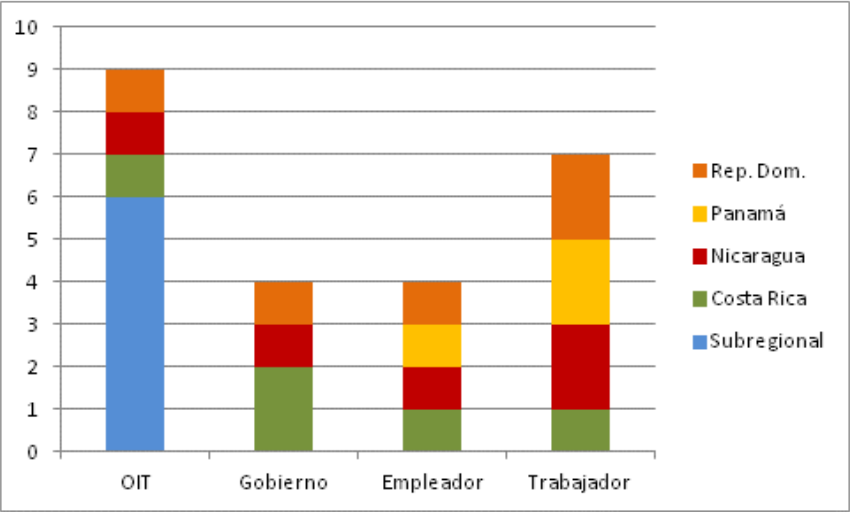
To ensure objectivity, validity and reliability of the information, two techniques of data collection were used: documentary review and semi-structured individual interviews. In addition, a

convenience sample of the population to be interviewed was designed, which allowed taking into account the perceptions of the different actors involved in the Project.

The interviews were conducted between July 25 and August 1, 2014 with a total of 24 people, of which 19 were surveyed by telephone and the rest in person. The sample included ILO staff, government officials, employers and worker's organizations, as well as external consultants that supported the implementation of specific Project activities of 4 of the 5 countries involved in the Project. Of the total respondents, 19 had been consulted in the midterm evaluation, which represents 80% of the current sample and 32% of those interviewed in the previous evaluation. This sample allows us to contrast the previous reviews with the current ones and determine if there are any changes in the stakeholder's valuation regarding the Project.

The following chart shows the distribution of the sample concerning the people interviewed by sector and country in the final evaluation.

Graphic 1. Number of persons interviewed per sector by country. July 2014.



Similarly, it is important to indicate that the sample was composed of 50% men and 50% women. The list of persons interviewed is attached as Annex 3.

The evaluation questions used to guide this study were developed from the Terms of Reference, defining 12 questions that correspond to the six evaluation criteria. The evaluation matrix where the questions and sub-questions, variables and indicators and the methods and sources used are detailed is attached in Annex 8.5.

2.4. Main Findings

2.4.1. Relevance and Strategic Skills

In the Mid-term Evaluation in March 2014 it was determined that the Project was "*highly relevant in terms of the issues addressed, related to labour migration, geographical scope, target groups needs and national partners' priorities, the ILO and the EC*". This statement is made based on the national and regional priorities' analysis of both institutions as well as the migration issue relevance in terms of the countries' agendas.

In the same document the relevance of the approach to the problem is rescued from the migration corridors and sectoral perspective of the three components included in the Project (policy and legislation, social security and vocational training), and the emphasis on strengthening the institutional capacity of social actors to adequately address the problem.

In the final evaluation, this analysis is complemented by assessing the degree of consistency between the Project objectives and national priorities set by countries in their programs, plans and development agendas.

In the case of Costa Rica, the National Development Plan 2011 - 2014, includes the migration issue in 2 of its 4 main axis of action. In the axis of Public Safety and Justice it set a target related to the "*effective management of migration flows*", which refers specifically to the need of improving migration controls and preventing trafficking and smuggling of migrants². On the other hand, the purpose of achieving the "*social integration of the migrant, national and refugee population in the context of migration policy in the Costa Rican society*"³ is established in the axis of Social and Family Welfare. In this regard, the improvement of the "*workforce employability, particularly among women and vulnerable groups*," in which the migrant⁴ population is mentioned, is defined as objective in the work sector. Likewise, the objective to "*strengthen enforcement of the Minimum Wages Act, contributing to the protection of workers of lower income*" is established. For this, it determines outreach activities under the National Minimum Wage Program "*focused on regions with higher labour vulnerability, with topics such as labour rights, employment, taxation, wages, occupational health, labour migration, gender, child labour and others*"⁵.

"In Nicaragua's National Human Development Plan 2012 - 2016, the migration issue is at the axis of Public Security and the Fight against Drug Trafficking and Organized Crime, where a priority

¹ ILO. Mid-term Evaluation of the Project Gender-Sensitive Labor Mitigation Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors, page 3.

² National Development Plan 2011 – 2014. Costa Rica. In:

<http://documentos.mideplan.go.cr/alfresco/d/d/workspace/SpacesStore/122fcd1c-53a7-47a7-a0ad-84cac6f1d7b9/PND-2011-2014-Maria-Teresa-Obregon-Zam>, page 145.

³ Ibid, page 150.

⁴ Ibid, page 53.

⁵ Ibid, page 156

is the strengthening and modernization of the migration control processes⁶. It is also mentioned in the axis of Common Good and Social Equity of the Nicaraguan Families, specifically in the section related to the Youth Policy, in which a series of actions are proposed to *"influence the decrease in migration of young people abroad."*⁷

In Panama's Government Strategic Plan 2010 - 2014, the migration issue appears in the Public Safety axis, where the need for an Migration Policy is established to *"allow a better control of all foreigners entering and leaving the territory; especially following-up on those who remain and are under undocumented status. Improve interagency coordination and strengthen coordination with private companies."*⁸ In particular, it mentions the strengthening of border migration offices, ports and airports around the country.

The National Development Strategy 2030 was established in Dominican Republic, through Law No. 1-12 of January 25, 2012. Objective 2.3. Equal rights and opportunities are defined in axis 2 as a specific objective *"2.3.7. Sort migration flows according to the needs of national development."*⁹ Rearrangement and modernization of the legal and institutional framework are established as lines of action; regularization of illegal or unauthorized conditions of the country's foreign population; the establishment of quotas and / or incentives for residence or temporary permits for immigrants in accordance with national development demands; strengthening of mechanisms to prevent and punish trafficking and smuggling of migrants; alignment of the bodies and law enforcement agencies with the legal framework to ensure compliance with the law and respect the rights and protection of the immigrant population.

Aware of its dual role of home and host country of migrants, the Strategy also sets the objective to "promote and protect the rights of Dominicans abroad and promote the preservation of their national identity" through the strengthening of the protection work and legal assistance of consular services; as well as the linking mechanisms and the economic, social, political and cultural development of migrant Dominicans and of those returning to the country. The Strategy also includes as transversal policies the approach to human rights¹⁰ and gender¹¹.

As for Haiti, the Action Plan for National Recovery and Development of Haiti¹² is the most important benchmark of national priorities. This plan was prepared by the Government with

⁶ Human Development National Plan 2012-2016 Nicaragua In: http://www.magfor.gob.ni/prorural/IIMesa2012/PNDH_2012-2016_8nov2012.pdf, page 54

⁷ Ibid., page. 96

⁸ Government Strategic Plan 2010 – 2014. Panama In: <http://idbdocs.iadb.org/wsdocs/getdocument.aspx?docnum=36935768>, page 110.

⁹ National Development Strategy 2030. Dominican Republic. In: <http://www.consultoria.gov.do/spaw2/uploads/files/Ley%20No.%201-12.pdf>, page 23.

¹⁰ Ibid., page 9. Article 11. Human Rights.- All plans, programs, projects and public policies must include the human rights approach in their respective action scopes, in order to identify situations of violation, discrimination or exclusion of vulnerable groups from the population and take actions that contribute to equity and social cohesion.

¹¹ Ibid., page 10. Article 12. Gender Approach.- All plans, programs, projects and policies should incorporate a gender approach in their respective areas, to identify situations of discrimination between men and women and take action to ensure equality and gender equity.

¹² Action Plan for National Recovery and Development of Haiti. In: <http://www.ilo.org/gimi/gess/RessourcePDF.action?ressource.ressourceId=18481>, page 8 and 9.

support from the international community after the earthquake of January 2010 that caused about 300,000 deaths and widespread destruction in that country.

The plan establishes as the time frame the next 20 years, in which it is expected to achieve territorial, economic, social and institutional reconstruction. The document makes no explicit reference to the issue of labour migration. The main actions in this plan are intended to provide basic services to the population and to build the foundation for the country's development and modernization.

These references to national plans show the importance of the migration issue on the agendas of the countries involved in the Project however, they put their emphasis on the areas of policy and regulatory frameworks to control migratory flows. This prioritization coincides with the views of the stakeholders consulted who mentioned that it is essential to make progress in strengthening the legal and institutional framework in order to enhance the implementation of the rules on fundamental labour rights. In this regard, they consider that the extension of rights related with the pension scheme or certification of competencies are processes that can be addressed in a second phase, and once designed, adopt and implement a national migration policy with an integrated approach.

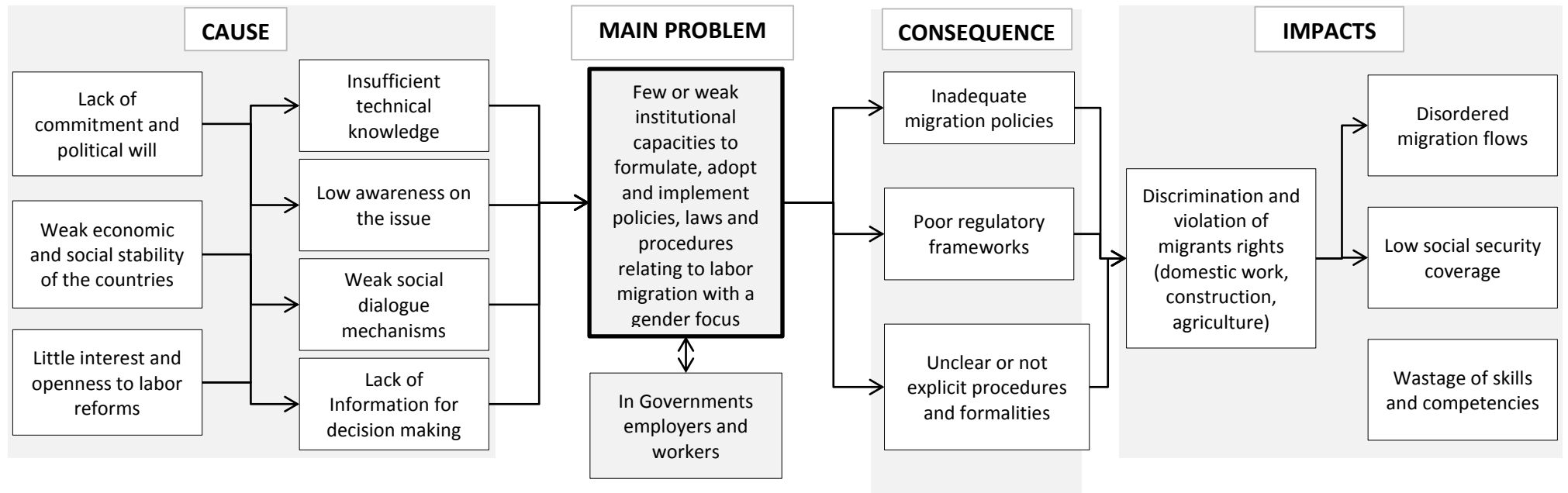
It is noteworthy that some of the people interviewed indicated that while it is true that the problem of labour migration has a presence in the national and institutional plans, such prioritization is not always accompanied by economic and technical resources that enable the implementation of actions and progress in this area.

2.4.2. Validity of the Intervention Design

The Project defined as a starting point for intervention (main problem), the poor or weak institutional capacity of governments to formulate, adopt and implement policies, laws and administrative procedures relating to gender-sensitive labour migration and labour rights approach. These deficiencies were also identified in the employer and worker sectors, recognizing that the regulatory and institutional framework requires the active and informed participation of these three actors, in accordance with ILO's principles.

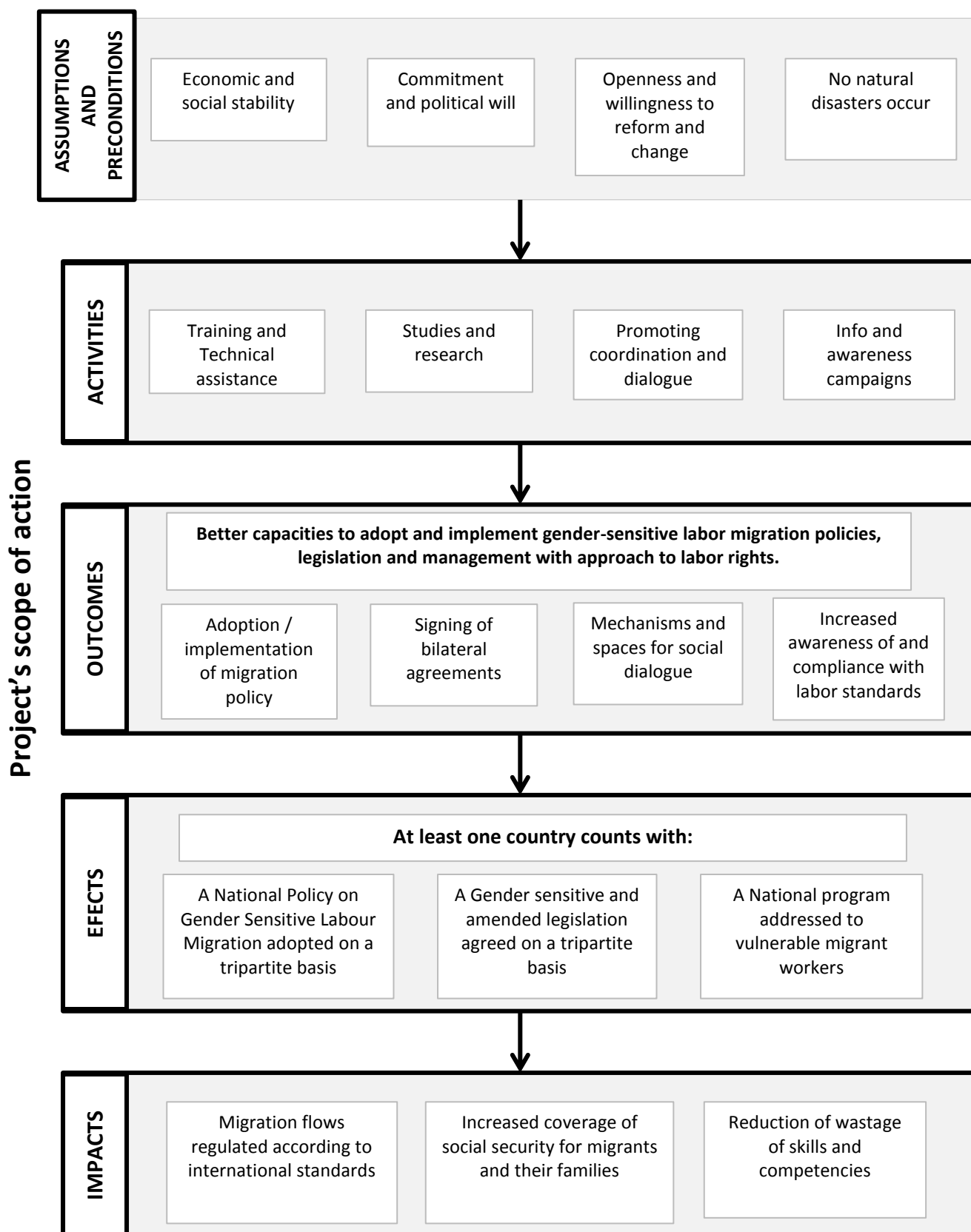
In Figure 1 the theory of change underlying the Project intervention is outlined. The intervention is designed from this chain of causes, consequences and impacts generated by the main problem identified by the ILO. In Figure 2 the theory of the program that was reconstructed based on the premises, objectives, results and action lines of the Project is presented.

Figure 1. Problem theory of the Project Gender-Sensitive Labour Migration Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors.



Source: Compiled from the Project Design Document, August 2014.

Figure 2. Theory of Change of the Project Gender-Sensitive Labour Migration Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors.



Source: Compiled from the Project Design Document and Mid-term Evaluation, August 2014.

The theory of change made by the Project reflects a logical and coherent sequence between the causes, consequences and impacts associated with the main problem, which is strength of the initiative. However, when designing the intervention, some causes of the problem were located as assumptions or preconditions rather than incorporated as areas where the Project must necessarily intervene.

In this sense, and as mentioned in the Mid-term Report, *"the design was very optimistic"*¹³ when considering assumptions and preconditions that *"policy makers and social partners"* had an interest, political will and openness for reform and promote gender mainstreaming in policies and laws relating to labour migration.¹⁴ Hence, the objectives and the results raised were considered *"very ambitious"* and *"impractical"* as indicated by the majority of those consulted in this evaluation. Also, it is noted that there is an appropriate match between ends and means, as the actions proposed by the Project to achieve the objectives are insufficient to achieve targets.

To address the weaknesses identified in the Project design, the ILO's implementation team adopted a number of measures, so that Project inputs and contributions could be maximized in the short time that remained (March 2013 - February 2014). The main corrective measures taken were:

- 1) 1) Prioritize Project's objectives and results to be more viable and count with better conditions to make significant progress. In this sense, objective 1 was privileged in relation to capacity building, awareness and dissemination of knowledge aimed at the formulation of labour migration policies and gender-sensitive policy framework reforms.
- 2) Focus on countries and sectors that showed more commitment and political will to develop actions. In this sense, actions with the Governments of Costa Rica, Dominican Republic and Nicaragua, with the unions of all countries, and the employer sector of Panama were strengthened.
- 3) Create synergies with other projects and initiatives of the ILO and other organizations associated with the topic. For example, the regional campaign was pushed to promote the ratification of Convention 189 on Domestic Work together with the Gender Specialist and the Bureau for Worker's Activities (ACTRAV) and the CSA; joint actions and efforts were made or were supplemented with IOM Migration Project and the ACP-Migration Project in Haiti, funded by the European Union.
- 4) Propose innovative action lines that were not contemplated in the original Project design, such as pilot projects at local level on certification of skills for migrant population in the tourism sector in the Dominican Republic and Costa Rica, which would allow them to be strong of good practices by demonstration effect.

These measures enabled the Project to run a faster pace and with better results, as will be discussed in the next section of this report.

¹³ Project's Mid-Term Evaluation Report, page 13.

¹⁴ See Project's Logical Framework, column 5.

2.4.3. Project Effectiveness (achievements)

For the evaluation of the Project's effectiveness, the level of progress in meeting the objectives and results, key achievements, contributions and benefits of the initiative were analyzed according to the perceptions of the actors involved; as well as the gender perspective incorporation degree into actions and products developed under the Project. These issues are analyzed in light of the overall objective and immediate objectives as follows:

2.4.3.1. Overall Objective

The overall objective to *"Strengthen the capacity of policy makers and social partners to adopt and implement policies, laws and the administration of the gender-sensitive labour migration,"* established as a global target to complete the Project that at least one country would have: "1) A Gender perspective included in the labour migration policy discussed by the tripartite dialogue; 2) A National legislation amended to be gender-sensitive and agreed through social dialogue; 3) A National Program agreed considering the labour market situation of migrant workers from a gender perspective and labour rights protection particularly considering the situation of indigenous migrants, domestic workers and construction sector and agricultural sector workers."¹⁵

"The country where more progress was made with respect to the overall objective proposed by the Project was Costa Rica, where the Comprehensive Migration Policy was approved in September 2013¹⁶. The policy *"reflects the Costa Rican government commitments for the next 10 years (2013-2023) to manage and control migration flows and ensure proper integration of migrants and promote national development through regulation and articulation of agency activities on migration."*¹⁷

This policy, in addition to incorporate human rights and gender approaches, included those concerning diversity, integration, sustainable human development, social participation, human security, integrity, multiculturalism, age, social prevention and equalization of opportunities for persons with disabilities and migrant older adults.¹⁸

According to ILO officials, this is the first comprehensive migration policy that is approved in Latin America, and prepared in accordance with international labour standards, considering the Conventions 97 and 143 of the ILO. The Government of Costa Rica on the same Migration Policy document recognizes the Project's contribution to its design: *"The International Labour Organization (ILO) funded and accompanied the whole process of policy making by hiring a consultant team which led methodologically the entire process of preparing and printing of policy."*¹⁹

¹⁵ See the Logical Framework Project Document, column 3 of the Overall Objective.

¹⁶ Decree 38099-G published in the Official Gazette "Diario Oficial La Gaceta" dated December 19, 2013.

¹⁷ National Migration Council. Comprehensive Migration Policy for Costa Rica 2013 – 2023, September, 2013. In: <http://www.migracion.go.cr/institucion/leyes%20migratorias/Politica%20Migratoria.pdf>, page. 7.

¹⁸ Ibid., pages 45 to 49.

¹⁹ Ibid., page 9. The Decent Work concept was incorporated in the sub-theme of Employment, under the Integration and Development axis.

As for gender sensitive amended legislation, the adoption of the ILO Convention 189 on Domestic Workers was recorded in 3 countries. In Nicaragua it was adopted on October 17, 2011 by the Decree AN No. 7001²⁰; in the Dominican Republic on July 30, 2013 by means of Law No. 104-13²¹; and in Costa Rica on October 17, 2013 by Law No. 9169²², strengthening the existing regulatory framework in the field and providing greater protection to this population formed mainly by migrant women.

In all 3 countries, the Project supported the awareness, information and social mobilization efforts for the approval of this Convention.²³

Finally, with regard to t 3 related to the establishment of a national program aimed at the migrant's market situation with gender approach, no compliance was achieved in any of the countries. However, the Project made several efforts to establish the bases and created some conditions for possible future development.

The results obtained in each of the immediate objectives are analyzed as follows.

2.4.3.2. Immediate Objective 1

This objective postulated the following targets: a) The signature of 2 binational gender-sensitive labour agreements, one between Nicaragua and Panama, and another between Haiti and Dominican Republic, as well as improving the existing agreement between Nicaragua and Costa Rica²⁴; b) Ratification, at least in a country of the ILO Conventions: No. 97 on migrant workers, No. 143 on additional measures applicable to migrant workers, No. 181 on private employment agencies and No. 189 on housework.

On the level of fulfillment of these targets, the most important development was the adoption of Convention 189 by Nicaragua, Dominican Republic and Costa Rica²⁵.

²⁰ Decree A.N. No. 7001 approving the ILO Convention 189 dated October 17, 2011. In:

<http://www.mitrab.gob.ni/documentos/leyes/Decreto%20A.N.%20No.%207001-%20Decreto%20de%20Aprobacion%20del%20Convenio%20189%20de%20la%20OIT.pdf/view>

²¹ Law No. 104-13 published in the Official Gazette No. 10721 (Diario Oficial La Gaceta) of August 2, 2013 This Convention has not yet been registered with the ILO, therefore it has not entered into force in that country.

²² Law No. 9169 published in the Official Gazette (Diario Oficial La Gaceta) of December 13, 2013, Year CXXXV, No. 241. In: http://www.gaceta.go.cr/pub/2013/12/13/COMP_13_12_2013.pdf

²³ In Nicaragua, the Project presented the content of the Convention in the National Assembly and in the International Affairs Committee. In Dominican Republic the study "Dominican legislation in light of the Domestic Workers Convention (No. 189), 2011", was performed and used as input for the awareness and advocacy process to obtain the Convention's approval. In Costa Rica, it supported the implementation of an awareness campaign on the rights of domestic workers and provided information about the Convention to the Legislature.

²⁴ Since the year 1997 at least 8 agreements, statements and binational letter are recorded in Nicaragua - Costa Rica in labor migration issues. That referred to in the Project is the migrant labour Convention to regulate the entry and stay of non-resident migrant workers between Costa Rica and Nicaragua, March 10, 1997 Source: MTSS, Labor Migration Department. Main agreements signed between Costa Rica and Nicaragua, s.f. On December 17 and 18, 2007 both governments developed the "Migration management procedure for temporary workers Costa Rica-Nicaragua", which is the operationalization of the 2007 bilateral agreement and which applies to workers in the agriculture, construction, domestic service and transportation sectors.

²⁵ The ILO, together with the Project, developed a regional dissemination and awareness campaign for the legislation reform on domestic work and the ratification of Convention 189: "Work as no other, right as any other," which included various written materials and audiovisual and training activities.

With respect to the other 3 agreements, no country except Haiti, took actions to advance in its ratification process. To this respect the Project carried out two studies that allowed identifying the benefits that would involve the adoption of Conventions 97 and 143, as well as recommendations to improve legislation on Haitian migration²⁶. The government of that country presented a bill to Parliament for ratification of both agreements, following the mobilization of trade unions and various non-governmental organizations.

Regarding the signing of bilateral agreements to enhance migration flows between countries, no concrete progress was made. However, several efforts were made to place the issue of labour migration from a gender perspective in the public and institutional agenda, mainly at country level. Similarly, actions were taken to strengthen the governments' capacities in the formulation and management of labour migration policies with a gender perspective. In the analysis of this objective's specific outcomes, the progress identified is addressed below.

Outcome 1.a.): Adoption and / or strengthening of laws, policies and gender-sensitive labour migration administration based on rights.

The targets set for this outcome were: a) Approval and publication of the Migration Policy in each country; b) Improvement of migration flows administrative procedures in each country; c) Creation of an administrative procedure in at least two countries to improve labour inspection in the Project's priority sectors.

- **Migration Policy**

Project actions were developed in two levels. The labour migration issue was integrated with gender approach at sub-regional level in tripartite spaces, such as the Forum for Employment Directors in Central America and Dominican Republic, which in May 2013 issued the Decent Work, Youth Employment and Labour Migration Statement²⁷.

Likewise, the Project developed several regional studies on migration issues to be used as inputs for advocacy, training and technical assistance to governments and social actors involved in the formulation of migration policies²⁸.

At country level, the actions were aimed at strengthening different stakeholders' capacities, especially public officials responsible for the migration policy, as well as the processes' technical and financial support. The main achievements were:

- The Comprehensive Migration Policy 2013 - 2023 was approved and published in Costa Rica. The Department of Migration of the Ministry of Labour and Social Security

²⁶ Pierre, Alfred. Migration haïtienne état des lieux une problématique. OIT, Port-au-Prince, Février 2014.

Pierre, Alfred. Document d'analyse de l'état de la législation migratoire et de la situation de protection des travailleurs migrants. OIT, Port-au-Prince, Février 2014.

²⁷ The statement was adopted on June 28, 2013 by the Councils of Ministers of Labor, who committed to develop an action plan to implement the Sub-regional Strategic Agenda.

²⁸ "Labor Migration Policies in Latin America: a gender analysis"; "Systematization and analysis of national and international legal framework related to migration" (ILO, October 2012); "Intra-regional labor migration flows: current situation, challenges and opportunities in Central America and Dominican Republic" (ILO, IOM, SICA, 2012-2013); "Diagnosing information systems on labor migration from a gender perspective in Costa Rica, Nicaragua, Panama and Dominica Republic" (OAS, December 2013).

(MTSS) was strengthened and the migration knowledge level was improved in the country through studies and research²⁹.

- In Panama, despite the government's Strategic Plan 2010 - 2014 established the need to formulate the Migration Policy, due to factors in the political context, the Government failed to implement this action. However, in the Labour Migration Department of the Ministry of Labour, the Project supported some actions and performed the study "Migrant Labour Needs in Panama³⁰", which is an important input for the migration policy development.
- In Dominican Republic, the Labour Migration Unit was strengthened, which became part of the Labour Department. The development and implementation of its action plan was supported and its staff's awareness on gender and migration was promoted.
- In Haiti, the government generated interest in designing a national policy on migration from training and exchange of experiences processes promoted by the Project³¹. Similarly, the study Recommendations to be considered for Labour Migration Management was developed³².
- In Nicaragua, achievements point to improvements in migration proceedings, not so much to the formulation of a national policy on migration.

- **Migratory paperwork improvement**

Regarding the strengthening of governments' capacities in managing the migration process, in the Nicaragua-Costa Rica-Panama corridor efforts were developed mainly in two areas:

- Better coordination between the Costa Rica and Nicaragua Migration and Foreigner Directorates. In this sense, the Project facilitated a bilateral meeting between the two institutions which allowed sharing the functioning experience of the Costa Rica's National Council of Migration and the formulation process of the Comprehensive Migration Policy. Similarly, agreements on the necessary actions were taken to address the problem of cross-border inhabitants and cross-border workers. This action is one more effort to operationalize the existing 1997 bilateral agreement between both countries.³³
- Strengthening of the Nicaraguan Consulates in Costa Rica and Panama with respect to their roles on labour rights disclosure and legal assistance to their co-nationals. In this regard, awareness and training workshops were conducted to consular officials from both countries, who also managed to establish a link with local Migration, Labour,

²⁹ "Nicaraguans in the North: Working conditions and hiring practices of contract migrant men and women in the Region Huétar Norte" (November 2013), "Improving the socio-labor situation of Ngabe Buglé population in Costa Rica and Panama", "Intra-regional labor migration flows: current situation, challenges and opportunities in Central America and Dominican Republic. Costa Rica Report" (IOM, ILO, SICA, MTSS, April 2013).

³⁰ Study defined as the tripartite dialogue, with special participation of CONEP, which was presented in February 2014.

³¹ Migration Course in the countries of the ACP: Promote development and strengthen protection. Puerto Principe, October 21 and 22, 2013; National Forum on Migration and Development: Experience of formulating Costa Rica's Migration Policy. Puerto Principe, October 23 and 24, 2013.

³² Study prepared by OAS.

³³ Technical Meeting of joint work between Costa Rica's Directorate General of Migration and Foreigners and Nicaragua's Directorate General of Migration and Foreigners, San José, July 22 and 23, 2013.

Women and Social Security³⁴ authorities. Similarly, the Project gave them informational materials on labour rights and migration processes.³⁵

Nationally, in Nicaragua the sensitization and training processes of officials from the Directorate General of Migration and Foreigners, both on gender and migration³⁶, as well as in the implementation of the Migration Act No. 761 is supported from said perspective.³⁷ The institution is committed to including gender awareness in their internal training processes.

Meanwhile, in Costa Rica the Project supported the implementation of the campaign "Promoting Access to Justice for Migrants and Refugees", together with the National Committee on Improving the Administration of Justice (CONAMAJ) and IOM³⁸.

In the Haiti - Dominican Republic migration corridor no binational actions are recorded, however, at individual country level, actions to improve migration procedures, especially in Dominican Republic were identified.

In Dominican Republic, the Project provided technical assistance to the analysis and discussion process concerning the Implementing Regulation of Dominican Republic's Migration Act No. 285-04³⁹, from the perspective of gender and labour rights. This process allowed the Ministry of Labour's Migration Department and the social partners to define a more uniform interpretation of the law in accordance with international labour standards.

November 29, 2013 Decree No. 327-13 was issued establishing the National Plan for the Regularization of Foreigners in an irregular situation in Dominican Republic. This plan involves coordinated efforts of many public institutions with the rectory of the National Directorate of Migration, and the active participation of the Ministry of Labour. To support the implementation process of this plan, the Project conducted a Diagnosis of Female Migration in Dominican Republic. Similarly, it supported the development of a Policy, Administration and Migration Law Workshop in Dominican Republic to address the regularization of migrants' impact in the tourism sector.⁴⁰

Meanwhile, in Haiti, the OAS supported an exchange of experiences for two officials of the Haitian Ministry of Labour to Jamaica, to learn more about the existing management system of temporary migration in said country.

³⁴ Sensitization meetings and training on human rights and labor migration to Nicaraguan consulate officials in Costa Rica (July 13 and 14, August 30, 2013); Sensitization and reflection workshop with consular officials from the Nicaraguan Consulate in Panama (October 30, 2013).

³⁵ "Passport Information on labor rights and migration information for Nicaragua-Costa Rica working migrants", "How to travel safe to Panama ?", "Options to regularize in Panama ", "What can you do as Consul in advocacy labor of your co-nationals?"

³⁶ Training Workshop on Gender and Migration for officials of the Directorate General of Migration in Nicaragua (September 18 and 19, 2013). They committed to include the topic in their national training processes.

³⁷ Training Workshop on Migration Law 761, to 70 newly hired migration officials (34 men and 36 women), February 7, 2014.

³⁸ In: <http://www.conamaj.go.cr/index.php/component/content/article/2-uncategorised/79-anuncios>

³⁹ This regulation became effective on October 18, 2011.

⁴⁰ The workshop was organized by the Chamber of Employers of the Eastern Region, the Directorate General of Immigration, the Ministry of Labour and the Ministry of Foreign Affairs. Bavaro, September 6, 2013.

- **Labour Inspection Procedures**

To improve labour inspection procedures it is essential to understand the peculiarities of migration, especially when it comes to overseeing activities where the most vulnerable are located. In this sense, the Project produced two sub-regional documents that provide guidelines for skills and labour inspection functions regarding migrant populations, and in particular domestic workers⁴¹.

The two countries where the Project further contributed to strengthening the capacity of the labour inspectorate were Dominican Republic and Costa Rica.

In Dominican Republic, the Project provided technical assistance for the establishment of a permanent forum for dialogue and coordination between the Ministry of Labour, the Civil Defense and the Judiciary. This coordination has resulted in a series of interagency agreements that include: the design and development of an information system to track cases of migrants labour rights violations; the development of a labour inspection procedures manual in cases involving illegal immigrants; the incorporation of labour issues in criminal law training programs of the Public Ministry and the Judicial School; and the creation of an interagency body for tracking existing criminal cases.

To improve the availability of information for decision-making, the Project supported the development of the National and Foreign Contract System (SISCONE) of the Ministry of Labour. This process was supplemented with 6 workshops in different local Labour Representations which allowed training staff in using the system⁴².

Finally, four workshops on Labour Inspectorate Powers and Duties regarding the Migrant Worker Population were conducted for Ministry of Labour officials⁴³.

In Costa Rica labour inspectorate officials were sensitized and trained based on the guidelines established by international labour standards. As a product of this capacity building process, the MTSS generated Guideline No. 464-14 related to outsourcing figures, economic interest groups and the migration issue during the inspectorate work.⁴⁴

Finally, in Panama three workshops on Labour Inspectorate Powers and Duties regarding the Migrant Worker Population were conducted involving the Ministry of Labour officials⁴⁵.

Outcome 1.b): Building and strengthening inter-ministerial mechanisms and / or tripartite labour migration.

⁴¹ ILO. Inspection powers and duties with respect to the population of migrant workers. Costa Rica, Panama and Dominican Republic. In: http://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-san_jose/documents/publication/wcms_235658.pdf; Labor inspection in Domestic Service: Challenges and recommendations. March 2014: En: http://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-san_jose/documents/genericdocument/wcms_236987.pdf

⁴² The training workshops were conducted between February 3 and 7, 2014.

⁴³ The workshops were held on January 15 and 17, February 3 and 5, 2014.

⁴⁴ Guideline No. 464-14 dated March 6, 2014.

⁴⁵ The workshops were held in Panam City, Veraguas and David, on January 13, 21 and 22, 2014.

The target associated with this outcome was defined as the existence of an institutionalized tripartite mechanism for building consensus on migration policy in at least 4 countries.

For a cooperation project with duration of 3 years it is not feasible to achieve the creation, effective performance and institutionalization of a tripartite space, hence the most effective strategy is to strengthen opportunities for dialogue.

In all Project countries there is a mechanism for inter-ministerial coordination and advice in migration matters⁴⁶. In Costa Rica, the National Migration Council was created 1952⁴⁷, in Dominican Republic it was established in 2005 following the Migration 2004⁴⁸ enactment, in Panama the Migration Act 2008 gave rise to the Advisory Council on Migration⁴⁹, while in Nicaragua it was established from the Migration and Foreigners 2011⁵⁰. While these spaces are composed of public institutions' representatives, these allow summoning other natural or legal persons from other sectors for consultation issues related to migration policies.

During Project implementation no specific strategies were established to strengthen these spaces so that they could have this tripartite character. Only in the case of Costa Rica, where the National Migration Council promoted the formulation and adoption of the National Migration Policy, consultation mechanisms were established to employer and worker sectors, among others.

Another viable strategy would have been to integrate the labour migration issue as a priority in the Labour Councils Tripartite agenda, which are institutionalized in all countries, by extending the call to the entities responsible for Migration. However, no action has occurred in this regard.

An essential condition for the effective participation of the employer and worker sectors in these councils is that they have enough political will and technical capacity to analyze the issue and suggest viable proposals. On this basis, the Project encouraged actions to strengthen both sectors' capabilities, at national as well as sub-regional levels.

As for the working sector, both the ILO and ISCOD developed a wide range of actions to raise awareness, educate and mobilize the unions on the labour migration and gender issue. These actions resulted in the placement of the sector's issue in the institutional agenda in almost all countries. In addition, inter-union national commissions were formed to coordinate the subject and develop a joint action plan; and implemented labour rights training and outreach initiatives mainly addressed to the Project's priority sectors.⁵¹

⁴⁶ It was not possible to locate the information for Haiti.

⁴⁷ See Brief History of the Directorate General of Immigration. In: <http://migracion.go.cr/institucion/>

⁴⁸ General Migration Law No. 285-04, Article 7 et seq.

⁴⁹ Migration Act, Decree Law No. 3, Article 8.

⁵⁰ Migration and Foreigners Act, No. 761, Article 3 et seq.

⁵¹ In Nicaragua: National Tripartite Forum on Labour Migration (July 28, 2013); Diagnosis on best practices of trade unions in Nicaragua supporting migrant workers, ISCOD. (October 2013); Association Workshop on migrant domestic workers (February 3 and 4, 2014). In Costa Rica: Diagnosis of good practices in association management in support of migrant workers in Costa Rica, ISCOD (October 2013); Inter-Association Committee Discussion for Migrant Workers in Costa Rica involving the DGME, MTSS, CCSS (January 21 and 22, 2014); Association Workshop on migrant domestic workers (February 10 and 11, 2014). In Panama: Union Workshop on migrant domestic workers (February 6 and 7, 2014). In Dominican Republic: Labour Migration Workshop in Dominican Republic: Towards building an inter-union agenda with gender perspective (August 30 and 31, 2013); Workshop on the rights of domestic workers, in the light of Convention 189, addressed to associations formed by this population (January 26, 2014); National Inter-Union Workshop on Collective Bargaining for Unions of economic sectors with high presence of migrant workers (7 to 9 February 2014); National Forum on farm labor, labor rights and migrant regularization organized by the unions (February 11, 2014); Two union workshop on migrant domestic workers (4, 5, 10 and 11 February 2014). In Haiti:

At sub-regional level, informational materials and training manuals for trainers were prepared to continue the topic approaching it from trade unions.⁵²

Similarly, the working sector managed to establish binational links between migration corridors' identified unions. For Haiti-Dominican Republic the communication and coordination mechanisms were strengthened through the Binational Meeting of the Inter-Union of Working Women Committee (CIMTRA), Haiti's trade union movement and the Binational Workshop on Sustainable Development and Labour Migration: the union agenda based on rights.⁵³

Concerning the Nicaragua-Costa Rica-Panama corridor, coordination between unions in the 3 countries was also established and progress was made in the definition of a joint action plan. In this regard, the EV Migrant Corridor Inter-union Workshop and the I Bi-national Meeting of the Inter-union committees Nicaragua-Costa Rica were organized.⁵⁴

In terms of the employer sector, the most important achievement was the positioning of the labour migration and gender issue in the institutional agenda. However, this recognition concerning the importance of the subject did not materialize into concrete actions. According to the opinion of the representatives consulted for this sector, the Project did not offer them an engagement strategy that meets their needs and priorities. In that sense, they consider that it would have been more effective to address the issue from the benefits and impact generated by the regularization and improvement of working conditions, of migrant workers, in increasing the companies' productivity.

2.4.3.3. Immediate Objective 2

The target for this objective was *"the increasing coverage of migrant workers, in particular, indigenous groups, domestic workers and workers in the construction and agriculture sectors in destination countries (Costa Rica, Panama and Dominican Republic)"*.

The Project did not develop any action that could have produced this outcome therefore, this indicator is not analyzed. Any changes given in the coverage of migrant workers cannot be imputed to this ILO Project.

Outcome 2a) Strengthened Capacities for the formulation and Implementation of social security agreements and other policy options for expanding the social security coverage for migrant workers.

The Project proposed strengthening or improvement of administrative procedures for social security portability in at least two countries.

From the feasibility analysis of this result, both by the ILO as executor Team as well as derived from the Mid-term Evaluation findings, adjustments were made to advance in the creation of

⁵² "In search of decent work. The rights of migrant workers: A manual for trade unionists "(January 2014); "The role of trade unions in the field of labor migration. Training Manual for Trainers "(ISCOD, January 2014).

⁵³ Activities on June 28 and 29 and June 30, 2013, respectively.

⁵⁴ The workshop was held in Costa Rica from 5 to 7 June 2013, while the binational meeting was held from January 28 to 30, 2014, also in Costa Rica.

conditions for such agreements in the medium and long term, as the initial approach was outside the temporal scope of this Project.

Among the most important contributions of the Project in this area the following can be mentioned:

- Disclosure of Latin American Multilateral Agreement on Social Security and the importance of its adoption. This international instrument is intended to protect and preserve acquired rights of migrant workers, their families and employees of multinationals, through the coordination of national legislation on pensions (old age, disability or death) under the schemes of Social Security of the different Ibero-American States. At present, the convention has been ratified by only 7 of the 22 countries that signed it. Costa Rica and Dominican Republic signed the Convention but have not ratified it; Nicaragua and Panama have not signed or ratified, while Haiti did not sign. This situation demonstrates the importance of promoting this agreement at country level, since it is the starting point to build bilateral agreements.
- Promoting ILO Social Protection Floor which includes the issue of social security, and seeks to improve access of migrants to social security, particularly in the informal workers' and domestic work sectors.
- To support this awareness process with information for decision-making, the Project developed the study "Identification of actions and strategies to improve the protection of women workers and migrant workers and their families through social security. Costa Rica, Panama, Dominican Republic"⁵⁵ and a compared analysis on domestic work and social security in Latin America".

In Dominican Republic two studies on social security and the migrant population⁵⁶ were performed; the workshop-meeting "Social security, health and safety of migrant workers in the banana sector"; and a proposal for the effective inclusion of workers and domestic workers to social security was formulated. Due to the fact that these products are generated very near the completion of the Project, it is not possible to determine the uses that have been given to them nor tracking.

Meanwhile, in Costa Rica a promotional campaign of domestic workers was implemented which included 10 talks about rights and obligations in remunerated domestic work, where insurance was the main subject. These talks addressed to public officials responsible for labour issues from various institutions counted with a participation of 286 people (205 women and 81 men).⁵⁷.

Outcome 2.b) Agreements on social security evaluated and negotiated.

The Project formulated two targets: a) At least two countries have signed gender-sensitive bilateral agreements on social security (health and pension) between migrant workers' origin

and destination countries; and b) A program to improve the social security coverage has been designed and implemented.

⁵⁵ The study was published in February, 2014

⁵⁶ Study on Social Security and Domestic Work; Study on the Social Security Extension Cost in Dominican Republic.

⁵⁷ Events conducted between May 15, and July 3, 2013 within the framework of the promotion of Convention 189.

It is important to remember that the ILO Convention 102 (1952) on Social Security defines the minimum standards that such system must have. The traditional branches covered include: medical care, sickness benefit, unemployment benefit, old age benefit, benefits for employment injury and occupational disease, family benefit, maternity benefit, invalidity benefit and survivors benefit and it establishes the minimum standards for each one of them. Of the countries participating in the Project, only Costa Rica has ratified.

The social security systems of the 5 countries involved in the Project have very diverse characteristics and different development levels⁵⁸; therefore in the opinion of the stakeholders consulted, the target of establishing binational agreements is politically and technically unfeasible. Associated to these differences, the vulnerability and the financial sustainability of the systems is a widespread concern in the region, reason why the Project failed to generate interest in openness and social security institutions, and even in the actors, to discuss the possibility of adopting bilateral agreements on social security portability.

A key condition to start the dialogue with governments and achieve the political will required, is to have technical studies on the socio-labour and financial impact that the adoption of these agreements would have, studies that were not developed under the Project's framework.

2.4.3.4. Immediate Objective 3

This objective established two targets: a) The increase in the number of migrant workers who acquire diplomas and skills certification which are recognized and accepted by employers in destination countries; b) 50% of new migrants who have acquired diplomas and skills certification in destination countries are women, indigenous workers and workers in the construction and agriculture sectors.

As with immediate objective 2, the Project did not develop actions having an impact directly on these targets; therefore the progress of the same will not be examined.

Outcome 3.a) Better availability of employers for an adequate migrant labour force in compliance with the national and international labour laws.

"As a target it was proposed that "employers recognize benefits of approval on the recognition of diplomas and training certification at sub-regional level to obtain a workforce immediately available through the free movement and mobility of workers in the sub region."

As mentioned above, the employer sector in all countries considers that the labour migration approach made by the Project did not adequately reflect the interests and needs of the sector, as it was primarily conceived from the regulatory framework and not from the contributions

and benefits of labour migration to the processes of increasing productivity and economic growth migration. In this regard, it is noteworthy that the institutional rules of the vocation entities of Costa Rica, Panama and Dominican Republic, excluded from the training offered and

⁵⁸ In this regard, the ILO's World Report on Social Protection provides an extensive comparative analysis of the social security systems of the countries where the status of the 5 countries of this Project are included. Source: ILO. World Social Security Report 2014-15. Building economic recovery, inclusive development and social justice, 2014: In: <http://www.ilo.org/global/research/global-reports/world-social-security-report/2014/lang--en/index.htm>

the recognition of diplomas and skills certification, those migrants who do not have a valid residence. And precisely, the population selected by the Project, are mostly in an irregular situation or with a work permit, but do not have a resident status, which means they do not have access to these institutions.

In this regard, the study on "Migrant Labour Needs in Panama⁵⁹" was a very positive initiative because it allowed linking the employers' needs with the Project objectives. However, it was made near the end of the Project, making it impossible for replication in other countries.

The employer sector continue to demand greater coherence between the training offered by vocational training institutions and labour market demand profiles, so that the actions in this context are those that may have a greater reception by the sector.

Outcome 3.b): Binational Agreements on the recognition of diplomas, skills and competencies

The Project was formulated as targets: a) At least one bilateral agreement made between migrant workers' origin and destination countries on the recognition of diplomas and certification of skills; b) A pilot program to improve the recognition and certification of skills, in collaboration with the Regional Network of institutions that provide training.

Neither target was achieved as there was no interest from the vocational training institutions to take these processes, basically because their priorities are focused on strengthening their capacities to meet the demands of national sectors.

Nevertheless, the Project was able to implement actions to help raise awareness of the need for progress in the skills certification process, particularly in the construction sector, in the light of the labour demands that could be represented by infrastructure development projects in the sub-region, such as the Panama Canal, and the Inter-oceanic Canal possibly in Nicaragua.

At the sub-regional level, the Project executed some joint activities with Occupational Training Program and Job Placement for Central America and Dominican Republic (FOIL) for strengthening the Vocational Training Institutes Network for Central America, Panama and Dominican Republic (REDIF) and in public employment services⁶⁰.

Likewise, a case study was conducted on the recognition of diplomas and use of skills of working migrants in Costa Rica, Panama and Dominican Republic. This research revealed that

⁵⁹ Study that was defined as the tripartite dialogue, with special participation of CONEP, and which was presented in February 2014.

⁶⁰ Regional Workshop on Labor mobility Management Procedures from the Public Employment Services (Guatemala, 21 to 26 October 2013), organized by FOIL and WAPES (World Association of Public Employment Services).

there are legal barriers limiting access of migrants to training and jobs for which they are qualified, and that such access is subject to the regularization of this population.

Regarding pilot programs in Costa Rica the process "Promotion of Procedures to certify competencies and standardization of vocational training certificates for migrant workers was implemented in Ciudad Quesada and Liberia", which allowed identifying the training needs of the migrant population, and the capabilities and limitations of public institutions responsible for providing the services⁶¹. Meanwhile, in Dominican Republic a data collection process on the characteristics of migrant workers in the tourism sector of the Eastern Region was held; regarding this pilot project it was developed by the INFOTEP and the local association of employers, and it allowed to identify the labour skills and training needs of this population.

2.4.3.5. Overall Assessment

The Project made significant progress in immediate Objective 1, while achievements in the Millennium 2 and 3 were more incipient.

Among the factors that influenced the level of achievement of the objectives:

- National unfavorable contexts for the signing of binational agreements (diplomatic crisis caused by the conflict in the Calero Island between Costa Rica and Nicaragua; the reform processes of the social security systems arising from updates on the financial sustainability of these, particularly pension systems).
- - After the Mid-term Evaluation, the ILO prioritized the targets of Objective 1, because they had greater political and technical feasibility. In this regard, stakeholders showed greater political will and commitment to advance in this area, and the execution team had more knowledge and experience in the areas of policy and legislation.
- - Objectives 2 and 3 were too ambitious and impractical; therefore it was decided to develop activities aimed at creating more favorable conditions to position in the national and institutional agendas the topics of social security portability, and the recognition and certification of skills. These are topics on which social actors had little information and awareness.
- - Delays in Project implementation and change in the coordination one and a half year after its inception.

Regarding gender perspective, the Project managed to properly incorporate the approach. The selection of topics and the priority sectors, such as the approach to studies and activities implemented were consistent with ILO guidelines for gender mainstreaming. In this sense, the implementation team always tried to emphasize the special and differential effects that migration has on the lives and experiences of men and women.

⁶¹ The pilot program served a total of 63 women in a process that began in October 2013 and ended in January 2014. This population was given information about the educational offerings from INA and monitoring was provided to the process of access to training.

2.4.4. Efficiency in the use of Resources

The total amount executed by the Project during the period February 2011 - February 2013 was \$ 2,203,426, which represents 82% of budget execution.

Table 1 shows the percentage of execution of each participating agency. The OAS achieved a 100%, followed by ILO with 84%, while ISCOD only reached 42%. The amount not executed totals \$ 475,369, of which 27% are no budget implementation by ISCOD, while the remaining 63% is from ILO.

Table 1. Budget and Project Budget Execution

Implementing Agency	Budget	Execution	Percentage	Amount without executing
OEA	\$250.000	\$250.000	100%	0
ISCOD	\$224.000	\$94.600	42%	129.400
OIT(1)	\$2.204.795	\$1.858.826	84%	345.969
Total	\$2.678.795	\$2.203.426	82%	475.369

(1) ILO Budget = Total amount of funding – OAS Budget – ISCOD Budget

The Budget implementation pace was rising, which responds to the normal cycle of a project. In the first year 8% of the budget was spent, 29% in the second year, 47% in the third and 15% during the two months corresponding to the last year.

The following table shows the annual amounts executed and the monthly average.

Table 2. Budget Execution, Monthly Average Execution and Annual Expenditure on Staff per Year, February 2011-February 2014 (1)

Year	Amount executed (annual)	Percentage	Monthly Average (2)	Line 10 Staff (annual)	Percentage
2011	\$178.196	8%	\$16.971	\$128.070	72%
2012	\$648.538	29%	\$54.045	\$344.660	53%
2013	\$1.046.429	47%	\$87.202	\$535.921	52%
2014	\$330.263	15%	\$220.175	\$148.176	45%
Total	\$2.203.426	100%		\$1.156.827	53%

(1) Data were used without adjustment to 2013 and 2014, which are pending.

(2) Monthly Average: 2011 = Amount executed / 10,5 months. 2012 = Amount executed / 12 months. 2013 = Amount executed / 12 months. 2014 = Amount executed / 1.5 months

The most significant amount of the budget is line 10 Staff covering expenditures related to Project officials. As can be seen, the percentage shows a decreasing trend, which means that as the Project progressed, the relative weight of Staff expenditures was reduced compared to the amounts dedicated to the implementation of activities.

The factors that explain the level of budget implementation are as follows:

- a) The Project started its activities with 6 months behind the official start date, as ILO cannot start Project implementation until the funds are deposited by the donor, which occurred two months after the start date.
- b) The staff recruitment process was also delayed, as waiting for the funds in order to open the contest.
- c) The EU disbursement methodology by tracts is subject to the review and approval of the 1st Progress Report and caused a delay of more than 4 months, as during that period the Project failed financial commitments due to lack of funds.
- d) Closing ISCOD operations in the region in October 2013 interrupted the actions that were being developed with the unions. This member left without execution over 50% of its budget, which ultimately affected the overall rate of implementation.

If the Project had been extended for another 6 months with no increase in budget, as recommended by the Mid-term Evaluation, the ILO had been in a position to execute the whole budget. This statement is made on the basis for projecting the average monthly expenditure in 2013, which is the more stable year of the Project in terms of budget execution. This additional semester could have offset the initial 6-month delay of the Project.

2.4.5. Effectiveness in Management Structure

- **ILO Implementation Team**

The Project had a basic Implementation Team consisting of the Chief Technical Advisor (CTA) based in San José, Costa Rica; a national officer in Costa Rica responsible for the Nicaragua-Costa Rica-Panama corridor; and a national officer in Dominican Republic in charge of the activities in said country. In addition, there were two administrative assistants (in Costa Rica and Dominican Republic) that provided support to the Project and other ILO activities. Specialists in Gender, Social Security, Enterprise Development and Vocational Training, Regulations, Activities with Employers and activities with workers of the Sub-region Decent Work Team, and MIGRANT's Focal Point in Geneva were responsible for providing technical support in each one of these topics to the implementation team.

This reasonable size organizational structure, allowed the implementation of many of the actions proposed by the Project. In addition, the great dedication and technical capacity of the implementation team was a key success factor for achieving the progress identified in the previous section.

However, the level of Project performance was affected by the following situations:

- a) According to respondents, the focus of migration corridor involving the bi or tri-national approach to actions was not always executed in the most effective way, due to the national coordinators' profiles and the roles assigned to them. For example, in the case of the Dominican Republic national officer, for reasons of language and type of contract, could not provide technical assistance to Haiti. For its part, the Costa Rica National Officer was not always responsible for providing technical assistance in the field, especially in labour and migration laws, because it was not his professional training. In both cases, these functions are assumed directly by the Project's CTA.
- b) The level of participation and involvement of specialists was very heterogeneous, as it depended on the availability of time. Furthermore, no technical monitoring committee of the Project was formed which was suggested by the Mid-term Evaluation, as it would have allowed more technical and specialized support to the implementation team.

- **Relationship with stakeholders**

The Project formed the National Labour Migration Tripartite Committees, in Nicaragua Costa Rica, Dominican Republic and Panama. These organs were advisory and their functions were to monitor the Project in each country, be an adviser to the ILO executor and serve as a source of proposals for initiatives that could be developed within the Project framework. In most countries this was space rarely in session due to the lack of quorum, the participants had no clear mandate, and the implementation team felt that they really did not provide major contributions to the Project implementation process. The discussion on specific areas pertaining to labour migration issues were generated by other activities, such as forums, trainings, presentations, studies, among others.

- **Relationship with partners (OAS ISCOD)**

The adoption of Memoranda of Understanding to co-execute the Project had limited success, especially in the case of ISCOD. The objectives and tasks assigned to each of the implementing agencies not always had the desired level of complementarity with the Project objectives and lines of action.

The OAS complied with its work plan and its main contribution was the generation of information and exchange of knowledge through studies and experience sharing activities, with special emphasis on Haiti.

Meanwhile, ISCOD contributed significantly to the process of positioning the issue of labour migration and gender on the union sector agenda, as well as strengthening their organizational capacities to address the problem at the national and regional level. However, management effectiveness was very limited.

- **Relationship with the donor**

Communication and coordination with the donor continued to present fluidity and agility problems. According to ILO officials, the review and approval of technical reports and financial progress took several months, therefore, payments were not made in a timely manner. The lack of availability of funds substantially delayed the implementation of Project actions.

2.4.6. Sustainability and Orientation to Impact

The Project generated significant contributions in strengthening the capacity of governments to formulate migration policies with gender approach and labour rights.

In this sense, the adoption of the Costa Rica's National Migration Policy, which took into account international labour standards and gender guidelines, is an example of the Project's positive effects of awareness-raising and training. The development of the policy's action plan and its implementation will be a key to achieving impact on the migration flows improvement. The level of political commitment and the adequate level of technical capacity of the institutions involved are positive signals to this respect.

In Nicaragua, the process of sensitization and training to officials of the Directorate of Migration and Foreigners, as well as the consulates of the country in Costa Rica and Nicaragua, clarified and strengthened their capabilities and functions in protection and information on labour rights. These entities showed a significant level of political commitment to continue doing this work, which is manifested in the institutionalization of the labour migration and gender issue in the internal training processes and in the incorporation of the same in the surveillance and legal advice functions performed on a daily basis.

In Panama, the Project efforts on strengthening public institutions capacities, which are responsible for labour migration policies, have a lower degree of sustainability and impact, since the change of government in July 2014, represented a turnover of staff. This means it will be necessary to sensitize and train new staff.

At the Nicaragua - Costa Rica – Panama corridor level, the interagency coordination established between the Directorates General of Migration and Foreigners of Nicaragua and Costa Rica, as well as the joint working agenda on cross-border workers and residents, allow to foresee that joint actions will increase in the future. This initiative will have a positive impact on migration flows between the two countries, which are expected to be more orderly and respectful of the rights of the populations involved.

Similarly, sensitization and training of trade unions in the three countries generated a greater degree of articulation and inter-union coordination, which is manifested in the presence of migration issues on the union agenda, the formulation of a national and binational action plan, and the development of joint actions for dissemination and advice on labour rights to the migrant population. Although the industry still needs to strengthen its technical capabilities to address the issue, there is a willingness and commitment to continue implementing actions in this regard, and taking advantage of informational and training materials prepared by the Project.

In Dominican Republic, government institutions, especially the Ministry of Labour, the Directorate General of Migration and the Attorney General created a permanent dialogue

and coordination forum to ensure consistency in the application of the Migration Act. The awareness and training degree achieved by officials of these institutions on labour migration and gender will be reflected in the implementation of the National Plan for the Regularization of illegal foreigners, which takes effect May 2015. This plan will test the usefulness of the information systems developed, the clarity of competencies and functions of the institutions and the political will and technical capacity to implement the plan in accordance with international conventions on human rights, including labour and gender issues.

In Haiti, there is interest in developing a national migration policy and approve Conventions 97 and 143 of the ILO, which would strengthen the legal framework on labour migration. However, these actions are at a very early stage to identify their level of sustainability and impact.

Concerning the Haiti - Dominican Republic migration corridor, the inter-union coordination is the advance showing greater chance of sustainability and impact. This coordination existed previously to the Project, therefore the intervention allowed its strengthening and operationalization.

The implementation of the National Plan for the Regularization of illegal migrants in Dominican Republic will involve in the future a greater need for coordination with the Government of Haiti, and much of the documentation requirements should be provided by the country of origin. In this sense, there is a window of opportunity to continue the work of strengthening capacity in migratory procedures driven by the Project.

One of the Project's outcome of greater sustainable and impact is the ratification of Convention 189 in Nicaragua, Costa Rica and Dominican Republic. The outreach actions of the Convention and the mobilization for approval, positioned the issue of domestic work in the public and institutional agenda. In addition, countries are obliged to reform their national legislation to comply with the minimum standards established by the ILO in the field, which will involve a substantial improvement of working conditions of the people associated with these activities.

Regarding the objective of increasing the coverage of social security of migrants and their families, progress was very limited. Although stakeholders recognize the importance of this issue, they consider that the approach and alternative solutions offered by the Project are unfeasible and inappropriate for the context of the region. In this regard, efforts to educate and inform stakeholders about the importance to adopt some international standards such as the Latin American Multilateral Agreement on Social Security or the Social Protection Floor of ILO, are actions which, although modest, allow laying the foundations for greater openness to tripartite dialogue on the subject.

Finally, in relation to the objective of recognizing and certifying labour skills of the migrant population, the action with better evidence of sustainability and impact is that of Panama with

the study of the needs of migrant labour, as it managed to link the interests of the employer sector with the approach of the Project. Industry representatives consulted for evaluation consider this type of approach could raise their level of interest in participating in future projects by giving them useful information for making decisions on the design and implementation of medium and long term business and sectoral plans.

3. Conclusions

Pertinence and strategic coherence of the intervention

The Project is highly pertinent in the prioritized issues, geographical coverage, selected target groups, approach from the migratory corridors perspective of the and from the sectorial focus, as well as the emphasis in strengthening the institutional capacities of the stakeholder to take proper care of the problematic.

The analysis of the national development plans of all the countries evidences the relevance of the migratory issue in the Government agendas. Nevertheless, priorities are placed in politics and regulatory frameworks oriented to put in order the migratory flows and not so much in widening the labour rights for the migrants. This emphasis carries along strengthening the legal and institutional framework to improve fulfillment of the regulations related to fundamental rights. In this sense, the Project's components related to broaden the pension's scheme or the certification of competences are not at a maximum priority level in the countries, from there all the difficulties which appeared for their approach and development.

In the opinion of some actors, although the problem of labour migrations is present in the national and institutional plans, such prioritization is not always accompanied by technical and economic resources.

Validity of the intervention design

The Project's design for the intervention reflects a logical and coherent sequence between causes, consequences and impacts associated to the main problem (scarce or weak institutional capacities of the Governments to formulate, adopt and implement gender-sensitive policies, laws and administrative procedures related to migration and to the labour rights approach). Nevertheless, some of the causes for the problem were found as assumptions or previously existing conditions instead of incorporating them as areas where the Project had to necessarily intervene.

In this sense, there were valued as assumptions and existing preconditions the interest, the political will and openness to carry out reforms and to promote gender approach in the policies and laws related to labour migration, aspects which were not present in the countries.

Before "very ambitious" and "little viable" objectives and a relationship of insufficiency between the ends and means of the Project, and in addition to the delay during the first year and a half of its execution, ILO adopted corrective measures which generated positive results. Such measures were oriented to 1) prioritize the objectives and outcomes which were more viable and with better conditions to achieve significant progress (objective 1); 2) to focus in countries and sectors showing more compromise and political will to develop actions (Governments of Costa Rica, Dominican Republic and Nicaragua, with the trade union sector from all countries and the employer sector from Panama); 3) to create synergies with other projects and initiatives from ILO and other organizations linked to the issue; and 4) to propose novel action lines which were not contemplated in the original design of the project, providing they constitute a source for potential good practices.

Effectiveness of the Project (achievements)

- Overall Objective

Regarding the tasks set out in the Overall Objective of the Project, it was possible to achieve two of the three proposed outcomes.

Costa Rica approved and published the Comprehensive Migratory Policy on September 2013, which incorporates the gender and labour rights approaches. This is the first migratory policy with a comprehensive character approved in Latin America and it was formulated in accordance with the international labour standards.

As for the gender-sensitive modified legislation, approval of the ILO Convention No. 189 on domestic workers was registered in three countries: Nicaragua, Dominican Republic and Costa Rica. This reinforces the regulatory framework existing on the matter and brings more protection to this population.

With respect to objective 3 for installing a national program oriented to the market situation of the migrant population with a gender approach, its fulfillment was not achieved in any country. Nevertheless, the Project made several efforts to establish the foundations and to create some conditions for its possible development in the future.

- Immediate Objectives

The Project achieved significant progress in the immediate Objective 1 related to capacities strengthening for the formulation and implementation of migration policies, laws and administration with a gender and labor rights approach. The scope of Objectives 2 and 3 were more limited.

In immediate Objective 1, besides the approval of Convention No. 189 by Nicaragua, Dominican Republic and Costa Rica, the Government of Haiti presented a law project before Parliament for the ratification of Conventions 97 and 143.

As for the signature of binational agreements to improve migratory flows among the countries, although no concrete progresses were achieved; several efforts were made to place the labour migration issue with a gender approach into the public and institutional agenda of each country.

As for capacities strengthening for the formulation and implementation of migratory policies with gender and labor rights approach, the units or departments for labor migration of the Ministries of Labour from Panama, Dominican Republic and Costa Rica were strengthened; it was also possible to awake the interest of Haiti in the process of formulating a national migration policy.

Improvement in the administrative migratory process in the Nicaragua-Costa Rica-Panama corridor, was concreted by a higher coordination among the Directorates for Migration and Aliens in Costa Rica and Nicaragua; the strengthening of the functions of dissemination and legal advice on labour rights of the Consulates of Nicaragua in Costa Rica and Panama; and more awareness and training of the General Directorate of Migration and Aliens from Nicaragua officials in regard to the application of migratory legislation with a gender approach.

In the migratory corridor Haiti-Dominican Republic, the major advances appeared in the capacities improvement from the Directorate of Migration, the Minister of Labour and the stakeholders of Dominican Republic with respect to the uniform interpretation of the Regulations for the Application of Migration Law No. 285-04 in accordance with the international labour standards.

In regard to the labour inspection procedures, Dominican Republic created a permanent space for dialogue and inter-institutional coordination (Ministry of Labour, Public Defense and Judiciary) to exchange information and the institutionalization of more effective procedures of inspection and sanction. On its part, the MTSS of Costa Rica generated Guideline No. 464-14 related to the subjects of subcontracting, economic interest groups and the migratory matter with the occasion of inspection work which clarifies the competences of inspectors on this regard.

There were no significant advances on the aspects of strengthening or creation of tripartite spaces on labour migration and there was no progress in any country with respect to the integration of the employer and worker sectors to the existing National Councils of Migration mainly comprised by public institutions. The issue was not either integrated in the priorities agenda of the Tripartite National Councils of Labour with the possibility to broaden the space of the Migration entities to participate.

It is important to rescue the process to strengthen the labour sector capacities both at the national and sub-regional level. It was possible to position the migratory issue at its institutional agenda, conform national inter-trade union commissions, implement initiatives for divulgation and training in labour rights and to establish binational links between the trade unions of the identified migratory corridors.

As for the employer sector, the most important achievement was positioning the labour migrations and gender issue in their institutional agenda. Nevertheless, this acknowledgment of the importance of the issue did not materialize in concrete actions.

At immediate Objective 2, the Project did not develop any direct action oriented to increase the coverage of social security for the migrant population. The actions were rather oriented to create conditions to achieve more sensitization and visibility of the issue in the stakeholders' agenda. In this sense, efforts concentrated in disseminating and highlighting the importance of the Ibero-American Multilateral Agreement on Social Security and of the ILO Social Protection Floor.

The Project did not accomplish concrete results in Immediate Objective 3 with respect to the set targets, since the proposed strategy to improve the availability of the employers facing the migrant population and the recognition and certification of working abilities did not generate the necessary level of interest and involvement.

Nevertheless, the initiative developed in Panama to identify the requirements of migrant labour, represented an interesting practice to be used by the sector and at the same time constitutes a relevant input for the design of a national migration policy.

As from a gender perspective, the Project was able to suitably incorporate the approach. The activities and strategy in general were consistent with ILO's guidelines for gender approach mainstreaming.

Among the elements which affect the Project's objectives achievement level, there are: a) unfavorable national contexts to sign binational agreements due to instability in diplomatic relations among the countries; short time to carry out actions with so extensive and ambitious objectives; and delays in the execution of the Project due to management factors of the executing agencies and the donor, among others.

Efficiency in the use of resources

The total amount executed by the Project during the February 2011-February 2013 period, was of US\$2.203.426, which represents an 82% budgetary execution. OAS achieved a 100%, followed by ILO with an 84%, while ISCOD only reached 42%. The amount without execution comes to \$475.369 of which 27% correspond to non-execution of the budget by ISCOD, while the remaining 63% belongs to ILO.

The budgetary execution level was affected by the delays experienced during the first 6 months of the Project and was associated to the delays in disbursement of the initial funds and to the delay in the recruiting personnel process by ILO. Later on, the slow pace in reviewing and approval of the progress reports by the donor, the closure of operations by ISCOD in the region and the change of the Project CTA contributed to the budgetary under execution.

Efficiency of the Management Structure

The Project's management structure was adequate for the implementation of the actions proposed by the Project. Nevertheless, their performance level was affected by the lack of personnel to attend the migratory corridors in a comprehensive way. In this sense, technical assistance was provided by different people, depending on their language, profile and working experience and not necessarily by a geographic criterion (desirable to keep a more comprehensive vision of the corridors). At the same time, participation and heterogeneous involvement level of ILO's specialists made difficult the accompaniment to the team to execute and advance some of the components.

Dedication and technical abilities of the executing team were key success factors to achieve the identified advances.

The Tripartite National Committees on Labour Migration established in Nicaragua, Costa Rica, Dominican Republic and Panama, who had a consultative and monitoring character of the project in every country, did not work due to the lack of quorum, little clearness on their mandate and the low level of their contribution to the Project's implementation process.

Memoranda of Understanding to co-execute the Project with ISCOD and OAS had limited results since the actions developed not always had the desired level of complementarity and effectiveness with respect to the defined objectives and action axis.

Communication and coordination with the donor continued to flow with difficulty and represented an obstacle for the activities execution, particularly regarding the revision and approval of the technical and financial reports.

Sustainability and orientation to impact

The Project generated significant contributions in the field of capacities strengthening of the Governments for migratory policies formulation with a gender and labour rights approach, which permit to visualize the sustainability and impact of some outcomes.

The National Migratory Policy of Costa Rica is a sample of the positive effects originated from the sensitizing and training actions of the Project. The development of the policy action plan and its implementation will be a key to achieve impacts to improve migratory flows.

The sensitizing and training process to officials from the Directorate of Migration and Aliens, as well as from the Consulates of that country in Costa Rica and Panama, allowed the institutionalization of the migration and gender issue at the internal training and in the supervision and legal counseling functions they carry out on a daily basis.

The interinstitutional coordination established between the Directorates of Migration and Aliens of Nicaragua and Costa Rica, allow foreseeing joint actions to improve migratory flows in the future.

The inter-institutional coordination achieved among the Minister of Labour, the General Directorate for Migration and the Public Ministry in Dominican Republic, constitutes a valuable space to guarantee coherence in the Migration Law application with a gender and labour rights approach. This accomplishment acquires special relevance in the National Plan for Regularization of aliens in an irregular situation implementation framework, which will be in force on May 2015. Such plan will imply a larger need for coordination with the Government of Haiti in the future. There is a window of opportunity to continue the capacities strengthening work on the migratory procedures subject encouraged by the Project.

The sensitizing and training of the trade unions in every country generated a larger degree of inter-union articulation and coordination, mainly in the divulging and consultation aspects in labour rights for the migrant population.

The ratification of Convention No. 189 in Nicaragua, Costa Rica and Dominican Republic represents an important contribution for the reform processes of the national legislation in order to adapt it to the minimum standards established by ILO on the subject.

In regard to the objectives of increasing the social security coverage for the migrant population and their families and to achieve the recognition and certification of labour skills, the progress were very limited. Therefore, it is difficult to identify the sustainability and impact of the achievements obtained.

4. Lessons learned and good emerging practices

4.1. Lessons learned

1. To achieve an adequate relevance, coherence and validity level of the Project for the needs and interests of the target population, the context and consultation analysis process of the stakeholders is fundamental. When a very long period has gone by between the project's formulation and its execution, the first task of the coordinating team should be to update the design and the negotiation with the donor to adapt the design to the current conditions. This avoids false expectations on the results of the project by all of the actors and offers the executing team a much more useful "navigation map" to administrate the project and a powerful tool of communication with the social partners. On the contrary, the design may represent the main obstacle for the project execution and achievement of the objectives.
2. The ILO's projects, which characterize themselves for having a tripartite approach, are compelled to develop specific strategies to engage the different sectors in the development of their actions. This participation and engagement level provides legitimacy and political and technical feasibility to intervention. The sub regional seminars and forums methodology with tripartite representation are not always effective to obtain an adequate social dialogue level, even less if the issues are sensitive and there is no basic level of information and knowledge on the problems to be addressed. In this sense, strengthening strategies by sector in a separate way could have a better effect in order to prepare the conditions for a better informed dialogue.
3. The organizational structure and the executing team conformation should take into consideration the political and technical requirements for the project management. In this sense, key competencies that each person of the team must have and the complementarity relationship that should be established among them should be defined. There are desired competencies which can be provided by external consultants or by the same key participants, such as language skills or the specialized technical knowledge on a particular issue of a country. What cannot be supplied externally are the transversal approaches which characterize the ILO work, as well as essential competences of integrity and transparency, sensitivity toward diversity, orientation toward learning and knowledge exchange, communication, collaboration and orientation toward quality, among others.
4. The migratory corridors approach requires that the technical assistance and accompaniment be made in a comprehensive way in all countries comprising such corridor, in order to guarantee a binational or regional vision. In this sense, the figure of the national official, whose field of action is limited to a country, does not contribute to implement this comprehensive vision.

4.2. Good Practices

1. Operationalization of the migratory corridor approach requires the facilitation of conditions so that the dialogue and coordination processes are generated among countries. The Governments and sectors generally do not count with resources to develop national actions, though they can hardly assign a budget to implement initiatives with officials from other countries. To offer technical and financial support to promote these encounters is considered as a good practice by all of the stakeholders. (Examples: Coordination among Directorates of Migration Nicaragua-Costa Rica, articulation process of the trade union sector).
2. When there is resistance or rejection toward a project, the best strategy is to listen to the needs of the actors and to develop pilot proposals linking such interests to the objectives of the project. This way it is possible to increase the commitment level from the counterpart and the pilot project acquires a demonstrative effect in terms of potentialities that the project has as a whole. It may happen that the proposal does not have a direct link with the project's expected result, but on a medium and long term, can be very fruitful in terms of the relationship to be established with the counterpart. (For instance: pilot projects of certification of competencies in Costa Rica and Dominican Republic, study of the migrant labour needs in Panama).

5. Recommendations

For ILO:

1. To improve the context and consultation analysis processes to the key actors in the formulation of the projects' design. Special attention requires the identification and appraisal of the assumptions, prevailing conditions and existing risks on the field, so to develop more realistic and feasible political and technical interventions.
2. To adjust the selection criteria of the partners for the projects' execution and participate in the formulation of the intervention from its inception. Priorities and agendas of the executing agencies should be coincident or complementary and should count with the technical, financial and institutional capacities to perform the initiative.
3. Flexibility and innovation in the projects' administration are fundamental because allows to adapt strategies and action lines to the context's needs. Such flexibility should be conceived starting from the project design, trying to define with greater clarity, the aims and offering a wider spectrum of means to achieve such purposes. In this sense, traditional means of intervention such as researches, workshops and publications should be complemented with technical assistance and accompaniment to processes from a more operative perspective in order to make more effective and sustainable efforts.
4. To give continuity to the needs and interests on the labour migration subject in the region. Positioning the issue in the public and institutional agenda made clear important areas of opportunity to continue working in strengthening the stakeholders' capacities. Particularly, the National Plan for Regularization of aliens on an irregular situation in Dominican Republic, the National Migration Policy of Costa Rica and the possibility to build an Inter-oceanic Canal in Nicaragua pose challenges to the countries. Accompaniment and technical assistance from ILO could be a valuable opportunity to encourage decent work in the region and to strengthen binational agreements.
5. To achieve a wider integration of the migratory labour issue into the programmatic activities of DWT-CO and a better participation of the specialists, with which it would be possible to improve the actions effectiveness and a greater sustainability of the efforts. In this sense, it is fundamental that there are clear guidelines on how the ILO's permanent programs will provide give continuity to the actions generated in the coordination projects framework.
6. To establish a closer relationship with the donor allowing informing in a permanent way the progress and difficulties of the project, as well as to negotiate possible modifications to the project design.

For the Governments and the employer and worker sectors

7. To be more proactive in the formulation of novel and useful initiatives linked to the Project objectives, especially in regard to the needs of support and technical assistance to strengthen binational and sub-regional coordination and articulation.

For the donor:

8. To establish more agile and effective communication and coordination mechanisms with the counterparts, so that the management aspects do not become obstacles or difficulties to achieve the project objectives.
9. To continue supporting the labour migrations issue in the region, taking advantage of the positioning that this subject achieved in the countries and sectors agendas.

6. Annexes

6.1. Logical Framework of the Project

LOGICAL FRAMEWORK FOR THE PROJECT				
Overall Objective(s)	Intervention Logic	Achievement Indicators objectively verifiable	Verification sources and means	Assumptions
	<i>Which is/are the more ample general objective(s) with which the action will contribute?</i>	<i>Which are the indicators related to the general objective(s)?</i>	<i>Which are the information sources for these indicators?</i>	
OVERALL OBJECTIVE	To strengthen the capacity of those responsible to formulate policies and the social partners to adopt and implement policies, laws and administration of gender-sensitive labour migration	<p>Policies, laws and administrative procedures of labour migration with gender perspective and with labour rights approach, agreed by those responsible to formulate policies in at least one country at the end of the project, as follows:</p> <ol style="list-style-type: none"> 1) National policy on gender-sensitive labour migration adopted through tripartite dialogue; 2) National legislation modified to be gender-sensitive and agreed through tripartite dialogue; 3) National Program agreed considering the labour market situation of the migrant workers from a gender and a labour rights protection perspective, considering in particular the situation of the indigenous migrants, domestic workers, construction and agricultural sector workers. 	<p>Semi-annual Official Report of the different Ministries and Institutions with which the project will be working on the obtained results and the activities promotion. Semi-annual Official Reports of the Parliament on the promotion of Conventions' 97, 143, 181 ratification and the possible new Convention on Domestic Workers.</p> <p>Evaluation studies at the project's beginning and end.</p> <p>Studies published and distributed.</p> <p>Action Plans and recommendations agreed in important seminars and experts meetings; press releases, clippings.</p>	People responsible of policies formulation and social partners interested in promoting the design and implementation of gender-sensitive migratory policies and labour rights approach.
Specific Objective(s)	<i>Which specific objective(s) intends to reach the action to contribute to the general objective?</i>	<i>Which indicators clearly demonstrate that the objective(s) of the action have been reached?</i>	<i>Which are the current information sources or that can be compiled? Which are the required methods to obtain this information?</i>	<i>¿Which factors and conditions out of the responsibility of the Beneficiary are necessary to reach this /these objective(s)? (external conditions) Which risks should be considered?</i>
	Specific Objective 1 To promote the adoption and	Bilateral gender-sensitive labor agreements are discussed through a tripartite dialogue and it is	Semi-annual Official Report of the different Ministries and Institutions	People responsible to formulate policies and social partners will

	implementation of gender-sensitive labour migration policies, laws and management, for a better regulation of the labour migration flows in consultation with the social partners.	expected to be edited and commented: one between Nicaragua and Panama, another between Haiti and Dominican Republic and the last one on that already existing between Costa Rica and Nicaragua. Ratification of Convention 97, 143, 181 and the possible new Convention on Domestic Workers in at least one country.	with which the project will be working on the obtained results and the activities promotion. Semi-annual Official Reports of the Parliament on the promotion of Conventions' 97, 143, 181 ratification and the possible new Convention on Domestic Workers. Evaluation studies at the project's beginning and end. Studies published and distributed. Action Plans and recommendations agreed in important seminars and experts meetings; press releases, clippings.	develop better migratory management mechanisms with a gender and human rights approach. Natural disasters that cause damage to the agricultural sector and therefore, diminish seasonal migration toward this economic sector.
	Specific Objective 2 To promote and support strategies to improve social security coverage for migrant workers and their families.	Social security coverage for migrant workers has increased, especially for indigenous groups, domestic workers and for the construction and agricultural sectors in the destination countries (Costa Rica, Panama and Dominican Republic)	Quarterly Report of the Social Security Institution from the five countries on the coverage and benefits offered to migrant workers. Evaluation studies at the project's beginning and end. Studies published and distributed. Action Plans and recommendations agreed in important seminars and experts meetings	Economic and social stability of the five countries which favors the relationship among people responsible on policies formulation and social partners; openness and will from Social Security institutions to widen coverage for migrant workers through national social security systems.
	Specific Objective 3 To support skills equalization improvement among the origin and destination countries and reduce skills waste promoting migrant workers' certificates, diplomas and skills recognition.	The number of migrant workers which acquire diplomas and skills certification has increased and are recognized and accepted by employers in the destination countries. 50% of the new migrant workers that have acquired diplomas and skills certification in the destination countries are women, indigenous workers and construction and agricultural sectors workers.	Quarterly report of the training institution of the Regional Network for the five countries on the promotion of the activities chronogram agreed for the diplomas recognition and skills certification program design and implementation. Evaluation studies at the project's beginning and end. Studies published and distributed.	The employers' associations in the destination country support migrant workers' diplomas and skills certification recognition and acceptance. The institutions offering vocational training are interested in the actions implementation to recognize the migrant workers' diplomas and skills certifications.

			Action Plans and recommendations agreed in important seminars and experts meetings	
Expected Outcomes	<i>The outcomes are those foreseen to achieve the specific objective (s) Which are the expected outcomes? (List them)</i>	<i>Which are the indicators to measure whether the action achieve the expected outcomes and to which extent?</i>	<i>Which are the information sources for these indicators?</i>	<i>¿Which external conditions must be accomplished to obtain the expected outcomes on time?</i>
	Specific Objective 1 Expected Outcome 1 Gender-sensible labour migration laws, policies and management with an approach based on rights.	Approved and published a document on Migratory Policy at the end of the project in each country through a tripartite dialogue. Administrative procedures on migratory flows have been improved in every country at the end of the project. In at least a third of the participating countries in the project, for the third consecutive year, the creation of an Administrative Procedure to improve the inspection of the work, security and health of the migrant workers in the domestic sector, the agricultural sector and the construction sector is being edited and commented.	Semi-annual Official Report of the different Ministries and Institutions with which the project will be working on the obtained results and the activities promotion. Evaluation studies at the project's beginning and end. Studies published and distributed. Action Plans and recommendations agreed in important experts' seminars and meetings; press clippings.	People responsible for policies formulation and social partners will develop better migratory management mechanisms with a gender and human rights approach.
	Specific Objective 1 Expected Outcome 2 Inter-ministerial and/or tripartite mechanisms on Labour Migration created or strengthened	Institutionalization of a tripartite dialogue as a mechanism to create consensus on the development of migratory policy has been achieved In four countries at the end of the project.	Semi-annual Official Report of the different Ministries and Institutions with which the project will be working on the achieved outcomes and the activities promotion. Idem	People responsible of policies formulation and social partners have the political will to improve migratory management mechanisms focused on gender and labour rights.
	Specific Objective 2. Expected Outcome 1 Strengthened capacities for the formulation and implementation of social security agreements and other political options to broaden social security coverage for migrant workers.	Improved administrative procedures for social security and skills portability in at least one third of the countries covered by this project at its end.	Semi-annual Official Report of the different Ministries and Institutions with which the project will be working on the achieved outcomes and the activities promotion.	People responsible for policies formulation and social partners have the political will to improve the mechanisms to develop better mechanisms to optimize social security. Destination countries have the management capacity to incorporate the migrant workers in the system.
	Specific Objective 2. Expected	Bilateral gender-sensitive agreements on social	Semi-annual Official Report of the	People in charge of policies

	Outcome 2 Agreements on social security evaluated and negotiated.	security (health and pension) have been signed between migrant workers' origin and destination countries in at least one third of the covered countries at the end of the project. A program to improve the social security coverage has been designed in the second year of the program and implemented in the third year.	different Ministries and Institutions with which the project will be working on the outcomes obtained and the activities promotion. Idem.	formulation and social partners have the political will to improve the mechanisms to develop better mechanisms for the improvement of social security. Destination countries have the management capacity to incorporate the migrant workers into the system.
	Specific Objective 3. Expected Outcome 1 Employers have better availability for an adequate migrant labor force in compliance with the international and national labour legislation.	Employers are aware of the benefits of homologation on grades recognition and training certification at sub regional level to obtain a labor force for immediate disposition through free circulation and mobility of the workers in the sub region.	Semi-annual Official Report on the different Ministries and Institutions with which the project will be working on the achieved outcomes and the activities promotion. Idem.	Employers of the destination countries of the migrant workers are willing to hire migrant workers in compliance with international and national legislation.
	Specific Objective 3. Expected Outcome 2 Bilateral agreements on diplomas, skills and capacities recognition.	At least a bilateral agreement on diplomas recognition and skills certification signed between the origin and destination countries of the migrant workers at the end of the project. A Pilot Program, at the end of the Project, has been established to improve skills recognition and certification in collaboration with the Regional Network of institutions offering the training.	Semi-annual Official Report from the different Ministries and Institutions with which the project will be working on the achieved outcomes and activities promotion.	People responsible for policies formulation and the partners will have the political will to develop diplomas, skills and capacities recognition laws focused on gender and labour rights.

Activities	Which are the key activities to be performed and in which sequence to achieve the expected outcomes? (Group the activities by outcomes)	Means: For instance: what are the required means to implement these activities?	Which are the information sources on the action progress? Costs Which are the costs of the action? How are they classified? (Breakdown in the Budget for the action)	Which preconditions are required before starting the action?
Activities	1a) Government's Ministry of Labour and social partners receive training and advise on policies for labour migration gender-sensitive policies, legislation and administration adoption and/or	1a.1 Reproduction of 5 publications from ILO for policies design in different seminars and meetings of experts. 1a.2 National Study which compares national legislation with ILO conventions, including recommendations to draft bilateral labour agreements in the sub region from a gender perspective.	Information: ILO Quarterly Report on the progress activities Chronogram approved for the project. Cost: EU 766.134 To recruit and hire personnel	Social and economic crises which could change government regarding migration policies, maybe they would prefer to close

	implementation, including temporary or circular strategies with an approach based on rights.	<p>1a.3 Study on international migration of the indigenous peoples and their labour conditions.</p> <p>1a.4 Study on services of the labour aggregates provided to migrant workers abroad.</p> <p>1a.5 Study on the experience of the temporary and circular migratory programs and their implementation.</p> <p>1a.6 Tripartite Meeting on labour migration management and the salaries impact on the labour conditions.</p> <p>1a.7 Translation of publications</p> <p>1a.8 Training workshops on policy and migratory management addressed to public Ministry of Labour in every country: 30 participants x 7 days x 5 countries.</p> <p>1a.9 Technical Assistance for the National Chambers of Employers in the construction and agriculture sectors to improve labour conditions (Experts)</p> <p>1a.10 Workshops for capacity building and to sensitizing employers on labour conditions and social security (Facilities)</p> <p>1a.11 Technical assistance and advise in policies for the trade union organizations aimed to establish strategic alliances and experiences exchange (Experts)</p> <p>1a.12 Training workshops on migratory policy, international law, and other relevant issues addressed to the trade unions of each country: 40 participants x 7 days x 5 countries.</p>	and consultants All general and administrative costs	borders.
	1b) Provide the Government with institutional capacities to manage the migration labour policy, particularly labour inspection services to monitor decent labour conditions at the working place in destination countries.	<p>1b.1 Reproduction of an ILO publication: In search of Decent Work – rights of migrant workers.</p> <p>1b.2 Reproduction of 2 publications from ILO for its execution.</p> <p>1b.3 Study on how to improve the monitoring of private recruiting agencies in the region...</p> <p>1b.4 Study on inspection of the work and security and health at work with a particular emphasis in those occupations where migrant women are concentrated.</p> <p>1b.5 Study on the impact of migration on the salaries and labour conditions of national workers as well as of migrant workers.</p> <p>1b.6 Workshops on how to improve the inspection of work (Facilities)</p>	Information: ILO Quarterly report on the promotion of the activities Chronogram approved for the project. Cost: EU 253.326 To recruit and hire personnel and consultants All general and administrative costs	Economic and social crises which could change the government priorities regarding migration policies, maybe they will prefer to close the borders.
	1c) To promote interministerial and/or tripartite agreements and/or mechanisms on labour migration, by strengthening social dialogue.	<p>1c.1 Two study visits to each of the destination countries in order to launch the project and to establish the first collaboration agreements with government offices and other interested parties.</p> <p>1c.2 Tripartite Workshops on the implementation of labour</p>	Information: ILO Quarterly report on the promotion of the activities chronogram approved for the project. Cost: EU 62.514	Bilateral relationship between the destination and origin countries are politically stable.

		<p>bilateral agreements from a gender perspective. 1a. Twelve training workshops on migratory policy, international legislation, and other relevant topics addressed to trade unions in each country: 40 participants x 7 days x 5 countries. (Facilities)</p> <p>1c.3 Tripartite national meetings so the Executive Committee manages labour migration. (Facilities)</p>	<p>Logistic. All general and administrative costs</p>	
	<p>1d) Bring institutional capacities to collect, analyze, disseminate and use statistics on labour migration.</p>	<p>1d.1 Reproduction of 2 publications from ILO to strengthen the knowledge basis.</p> <p>1d.2 Technical assistance to the statistics offices at the Ministries of Labour in each country to improve the collection, analysis, dissemination and use process of data on labour migration detailed by sex. (Experts)</p> <p>1d.3 Workshops in each country to work in the standardization of statistics to present compared information from a gender perspective. (Facilities)</p> <p>1d.4 Elaboration of a national report with an analysis on the possibilities to include the Statistic Module on Labour Migration from ILO in the coming national surveys to households.</p>	<p>Information: ILO Quarterly Report on the promotion of the activities chronogram approved for the project. Cost: EU 246.466 To recruit and hire consultants. All general and administrative costs.</p>	<p>Statistic data available; will of other national partners to collaborate on this issue. Problems with the information systems which do not allow to consolidate labour statistics, particularly with the network's systems.</p>
	<p>2a) To evaluate strategies to increase social security coverage for migrant workers and their families.</p>	<p>2a.1 To identify legal exclusions not allowing the migrant worker to contribute or receive the social security benefits (laws, coverage, social security portability) with recommendations on how to reduce the existing discrimination in the contribution systems of each one of the main countries.</p> <p>2a.2 Three meetings with public Ministry of Labour and other interested parties to comment the results of the study on the legal exclusions identification to increase the social security coverage in the main destination countries (Facilities)</p> <p>2a.3 Technical Assistance to public officials for the initial design and implementation of a program to promote the social security coverage of migrant workers and, in particular, of indigenous groups, domestic workers and construction and agriculture workers. (Experts)</p> <p>2a.4 Study in each country on the work that the trade unions may carry out with migrant labour issues from a gender perspective within their national situation.</p> <p>2a.5 Three binational workshops of trade union organizations to implement strategic alliances among trade unions in the</p>	<p>Information: ILO Quarterly report on the promotion of the activities chronogram approved for the project. Cost: EU 537.301 To recruit and hire consultants. All general and administrative costs.</p>	<p>Legal and political conditions for migrant workers and their families are granted to contribute with and receive the social security benefits.</p>

		origin and destination countries. 2a.6 Trade union Campaign to sensitize on labour migration issues and the promotion of ILO Conventions and the Multilateral Framework on the guidelines and principles of labour migration.		
	2b) To promote bilateral agreements on social security.	2b.1 Sub regional Seminars to adopt bilateral agreements on social security portability and the Action Plan. (Facilities) 2b.2 Sensitizing Campaign on the social security coverage of migrants in the destination countries with emphasis on women of the domestic sector and men in the construction and agricultural sector and to promote the ratification of the Ibero-American Convention of Social Security.	Information: ILO Quarterly report on the promotion of the activities chronogram approved for the project. Cost: EU 147.533 Logistic All general and administrative costs.	Bilateral relationship between the origin and destination countries is politically stable. Systems are inadequate for radio and television stations to transmit messages: coverage problems, particularly in the poorest areas.
	2c) To promote public information campaigns to sensitize on the critical situation of migrants addressed to governments, employers, trade unions and civil society.	2c.1 Campaigns in each country (through radio or television programs) on the critical situation of domestic workers, especially women, indigenous populations, workers of the agricultural sector and migrant workers of the construction sector, on security and health issues, promoting Conventions and the Multilateral Framework from ILO on the guidelines and principles of Labour Migration to protect them. 2c.2 Three information Campaigns on security and health issues, concerning migrant workers with emphasis in the indigenous migrant workers in the agricultural sector and other migrant workers in the construction sector and in domestic work. 2c.3 Campaigns to sensitize the employers and the national Chambers to promote social security and fine labour conditions in Panama, Costa Rica and Dominican Republic. 2c.4 Information Campaign specifically for workers of the agricultural sector which promotes agricultural products “free from exploitation of the migrant workers” or “free of risks for health and security”.	Information: Quarterly report on the promotion of the activities chronogram approved for the project. Cost: EU 256.468 Logistic All general and administrative costs.	Will of other national partners to adapt the social security services to the needs of the established migratory dynamic, particularly for preventive health and health care programs.
	3a) To bring technical assistance to the institutions of vocational training in order to coordinate certification and recognition of migrant workers in the destination countries.	3a.1 Technical Assistance based on the work performed by ILO in the sub region which supports the creation of a Network of Training Institutes to promote the mutual recognition of diplomas, skills and competences at a sub-regional level. (Experts) 3a.2 Sub-regional Seminars to sensitize and draft recommendations on how to improve diplomas, skills and	Information: Quarterly report on the promotion of the activities chronogram approved for the project. Cost: EU 129.581 Logistics for meetings and other activities.	Bilateral relationship between destination and origin countries is politically stable.

		competences recognition by signing and implementing bilateral agreements. (Facilities)	All general and administrative costs.	
	3b) To carry out surveys by sample to measure the skills waste of migrant workers and to offer strategies to avoid it.	3b.1 Study through surveys by sample to measure the skills waste and the loss of grades of the migrant workers and to provide strategies to avoid it. 3b.2 Seminar to present the results of the survey by samples on skills waste and loss of grades of migrant workers. (Facilities)	Information: Quarterly report on the promotion of the activities chronogram approved for the project. Cost: EU 101.048 Recruiting and hiring a consultant. All general and administrative costs.	Statistical data is available. Will of other national partners to collaborate on this issue.

6.2. Terms of Reference of the Evaluation

INTERNATIONAL LABOUR ORGANIZATION

Terms of Reference for

Final External Evaluation

Gender-sensitized Migration labour policies in Nicaragua, Costa Rica, Panama, Haiti and Dominican Republic

XB Symbol:	RLA/09/05/EEC
Name of the Project:	Migration Labour Policies gender-sensitized in Nicaragua, Costa Rica, Panama, Haiti and Dominican Republic
Country:	Costa Rica, Haiti, Nicaragua, Panama and Dominican Republic
P&B Results:	<p>Outcome 1 - "More women and men have access to productive jobs, decent work and opportunities to obtain incomes"</p> <p>Outcome 12 - "The tripartite and strengthening labour market governance contribute to an efficient social dialogue and to solid labour relationships"</p> <p>Outcome 7 - "A larger number of migrant workers enjoys protection and more migrant workers have access to a productive job and to decent work"</p> <p>Outcome 9 - "Employers have organizations that are solid, independent and representative"</p> <p>Outcome 10 - "Employers have organizations solid, independent and representative organizations"</p> <p>Outcome 11 – "The work administrations apply an updated labour legislation and offer efficient services"</p>
CP Results:	
Duration:	3 years
Starting date:	February 2011
Finalization date:	February 2014

Language of the Project:	Spanish
Budget:	US \$ 2,634,090,000
Project Administrative and Technical Backstopping Unit:	MIGRANT
Evaluation date:	July-August 2014
Type of Evaluation:	Final Evaluation
Manager of the Evaluation:	Cybele Burga

Introduction and Rationality of the Evaluation

1. These Terms of Reference (ToR) cover the Final Internal Evaluation of the Project “Gender-sensitive *labour migration policies in Nicaragua, Costa Rica, Panama, Haiti and Dominican Republic*” (from now on *The Project*) which was financed by the European Commission (EC) through the Thematic Program of Migration and Asylum.
2. The Project was implemented by ILO through the Decent Work Team and Countries Office (DWT-CO) of ILO for Central America, Haiti, Panama and Dominican Republic. The Project had a total budget of €2.492.221 and was financed by the European Commission (EC) through the Thematic Program of Migration and Asylum with a contribution of €1,993,777 according to the contribution agreement DCI-MIGR/2010/229-489 (5.19).
3. The Project began on 14 February 2011, with a planned total duration of 36 months. It was implemented in association with the Organization of American States (OAS) and the Union Institute for Development Cooperation (ISCOD) with whom ILO signed two Memoranda for Understanding for USD250,000 and USD224,00 respectively. Between February and March 2013 the Intermediate Independent Evaluation of the Project was held, delivering punctual recommendations to the project team and to all the interested parties. The Project finalized its activities on February 2014, leaving pending an Internal Final Evaluation requested by the ILO Evaluation Office (EVAL).
4. According to the ILO evaluation policy, in view of the length of the Project as well as the magnitude of the resources involved, the Project required an Independent Intermediate Evaluation (which was carried out on March 2013) and a Final Internal Evaluation. The Final Internal Evaluation is a requirement, as described in the Project document and is on line with the ILO evaluation policy regarding the evaluation of said programs. The evaluation has also to fulfill the norms and standards of the United Nations Evaluation Group (UNEG). Diverse factors delayed this Evaluation, which will also be performed now at the Donor’s request (EC).

5. This **Final External Evaluation** will be carried out by an external consultant to the Project and managed by Mrs. Cybele Burga, Regional Officer of Evaluation from ILO, as Evaluation Manager. The EC has collaborated in the definition of the evaluation scope, which is presented in these Terms of Reference. The evaluation process will have a participative character and will imply interested counterparts during the process. The Project, the ILO Office, the tripartite mandates and other parts which participated in the execution of the Project are the main users of the evaluation results and the lessons learned.
6. As detailed in Section III of these Terms of Reference, it is punctually expected that this evaluation determines whether the Project had a design that allowed to reach the expected outcomes (coherence), whether the execution of the Project reached the foreseen targets, whether this was done with or without efficiency, if there is some sign of positive changes generated by the Project, whether it has generated good practices or lessons learned which may contribute to improve ILO interventions with similar objectives. It is also expected that the evaluation identifies strategic orientations to guarantee the Project results sustainability.
7. The evaluation will take place between half July and the end of August, 2014 (the final report will be available at the beginning of September 2014). The Project will assume the cost of the evaluation.
8. The Evaluation Report will be in Spanish.

Project background and Context

9. The main labour migration flows in the Central American and Caribbean countries takes place in two corridors (i) the migrant workers to Costa Rica and Panama and (ii) the Haitian migrant workers to Dominican Republic. These entries and exits have a significant impact in the economic development and in the social work of the five countries. The magnitude of the migrant population and the presence of a high number of migrants in an irregular situation, set complex challenges. Consequently, the governments should prioritize a better regulation of migration as well as promote social speakers and regular channels for labour migration.
10. Nicaragua and Haiti are two of the countries of LAC with the more critical indicators in the employment field and poverty incidence. Their education levels are the lowest in the Region (Nicaragua with only a little more than four years of school attendance; in Haiti, only one child of every three goes to school and 1 of 80 youths attends high school). Due to socioeconomic conditions of these countries, also affected by a legacy of disparity, conflicts and natural disasters, the migratory pressure is not expected to decrease during the coming years, in addition to the fact that these countries are suffering from a period of economic stagnation as a result of the global economic crisis.
11. Regarding the magnitude of the migration phenomenon in these countries, the percentage of migrant population could be estimated between an 8% and a 10% in relation to the total population of each country. According with these numbers, Costa Rica and Dominican Republic are the countries with high migration rates. In the case of Panama, the migration rate is higher every time due to the construction of a new lane of locks at the Panama Canal (investment of US\$4 thousand millions in 5 years); it receives a large amount of Nicaraguans and Colombians. Women find jobs in the domestic sector, whereas men work in the agriculture

and the construction sectors. Men and women work in little qualified manufacture or handcraft jobs, or at wholesale or retail stores. Every indicator demonstrates that the deficit of decent work in the migrant population is considerably higher than among the non-migrant population and this deficit relates directly to their migratory situation. In the same way, migrant workers are, most of the time, hindered to obtain social security schemes coverage. Due to the fact that they are absent of their origin countries because of migration, they run the risk of losing their right to the social security benefits, situation that becomes worse when they realize that, in destination countries, they find restrictive conditions in the social security system framework.

12. In general, the beneficiary countries do not maintain a clear administration of the policies and migratory flows. When initiatives are observed, they are almost always sporadic or have scarce or no legal support at all; they lack of a transparent institutionalism or the support of the social partners, and there is the lack of coordination between the origin and destination countries. Additionally, the Ministries of Labour and related organisms, as well as employers and workers, do not have clear objectives or count on relevant sources that are reliable and updated on the information with respect to the demand for workers. Many economic and productive sectors in destination countries depend mainly on migrant hand work to keep going, in other words, in some plantations (banana, coffee, etc.), construction industry, security and domestic sector.
13. At the same time, many employers take advantage of the irregular and vulnerable situation of the migrant workers to exploit them, not complying with the minimum labour rights: salaries, resting periods, social benefits, liberty of association, etc. This is due, in part, to the existence of weak and insufficient work inspection services and to the lack of incentives for the employers to fulfill their legal obligations. There are no programs to certify “no exploitation to migrant labour” in the countries of origin, which would allow the entrepreneurs to count on incentives to reach ethically conscious consumers. As for the application of the international regulatory framework, the countries involved still have not ratified ILO Conventions No. 97 and No. 43. They have neither ratified (except for Nicaragua) the UN International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.
14. The Central America and Dominican Republic Labour Ministers Council requested, in the Declaration of the meeting held in Panama in December 2007, to perform studies and proposals for projects on labour migration, which demonstrates their interest on the subject. The Ministers of Labour have expressed to ILO their interest to receive technical assistance on matters related to migration work. ILO has accomplished three technical missions of consultation in the sub region to address the matters related to labour migration. Recommendations outline the need to design a migratory labour policy within a scheme of progressive classification which would give residence and work to people who have already regularized their migratory situation and, besides, a system of multiple doors for the admission of new migrant workers. In addition, these missions have evaluated the possibility of establishing limits or global annual fee for the admission of migrant workers, with legally established adjustments every year on the basis of labour market conditions and work demand, in fact or potentially required by the economy and growth of the destination country. Based on the above, the present proposal would like to hold a work recommended by the politic advice provided to these countries in the near past. In addition, the ILO Gender Promotion Program

and the ILO International Migration Program performed an ample work on the subject in the research area of field projects and have provided technical assistance activities. From 2001 to 2005, the ILO Gender Promotion Program implemented the project “Promotion of decent work for poor and migrant women in Central America”.

15. The Project was centered in the capacity building of the public, national and local institutions, as well as of the social partners (employers and workers) and was designed on the ILO Declaration on Fundamental Principles and Rights at Work framework, as well as on the basis of Conventions No. 97 and No. 143 and the Multilateral Framework of Labour Migration. Due to the fact that in the Region an important number of migrant workers are women, the Project has a special approach to gender. In addition, the Project designed strategies which took into consideration the situation of indigenous peoples and their migratory flows (for instance in Costa Rica and Panama, where there are important migratory flows). Recent studies have demonstrated that the mentioned groups of workers are the most affected by discrimination in the destination countries, as well as in the countries of origin. This way the Project contributes to promote access to decent and productive work for these target groups.

16. Main achievements

- The countries had different advances on migration policies development issue, but it can be concluded that the experience was quite positive. The more important achievements on this field are: **Costa Rica** showed much opening to the actions proposed by the project, particularly on a government level and, with the support of the representatives of the workers, developed its first ever migratory policy in October 2013; ILO have actively contributed with the technical assistance to write it. The policy includes a gender aspect and it is guided by the principles of ILO’s Conventions No. 97 and No. 143 for migrant workers. The principles of no discrimination, equality and equity, as well as the principle of respect of the labour rights of migrant men and women, include: a) improvement of the migratory regulation levels; b) promotion of better employment conditions and the respect of the migrants and refugees labour rights; and c) to promote, regulate, orient and organize the migratory flows.

17. **Development Objective of the Project:** *“To strengthen the capacity of those responsible to formulate policies and of the social partners to adopt and implement gender-sensible labour migration policies, laws and management”*

18. Immediate objectives of the Project:

- (1) To promote the adoption and implementation of gender-sensible labour migration policies, laws and management to improve labour migration flow regulation in agreement with social partners.
- (2) To promote and support strategies to improve social security coverage of the migrant workers and their families and,
- (3) To support the improvement of skills matching among the origin and destination countries and at the same time reduce skills waste by promoting certificates, diplomas and skills recognition of the migrant workers.

19. Action Lines of the Project:

- **Immediate objective 1:**
- To achieve Immediate Objective 1, the Project expected two outcomes:
 - c) *Capacity building to develop and strength Gender-sensible labour migration laws, policies and management with an approach based on rights.* The first outcome covers three levels: to improve the policies design, its application and knowledge development. In regard to the policies design, the main outputs are drafting bilateral agreements (Haiti-Dominican Republic and Nicaragua-Panama) and to improve the implementation of the current agreement between Nicaragua and Costa Rica; to adopt at least a gender-sensible migration national policy (including the promotion of the ratification of Conventions 97, 143, 181 and 189) trade unions and employers capacities development; and knowledge improvement through experiences exchange. Regarding policies application, the outcome seeks to develop the government institutions capacity to manage the labour migration policy and, in particular, to strengthen the inspection services to supervise the working places in the destination countries, through the training of public officials and the development of informative campaigns on security and health at the working place. As to knowledge development, the outcome intends to improve the compiling, analysis, disseminations process and use of labour migration data disaggregated by sex, specifically in the national surveys to households.
 - d) *Interministerial and/or tripartite mechanisms on labour migration created or strengthened.* For the second outcome, the strategy of the project consists in establishing strategic alliances and the experiences exchange among the organizations of the origin or destination countries, through various tripartite seminars as well as strengthening capacities to train and sensitize programs addressed to trade unions and the chambers of employers (national chambers of employers of the construction and agricultural sector in Costa Rica, Panama and Dominican Republic).
- **Immediate objective 2**
- To achieve immediate objective 2, the Project expected two outcomes:
 - c) *Evaluation and publication of the social security agreements and other policies options to extend the social security coverage to migrant workers.* The main actions associated to this outcome consist of the evaluation of the legal barriers in the access to social security by migrants, supply technical assistance to public institutions in the design and initial implementation of a program promoting the social security coverage for migrant workers and a set of trade unions campaigns sensitizing employers and workers (with emphasis on indigenous migrant workers of the agricultural, construction and domestic sector workers) on the importance to improve the social security coverage for migrant workers at the destination countries.
 - d) *Presentation of bilateral agreements on social security.* The main actions to achieve outcome 2b comprehend various sub regional seminars led to promote drafting and adoption of bilateral social security agreements, as well as sensitizing campaigns on social security coverage of migrants in the destination countries.
- **Immediate objective 3:**
- **To reach immediate objective 3, the Project expected two outcomes::**
 - c) *More availability of the employers for an adequate migrant work force, in compliance with the national and international labor legislation.* Main actions include performing and disseminating studies on skills and qualifications waste as well as response strategies elaboration.
 - d) *Obtaining of bilateral agreements on diplomas, skills and competences recognition among origin and destination migrations countries.* The main activities consist in the provision of technical assistance to the Institutes for Professional Training Network (RedIFP) oriented to

promote mutual recognition of diplomas, skills and competences at sub regional level, as well as regional seminars which provide recommendations to sign and implement bilateral agreements on diplomas, skills and competences the recognition.

20. The Logical Framework of the Project may be found in detail in **Annex 1**.

21. The list of products and main activities that the Project has performed to the date that the evaluation begin may be found in detail on **Annex 2**:

22. **Direct beneficiaries:**

- National and local Governments of the 5 countries
- Employers and workers organizations of the 5 countries
- Migrant organizations of the 5 countries

23. **Final beneficiaries of the Project:** migrant workers, especially working women of the domestic sector and men in the construction and agricultural sectors, together with their families, employers and national and/or local communities.

24. **Budget:** The total contribution in USD \$2.634.090 millions of dollars from December 2011 to December 2016.

Purpose, Scope and Clients of the Evaluation

25. According to the ILO evaluation policy, the Project is subject to an Independent Intermediate Evaluation and, at least, to a final internal evaluation (which may be also an external independent evaluation). The resources assigned for evaluation activities in the Project's budget will be used only for those purposes. Independent evaluations must be managed by an independent Evaluation Manager and should be presented to EVAL for approval previous to its diffusion to the donor through PARDEV. The Independent Intermediate Evaluation will contribute so ILO can make the necessary adjustments in order to obtain an adequate balance between the objectives and activities of the Project.

26. Taking into consideration the importance of this project and its size, the final evaluation will be an independent evaluation and its terms of reference should be discussed with the donor and the parties. This evaluation should determine the objectives expected outcomes accomplishment level, on a systematic and objective way and identifying the reason for what works well or not in accordance to the approved design and aimed to improve the Project's performance and of future initiatives, according to the following objectives:

O1. Determine to what extent the recommendations of the Independent Intermediate Evaluation were incorporated. Specifically, what was incorporated? What was not? Why? Which were the effects produced in the Project's dynamic and achievements the implementation of those changes?

O2. Identify the achievements of the project (measure the Project progress) in relation to the established tasks, factors explaining why these results were (and were not) obtained, and the effects to which it will contribute. It is intended that this identification not only uses cabinet information, but the perception of those involved as of the pertinence of the outcomes, its achievement, quality and opportunity.

O3. Identify good practices, lessons learned from the intervention in order to maximize the acquired experience. To establish recommendations for future ILO interventions of a similar nature on: the best way to take advantage of the Project achievements (proposal which should be supported by the pertinent interested parties) and strategy to promote the sustainability of the results and processes.

27. The indicators for results and performance of the evaluation are described in the Monitoring and Evaluation Plan of the Project (see **Annex 3**).⁶²

28. **Scope:** The evaluation includes the period already executed, between February 2011 through February 2014

The evaluation should examine the three Objectives of the Project, together with all the Products and Activities of the Logical Framework. Taking into consideration that the three Immediate Objectives use different strategies and development methodologies, each evaluation criterion will formulate specific questions by Objective according to the needs.

Geographical scope of the evaluation covers the 5 countries of the Project intervention, even though the field work will be made only in two of them.

29. **Clients:** the clients of the evaluation are:

The main clients for the evaluation will be basically ILO and the donor, as well as the ILO constituents in Central America.

- **External Clients:**

- Government institutions of the 5 countries
- Employers and workers organizations in the countries of the Project
- ISCOD
- OAS
- European Commission (DG DEVCO in Brussels and Delegations of EU in the 5 countries)

- **Internal Clients:** DWT and Countries Office for Central America
- CINTERFOR
- Regional Office for Latin America and the Caribbean
- Those responsible for other related ILO projects
- Units related at headquarters: MIGRANT PARDEV and EVAL

Key Questions for Evaluation

⁶²⁶² This Plan exist, Este Plan existe, cierto?

30. ILO applies the criteria of the Committee for Assistance to Development (CAD) from OCDE for the evaluation of the assistance to development: relevance, efficacy, efficiency, impact and sustainability which are on line with the international standards for good practices. ILO adheres to the criteria of the quality norms for evaluation of OCDE/CAD and uses them as a reference for the quality control of the evaluation processes and products.
31. ILO is member of the United Nations Evaluation Group (UNEG) and adheres to United Nations evaluation system norms and standards developed by UNEG, which is reflected in the *ILO Policy Guidelines for Results-Based Evaluation* and technical and ethical norms. This evaluation adheres to these principles, as well as to the Code of Conduct for Evaluation in the United Nations System in order to guarantee a credible external evaluation.
32. The evaluation criteria are:
- 34.1. **Relevance:** Grade in which the objective(s) and scope of the Project adapts to the priorities and policies associated to the target, beneficiaries and donor group.
 - 34.2. **Coherence:** Grade in which strategy is logical and consistent, selection criteria of the geographic areas of intervention, government levels which will attend in the Project framework as well as the coherence between the technical design of the Project and the budget assigned.
 - 34.3. **Efficacy:** measure of the grade in which an activity reaches its objectives. The coverage, progress and results of the intervention of the Project in terms of the expected goals will be described.
 - 34.4. **Efficiency:** Measures the outcomes (qualitative and quantitative) in relation to the incomes. It is an economic term that means that the activities use the minimum cost of resources as to obtain the desired results. This generally requires comparison of alternative approaches to obtain the same results in order to see whether the most efficient process has been adopted.
 - 34.5. **Impact:** It refers to the positive and negative changes produced, directly or indirectly, intentionally or not, by the intervention in question. This implies to identify the main resulting impacts and effects from the intervention at economic, development, environment and social level indicators. The evaluation should also worry about the results, both intentional and not intentional and should also include the positive and negative impact of external factors, such as changes in the terms of exchange and financial conditions.
 - 34.6. **Sustainability:** measuring whether it is possible that the benefits of an activity continue after donors financing conclusion. The projects should be sustainable from the point of view of the environment and economic level also.
33. Gender matters should be approached according to the ILO Note of Orientation 4: "*Considering gender in the monitoring and evaluation projects*". All data should be desegregated by sex and different needs of women and men and of the marginalized groups contemplated by the program should be considered along the evaluation process.

34. The evaluation will examine the Project along the following six criteria for standard evaluation. A more detailed analysis framework of the questions and sub-questions will be developed by the evaluator consultant.

- **Pertinence and strategic coherence with the intervention** (the pertinence of the project was already validated in the independent intermediate evaluation-IE. What is necessary to verify is whether the synergies and complementarities with other ILO and/or EU projects were strengthened or whether new ones were generated).
- **Validity of the intervention design (coherence) Product** of the IE, the project design was observed and had important recommendations for its adequacy. What interests to be analyzed under this criterion is which recommendations were adopted, which were not and why)
 1. Is there coherence among the outcomes, outputs and activities of the project after the adjustments were made? Were they performed activities necessary and sufficient to obtain the products and, in turn, were these products necessary and sufficient to reach the expected outcomes of the Project? If not, why?
 2. In what aspects did the project design change as a result of the implementation of the recommendations of the Independent Intermediate Evaluation? What changes were made to the logical framework-ML? Were the targets modified? In what sense/dimension? Were all the changes incorporated? If not, what are the justifications to explain this?.
 3. Who were the stakeholders of the project? Was there changes product of the IE?
 4. Which were the more innovative elements of the Project in relation to similar ones previously executed in Central America?
 5. Were there adequate indicators to measure the fulfillment of the expected activities, achievement of outputs and achievement of outcomes? were there realistic goals for these indicators? was there a need to modify the indicators and/or goals resulting from the adjustments to the Project design?
 6. In what risks and assumptions the logic of the Project was based? How crucial were they for the Project's success? How realistic were they? To what extent was the Project able to control them?
- **Efficacy of the Project (achievements)**
 - ✓ ¿Did the Project meet the foreseen activities and targets (after the adjustments) according to the proposed objectives and working plan? To what extent this progress, in terms of the indicators established for each component, may be quantified? Which factors contributed to the efficacy or inefficacy of the Project? Did the Project meet the proposed activities and targets (after the adjustments) according to the objectives and working plan established? To what extent this progress can be quantified in terms of the indicators established for each component? Which factors contributed to the efficacy or inefficacy of the Project?
 - ✓ Do the beneficiaries of the Project consider that the Project, through its products, contributed to their needs and to the necessities that the Project intended to deal with? Do the beneficiaries of the Project consider satisfactory the amount and quality of the products delivered by the Project? If necessary, what do they consider that is missing? Did the activities and products benefit men and women as well and did they promote the overcoming of the gender gaps?
 - ✓ Did the Project spread efficiently the advances of the Project in coordination with the mandates?
 - ✓ Do the beneficiaries of the Project use the products generated by the same, obtaining a maximum gain? Have they converted the products into results (direct effects) reflected on initiatives and advances that without the project would not have been attained?

- ✓ What restrictions and/or potentialities should be considered (participants or relevant groups, temporality, geographic, demographic, socioeconomic, sociocultural, legal backgrounds among others) for the Project's outputs achievement?
 - ✓ In what way did the products and the direct effects contribute to ILO thematic strategies? To the results of the Program and Budget of the biennium? To the regional, sub regional and national results from ILO? To the established in the PTDP?
 - ✓ In which way did the products and the direct effects contribute to the thematic strategies of the European Commission and to the document of country strategy?
- **Efficacy of the management structure**
 - ✓ Did the adjustments to the project management and organization facilitate the obtaining of good results and the efficient execution of the resources? What aspects could not be improved?
 - ✓ To what extent was the communication and coordination efficient between the project team, related offices from ILO in the region, technical departments in Geneva and the donor?
 - ✓ To what extent was efficient the communication and coordination between the project team and the executing national partners?
 - ✓ How efficient was the communication and coordination with the European Commission in Brussels and with the EU Delegations in the 5 countries?
 - ✓ How efficient was the follow up made by the direction of the project of the performance and results of the project?
 - ✓ Did the project use strategically the coordination and collaboration with other projects from ILO and with other agencies and donors of the countries and region to increase its efficacy and impact?
 - ✓ As to the efficacy of the implementation, what recommendations of the intermediate evaluation were incorporated or were not? Why?
 - **Efficiency in the use of resources**
 - ✓ Were the budgetary funds of the project spent according to plans? Were there important savings in some activities? Did they spend more than planned in others?
 - ✓ Distribution of resources between the staff and activities was it optimum?
 - ✓ Was the level of budgetary execution for each component consistent with the level of fulfillment of the physical targets? Do the attained results justify the costs?
 - ✓ Were resources (economic, human, time, specialized knowledge, etc.) assigned to the Project on a timely manner? Is the time consumed by the execution of the Project considered to be sufficient? Were there delays in the execution of some activities?
 - ✓ Did the invested resources obey to the quality, sustainability and quantity anticipated by the Project?
 - ✓ Were the resources of the Project used in an efficient manner to approach gender equality in the implementation?
 - ✓ Was the system of monitoring and evaluation M&E of the Project practical, useful and cost effective for the Project management? Was there a definition of the adequate verification means to monitor progress, performance and achievement of the indicator values?
 - ✓ Did the coordination of the Project use the information generated by the M&E system to provide systematic monitoring to the progress, performance and achievement of the indicators values and thus provide tracking of the fulfillment of objectives? Did it collect and use information separated by sex? Were corrective measures taken whenever it was necessary?
 - ✓ Did the M&E system include indicators and baselines? How effective was the Project in good practices exchange among the ILO Projects in Nicaragua, Costa Rica, Panama, Haiti and Dominican Republic and the communication of successful cases and the spreading of internal and external knowledge (including results and knowledge related to gender)?

- ✓ Did the Project receive an adequate administrative, technical and, if necessary, political support from the ILO office? Did the Project receive adequate political, technical and administrative support from its national partners (specify)? To what extent were efficient communication and coordination between the Project team and the executing national partners?
 - ✓ Which were the main limitations or difficulties that the direction of the Project has had to confront to manage it?
- **Sustainability of the intervention**
 - ✓ Did the interested parties of the Project adopt and appropriate the products developed? Were these products easy to adapt to other environments or local instances in the intervention area of the Project?
 - ✓ Were the technical tools and methodologies developed by the Project copied by third persons?
 - ✓ Were the interested parties ready and did they compromise themselves with continuing the implementation (previous adequacy) of the products developed by the Project?
 - ✓ Is it considered that the Project generated the necessary bases for a significant contribution to a more extended development and on the long term? Which are the obstacles that the Project faced toward the achievement of sustainability and how is this challenge being confronted?
 - ✓ ¿Did the Project promote strengthening favorable environment (laws and regulations, policies, compromises and institutional and personal capacities) to consolidate results? Have the regulatory and operative framework of the government been strengthened in the aspect of productivity and decent work? Which have been the necessary actions/interventions on the part of ILO, the Governments of Nicaragua, Costa Rica, Panama, Haiti and Dominican Republic and the donors to guarantee that the achievements of the Project can be maintained and to provide a significant platform for a greater capacity building?
 - ✓ Did the Project reach a sufficient scale to justify the size of its investment? Did the approach and results of the Project have a probability of being improved or copied?
 - ✓ Were there conditions to assure that the results of the Project will have lasting effects? Is it possible that the benefits of the Project continue after the withdrawal of external support?
 - ✓ What are the main challenges for future interventions?
 - **Orientation toward impact**
 - ✓ Which have been the positive and negative changes produced, directly or indirectly, as a consequence of the advance toward the Project objectives achievement? How can these aspects be quantified in economic terms of cost/benefit for the institution?
 - ✓ To what extent can these aspects be causally connected to the interventions of the Project? What other factors, external to the Project, could contribute to reach these impacts?
 - ✓ Could any positive or negative effect be observed, not foreseen in the design, as a consequence of the interventions of the Project? Were positive externalities integrated to the strategy of the Project?
 - ✓ Are the beneficiaries of the Project using or obtaining benefits from its products? Have they converted products into results (direct effects) reflected on initiatives and advances in their activities that without the Project would not have been possible to attain?

- ✓ Have the technical and methodological tools developed by the Project been copied by third parties?
- ✓ Did the mandates adapt and appropriated themselves to the technical and methodological tools developed by the Project?
- ✓ What relationship exists between expected impact and impact obtained?
- ✓ What are the good practices and learned lessons worthy of documentation during the evaluation period of the project?

Methodology

35. The basic conceptual framework on which this evaluation will be developed is that of the *ILO Policy Guidelines for Results-Based Evaluation*: principles, rationality, planning and management. The evaluation will also be carried out according to the policies and ordinary procedures from ILO. ILO adheres to the evaluation norms and standards from the United Nations, as well as to the Quality Standards for Evaluation from DAC/OCDE.
36. Methodologies to be used in the framework of this evaluation will be complemented among them and the data will be triangulated through different methodologies. It is expected that the evaluator will use the following methodologies through the evaluation:
- **Revision in cabinet:** the evaluator will review the following documents before making any interview and start the visits to the sites of the program.
 - PRODOC (document of the Project)
 - Logic framework original and revised (version XX)
 - Quarterly Progress Reports (TPR) to the donor
 - List of products obtained and activities carried out through May 2014
 - Carpets from the DROPBOX with all the technical and administrative documents of the Project (final products, activities reports, lists of participants, budget, etc.)
 - **Collection and data reviewing:** The evaluator will revise the Quarterly Progress Reports (QPR) to the donor which monitors the progress in the achievement of targets and objectives. The evaluator will revise quantitative and qualitative existing data and will compile more progress data whenever it is necessary.
 - **Interviews with key participants/field work.** A preliminary meeting will be held with the CTA of the Project in order to feedback documental information (previous internal revision). As a part of the field work, all the interviews (mandates and beneficiaries) will be performed with the intention of collecting and validating the information found and established in the initial documental revision I (See **Annex 4 y Annex 5**)

Main Products: Inception Report, Progression Report and Final Report.

37. **Inception Report** presented to the Evaluation Manager with a detailed methodological document describing the scope of the evaluation, key activities, interview questionnaires, key participants list and the calendar (consult Checklist 3: *Writing the Inception Report*).

38. **Prepare the Evaluation Report** with feasible recommendations, specific and prioritized, presented to the ILO Evaluation Manager (consult Checklist 5: *Preparation of the Evaluation Report*)
39. **Final Report of Evaluation** presented to the Evaluation Manager one week after the evaluator has received the final comments to the preliminary version/draft of the evaluation report. The report must follow the template with EVAL format, including a title page (consult Checklist 7: *Presentation in the evaluation template*) and have no more than 35 pages of extension, including annexes. Annexes to the report will include: definitive questionnaires used in the field work, results of the survey, a summary of the results of each field visit, a summary of every meeting, a list of the persons who have been interviewed and a list of the documents revised. The quality of the report will be evaluated on the basis of EVAL quality standards (consult Checklist 6: *Appraisal of the quality of evaluation reports*).
40. **Executive Summary** presented to the Evaluation Manager. For its preparation consult Checklist 8: Write the Summary of the Evaluation Report.
41. The topics of gender equality will have to be approached on an explicit way through the evaluation activities carried out by the consultants, as well as in the final reports and on the events to be carried out in the framework of the evaluation process.
42. All drafts and final products, including documents of support, analytical reports and raw data must be provided in electronic version compatible with Microsoft Word software for Windows. The information (data) produced in the framework of this evaluation, as well as copyright on the Evaluation Report is exclusive property of ILO and the donor. The use of data for publication or other form of presentation can be made only by approval of ILO. The principal interested parties can make an adequate use of the evaluation report in accordance with the original purpose and with the proper acknowledgment.

Management Methods, Work Plan, Format Requirements and Deadlines

Management Arrangements

43. The Final Independent Evaluation will be carried out by an Evaluator Consultant
44. The Evaluator Consultant will be responsible to accomplish the evaluation according to the following terms of reference. The EC should:
- To review the terms of reference and provide feedback as necessary
 - To review the documentation of the Project (desk review)
 - To review the evaluation questions and to refine the questions in collaboration with the Evaluation Manager as necessary and to develop interview protocols.
 - To develop and implement an evaluation methodology (in other words, review documents and interviews implementation, triangulating the information) to answer to the questions of the evaluation.
 - To design and lead questionnaire/surveys of the interviews, group discussions and field visits
 - To lead a Workshop of interested parties at the end of the mission in the field;

- To implement a teleconference to plan the evaluation before the mission of evaluation with the Evaluation Manager and the CTA of the Project
- To perform the evaluation mission to San Jose and X countries
- To prepare a draft of the evaluation report and present it to the Evaluation Manager
- To prepare a Final Evaluation Report, which will reflect the observations or inputs received
- Present the Final Evaluation Report after the evaluation mission according to the schedule of evaluation (see below).

45. The evaluator consultant will be supervised by the Evaluation Manager. The Evaluation Manager will do the following:

- Prepare and finalize the terms of reference for the assessment and liaise with the project coordination).
- Review the evaluation questions and the CE to refine the questions, as needed.
- Ensure that the agenda of interviews/meetings is prepared (in coordination with the CTA that was in charge of the project).
- Review and formulate observations to the Evaluation Report.
- Ensure that the evaluation is conducted in accordance with the Terms of Reference.
- Discuss the Evaluation Report draft with the evaluator consultant, beneficiaries and stakeholders of the Project.
- Liaise with project's staff where their commitment to comply with the above requirements is needed.

Work Plan

46. The total duration of the evaluation process is approximately two weeks. The evaluation consultant will be hired for about 13 days, of which about 4 days of work will be carried out in two Central American countries. Interviews with stakeholders from other countries will be done through telephone interviews, video conferences or conference calls via Skype. These will be coordinated with the support of the CTA who was in charge of the Project and by the Programming area of the DTE and Country Office for Central America.

47. In situ interviews with stakeholders in San Jose, XX and XX will be organized by members of the ETD and Country Office for Central America and the CTA that was in charge of the Project, according to the requests of the evaluator consultant, consistently with the terms of reference. A detailed program of the mission field (country) will be prepared by the Project:

Draft Work Plan

48. The following is a schedule of tasks and expected duration for each product.

Evaluation Period: from July 23 to August 8, 2014

STAGE	RESPONSIBLE	TASKS	TENTATIVE DATES	DAYS
				Evaluator Consultant
I	Evaluator Consultant	- Skype with ILO (with the Evaluation Manager and the Project CTA) - Review of Project documentation in cabinet and preparation of instruments to apply in the field.	July 22 July 23-27	4
II	Evaluator Consultant	- Meeting with the Project's CTA (induction).	July 25	1
III	Evaluator Consultant	- Interviews and field visits.	July 28-31	3
IV	Evaluator Consultant	Evaluation report (draft) preparation and report circulation for comments	August 1-4	3
V	Evaluation Manager	Consolidate comments of those involved and send them to the Independent Evaluator	August 5-6	0
V	Evaluator Consultant	Completion of the evaluation report and executive summary	August 7-8	2
TOTAL =				13

Resources

49. The resources required for this evaluation are:

50. For the Evaluator Consultant:

- Fees for approximately 13 days of actual work for the Evaluator Consultant;
- Fees for international travel of the consultant from the place of residence of the city of San Jose, according to ILO regulations and policies;
- Costs of local transportation in San Jose, according to ILO regulations and policies;

- Fees for DSA during fieldwork in San Jose and XX according to ILO regulations and policies.
51. For the evaluation exercise as a whole:
- Expenditures of the feedback workshop with stakeholders
 - Other costs associated with miscellaneous
52. Evaluator Consultant Profile. The evaluator consultant should have:
- Education/Training: Master's degree or PhD in Political Science, Social Sciences, Economics, Public Administration and International Relations.
 - A minimum of five years' experience in conducting projects' evaluations, including labour and standards approaches.
 - Knowledge in the socio-labour and labour migration dynamic presented in Central America.
 - Familiarity with the mandate of the ILO, its constituents and international normalization basics.
 - Strong ability to work in teams and participatory methodologies; excellent command of the Spanish language.
 - Excellent analytical and writing skills.

Legal and Ethical Aspects

53. This assessment meets the assessment's norms and standards of UN and will assure that the ethical guarantees related to the independence of the evaluation will be taken into consideration. Please see UNEG ethical guidelines: <http://www.unevaluation.org/ethicalguidelines>.
54. To ensure compliance with the ILO/UN standards guaranteeing the independence of the evaluation, the contractor will not be eligible for technical work in the Project over the next 12 months and may not be the evaluator of the Project's final assessment.

Annexes

Annex 1: PRODOC

Annex 2: Logical Framework

Annex 3: Quarterly Progress Reports to the donor

Annex 4: Products obtained and activities held to February 2014

Annex 5: List of ILO officials to be interviewed

Annex 6: List of constituents to be interviewed

Annex 7: List of guides of EVAL

6.3. List of persons interviewed

Costa Rica

Fidelina Mena	Legal Advice and Training, National Association of Public and Private Employees (ANEP)
Gabriela Díaz	Legal Adviser, UCCAEP
Johnny Ruiz	Head of Labour Migration Department, Ministry of Labour and Social Security
Luis Alonso Serrano	Directorate-General for Migration and Aliens

Nicaragua

Allan Dávila	Legal Advice, Consulate of Nicaragua in Costa Rica
Freddy Blandón	Legal Director, COSEP
Martha Olivia Gutiérrez	ILO Consultant (currently an official of the Consular Directorate)
Nilo Salazar	Secretary General, General Confederation of Workers
Oscar Blandón	Focal Point for the Gender Sensitive Migratory Policy Project, General Confederation of Workers

Panama

Héctor Hurtado	Secretary of Acts, CONUSI
Marisol Linero	Labour Commission and Focal Point for the Project, CONEP
Vicente Vásquez	Under-Secretary of Acts, CONUSI

Dominican Republic

Eulogia Familia	Vice-President of the National Confederation of Trade Union Unity
Pedro Rodríguez	Executive Director, COPARDOM
Ruth Medrano	Director, National Federation of Women Workers
Valentín Herrera	Director General of Labour, Ministry of Labour

ILO

Adriana Hidalgo	Chief Technical Advisor (CTA), Project Gender-sensitive Labor Mitigation Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors
Gloria Moreno Fontes	Focal point for the Project Gender-sensitive Labor Mitigation Policies in the Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors, MIGRANT

Lorenzo Peláez	Employers' Activities Specialist, ILO DWCP and CO Sub-regional Office for Central America, Haiti, Panama and Dominican Republic
Luisa Rosario	National Officer for Dominican Republic, Project Gender-sensitive labor migration policies in Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors.
María José Chamorro	Gender Specialist, ILO DWCP and CO Sub-regional Office for Central America, Haiti, Panama and Dominican Republic
María Teresa Torres	National Officer, Project Gender-sensitive labor migration policies in Nicaragua-Costa Rica-Panama and Haiti-Dominican Republic Corridors.
Natalia Álvarez	External Consultant for ILO, Costa Rica
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

6.4. Consulted Documentation

- Action Plan for National Recovery and Development of Haiti, 2010.
- Addendum to the contribution agreement ILO-EU, DCI-MIGR/2010/229-489
- National Migration Council. Comprehensive Migration Policy for Costa Rica 2013 - 2023, September 2013.
- Development National Strategy 2030-Dominican Republic, 2012.
- ISCOD. Activity Report MoU ILO-ISCOD. October 2013.
- Memorandum of Understanding ILO-ISCOD of June 6, 2012
- Memorandum of Understanding ILO-OAS June 6, 2012.
- MTSS, Department of Labour Migration. Main agreements subscribed between Costa Rica and Nicaragua, s.f.
- United Nations. General Assembly. Sixty-eighth Session, Item 21 e) of the provisional agenda. A / 68/190. Globalization and interdependence. International migration and development. Report of the Secretary General. August 3, 2013.
- Government Strategic Plan 2010 - 2014 Panama, 2009.
- National Development Plan 2011 - 2014 Costa Rica, 2011.
- National Human Development Plan 2012-2016. Nicaragua, 2011.
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6.5. Evaluation Matrix

QUESTIONS OF EVALUATION	VARIABLES AND INDICATORS	SOURCES/DATA COLLECTION METHODS
Relevance and strategic coherence of the intervention		
7. To what extent the project incorporated the needs, interests and concerns of the countries on labour migration?	<ul style="list-style-type: none"> - Degree of prioritization of project goals and objectives in policies, programs, plans and agendas of project's beneficiaries. 	<ul style="list-style-type: none"> - Documentary review (special attention to the findings of the interim evaluation) - Consultation to informants: Officials MT, migration directorates, organizations of Employers and Workers.
8. How the objectives and action lines of the project are compatible or complementary with national development plans, decent work programs and sub-regional/national agendas of the constituents?	<ul style="list-style-type: none"> - Degree of presence of project's objectives in the programs, plans and agendas of the countries. - Degree of consistency between the objectives and action lines of the project and the priorities established in such programs, plans and agendas. 	<ul style="list-style-type: none"> - Documentary review: national development plans, decent work programs (special attention to the findings of the interim evaluation). - Consultation to informants: Government officials, employers and workers organizations. - Consultation with experts from ILO and other organizations that address the migration issue.
Validity of the intervention design		
9. What adjustments were made to the project design based on the findings and recommendations of the interim evaluation in terms of the following dimensions? 9.1. Objectives, outcomes and activities 9.2. Target population or beneficiary sectors 9.3. Gender mainstreaming 9.4. Project's Partners 9.5. Stakeholders or constituents 9.6. Project's management system, monitoring and evaluation 9.7. Risks and assumptions managing?	<ul style="list-style-type: none"> - Type of action taken since the recommendations and suggestions of the midterm evaluation. - Perceptions of key stakeholders regarding the adaptation between ends and means of the project. 	<ul style="list-style-type: none"> - Documentary Review: project work plan for the March 2013 - February 2014 period - Consultation to informants: ILO officials, government and employers and workers organizations
Project effectiveness (achievements)		
10. To what extent the project achieved compliance with the expected objectives and outcomes? 10.1. What were the main achievements of the project in accordance with the implementers and constituents? 10.2. What were the main benefits perceived by the beneficiaries of the project? 10.3. Which were the main factors that influenced the accomplishment degree of the project?	<ul style="list-style-type: none"> - Level of progress of the Project with respect to the proposed objectives and targets (See indicators in the logical framework): - Number and type of project's achievements at national, bi-national and regional levels. - Perception of stakeholders on the contribution of the Project to the migration flows problematic in each country. 	<ul style="list-style-type: none"> - Documentary Review: Reports to donor, publications and materials produced by the project. - Consultation to informants: ILO officials, government and employers and workers organizations
11. How the project incorporated gender perspective in the implementation of the actions?	<ul style="list-style-type: none"> - Degree of consistency between project's actions and ILO guidelines on gender mainstreaming. - Level of gender mainstreaming initiatives developed or supported by the Project. 	<ul style="list-style-type: none"> - Documentary review: Project's reports, ILO's gender guidelines. - Consultation to informants: ILO officials, government and employers and workers organizations - Consultation with experts on gender
12. To what extent the implementation of the project provided input into policies, programs and national or regional development plans in labour migration, both	<ul style="list-style-type: none"> - Level of incorporation or adequacy of the contributions of the Project to the policies, programs and national or regional development plans of the 	<ul style="list-style-type: none"> - Documentary review: Project's reports, documents and publications of the countries supported or generated by the

QUESTIONS OF EVALUATION	VARIABLES AND INDICATORS	SOURCES/DATA COLLECTION METHODS
from countries as donor and the ILO?	participating countries.	Project. - Consultation to informants: ILO officials, government, employers and workers - Consultation with experts on gender migrations
Efficient use of resources		
13. What was the level of budgetary execution of the project against what was planned? 14. Which factors influenced the level of budgetary execution	<ul style="list-style-type: none"> - Level of annual budgetary implementation disaggregated by type of budgetary line. - Percentage distribution of the budget by budgetary line type. - Degree of agility and effectiveness of decision-making mechanisms, coordination and communication with the donor, within the ILO and with the administrative bodies. 	<ul style="list-style-type: none"> - Documentary review: Financial reports. - Consultation to informants: ILO officials (implementing team, cooperation and administrative personnel).
Effectiveness of the management structure		
15. To what extent the project's organizational structure influenced its implementation and achievement of its objectives, taking into consideration the following dimensions: 15.1 Taking strategic, technical and operational 15.2. Human Resources 15.3. Financial Resources 15.4. Internal communication and coordination 15.5. Communication and coordination with external actors 15.6. Mechanisms for planning, monitoring and evaluation 15.7. Administrative procedures?	<ul style="list-style-type: none"> - Level of sufficiency and adequacy between the organizational structure and the performance requirements of the Project - Type and degree of effectiveness of the mechanisms used to implement the project (direct execution, consultancies, memoranda of understanding, etc.) - Degree of agility and effectiveness of the decision-making and coordination mechanisms. - Type and quality of planning mechanisms and monitoring plans 	<ul style="list-style-type: none"> - Documentary Review: Project's reports, work plans - Consultation to informants: ILO officials, partner organizations, external consultants
Sustainability of the intervention and impact orientation		
16. To what extent the outcomes and outputs generated by the project have been incorporated, adopted or used by the beneficiaries of the project?	<ul style="list-style-type: none"> - Extent of use and adoption of the outcomes and outputs generated by the project by the governments, employers and workers. 	<ul style="list-style-type: none"> - Documentary review: Project's reports, publications and materials generated by countries - Consultation to informants: ILO officials, government, employers and workers
17. Which is the inclusion degree of the gender-sensitive labour migration policies issue at the institutional agenda of the ILO's constituents?	<ul style="list-style-type: none"> - Level of political commitment of the ILO constituents to the labour migration issue - Mention and type of approach to the gender-sensitive labour migration issue at media or official documents of the constituents 	<ul style="list-style-type: none"> - Documentary review: website, informative bulletins, strategies or institutional work plans. - Consultation to informants: ILO officials, government, employers and workers
18. Which initiatives will the direct beneficiaries of the project will continue developing once it finishes?	<ul style="list-style-type: none"> - Type of actions initiated by the Project that will continue running without the financial support of ILO - Type of actions on gender-sensitive labour migration policies issue planned to be developed in the future. 	<ul style="list-style-type: none"> - Documentary review: Project reports, documents related to initiatives of the beneficiaries - Consultation to informants: ILO officials, government, employers and workers