



< Priority Implementation Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa: JLMP-Priority Project Independent Joint Mid-Term Evaluation Report >

QUICK FACTS

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BACKGROUND & CONTEXT

Summary of the project purpose, logic and structure

The overall objective of JLMP Priority project is to contribute to implement the JLMP by improving labour migration governance to achieve safe, orderly and regular migration in Africa as committed in relevant frameworks of the AU and RECs, as well as international human rights and labour standards and other cooperation agreements.

The project outcomes are

Outcome 1: Enhanced effectiveness and transparency of operations of labour migration stakeholders, such as labour market actors and institutions, migration authorities, in consultation and cooperation with workers and employers' organizations, the private sector, recruitment industry and relevant civil society organizations, in delivering improved labour migration governance services.

Outcome 2: Improved policy and regulatory systems on labour migration at Member State and REC levels, considering its gender dimension and the relevant international human rights and labour standards.

Outcome 3: Multi-stakeholder policy consultation and practical coordination on labour migration and mobility to provide advisory support to MSs', AU Organs' and RECs' decision makers; and

Outcome 4: AUC strengthened capacity provides for continental and regional operational leadership in labour migration management including spearheading/steering the implementation of the JLMP Priority Project at all levels.

The JLMP Priority projects agreement between the Swedish International Development Agency (SIDA) and the Implementing partners was signed in July 2018 with a duration of 36 months.

The project activities have started with the establishment of the Project Support Unit (PSU). Six Labour Migration Advisory Committee (LMAC) missions were facilitated through IOM support, one Steering Committee meeting, and a JLMP Programme Steering Committee (PSC) meeting were held prior the PSU establishment along with the elaboration of the development of the communication strategy and the capacity building strategies.

SIDA committed 79,000,000 Swedish Krona or USD 8,786,564.34 to fund the project.



Present situation of the project

The project has so far:

- Improved AUC’s capacity to lead and coordinate labour migration governance and develop instruments for better implementation of labour migration frameworks.
- Established and operationalized the AU Labour Migration Advisory Committee (LMAC).
- Enhanced national capacity in research and statistics as well as coordination on the management of labour migration statistics.
- Developed knowledge tools on labour migration (First and Second Report on Labour Migration Statistics in Africa; the elaboration of the Third edition is under way).
- Increased participation and enhanced capacities of social partners (workers’ and employers’ organizations) as well of Ministries of Labour in labour migration governance.
- Enhanced coordination and collaboration of AUC, RECs and Member States on labour mobility agenda with non-African actors like Abu-Dhabi Dialogue to ensure protection of the rights of African migrants in the Gulf countries.
- Enhanced interest on inter-REC cooperation and collaboration on labour migration governance.

Purpose, scope and clients of the evaluation

The evaluation captures lessons learnt and provides information on the relevance, effectiveness, efficiency, sustainability and potential impact of the JLMP-Priority Project. It assesses the extent to which the project has achieved or is likely to achieve its stated objectives, outcomes and outputs and identifies the supporting factors and constraints that have led to them from its starts to December 2020. The main clients of it are the AU, ILO, IOM policymakers and managers in relevant RECs’ and AU MSs’ labour administrations in charge of the formulation and implementation of labour migration policies and programmes and strategies, migration authorities, relevant Ministries, diaspora associations, migrants’ and women organizations, associations, and academia, and the donor.

Methodology of evaluation

The evaluation has been conducted remotely due to the COVID-19 pandemic restrictions and relies mainly on qualitative tools. It combines the desk review of project documents and secondary qualitative and quantitative data with the information provided by the interviewees. This analysis covers the five OECD/DAC criteria and crosscutting issues and answers to the Evaluation questions set

in the Terms of reference. The 29 participants to the survey included representatives of AUC, IOM, ILO (Implementing partners), ECOWAS, EAC, SADC, COMESA, UMA (RECs), Pan-African Parliament, Diaspora African Forum, OATUU, ITUC Africa, ARLAC, CRADAT, ATUMNET, Workers' and Employers' organizations, National Statistical Offices, SIDA, GIZ and SDC. A virtual stakeholder debriefing workshop was held at the end of the survey period to present the initial findings and discuss recommendations with the Project Team and Evaluation Management Committee.

MAIN FINDINGS & CONCLUSIONS

The Priority project contributes to strengthening the African labour migration governance policy and institutional environment by strategically improving the capacities of the AUC and RECs and their coordination with Member states and like-minded stakeholders, and by supporting the tripartite consultation at the regional and national levels and the identification and execution of joint actions tackling key and emerging labour migration issues by African labour market institutions.

Identification and design

The AUC, ILO, IOM, and UNECA, have jointly identified the JLMP Priority project to implement the initial phase of the AU Migration Policy Framework for Africa that promote an African cooperation approach to manage labour migration, based on consultations and studies made by ILO and IOM between 2013 and 2018. The project design differentiates between the political and technical aspects of the governance of labour migration and their complementarity through actions that tackle the gaps existing at the continental, regional and national levels. The project strengthens the capacity of the AUC and of the RECs (prioritizing EAC, ECOWAS and SADC) relevant services to: 1) assist the MSs in developing gender-responsive labour migration policies; 2) collect, utilize and disseminate labour migration statistics, including using administrative data; 3) ratify and domesticate international and regional international labour standards; 4) increase capacities on skills development, recognition and partnership; 5) strengthen the protection of migrant workers and their access to services and information throughout the migration cycle; 6) promote balanced and positive narratives on the contributions of migrant workers to



development in countries of origin and destination; and 7) engage in inter-State and inter-regional cooperation on labour migration governance.

Monitoring

The Logical framework includes 42 Output and Outcome indicators. The extensive number and technical nature of the Output indicators limits presenting the project in a synthetic way to stakeholders outside those directly involved in its management.

Effectiveness

The JLMP-Priority has contributed to achieve six out of the eight successes recognised in the JLMP Strategic Framework 2020 –2030. It has released the 2nd Report on Labour migration statistics in Africa and contributed to the development and approval of the JLMP Strategic Framework and JLMP M&E Plan (2020-2030). At the same time, the project has produced the JLMP Training and Capacity Building Strategy, a Communication Strategy, and three strategic policy briefs analysing the impact of COVID-19 to African migrant workers, including those in the health sector and informal economy. Several work tools – guidelines as well as political engagement to promote intra and inter-regional cooperation on labour migration - have been agreed at the continental level, although not yet implemented as they have to be adapted to the individual MS laws, a long-term process. Capacities and skills have been strengthened through consultations, awareness raising and capacity development events, notably the workshops of Employers' and the Workers' organizations and Statistical officers held in 2019. The establishing of the LMAC, the coordination with the Global Forum for Migration Development (GFMD) and with Abu Dhabi Dialogue, and the Ambassadors' meetings are contributing to the emergence of a joint vision on how to assist migrant workers. The LMAC is actively organising labour migration advocacy events and dialogue with the main countries of destination of African migrant workers. It has also published three policy briefs on COVID-19 and African Migrant Workers and a strong statement calling for comprehensive policy responses to protect migrant workers' rights.

Efficiency

The extensive membership of the JLMP Programme Steering Committee (PSC) facilitates the discussion on the objectives and challenges of the project by its most direct partners. Its broad



constituency however may hamper the taking of prompt decisions to orientate the project strategy and its implementation when facing new challenges as the COVID-19 pandemic.

The COVID-19 pandemic restrictions have slowed down the implementation of the project activities from March to June 2020. Starting from July, the adoption of the remote modality of coordination (JLMP PSC meetings), of consultations (LMAC meetings, finalization of the EAC regional labour migration policy and the Migration and Development policy for Lesotho), and of the new trainings sessions has made possible to recover the time initially lost. As a result, the project budget utilization rate has achieved 39% of the total grant that by the end of 2020.

Impact

The enhancement of labour migration governance has progressed in key areas. Capacity building workshops such as the employers', workers' and statistical offices' regional ones have produced group workplan / action plans and guidance tools to enable the trainees to use their new knowledge and skills for strengthening their organizations. The structuring of the collaboration of African institutions and establishment of the continental tripartite coordination through the LMAC jointly promote the conditions for the AUC' and RECs' support to the MSs in managing labour migration issues. The project has further achieved political commitment of the EAC in finalization of its gender-responsive regional labour migration policy framework and that of the government of Lesotho in developing its migration and development policy. Additional efforts are needed to produce the higher level results that are needed to engage the RECs and MSs decision-makers in funding the fully-fledged implementation of the labour migration governance activities.

Sustainability

The strengthening of capacities and implementation of the programmatic documents elaborated with the assistance of the project is expected to prompt the commitment of the RECs and MSs to implement joint actions. In fact, the project is the result of a concerted effort in allocating resources to kick-start the JLMP implementation. Human resource support extended by the JLMP Priority project to the AUC via the Programme Support Unit (PSU) and the EAC and ECOWAS via labour migration officers has



strengthened their labour mobility portfolios and accelerated the JLMP implementation pace. A further element that contributes to the sustainability of the project results is its coordination with the other three JLMP projects that operationalise the objectives of the JLMP Strategic Framework. The progress made in building the mechanisms to fund the labour migration governance is still in its initial phases.

Communication

The Communication Strategy for JLMP Priority project includes a balanced set of actions such as public relations and advocacy, capacity building of stakeholders, public information campaign and leveraging key international events, most notably the release of the 2nd edition of the Report on labour migration statistics in Africa through the AU website, background papers for the GFMD Africa regional consultations disseminated through the GFMD website, the JLMP training and capacity building statement and the LMAC policy briefs disseminated via the IOM website, the LMAC statement during international migrants day and several project press briefing notes released through the AU and IOM websites.

Coherence and complementarity

The JLMP Steering Committee provides a platform to report the JLMP Priority project as well as other projects contributing to the JLMP objectives thus enhancing avenues for synergies. All RECs have used the JLMP Steering Committee to highlight progress and evolving priorities on labour migration governance to inform the project implementation strategy and avoid duplication of planned interventions. The project inclusion in the JLMP Strategic Framework has strengthened its coordination with the other three JLMP projects, along the provisions of its draft Guidelines on synergy and complementarity. The strengthening of the tripartite consultation mechanism through LMAC and of the capacities of the AUC, RECs and MSs have facilitated the orientation and coordination of their activities. ILO and IOM have aligned the Priority project with pre-existing actions such as the Nairobi Symposium, 2018, the THAMM and CIOP programmes thus enhancing their effectiveness. Collaborations have been established with the Migration statistics project implemented by AU StatAfric and Statistics Sweden - as well as with the AUC Departments.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Recommendations

1. Elaborate the detailed business model of labour migration governance by defining its political and technical aspects and their respective cost-recovery mechanisms. Design activities to strengthen the AUC, RECs and MS capacities of budgeting the labour migration governance processes.
2. Elaborate the Priority project Exit strategy that should include a (remote) workshop (a) to present, discussing and systematize the results of the project to be used in communication actions and (b) to elaborate policy briefs for decision makers on the key topics of labour migration governance.
3. Propose to the donor a 3-6 months no-cost extension of the project to complete activities that have been delayed by the COVID-19 pandemic restrictions and to prepare for a new phase.
4. Collaborate with African law institutes and fora in the discussion and design of the revision of the legal framework conducting to the adoption of the provisions of International Labour Standards, e.g. in the field of human rights and social protection and recognition of skills of migrant workers.
5. Elaborate a JLMP Strategic Framework marketing plan and link it to the activities of the JLMP Communication strategy to promote such document. Ensure that the project results at output and outcome level are used in elaborating the content of the communication activities.

Main lessons learned and good practices

Lessons:

1. Participatory design. Participation of representatives of the society organization in the identification of governance and institutional strengthening projects to ensure active participation of the beneficiaries in their operationalisation.
2. Budgetisation capacities. It will be difficult to ensure the funding of governance mechanisms without strengthening the budgetisation capacities that enable their functioning along with the strengthening of their coordination and planning procedures.

Emergent good practices

1. Project cascade approach. The execution of the Priority project in the framework of the AU Migration Policy Framework



for Africa and Plan of action 2018 – 2030 has enabled its collaboration with AUC Departments and divisions such as economic and political affairs, gender and diaspora, RECs and MSs and coordination with other initiatives in the same sector . Still the success of the cascade approach depends on long-term frameworks that horizontally integrates the stakeholders' participation across the sector - along a shared vision and recognized leadership – and vertically mainstreams their contributions to achieve targeted results at the field level.

2. 2. Self-regulating communities of interests. The self-regulation of professionals to achieve joint results that overcome their individual capacities and that produce mutual benefits is exemplified by the collaboration of the Statistical officers of the African countries to produce the Reports on Labour migration statistics in Africa and the galvanization of the LMAC operationalization. Their long-term acquaintance has promoted a self-regulating community of interests. This approach makes possible open discussion and reciprocal assistance in solving common problems and to produce results that progressively engage more participants. This decentralized approach, leveraging the commitment of stakeholders, can be replicated in other areas such as social protection, skills recognition, the formulation and implementation of labour migration policies, etc. to leapfrog the hurdles proper of top-down interventions.