



International Organization for Migration (IOM)

The UN Migration Agency

**STRENGTHENING LABOUR MIGRATION
MANAGEMENT IN LESOTHO
(PROJECT NO. LM.0304)
Internal Ex-Post Evaluation Report
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Rogers MUTIE
Regional Monitoring and Evaluation Officer
IOM Regional Office for Southern Africa
Pretoria, South Africa



IOM Development Fund
DEVELOPING CAPACITIES IN MIGRATION MANAGEMENT

Project Summary

PROJECT IDENTIFICATION CODE: LM.0304	
Executing Organization:	International Organization for Migration (IOM)
Project Management Site and Relevant Regional Office:	IOM Lesotho
Project Period and Overall Duration:	01-10-2016 to 31-03-2018
Geographical Coverage:	Lesotho
Project Beneficiaries:	National government ministries/institutions Non-governmental organizations International and regional institutions
Project Partner(s):	Ministry of Labour and Employment, SADC
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Total Funding spent (Excluding ex post evaluation budget):	USD 148,100
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Name/Title/Contact of Evaluator:	Rogers MUTIE Regional M&E Officer, IOM Southern Africa Region Email: rmutie@iom.int
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List of Acronyms

CO	-Country Office
DAC	-Development Assistance Committee
GoL	-Government of the Kingdom of Lesotho
IDF	-IOM Development Fund
ILO	-International Labour Organization
IOM	-International Organization for Migration
LM	- Labour Migration
MoLE	-Ministry of Labour and Employment
M&E	-Monitoring and Evaluation
NACOLA	-National Advisory Committee on Labour
NCE	-No Cost Extension
OECD	-Organization for Economic Co-operation and Development
PrEA	-Private Employment Agency
RO	-Regional Office
SADC	-Southern Africa Development Community
TOR	-Terms of Reference
TWG	-Technical Working Group

I. EVALUATION RATIONALE

The project *Strengthening Labour Migration Management in Lesotho* aimed to support the Ministry of Labour and Employment (MoLE) of the Kingdom of Lesotho to improve labour migration management and to assist the government in contributing to and achieving components of: the Southern Africa Development Community (SADC) Labour Migration Action Plan (2016-2019), the SADC Regional Labour Migration Policy Framework, and Article 19 of the SADC Employment and Labour Protocol on the Protection of Migrant Workers. The project sought to achieve the main goal of strengthening labour migration management through two key outcomes: increasing the capacity of government and stakeholders to improve labour migration management; and to contribute to the finalization and implementation of the draft national labour migration policy. At the time of the design of this project, IOM was already implementing another IOM Development Fund (IDF) funded regional project aimed at increasing knowledge and tools for formal bilateral labour exchange between SADC member states.

The Lesotho project was therefore a complementary project that would: 1) utilize the tools and experiences generated from the regional level south-south labour migration project for a country-based initiative aiming at a bilateral labour exchange agreement between Lesotho and Mauritius; and 2) contribute to the implementation of the draft labour migration policy by finalizing it and developing an accompanying action plan. The project was implemented from October 2016 till March 2018 by IOM Lesotho country mission. Activities were led by MoLE as the lead Ministry and actively involved other ministries and social partners relevant to labour management in the country, such as trade unions and employers' federations.

The evaluation was informed by the need for both internal and external accountability. Internally, accountability is required to IOM administration both at the regional and headquarter level to which IOM evaluation guidelines require ex-post evaluations for each IDF funded project to assess the extent to which IOM delivers on its promises among other reasons. Externally, accountability is required by IOM to its Member States and other stakeholders on how it has utilized their assessed contributions to improve safe, orderly, and humane migration management for the benefit of migrants and their countries of origin, transit, and destination. This evaluation also served as a learning event for both IOM and partners. By reflecting on the general project experience, its design, its implementation approach, and the results achieved, critical lessons can be generated to improve future similar projects. It is thus deemed to be a key learning tool.

To achieve the above dual purpose of accountability and learning, the evaluation used the five standard OECD-DAC¹ evaluation criteria to develop broad evaluation questions that would guide the evaluation enquiry. Following an overall qualitative research approach, a combination of both secondary and primary data collection methods were used including document review, Key Informant Interviews (KII), and direct observation where necessary. Identification of participants for the evaluation was jointly done with the implementing mission. Level of participation in the project activities, possession of knowledge on labour migration, and availability and willingness (consent) to be interviewed for evaluation purposes were some of the key inclusion criteria used to identify participants. The main limitation experienced was the inability by some informants to remember actual events/activities (as one year had elapsed since the project ended). The evaluator managed this by interviewing a bigger pool of participants and counterchecking facts from recorded information such as in reports, minutes, and other project documentations.

¹ Organization for Economic Co-operation and Development-Development Assistance Committee

2. THE PROJECT BACKGROUND

Strengthening Labour Migration Management in Lesotho was an 18-month initiative running from October 2016 to March 2018. To help oversee project activities and to validate processes and products, the project, with support from the Ministry of Labour and Employment, established a national Technical Working Group (TWG) made up of different ministries and social partners. IOM co-facilitated this TWG alongside the MoLE. The role of the TWG was to provide strategic advice and leadership but also served as the main stakeholder coordination mechanism that ensured that varied voices, interests and perspectives were reflected in project processes and products, and that capacity building reached all key stakeholders. From the project documents reviewed, the TWG comprised of the following stakeholders, most of whom the evaluator managed to interview during the evaluation visit.

- *Ministry of Labour and Employment*
- *Ministry of Home Affairs*
- *Ministry of Foreign Affairs*
- *Ministry of Development Planning*
- *Bureau of Statistics*
- *International Labour Organization (ILO)*
- *Mineworkers Development Agency*

- *Migrant Workers Association*
- *Ex-mineworkers Association*
- *Association of Lesotho Employers and Business*
- *Lesotho Teachers Trade Union*
- *Lesotho Council of Non-Governmental Organizations*
- *Ministry of Gender/ Ministry of Social Development*
- *Academia- National University of Lesotho*

Throughout the project, the TWG met for review and validation of various project outputs and activities including: Labour Migration documents produced by the project; capacity building activities and to address any other specific agenda on migration. For example, the TWG is reported to have also been instrumental in providing labour migration related inputs for different migration related processes and assessments and provided inputs to the Lesotho National Strategic Development Plan II.² The project's final narrative report notes that eleven TWG meetings were held in the life of the project.

As noted earlier, the project had two main outcomes: to increase capacity on labour migration management; and to spur implementation of the national labour migration policy. On both outcome areas the project was expected to deliver the following immediate results (outputs):

1. *An established and functioning national Technical Working Group.*
2. *Increased knowledge and skills on labour migration management among relevant stakeholders.*
3. *Make recommendations from the labour migration management assessment available to the government of the Kingdom of Lesotho.*
4. *Finalize and make available an implementation plan for the Lesotho Labour migration policy.*

As part of the accountability purpose discussed earlier, this evaluation assessed the extent to which each of the above deliverables were achieved as a way of assessing the effectiveness of the project. An analysis looking at what the project delivered against available resources was also done to determine the efficiency of the project. Given that one year had elapsed since the project ended, the project sought to identify results that have remained or activities that the stakeholders have continued to implement as part of a process to judge on the sustainability prospects of the project.

The evaluation also looked at how relevant the IOM project was to national and regional frameworks and priority needs of stakeholders including the mainstreaming of gender and human rights perspective in the project design and actual implementation. Lastly the evaluation sought to identify any long-term changes (impacts) that have been observed, where possible.

² IOM Lesotho (2018). Final Project Report to IDF

3. MAJOR EVALUATION FINDINGS AND CONCLUSIONS

This chapter will present findings from this evaluation in three sections representing three different analytical perspectives as follows:

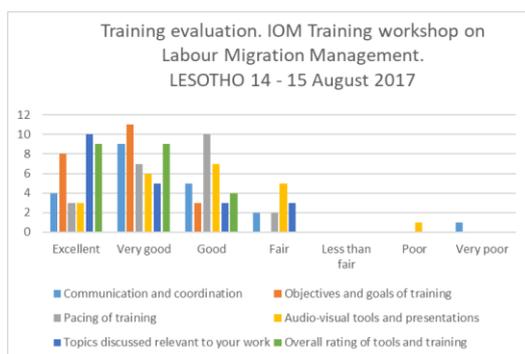
- **Section 3.1:** this section presents a summary of overall findings based on an overall analysis of the full project cycle and project processes to elicit findings on what worked well and what did not work well including lessons learnt and the identification of best practices. The findings presented here guide the overall recommendations provided at the end of this report.
- **Section 3.2:** this section reviews project delivery based on the approved results framework. Indicator achievement data is used to make a judgement on whether the project delivered on its envisaged outputs and the extent to which this achievement contributed or not to outcome level results.
- **Section 3.3:** this section presents findings and recommendations following the OECD-DAC criteria.

3.1 Overall Findings and Conclusions

An overall synthesis and reflection over data collected through interviews and document review shows that the project performed well in the following areas:

a) Knowledge and empowerment.

The mere participation in the project, either as part of the TWG or in validation meetings, equipped participants with knowledge and greater awareness on labour migration principles, standards, and practices. The different project events, apart from the capacity building workshop, acted as information dissemination channels, which the project appears to have utilized to pass knowledge. Those officials involved in the negotiations with Mauritius on a labour exchange Memorandum of Understanding (MOU) noted that they felt empowered and were negotiating with confidence and from a point of knowledge. Due to the project's capacity building and having in possession model tools that they could use, they reported to have felt better equipped to negotiate more beneficial deals for their country than ever before. When asked to comment about the quality of IOM expertise, all informants lauded the quality IOM expertise. The consultant brought about by IOM for the trainings and drafting of various documents was specifically mentioned to have admirable expertise in the area of labour migration and all interviewed participants expressed satisfaction with the work done. Worth noting is that the project made efforts to measure knowledge transfer. While the trained group mean score was 12.8 out of 40 in the pre-training test, they scored 26.4



in the post training test with some participants scoring as high as 37 out of 40,³ indicating some good level of knowledge acquired. As shown in the graph, the majority of participants gave the project training a Good, Very Good, or Excellent rating in relation to key aspects such as relevance of topics discussed, training pace, and objectives of the training. Another key aspect worth noting about the project's capacity building was the broad stakeholder representation. The project opened attendance to all relevant stakeholders in

government and outside government thus spreading awareness to all key actors in the labour movement as well as in the migration management sector. This broad targeting is viewed as an important investment as it equipped all relevant actors with knowledge that helps them understand and play their role in the labour migration management space in the country. When all stakeholders

³ IOM Lesotho (2018). Final Project Report to IDF

are aware of their roles and responsibilities there is a better chance of greater cooperation and coordination, both of which are prerequisites to improved labour migration management.

*Unlike the old agreements with South Africa, we were negotiating the Mauritius MOU from an informed perspective. **A senior MoLE Official***

*IOM made me learn a lot about labour migration. Before I was not differentiating labour migration and migration in general. **A Ministry of Social Development Official.***

*IOM workshops were well planned and well delivered. **A Civil society representative***

*Participating in the project was really educational for me. **A Ministry of Foreign Affairs Official***

b) Broad and inclusive stakeholder participation.

The evaluation took note of the intentional inclusion of all key stakeholders in and outside the government in the project's technical working group and in project events. The project's final report indicates that the TWG for the project had seven government ministries/departments, six civil society organizations including umbrella labour unions and employers' federations, academia and, the ILO, and IOM representing the UN. In some project events other stakeholders such as media and private sector players were also involved. This broad spectrum of stakeholders ensured that a broader spectrum of interests and perspectives were captured but also ensured greater reach for capacity building and sensitization. Though some of the social partners had a few areas they said they were unsatisfied with, they equally expressed support for the initiatives and products that came out of the project as in itself represented a step in the right direction for the country.

*Though we have a role, we are not the authority that issues clearance for foreign workers, it is the ministry of home affairs and sometimes we have coordination challenges between us as we had rare consultations; also, with Ministry of labour. By involving us all together in the inter-ministerial platform, it helped us understand our respective roles. There is an improvement in our engagement" **A senior ministry of foreign affairs official***

c) Project outputs delivery and budget utilization.

Though the project was behind schedule due to delays in the inception phase, the new project management was able to fast track and all activities were completed in the originally planned timeframe. An assessment of achievement against the results framework also indicates full delivery of the project intended outputs. Factors associated to this success include good commitment by the mission's staff for timely project delivery. Alongside it, the mission has a consistent monthly project monitoring mechanism where the head of office, together with the finance and project colleagues, fill up a monitoring tool that enables them to track activity implementation monthly as well as detect projects that have a low budget burn rate and thus take necessary corrective actions. The mission did this on top of the formal donor reporting requirements. Other factors behind success are related to commitment of the TWG throughout the process. Attendance to TWG meetings was always high which prevented delays. Good working relationship between IOM and the MoLE is another contributing factor. Both parties expressed a high level of satisfaction on the bilateral cooperation, consultation and co-facilitation of the project.

*When I came, the project was way behind schedule because it was implemented remotely from Pretoria; but we managed to pick it up and finalize it on time. **IOM Lesotho Head of Office***

*IOM team was excellent...IOM overdid itself. (...) is always ahead of what needs to be done (in reference to a specific IOM staff). **A MoLE official***

d) Integrating labour migration in key national policy and planning frameworks.

Completion of the labour migration policy is seen as an important achievement by nearly all stakeholders interviewed, with many suggesting that it was long overdue given the extensive history of labour migration into and out of Lesotho especially to neighbouring South Africa. If adopted and implemented, it is expected to reinvigorate the labour migration landscape in the country, which this evaluation views this as a very strategic result.⁴ In addition to the policy, labour migration now has a chapter in the current National Development Strategic Plan II (2019-2023). Inclusion of a dedicated chapter on labour migration in this prime planning document represents grater prospects for improved attention to and financing of labour migration management activities. Completion of the labour migration policy has also spurred the need to give attention to the draft national migration and Development policy developed a few years back with IOM's support under the ACP-EU Migration Action Project.

Though finalized, this broader migration policy had not yet been adopted owing to a number of reasons ranging from the already mentioned frequent changes in government to more technical ones related to the use of the appropriate format/templates. The processes leading up to the finalization of the labour migration policy exacerbated the need to also work towards updating and finalizing the existing draft as it provides broader policy guidance on overall migration matters. The labour migration policy itself identifies as a priority the need to *"liaise with the National Consultative Committee on Migration to ensure synchronisation with draft Migration and Development policy"*⁵. The evaluation established that the government, with assistance from IOM Lesotho mission, were in the process of mobilizing resources to update and finalize the draft national migration and development policy.

*Having a dedicated chapter on labour migration in the National Strategic Development Plan (NSDP) is a key achievement for us. The action plan (produced under the project) is useful in our quarterly planning. **Labour Commissioner***

*With the Action Plan document, we were able to contribute more easily to the NSDP. We just extracted activities...so it enabled us to contribute better. With activities integrated in the NSDP it is easier to get funded. **A MoLE official***

As with all projects, there will always be an area of improvement. The following were found to be areas of improvement that other future projects could improve on for greater success.

a) Ensuring adequate stakeholder understanding/consensus on the policy document.

Key social partners, specifically the employers and trade unions, expressed some level of dissatisfaction with the approach that the policy validation followed and claimed not to have necessarily endorsed it as National Advisory Committee on Labour (NACOLA) members. This was contrary to the belief (or assumption) within government and IOM that a consensus to endorse the policy had been reached-because the TWG endorsed it. Social partners raised concerns that the policy was presented to NACOLA already signed by the minister, meaning that it had already been endorsed. Trade unions assessment was that the policy was short in addressing the following issues that they were concerned about: high cost of bringing expertise; slow processes of approval; security and

⁴ The labour migration policy was originally developed with support from ILO. It was however incomplete and so the government requested IOM through this project to assist in its finalization and in developing an accompanying Action Plan for its implementation.

⁵ Draft Lesotho National Labour Migration Policy, March 2018

accommodation for expatriate labour; the issue of portability of social benefits; and making use of skilled Basotho diaspora back home. The employers raised issues regarding role for social partners and how the endorsement was done before presenting it to NACOLA. While some of the issues raised appeared valid, a review of the policy document by the evaluator reveals that most of the issues raised by these stakeholders were actually already addressed and so perhaps point to the fact that partners had not adequately reviewed the document or perhaps the project could have done more to ensure all stakeholders were at the same level of understanding. The understanding on the relationship and roles between the TWG and the already existing statutory body NACOLA didn't appear to be common across the stakeholder spectrum. It didn't appear clear whether a product endorsed by the TWG also needed further endorsement from NACOLA also bearing in mind that most of the NACOLA members were also part of the TWG. Future projects should ensure there is clarity on the link between different coordination mechanisms.

*When the policy was presented to us at NACOLA, it was already signed by the minister, meaning already approved. So, we wondered how that could be and yet it was now being presented to us. When it is already approved? There were a number of issues we raised at that NACOLA meeting and I don't think they were adequately responded to. **A Trade Union Representative***

*There were a number of issues that NACOLA had. I don't think there is a minute saying that NACOLA endorsed the policy. I don't recall. **An Employers group representative***

b) Implementation of the action plan and follow up mechanisms.

There was a general feeling among the majority of interviewees that the implementation pace of many government initiatives is typically slow. The unprecedented changes in government having undergone three elections in the last seven years, as opposed to the normal 15 years, adds to the delay in progress. In the one year since the IOM project ended, the evaluation established that the draft labour migration policy, though already finalized and adopted by the TWG, was yet to be tabled to cabinet for final approval. Very few of the activities outlined in the comprehensive action plan had also been implemented besides those achieved when the project was running. The MOU with Mauritius had also not been finalized as negotiations were still ongoing. Apart from frequent changes in government at principals' level, lack of adequate resources was also cited as a key factor behind slow achievement of results. Due to the political instability experienced in the last couple of years, the economy has been affected. The lack of a monitoring, evaluation, and follow up mechanisms is also another contributing factor. The TWG that could have played that role post-project was no longer meeting and thus no one was following up on progress in view of the need for accountability. There are opportunities available to improve monitoring and evaluation either through reviving the old TWG, through the National Coordinating Committee on Migration (NCC) or through NACOLA. The latter two are fairly sustainable mechanisms that could very likely play a follow up and accountability role. The prime minister's office also was said to have a ministries oversight role and so they could also contribute to monitoring.

*Lack of monitoring follow up is a key challenge to implementation and this in my view should be done from a higher level-not the technical level. Another issue is that more often there is no link between action planning and budgeting resulting to a situation where there are no funds to implement what is put on paper. **An academia key informant***

c) Engagement at higher political levels.

The project predominantly engaged the technical level of government. The country has, in the recent past, experienced a lot of political changes occasioned by frequent changes in government. The decision making and successful political push that enables implementation of policies and programmes emanates at those higher levels. A group of participants, including IOM, felt that there was a need to improve engagement at ministerial and permanent secretary level, as there were some decisions and

push that only them could provide to enhance implementation. As earlier noted, the inherent weakness in implementation of initiatives requires that higher level leaders are sensitized and mobilized to provide a push for implementation in way of demanding greater accountability or in allocation of resources. Participants who highlighted the need for IOM's engagement at higher levels cited examples of labour or migration related policies that have been pending for some time such as the Draft National Migration and Development Policy, the draft Employment Policy, review of the labour code, and now the Labour migration policy & Action Plan. They suggest that IOM should play a greater lobbying role at the high levels. As will be noted earlier this is an area that the IOM mission has also identified as an area of improvement going forward.

*If you are given something to do; you should just do it. **A government ministry official***

*Due to the frequent changes in government we have had, you have to re-explain everything every time to new leaders. They may not even agree on your plans. **A government ministry official***

Best Practices & Lessons Learnt

- ❖ Signing of a Declaration of Intent. During the learning visit to Mauritius the two parties signed a declaration committing themselves to signing an MOU. This committed both Lesotho and Mauritius teams to intentionally work towards finalizing an MOU, irrespective of any hurdles that may present themselves. Though the MOU negotiations have taken long, the idea has remained on top of both technical teams largely because the declaration of intent reminds them of the need to achieve a result. As it was signed by high level government representatives (Principal Secretaries level), it gives technical teams the political backing and approval to negotiate. The evaluation finds this to be a good practice that avoids open ended bilateral discussions. The evaluation established that negotiations were towards the final stages with the hope to sign the MOU before the end of 2019.
- ❖ A targeted engagement with CSOs may be necessary to ensure common understanding. Learning from the feedback that trade unions and employers gave to the process, it is important to make full efforts to ensure that all stakeholders had a common understanding. Some may not be well informed and/or may have a suspicious outlook to everything especially in the context of the tripartite model of labor management where different outlook on things can be a ground for tensions between partners. To ensure they are fully onboard it is best to do a targeted outreach and engagement to ensure that they fully understand and feel properly consulted. The evaluation hypothesizes that such an outreach would help remove any doubts or misunderstandings that may emanate from feelings of inadequate consultation and engagement.
- ❖ Higher political level engagement. The project learnt that for implementation to happen more swiftly and achieve greater sustainability and buy in, the engagement of the ministerial and Principal Secretary level of government as well as Prime Minister's Office (PMO), which has some coordination role in Lesotho, is essential. Parliamentarians are another group identified by one senior official because they also have an advocacy role to the executive arm of government and has increasingly raised a voice in relation to labour migration matters. If they are not adequately informed and mobilized they may take a long time to approve or provide direction on key policies and plans. The project therefore learnt that to ensure that they hold regular meetings as often as possible with the highest officials of ministries and the technical officers to ensure buy in is enhanced at all levels. A good example is the signing of the declaration of intent to sign a bilateral labour agreement which was signed by the Principal Secretary and continues to give the negotiation process some validity and momentum.

- ❖ Regular mission-based project monitoring can turn around the pace of project delivery. The IOM Lesotho mission has an effective monthly project monitoring system and tools that enables them to track progress of all projects alongside their budget burn rates which together enables them to keep their projects on track. This partially contributed to fast tracking of activities under this project which had substantially been delayed and eventually achieved timely delivery. If such a monitoring mechanism can also be instituted at government partner level, there is a greater chance of catalyzing action.

3.2: Analysis of Project Effectiveness based on the Results Framework

Overall Objective: The Government of Lesotho (GoL) is implementing labour migration programmes in the context of existing regional frameworks			
Indicators	Achievements related to Indicators	Analysis of Effectiveness	Recommendations
# of GoL-led labour migration programmes that respond to existing regional frameworks	Some of the activities initiated during the project, such as the development of Bilateral Labour Agreement(BLA) guidelines, that are aligned to the regional guidelines; finalization of the policy; some capacity building on LM among others contributed to this.	It is worth noting that at the time of evaluation, several key initiatives were still pending such as adoption of the policy, finalization of the BLA, improving labour migration data, promoting ethical recruitment, reforming the work permit system among others. As such much more needs to be done if contribution to this overall objective is to be significant.	Greater pace of implementation of the action plan is required to facilitate the following: <ul style="list-style-type: none"> • Greater political support is needed to adopt/pass outstanding policies • Greater budget allocation • Proactive monitoring & evaluation by NCC, NACOLA or Office of the Prime Minister (PMO) • Partners such as IOM and ILO to continue providing technical and financial support for implementation of key Action Plan activities
Outcome 1: The relevant sectors demonstrate increased capacity on labour migration management (i.e. protection, recruitment, social well-being, etc.)			
<u>Comment on project contribution:</u> The project did indeed contribute to this outcome. Many officials who attended the capacity building workshop indicated that this was the first training of its type they had attended. Those outside the labour or immigration ministries especially indicated how useful the training was in helping them understand key concepts in labour and migration management. Helping them understand their respective roles in labour migration management was another key result identified. Results of pre and post training assessments showed increased knowledge acquired by the trained group. Throughout the interviews there was a clear sense of empowerment among key government officials especially in relation to negotiation for bilateral labour exchanges. They seemed better equipped to negotiate improved bilateral deals. For many ministry representatives interviewed, the whole project experience was educational in many respects.			
Indicators	Achievements related to Indicators	Analysis of Effectiveness	Recommendations
No. of inter-ministerial coordination	Target achieved. One TWG that brought together	It was noted that many of the TWG members were also part of the NCC. Though the operations of the project-	A discussion is needed between the Labour and Home Affairs ministries on an interim inter-

mechanisms established and functioning regularly for labour migration management.	up to seven ministries and several other stakeholders was established and was functional throughout the project.	specific TWG fizzled out, the NCC still exists, however it wasn't explicit that it would also take up the post project follow up role. The draft policy recommends the formation of a Labour Migration Advisory Committee, but this cannot be established yet because the policy is yet to be approved.	ministerial coordination mechanism that will continue to provide oversight. Reviving the initial TWG could be a good option and the same TWG could in future be converted into the advisory committee envisaged by the policy when it is passed. This process should be government led.
Results	Achieved Results	Analysis of Effectiveness	Recommendations
Output 1.1 A Technical Working Group (TWG) is established and functioning	Output achieved. The TWG was established and comprised of 14 different government, nongovernment, UN and academia stakeholders. Minutes and reports filed by the project indicate that the TWG was functional when the project was active.	The TWG actively met and provided inputs and endorsement of key project outputs. Its operations however slowed down after the project completed. As of the time of the evaluation (12 months after project end) it had not held a meeting. However, most members continued to meet under the auspices of other IOM initiatives or in the NCC. So, functionality of the TWG can only be cited for the period the project was active. The draft policy itself recommends a stakeholder coordination mechanism.	Similar recommendation as above
Output 1.2 Relevant sectors (i.e. health, labour and foreign affairs) have increased knowledge and skills in regard to labour migration management.	Output achieved. A knowledge assessment undertaken after the IOM workshop indicated a good level of increased knowledge.	There is evidence that the project did increase knowledge according to the results of the pre and post training assessment. Several key informants indicated that all project events were quite educational in nature. The project also managed to increase knowledge to a wider spectrum of stakeholders beyond what the project proposal aimed for. A key concern for the evaluation is on knowledge retention and application. A few stakeholders indicated that they had not used the acquired knowledge in any way in the post project period, with the only way they used acquired knowledge being while reviewing the draft documents produced after the project.	A post training assessment targeting all those trained and focusing on knowledge retention, knowledge use, and barriers to use, and an application in line with Kirkpatrick's Model for evaluating capacity building is recommended. This can be internally conducted by the mission with support from the regional M&E unit. It would contribute towards enhancing the effectiveness of the many trainings that IOM provides and ensure that they are impactful rather than a formality. Such an assessment can be done remotely via online data collection tools and can help inform on areas that require knowledge reinforcement.
Outcome 2: Government of Lesotho has begun to implement the national labour migration policy.			
Comment on project contribution:			
At the time of the evaluation, the labour migration policy had not yet been adopted. It was yet to be tabled to cabinet for approval. Overall, looking at the action plan that was developed, there are a few activities that had			

been implemented or were in progress pending the approval of the policy. Examples include: an ongoing negotiation for a BLA with Mauritius which appeared to be well on course; greater liaison by ministry of labour to understand and respond to challenges faced by Lesotho migrant workers, especially in South Africa; and completion of the labour migration assessment. There is much more that needs to be done with the first step being ensuring that the policy is adopted as soon as possible.

Indicators	Achievements related to Indicators	Analysis of Effectiveness	Recommendations
Percentage of recommendations used from the action plan to implement the labour migration policy	As the policy had not yet been adopted nor implemented, it wasn't possible to measure this	Adoption of the policy is a key lynchpin to this result area. Though a few contributing activities were implemented as outlined above, this indicator can be more objectively assessed when the specific provisions in it are adopted and implemented.	IOM staff to continue following up with MoLE on progressing the policy towards adoption.
Results	Achievements related to results	Analysis of effectiveness	Recommendations
Output 2.1 Recommendations from the labour migration management assessment are available to the GoL	Output achieved. The project facilitated data collection and an assessment report was developed and disseminated to stakeholders. 80 copies were printed and shared.	As the output looked into making available the recommendations, this was achieved. These recommendations partly informed finalization of the LM policy and development of the Action Plan.	IOM Lesotho needs to continuously disseminate the report (soft version) to more potential users such as the university and research communities to increase its use. Short briefs or brochures, pieces for or to the media can also increase awareness on this data and increase its utility.
Output 2.2 National labour migration action plan is finalized and available to the GoL	Output was achieved as planned.	A comprehensive action plan developed and discussed with stakeholders for validation and endorsement was achieved. What remains is its full implementation as it is an annex to the LM policy that is yet to be adopted.	As above. IOM Lesotho will need to continue developing new project proposals to mobilize resources to support the government in implementing specific actions in that plan. Related to this, a periodic M&E exercise to gauge implementation and relevance levels of the action plan will be needed. IOM can play a role in this by facilitating dialogue on need for a joint monitoring mechanism (whether through the NCC or the TWG). IOM should ensure that TORs of other TWGs or similar committees incorporate post projects' functionality. It should be clear from the beginning if established committees are permanent or temporary for the task at hand.

3.3: Findings based on the OECD-DAC Criteria

CRITERIA	RECOMMENDATION
<p>Relevance: The project was relevant.</p> <ul style="list-style-type: none"> ▪ LM, especially into neighbouring South Africa, was cited through interviews to be a very old phenomenon. It takes both formal and informal channels. MoLE also indicated that increased cases of abuse, exploitation and denial of basic rights for Basotho workers abroad had been recorded. The project was thus very relevant as its basic thrust was to contribute to the long-term goal of making labour migration respond to international standards and best practices. A strong contribution to human rights perspective was thus well ingrained in the project’s objectives. ▪ It was also in line with key SADC frameworks highlighted in chapter 1 and helped Lesotho fulfil some key obligations of the migrant workers convention and other ILO conventions to which they are signatory to. ▪ The work of the project fits well within SDG 8.8: <i>Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment</i> and 10.7 <i>Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies</i> ▪ In terms of gender mainstreaming, the project ensured the disaggregation of data in its periodic reports. The draft policy also identifies “<i>the diversification of labour migration to South Africa in terms of its feminisation and age as a current challenge</i>” that the policy seeks to address. 	<p>There is still room to design and implement more relevant LM programmes especially tagged to implementation of the labour migration policy once approved by cabinet and its implementation plan. IOM will need to engage ILO specifically and/or other UN and NGO actors on increasing potential for joint programmes that support the government to implement the LM Action Plan.</p>
<p>Efficiency and Cost-effectiveness: The project was well managed, implemented, monitored and evaluated.</p> <ul style="list-style-type: none"> ▪ All planned activities were finalized on time despite delays in the initial months. ▪ Budget consumption excluding evaluation budget at the end of project stood at USD 148,100 against the USD 148,200⁶ available budget which represents 99.9% burn rate. ▪ In terms of management efficiency, given the small size of the mission at the time (three staff) and given that they were only partially budgeted for under the project, cost effectiveness appears to have been achieved. The mission achieved much within a shorter time using a very small human resource contingent, also considering that the mission had multiple other ongoing projects to which the same three staff were responsible for. They put in great team effort to ensure the pace of implementation of the project improved and that the key deliverables were delivered on time. 	<p>The implementation approach that the project adopted which saw timely completion of projects is a best practice that should be adopted for the other mission’s current and future projects. It involved clear planning and tracking as well as good mobilization and communication to stakeholders.</p> <p>The mission will need to continue the monthly M&E status checks and share the updates with regional M&E unit for information purposes.</p>
<p>Effectiveness: as already analysed in section 3.1, the project scores well in its effectiveness score. The project delivered 100% of output results as planned during the life of the project with the establishment and</p>	<p>The main challenge that remains is for the project to sustain the gains made during the project. IOM Lesotho must</p>

⁶ Project final financial report, 2018

<p>functioning of a national coordination mechanism, facilitation of a pioneering labour migration assessment and availing the findings and capacity building through workshops, an exchange visit to Mauritius and development of model/templates for BLAs being key output results delivered by the project. Factors such as effective project management and monitoring, realistic project design and cooperation by stakeholders contributed to the project's excellent delivery.</p>	<p>instigate implementation of what came out of the project and seek to build upon this project successes by interconnecting current and new projects in a way that results from older projects informs new ones. This requires a sound country office strategic planning that outlines this interconnectedness. It would be ineffective to drop the labour migration aspect completely after igniting momentum. IDF should favourably consider a follow up project in subsequent years as long it seeks to implement portions of the action plan developed under this project.</p>
<p>Impact: Typically, impact relates to long term changes therefore it is relatively early to judge on this. So, this analysis is based on some of the perceived changes that the evaluator deduced from data synthesis: effects that the project brought about that were elicited through interviews and observations.</p> <ul style="list-style-type: none"> ▪ Government officials expressed a sense of empowerment to negotiate BLAs. The fact that they felt better equipped than before is an important change which will allow them to negotiate labour exchange from an informed position and thus arrive at better deals for its citizens, while assuring similar standards to received labour. ▪ Some of the officials indicated how the project made them to better understand their role in labour migration management pointing to greater cooperation amongst actors. ▪ The project events and meetings were also opportunities for bonding and creation of new working relationships which contribute to improved cooperation and greater benefits to labour migration management. 	<p>More follow up projects to maximise on what this pioneer project achieved will be necessary to bring the level of impact to scale. Critical is to get the government to allocate funds from its budget to implement the LM action plan as it has potential to transform the labour migration management landscape.</p> <p>IOM and other relevant partners such as ILO need also to continue working together to mobilize resources and synergize capacities inherent in each to complement government efforts considering the challenging economic situation.</p>
<p>Sustainability: The projects put in place several measures to boost sustainability. Though it is best to gauge this criterion at a later stage, the following assessed aspects would contribute to sustainability holding all assumptions constant:</p> <ul style="list-style-type: none"> ▪ The investment in capacity building that not only provided knowledge and skills but also enabled each stakeholder to understand their role in LM management continuum. ▪ Establishment of a TWG whose members were more or less also a part of the permanent NCC enabling some form of continuity in stakeholder coordination ▪ Production of the guidance documents such as the BLA guidelines and the action plan to serve as a lasting reference point for navigating labour migration management in the country. 	<p>Future TWGs should articulate their post project role in their TORs, as it is not enough to just steer a project to its completion and then dissolve. The role of the NCC, being a more stable committee, needs to be strengthened to deal with all aspects of migration instead of constituting new TWGs for every new project.</p>

4. SUMMARY OF MAJOR RECOMMENDATIONS

- 1. For IOM Lesotho/MoLE: Post project review and follow up mechanism needs to be established:** The MoLE, through the Labour Commissioner and with technical support from IOM, should call for a meeting of the old TWG to appraise stakeholders on progress as well share challenges experienced, if any. A discussion on whether the TWG should continue or if it should become integrated into the NCC or NACOLA must be undertaken but also taking into consideration that the draft policy recommends the establishment of a Labour Migration Advisory Committee. The rationale is to put in place a formal mechanism for monitoring and oversight in bid to ensure that implementation is taken. Such a mechanism is something that most stakeholders felt was needed.
- 2. For IOM Lesotho: Increase engagement at higher political levels and PMO:** IOM's engagement over the years has predominantly been at the technical level. However, major decisions and achievement of greater progress on IOM backed initiatives requires political support from principal secretary to minister levels. This is especially so in the context of frequent government changes as has been experienced lately. The country has frequently undergone significant political leadership changes bringing on board new officials to lead the different ministries. To ensure that each new minister, deputy minister, or principal secretary is on board and supports previously started initiatives, it behoves IOM Lesotho leadership to ensure that there is intentional and consistent briefing and engagement. The prime minister's office also has some oversight functions over ministries and would also be a strategic partner to assist with internal monitoring and evaluation follow up.
- 3. For IOM RO Pretoria: Greater support for IOM Lesotho Mission:** The mission is making clear efforts to grow and already some fair level of success can be observed. The work that the mission has started in labour migration will need to be continued through follow up projects, greater strategic thinking, and results-based M&E to demonstrate results of IOM's investment. This being because LM is one of the most relevant migration thematic area that IOM can build a niche on. It is an area that will receive political support due to the immense contribution it is already making in the country's GDP. This project also put in place key foundations such as the policy framework, road map to implementation, model BLAs and knowledge and skills base, onto which further work can now be easily done. As the mission staffing is very thin, the RO will need to provide greater HR support in the areas highlighted above including providing the necessary approvals and/or endorsements on time.
- 4. For IDF: Follow-up funding on labour migration:** The success of this project points to the relevance and commitment of the government and IOM mission in Lesotho to improve labour migration management. With the very comprehensive action plan developed and with the challenge of resource constraints identified in this evaluation, IDF would favourably consider providing follow up funding to implement components of the Action Plan. This funding should however be pegged on the adoption of the Labour Migration Policy. So, IDF can ideally also serve as a catalyst for momentum on this front. The main rationale of a follow up project is to raise the sustainability of this project and build a sizable labour migration success profile in the country. IOM/IDF is well placed to be the foremost partner on labour migration in Lesotho and due to the level of need any little initiative can have great impacts.

5. ANNEXES

Annex I: List of individuals and institutions involved in the evaluation

	Name and title	Ministry/department/organization
1.	Ms. Eriko Nishimura <ul style="list-style-type: none"> Head of Office & Project Manager 	IOM Lesotho
2.	Ms. Mamohale Matsoso <ul style="list-style-type: none"> Labour Commissioner 	Ministry of Labour and Employment
3.	Ms. Mpinane Mashupa <ul style="list-style-type: none"> Migrant Liaison Officer 	Ministry of Labour and Employment
4.	Ms. Mampoja Mokorosi <ul style="list-style-type: none"> Principal Legal Officer 	Ministry of Social Development
5.	Mr. Mohato Peete <ul style="list-style-type: none"> Economist (Policy & strategic planning department) 	Ministry of Development Planning
6.	Mr. Mohlolo Lerotholi <ul style="list-style-type: none"> Refugee Commissioner (NCC Chair) 	Ministry of Home Affairs
7.	Mr. Nyaka Molefi <ul style="list-style-type: none"> Ag. Director, Directorate of Consular Affairs 	Ministry of Foreign Affairs
8.	Ms. Lelisa Nthabiseng <ul style="list-style-type: none"> Legal Officer 	Ministry of Foreign Affairs
9.	Ms. Malikhabiso C. Majara, <ul style="list-style-type: none"> Secretary 	Lesotho Textile Export Agency (LTEA)
10.	Ms. Tlokomelo Ramono <ul style="list-style-type: none"> National Coordinator 	Ex-miners Workers Association
11.	Ms. Maneo Phakisi <ul style="list-style-type: none"> Assistant Statistician 	Bureau of Statistics
12.	Ms. Lindiwe Sephomol <ul style="list-style-type: none"> Chief Executive Officer 	Association of Lesotho Employers and Business (ALEB)
13.	Ms. Ntsoaki Mapetla <ul style="list-style-type: none"> Lecturer 	National University of Lesotho (NUL)
14.	Ms. Matihalefo Sekhonyana <ul style="list-style-type: none"> Development Coordinator 	TEBA Ltd. (A Private Recruitment Agency)
15.	Mr. Lerato Nkhetse <ul style="list-style-type: none"> Executive Director 	Migrant Workers Association

Annex 2: The Evaluation Terms of Reference

TERMS OF REFERENCE
FOR AN
INTERNAL EXPOST EVALUATION
OF THE PROJECT

STRENGTHENING LABOUR MIGRATION MANAGEMENT IN LESOTHO

Project Identification:	Project Code LM.0304
Executing Organization:	International Organization for Migration (IOM)
Project Management Site and Relevant Regional Office	IOM Country Office, Maseru. Lesotho IOM Regional Office, Pretoria. South Africa.
Project Period and Overall Duration:	October 2016 to March 2018 (17 Months)
Geographical Coverage:	Lesotho
Project Beneficiaries:	Ministry of Labour and Employment
Project Partner(s):	Ministry of Labour and Employment, National Consultative Committee on Migration (NCC), ILO
Total Funding Received :	USD 150,000
Total Funding spent (before evaluation):	USD 148,200

1. BACKGROUND OF THE PROJECT/PROGRAMME

The overall objective of this project was to support the Ministry of Labour and Employment (MoLE) of Lesotho towards implementing labour migration programmes within the framework of the Southern African Development Community (SADC) Labour Migration Action Plan (2016-2019), SADC Regional Labour Migration Policy Framework, and Article 19 of the SADC Employment and Labour Protocol stipulating provisions on the Protection of Migrant Workers

The International Organization for Migration (IOM), in partnership with the Ministry of Labour and Employment (MoLE), aimed to achieve this objective through the following three outcomes: i) The GoL demonstrates increased capacity on labour migration management; ii) GoL bilateral engagement on labour migration management with a country of destination is strengthened including labour exchange programme through the bilateral labour agreement; and iii) GoL has improved the implementation of the national labour migration policy through the implementation of the national labour migration policy action plan. Lesotho recognizes migration as one area in which opportunities for skilled and surplus labour may be explored and recently developed a draft Lesotho National Migration and Development Policy which covers 13 key areas of strategic interventions, of which Labour migration, Migration data management and Migration policy, form part thereof.

This national labour migration project is designed to complement the IOM Development Fund (IDF) regional project that aims to bring together the selected SADC Member States in order to facilitate South-South labour mobility arrangements. In this regard, the goal is to ensure the protection of the fundamental human, labour, health and social rights of migrant workers, their families, and associated communities of origin and destination. This will entail gathering of strategic information for enhanced labour migration management, the development and implementation of bilateral labour agreement

(BLA) to address critical labour migration challenges confronting the GoL and enhance cooperation with destination countries on labour exchange programme including the development of a policy action plan to ensure that recently drafted National Labour Migration Policy is actionable once it is finalized.

At the beginning of the project, a technical working group was established and met regularly in order to guide the implementation.

2. OBJECTIVES OF THE EVALUATION

The overall objective of this evaluation is to determine whether the project achieved its intended objective and generate lessons/recommendations for future similar projects. The specific objectives of the evaluation will include the following;

- Assess whether the project has delivered the intended results as set out in the project results framework;
- Assess the immediate, intermediate and long-term impact (to the extent possible) of the project interventions;
- Assess the constraints, if any, which have affected successful project implementation and propose corrective actions for future programming;
- Assess in how far aspects of gender formed an integral part of project design and implementation processes.

3. EVALUATION CRITERIA AND QUESTIONS

This final evaluation will assess the completed project against the following criteria:

1. Relevance

- 1.1. Was the project design responsive to the needs and priorities of the project's key stakeholders?*
- 1.2. Were stakeholders involved in the formulation of project objective and outcomes?*
- 1.3. Is the Theory of Change suited for the context, responsive to the identified challenge(s), and logically linked?*
- 1.4. Did the project design sufficiently take cross-cutting issues such as gender into account?*

2. Effectiveness

- 2.1. Are the quality and quantity of the produced results and outputs in accordance with the approved results matrix?*
- 2.2. Did project activities lead to production of outputs as originally envisaged?*
- 2.3. Are outputs/products brought about by the project being utilised by the GoL and/or other partners so as to contribute to outcome or impact level results in the long run?*
- 2.4. What factors enabled or hindered the effectiveness of the project to deliver envisaged activities and outputs?*

3. Efficiency

- 3.1. Were the project expenditures utilized appropriately and/or as planned?*
- 3.2. Does an assessment of the project results against the human, financial and time investment to the project show value for money? Was human and financial resource allocation and management optimal for the nature of the project?*
- 3.3. Were activities implemented on time as planned and carried out in a well-organized fashion?*
- 3.4. How well did the Partner Contribution/Involvement work?*
- 3.5. Were challenges in project implementation addressed swiftly and appropriately?*

4. Impact

- 4.1. *Does any evidence exist that significant contribution was made towards the long-term outcome and overall objective results? Do indicators show significant progress towards achieving the project's higher-level objectives?*
- 4.2. *To what extent does/will the project have any indirect positive and/or negative impacts? (i.e. environmental, social, cultural, gender and economic)*

5. Sustainability

- 5.1. *Do stakeholders indicate that project outputs and built capacities will be used in future?*
- 5.2. *Are the conditions in place for the project products and results to continue after the intervention has finished (financial, institutional, legal, technical and political)?*
- 5.3. *Are there indications that the benefits generated by this project continue once external support ceases?*
- 5.4. *What efforts or mechanisms did the project put in place to boost sustainability of results in the long term?*
- 5.5. *How this project was interlinked with other IOM continuing initiatives?*

4. METHODOLOGY

This will be a qualitative research enquiry and it will draw on the following methods in gathering relevant data:

a. Document review

Relevant documentation will be reviewed, including the project document, periodic reports, midterm review reports (if available), specific meetings or training reports, published documentation etc.

b. Key informant interviews

Face-to-face interviews will be conducted with key actors who actively participated in the design and/or implementation of the project including but not limited to IOM project staff in country and regional level, members of the national working group, other relevant actors at country level. A full list will be developed jointly between the evaluator and country team

5. REPORTING

Following all desk and field research, a final report will be drafted and shared with colleagues and stakeholders (if possible) for comments. The draft document will be submitted to IDF, the country mission, regional office and any other relevant stakeholders for inputs and comments. The final report will be submitted to IDF, the country mission and the regional office for filing with OIG Evaluation office.

6. EVALUATION TEAM & RESPONSIBILITIES

This internal evaluation will be carried out by the Regional M&E Officer based in the RO Pretoria. The respective RTS for labour migration at the regional office will also actively participate in the evaluation as a subject matter specialist to advise on technical thematic aspects and in data collection as may be feasible. He/she will provide technical inputs to the evaluation TOR, data collection plan and tools as well as the draft evaluation report. The IDF team as well as OIG evaluation staff will be requested also to provide input to the TORS and the draft report.

The in-country IOM team will provide logistical support including but not limited to arranging in-country transport and related logistics for the evaluator, arranging for and facilitating appointments for interviews or discussions with key respondents that have been identified as necessary for the

evaluation, provide review comments to tools and draft report as well as provide all required documentation and information for the successful data collection.

7. RESOURCES AND TIMING

Expenses for this evaluation will be covered through the budgeted expenses in WBS number **MK.0047.LS10.57.02.001** in the maximum amount of **USD 1,800**. Logistical and travel assistance will be provided through existing staff in the country office.

Though the evaluation team will prepare and discuss with the project team a detailed work plan with specific dates for the evaluation, it is planned that this evaluation will be carried out during the month of **February/March 2019**.

8. DELIVERABLES

The evaluation main deliverables will be:

- An Evaluation Execution Plan/brief to guide project teams on the methodology, tools, and logistical preparations that will need to be done in advance of the in-country visit.
- A draft evaluation report utilizing Format A in Annex 5 of IOM's Evaluation Guidelines.
- A final report (in the same format above incorporating feedback and comments from RTS, IOM in country staff, IDF and any other relevant source.)



**IOM Regional Office for Southern Africa
Pretoria, South Africa**