



International Organization for Migration (IOM)

The UN Migration Agency

**STRENGTHENING LABOUR MIGRATION  
MANAGEMENT IN MADAGASCAR  
(PROJECT NO. LM. 0283)  
REPORT OF AN INTERNAL EX-POST PROJECT  
EVALUATION. JUNE 2018**



**IOM Development Fund**  
DEVELOPING CAPACITIES IN MIGRATION MANAGEMENT

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## PROJECT SUMMARY

<b>Project Title</b>	STRENGTHENING LABOUR MIGRATION MANAGEMENT IN MADAGASCAR
<b>Project Identification code</b>	LM.0283
<b>Executing Organization</b>	International Organization for Migration (IOM)
<b>Project Management Site and Relevant Regional Office</b>	IOM Antananarivo IOM Regional Office, Pretoria. South Africa.
<b>Project Period and Overall Duration:</b>	September 2015 to February 2017 (17 Months)
<b>Geographical Coverage</b>	Madagascar
<b>Project Beneficiaries</b>	Ministry of Employment ( <i>Ministère de l'emploi, de l'enseignement technique et de la formation professionnelle</i> ) ; Directorate for Overseas Employment and Work force ( <i>Direction de l'emploi et de la main d'œuvre à l'étranger</i> ) ; Migrant Workers
<b>Project Partners</b>	Ministry of Employment ( <i>Ministère de l'emploi, de l'enseignement technique et de la formation professionnelle</i> ) ; Ministry of Foreign Affairs ( <i>Ministère des affaires étrangères – MAE</i> ) ; ILO
<b>Total Funding Received</b>	USD 150,000
<b>Total Funding spent (before evaluation)</b>	USD 135,362
<b>Evaluation Date (Month, year)</b>	April-June 2018
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## LIST OF ACRONYMS

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CO	-Country Office
COM	-Chief of Mission
DAC	-Development Assistance Committee
EDF	-European Development Fund
GOM	-Government of Madagascar
ICT	-Information and Communication Technology
IDF	-IOM Development Fund
ILO	-International Labour Organization
IOM	-International Organization for Migration
LM	-Labour Migration
M&E	-Monitoring and Evaluation
MOL	-Ministry of Labour
OECD	-Organization for Economic Co-operation and Development
PD	-Project Development
RO	-Regional Office
SADC	-Southern Africa Development Community
TOC	-Theory of Change
TWG	-Technical Working Group

## I. EVALUATION RATIONALE

In 2015, IOM Madagascar office, on behalf of the Government of the Republic of Madagascar, received funding from the IOM Development Fund (IDF) to implement a two-year initiative aimed at strengthening labour migration management in the country. Working closely with government partners, IOM completed the project in February 2017. As is custom, IOM commissioned an ex-post evaluation to assess the key successes of the project that have been realized. This internal self-assessment took place in the month of April 2017.

Conducted by the Regional Monitoring and Evaluation (M&E) Officer based in the IOM Regional Office (RO) in Pretoria, the evaluation sought to undertake a reflection of how IOM performed against the project's results framework, but also to assess the extent to which long-term changes related to strengthened labour migration management have been or are being achieved after the project. At the same time, it also served as a post-project follow-up.

As IDF funding is meant to be a catalyst for government and partner action on migration issues, an ex-post-project evaluation is necessary after the end of IDF funding to evaluate the extent to which the project has prompted action and built the capacity of government partners, especially to continue with good practices in migration management.

Such catalytic effect is best measured long after the end of a project. This evaluation, coming 14 months after the project ended, provided the best opportunity to assess what continued and what more was done without IOM as a proxy of how successful the project was. In many ways, the ex-post-project evaluation is also a monitoring exercise as it can stimulate or revive attention to key areas.

The conduct of interviews with key partners provides an opportunity for self-reflection on areas that have not been properly addressed, therefore spurring renewed action. Related to this; highlighting what has worked well in the post-project period (however small this may be) provides that much needed encouragement to partners and IOM country offices to do more in the future to ensure that results of the project continue to be enjoyed in the long run.

To undertake this evaluation several evaluation questions structured alongside each of the five standard OECD-DAC criteria for evaluation were developed. These guided the evaluation enquiry in terms of the methods and tools for the qualitative data collection process. A combination of secondary and primary data collection methods were used, consisting of a review of project documents and other literature and Key Informant Interviews (KII), respectively.

A key limitation encountered that is worth noting was that some of the identified key informants were not available or could not be reached during the evaluation period. However, this did not significantly affect the success of the evaluation as the main informants such as the Ministry of Employment (MoE) were available to provide an accurate update on progress. To mitigate this the evaluator also increased the number of documentation review to ensure that all gaps were filled.

## 2. PROJECT BACKGROUND

The overall goal of this project was to support the Ministry of Employment of the Republic of Madagascar towards implementing labour migration programmes in the context of existing regional frameworks. These include the *Southern African Development Community (SADC) Labour Migration Action Plan*, *SADC Regional Labour Migration Policy Framework*, and Article 19 of the *SADC Employment and Labour Protocol*, which outlines specific provisions on the protection of migrant workers.

Earlier on in 2015, IOM had initiated a related regional project initiative aimed at developing regional guidelines that SADC member states and partners could use to facilitate and diversify South-South labour mobility in a manner assuring the protection of the fundamental human, labour, and social rights of migrant workers, their families, and associated communities of origin and destination. This national project was therefore designed to complement this regional initiative and to ensure that the Madagascar context is reflected in the regional discourse.

The Madagascar project envisaged to contribute to strengthening labour migration management through two interrelated outcomes:

- 1) *Practical implementation of the labour migration policies of the Government of Madagascar (GoM) incorporates migrant protection principles; and,*
- 2) *Madagascar's capacity on bilateral engagement on labour migration management is strengthened.*

The design of the project was informed largely by the realization that labour mobility out of and into Madagascar was indeed widespread and that there were weaknesses in the capacity and structures necessary for effective and organised labour migration governance. At the time, media reports were also highlighting growing abuse and exploitation of Malagasy workers abroad. Due to these events, the government had banned earlier on such migration, especially to the Middle East and gulf countries.

The project was also designed against the backdrop of the country's recent ratification of the *International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families* (ICRMW). By becoming party to this convention, the GoM demonstrated its commitment and willingness to promote and uphold the rights of migrant workers.

The project was managed by IOM Madagascar office in coordination with the RO in Pretoria for technical support. As it was thematically linked to the regional project mentioned earlier that was managed from IOM Mozambique, IOM Madagascar also worked closely with the Mozambique team to ensure synergy and complementarity between the two initiatives.

### 3. KEY EVALUATION FINDINGS AND CONCLUSIONS

**The IOM project, as a pioneer project, catalyzed a structured solution to a real Labour Migration (LM) issue.**

The problems that come with unregulated labour migration were not new to Madagascar. There were already reports of abuse of Malagasy workers, a situation that led to a government decision to freeze all foreign travel for work purposes, especially domestic work.

The project, however, brought in a solution in way of building the government's capacity to tackle the issue by facilitating a structured labour mobility regime rather than banning such migration. The capacity building that was done and the assessment of the LM regime in the country helped to identify inherent weakness in the regime and to propose ways to close existing loopholes.

The Blueprint for Labour Migration Management in Madagascar (2017-2020) that was developed through the project sought to put in place a structured LM management regime. Several actions towards this direction have been implemented even without IOM support. Thus, IOM prompted action towards proper labour migration management in the country (see indicators and results in Matrix 3.1).

**The project helped position IOM as a resourceful LM partner in the country and the region.**

While IOM had implemented many other LM projects in other regions, this was the first of its kind in the Southern Africa region and in Madagascar to a large extent. It was therefore in many ways a pioneering project. By implementing this project, IOM also became a beneficiary through the process.

It helped not only to ramp up attention to LM, but also helped to make known to partners that IOM had the capacity and experience in that field and was therefore a go-to-partner in this regard. IOM though not currently implementing an LM project, is always being invited to participate in LM related activities in the country and the region.

Indeed, the MoE noted that it had very high regard for IOM and identified IOM as a first line partner in LM matters. Though this unexpected result is not necessarily an IDF objective in itself, the evaluator finds this an important finding to highlight that project do not only impact beneficiaries and partners alone, but the implementers too.

**IOM left a legacy of supporting LM through the Blueprint produced by the project.**

Produced with participation of a wide array of government stakeholders, the Blueprint produced by the project helped set a direction for all those involved or interested in LM in the country. Importantly, ILO and the MoE regularly used this blueprint in determining their current areas of focus. For example, the blueprint identified the need to do an assessment of LM legal frameworks with a view to fill in any existing gaps.

ILO took this up and funded the assessment, which has since been finalized. The government on its part was in the process of ensuring that they ratify the necessary ILO conventions to ensure that the required legal framework and principles are in place to facilitate orderly LM in the country. So, although IOM is no longer running a LM project, its legacy continues through the Blueprint document, which is valid until 2020.

### **Government-led continuity of LM management efforts are modest.**

The evaluation, coming more than a year after the end of the IOM project could assess the progress made in the post-project period. Several initiatives were found to be ongoing such as efforts to negotiate longstanding Bilateral Labour Agreement (BLA) with Saudi Arabia, Lebanon and Mauritius; the ratification of appropriate ILO conventions; and, discussions on need to develop a comprehensive labour migration and a diaspora policy.

To date, the achievement is modest given that these efforts are still ongoing. Partners such as ILO were also responsible for some of the efforts such as the finalization of the legal framework assessment. Shortage of resources on the part of the government is a key factor slowing down progress.

The evaluation noted, however, the commitment and willingness of the government to get the most out of the Blueprint. Political will to improve LM management exists at the highest level. A meeting with the special advisor to the President confirmed this commitment. So, clearly more can be achieved with increased support to the Ministries responsible for labour matters.

Another factor is related to what this evaluation regards as inadequate post-project M&E. While the Blueprint did anticipate putting in place a functional M&E plan, it wasn't evident that this had been done, nor how the different actors were involved in joint M&E efforts. Most members of the Technical Working Group (TWG) did not seem to feel that they had a joint responsibility to monitor and review progress as a team.

There was an impression that it was the role of the MoE to do so. A joint and regular M&E mechanism may have helped to fast track action and help leverage support from the different ministries in keeping with the *whole-of-government* approach to migration management.

### **Existing inter-ministerial coordination mechanisms are modestly active.**

Though the IOM project ended more than a year before this evaluation, it was found that the TWG that was formed at the time still exists and occasionally addresses labour or migration matters. Although the frequency of meetings has decreased substantially, it was acknowledged that the committee still exists. ILO did mention that it was engaging with the committee in its activities. This continuity is pivotal in sustaining the project results, especially in taking forward the Blueprint.

### **Project intentionally integrated gender and human rights perspectives.**

The project in its proposal did outline an intention to mainstream gender and human rights in all activities and products. The project scored well around human rights because BLAs are themselves instruments of promoting the protection of the rights of migrants.

The capacity building workshops also integrated sessions looking at the rights and existing legal frameworks to protect migrant workers. The situational assessment that the project conducted did highlight weaknesses in the legal frameworks, which, if addressed, would improve the protection of migrant workers.

The Blueprint that was developed also incorporated an action point on reviewing texts of the current regulations on labour migration, so as to align them to international standards, as well as an action point that the government should ratify Conventions 143, 181 and 189.

On gender, the Blueprint did plan to adopt a national strategy for professional migration *integrating a gender approach*. In terms of data on gender equality, most project data was disaggregated by sex. The project team also strove for gender balance in the workshops and other activities, for example, the workshop organized by the project on BLAs was attended by *15 female and 10 male*.

The study tour was also gender-balanced with a total of *4 females and 3 male officials* having taken part in the tour. This demonstrates an intentional effort to balance gender for capacity building efforts. The guidelines and awareness created by Ministry of Foreign Affairs for its embassies abroad on how to deal with cases of abuse or pregnancy referred to them, is also an effort towards a gendered response.

### 3.1: MATRIX I: EFFECTIVENESS OF THE PROJECT (Analysis of project results and indicators)

<b>Overall Objective:</b> The Government of Madagascar is implementing labour migration programmes in the context of existing regional frameworks.			
<b>Indicators [I]</b>	<b>Achievements Related to the Indicators [I]</b> (Achieved results)	<b>Analysis of Effectiveness</b> (Analysis of progress towards achievements)	<b>Recommendations</b>
Number of GoM-led LM programmes that respond to existing regional and international frameworks.	<p>The evaluation identified the following as some of the accomplishments related to the objective and its indicator:</p> <ol style="list-style-type: none"> <li><i>An analysis of the legal framework on LM to identify weak areas was done (ILO supported).</i></li> <li><i>Government was in the process of ratifying ILO Conventions 143, 181, and 189. Recommendation 129 been ratified already.</i></li> <li><i>In the process of negotiating a BLA with Saudi Arabia, Lebanon and Mauritius.</i></li> <li><i>A Diaspora Policy was under development.</i></li> <li><i>Dialogue on a national LM policy had ensued.</i></li> <li><i>The GOM was in the process of sending 160 Malagasy workers to Canada through a direct engagement with a private sector player in Canada.</i></li> <li><i>An inter-ministerial committee on LM still exists.</i></li> <li><i>Strengthening systems for fair recruitment practices (ILO supported).</i></li> <li><i>Ministry of Foreign Affairs has increased awareness of its Madagascar representatives abroad on issues relating to abuse and the protection of the rights of Malagasy workers,</i></li> </ol>	<p>The IOM project was a pioneer project on LM in Madagascar. Not even ILO had a LM project in the country at the time. The IOM project developed a Blueprint that identified a priority list of activities that has guided all actors ever since. ILO specifically noted that they had used the IOM roadmap to initiate new projects and activities in labour migration.</p> <p>There have also been considerable efforts from the government side to manage and/or promote orderly LM in the post-project era. However, a little more effort and urgency is required to finalize the ratification of the ILO conventions, fast track development of a holistic LM policy and attend to the three BLAs, which, according to some of the officials interviewed, have lagged behind for some time.</p> <p>The possible conflict of roles between the Ministry of Employment and the Ministry of Labour is a key challenge. The majority of key informants identified this potential duplication and conflict of roles</p>	<p>The possible role conflict between the MoE and the Ministry of Labour (MoL) will need to be resolved to ensure one centre of coordination.</p> <p>Strengthen the national labour migration coordination structure by:</p> <ul style="list-style-type: none"> <li>✓ <i>Expanding membership to include the workers' umbrella organization and the employers' umbrella organization in line with the tripartite model of labour management.</i></li> <li>✓ <i>Revising the TOR for the inter-ministerial committee to encompass overall coordination, entrench it as a permanent committee, rather than having it tied to project(s), and enhance its oversight and M&amp;E role.</i></li> <li>✓ <i>Continuing resource mobilization for a greater implementation of the Blueprint priorities before 2020. The Blueprint is an important IOM legacy.</i></li> </ul>

	<i>especially domestic workers. Specifically, the Ministry produced a procedural manual on how to handle emergency cases of abused or pregnant workers that are referred to the embassies.</i>	as a potential barrier to greater progress.	
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### **Outcome 1: Practical and evidence-based implementation of the LM policies of the GoM that incorporate migrant protection principles is accelerated**

The project facilitated an assessment which generated evidence on the status of LM management in the country. This evidence was discussed with stakeholders and endorsed as a true copy of the situation. It was then used to produce the *Blueprint for Labour Migration Management in Madagascar (2017-2020)*, which is an action plan to address key gaps identified in the assessment. The Blueprint was adopted by the project formed TWG and was incorporated by the MoE into its broader national programme on employment promotion<sup>1</sup>. Since then, several aspects of this blueprint have been implemented as enumerated under the overall objective listed above. Overall, given that the Blueprint was drawn mostly from the assessment report and its recommendations, it can be said that the initiatives that have been carried out by the Government and partners such as ILO in the post-project period are evidence-based and as such the project contributed well to this outcome.

<b>Results</b>	<b>Achievements Related to Results</b> <i>(Achieved results)</i>	<b>Analysis of Effectiveness</b> <i>(Analysis of progress towards achievements)</i>	<b>Recommendations</b>
<b>Output 1.1:</b> Increased knowledge and skills in LM management among relevant project stakeholders to develop and implement LM programmes	<p>The project facilitated the establishment of a TWG that met six times over the two-year lifespan of the project. All TWG members were trained.</p> <p>The project also held capacity building workshops with nearly 50/50 gender representation. However, a measure of knowledge gained through pre- and post-training assessments were not conducted.</p> <p>The project also organized a study tour of Malagasy officials to Mauritius, which has a more advanced LM management regime.</p>	<p>The frequent engagement of the TWG was a capacity building venture in itself alongside the formal workshops, as it exposed them more to LM.</p> <p>The study tour is an effective capacity building strategy in line with adult learning methodology. Adults tend to learn best by seeing and through experience.</p> <p>The workshops that IOM facilitated presumably imparted knowledge. A key weakness is that pre- and post-training knowledge assessments were not conducted to ascertain this. The lack of these assessments makes it difficult to say whether knowledge or the lack thereof had any role in the achievement or failure of efforts in the post-project period.</p> <p>A good aspect of the workshops is that participants were able to discuss and endorse key documents such as the <i>Blueprint for Labour Migration Management in Madagascar (2017-2020)</i>. There was also very good gender representation in the workshops, attributable to project management efforts.</p>	<p>Knowledge assessment is a necessary measure of the effectiveness of any capacity building initiative.</p> <p>It also helps estimate how much knowledge participants already had and identify what still remains not understood after a workshop so as to inform future capacity building. Future workshops should not omit this important evaluation tool.</p> <p>Other IOM projects could learn from Madagascar on how they managed to achieve gender balance in the capacity building workshops. Most of the other constituent LM projects in the region at the time were not gender balanced.</p>
<b>Output 1.2:</b> Comprehensive LM assessment report is available to	A comprehensive assessment was undertaken to understand the LM situation in the country. It included a qualitative	This study was first and foremost pioneering and thus provided good baseline information not only for the project, but for all stakeholders in general. As evidence, it enabled the development of a realistic blueprint for LM management, which, as	IOM and MoE need to continue promoting/ disseminating the report to more stakeholders, as it still has relevant data that can

<sup>1</sup> IOM Madagascar (2017). LM.0283 Project Final Report to IDF.

project stakeholders	field study of LM trends in four of the country's regions (Analamanga, Sofia, Boény, and Atsimo Andrefana). The report was disseminated to stakeholders.	highlighted earlier, has continued to inspire LM activities in the country.	inform LM policy and practice in the country.
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**Outcome 2: The GoM's capacity to engage proactively on bilateral agreements on LM management is strengthened**

The MoE did indicate that the government was pursuing three BLAs with Saudi Arabia, Lebanon and Mauritius. As the project target was "three BLAs being pursued" it is worth noting that the indicator for this outcome was achieved. At the time of the evaluation, the Government had also just been approached by a Canadian firm to provide 160 workers.

Though this was not a BLA, it was one way that practical organized labour mobility was being undertaken. Having said that, it is imperative to note that the pace at which BLA negotiations have ensued is rather slow. Discussions on the above mentioned BLAs started while the project was still active<sup>2</sup>, which is more than a year ago. Some respondents did indicate that some of the BLAs started even earlier such as that for Lebanon, but which has never been finalized.

Lebanon is cited as a major destination for Malagasy migrant workers who move there regularly and irregularly, despite a government ban dating back to November 2009<sup>3</sup>. With the evaluation coming more than a year after the end of the project, it is fair to highlight that there is a need to fast track efforts to conclude some of these long standing BLAs, which present a great economic opportunity for migrant workers and the country more generally. It would also be one of the key results of IOM's capacity building efforts.

Results	Achievements Related to Results (Achieved results)	Analysis of Effectiveness (Analysis of progress towards achievements)	Recommendations
<b>Output 2.1:</b> Increased inter-State collaboration on South-South LM	The project linked Madagascar with Mauritius and facilitated a visit of Malagasy officials to Mauritius on a learning tour.	While the tour was, itself accomplished, the extent to which there was increased was not evident. Apart from the potential BLA that is under discussion, the evaluation did not find evidence of increased collaboration between the countries. Documents, however, did reveal that Mauritius has been and continues to be a key destination country for Malagasy migrant workers.	IOM needs to reach out to the MoE/Ministry of Foreign Affairs to offer any technical expertise or liaison with IOM offices in the countries under consideration for identifying the constraints that could have delayed the signing of the BLAs. If there is any technical support that IOM can provide this can be done using the experience that IOM has globally.
<b>Output 2.2:</b> Guidelines document on negotiating BLAs is produced	Comprehensive guidelines for negotiating BLAs tailored to the Madagascar context were developed and remain an annex a country level annex to the regional guidelines produced by the regional project.	This aspect of the project brought a strong link with the regional project. The national consultation workshop was a good way of tapping into the local context and to ensure that the unique country contexts were brought to the fore in developing the regional guidelines.	IOM needs to continue to promote the use of these guidelines in finalizing BLAs at hand as they offer practical guidelines and even templates that can just be adapted.

<sup>2</sup> IOM Madagascar, (2017). LM.0283 Project Final Report to IDF.

<sup>3</sup> Ross. A (2014). Why Are Thousands of Malagasy Women Being Trafficked to Abusive Jobs in the Middle East? The Pulitzer Centre. (available at <http://pulitzercenter.org/reporting/why-are-thousands-malagasy-women-being-trafficked-abusive-jobs-middle-east> )

### 3.2: MATRIX 2: OTHER EVALUATION CRITERIA (General Analysis and Recommendations)

CRITERIA	RECOMMENDATION
<p><b>Relevance:</b> Different documents reviewed indicate that LM, especially out of Madagascar is widespread. Key destination countries over the years such as Mauritius, Lebanon and Saudi Arabia continue to receive Malagasy workers especially in domestic work. Media reports also indicate a spike in rights violations, abuse and mistreatment, and a growing link to human trafficking. The government made at some point the decision to ban international labour migration due to these events. This project was therefore relevant, as it sought to build the capacity of key stakeholders to streamline LM out of the country. The problem was in the public domain and stakeholders had already been discussing with IOM ways to streamline labour mobility before this funding opportunity came on. Though IOM developed the proposal, the Government did provide a support letter to confirm that this was a relevant project.</p>	<p>Further resource mobilization to implement aspects of the Blueprint that have yet to be implemented and to sustain the results brought about by the project is necessary. This is because there are still gaps in LM management and so far, no formal agreements have been signed to enhance orderly, safe and humane mobility of labour.</p>
<p><b>Efficiency and Cost-effectiveness:</b> The project was implemented within its planned timeframe and no extensions were required. Of the USD 147,527 (excluding the evaluation budget), the project spent USD 135,362, representing about 92% of total budget. The project also complemented well the regional project, resulting in lower expenditures in some areas as the projects had objectives in common. Some of its budget indeed contributed to the regional project outputs. The use of a common consultant for both the national and the regional project was a good strategy that enabled standardization. Both the Country Office (CO) and the regional project management sites worked collaboratively and no major constraints that could have negatively impacted the project were identified.</p>	<p>The regional project complemented by the CO project model is good for increasing the scale of the intervention and for establishing that country-region linkage. Clearly the country-based project was instrumental in ensuring that the regional products were informed by country realities and content and thus better acceptability/ownership. This is a model that can be replicated.</p>
<p><b>Impact:</b> In Madagascar, IOM positioned itself as a go-to-organization in LM matters. This lifted IOM's profile as an expert organization in the country regarding migration matters. On the government side, there was a negative perception that LM was undesirable, especially after the negative reports of abuse and exploitation of Malagasy workers abroad which led to the banning of such migration. This project helped to balance that narrative by demonstrating that such concerns could be addressed by strengthening the Government's capacity to facilitate formal channels of LM. The government is now in the process of negotiating agreements and was in the process of sending a batch of 160 workers to Canada during the evaluation, demonstrating a change in its attitude that could partially be attributed to IOM's engagement and capacity building efforts through the project.</p>	<p>Future evaluations of related projects could look at longer term changes that have occurred such as:</p> <ol style="list-style-type: none"> <li>1) <i>improvements in the protection of the rights of migrant workers, as demonstrated by a reduction in the number of reported cases of abuse;</i></li> <li>2) <i>increase in the number of BLAs signed; and,</i></li> <li>3) <i>number of workers who moved through these BLAs or related formal channels.</i></li> </ol> <p>It could also look at the impact of improved institutional, policy and legislative frameworks on LM management. As most of these are still in formative stages, a future evaluation would be more suitable for commenting on the impact of this project.</p>
<p><b>Sustainability:</b> The measures that the project put in place to improve the sustainability score of the project included:</p> <ol style="list-style-type: none"> <li>a) <i>capacity building;</i></li> <li>b) <i>development of reports and guidance documents such as the Assessment Report, the Blueprint, and the BLA country guidelines; and,</i></li> <li>c) <i>creation of a coordinating structure in the Government in the form of a TWG.</i></li> </ol> <p>All these efforts were expected to continue after the end of the project. The knowledge gained (though not measured) was expected to remain. The documents produced were also expected to remain as reference documents. The Blueprint especially has continued to guide LM</p>	<p>IOM and partners need to continue further resource mobilization. Given the economic situation in the country (precipitated by past and current political instability), it is apparent that external support is still required. Joint or collaborative initiatives between organizations would work best in attracting funding, as different organizations bring different competencies to the table. Regional level projects could also ensure that Madagascar is included. Resource mobilization will serve to sustain this initial project. The evaluation noted the collaborative spirit that has already</p>

<p>programming in the country and acts as a harmonizing factor of all LM management efforts in the country.</p>	<p>started at the country and regional levels between IOM and ILO.</p> <p>The Blueprint needs to be promoted to <u>remain</u> the main strategy for LM in the country. All LM initiatives must, as much as possible, refer to this blueprint. Doing so will ensure that the work started by this project will live on even if IOM is not implementing any LM project.</p>
<p><b>Validity of the Design:</b> The project design and its linkage to the regional project was clearly articulated from the beginning. It was not difficult to grasp the core purpose and envisaged results of the project. The project also outlined well how gender and rights-based approaches would be strengthened. The project scored especially well on collecting sex disaggregated data for its indicators and in the assessment report. The Blueprint that was developed gave a specific mention of engendered regulations/policies.</p> <p>A detailed analysis of the theory of Change (ToC) detailed would have provided a deeper insight for selecting more efficient pathways to achieve the same results. For example, a workshop was perhaps not the most appropriate approach to capacity building compared to the study tours to nearby countries that have successfully signed and benefited from BLAs (hypothetically speaking). The ToC helps challenge common practices and it is a worthwhile exercise to brainstorm on before putting down a proposal. It also promotes participation of more people in project development processes rather than one individual writer putting down their thoughts.</p> <p>Most indicators were easy to track except for the apparent indicator overload for some results, for instance, Output 1.1 had 6 indicators. Also, most indicators were quantitative with a very limited selection of qualitative indicators. Additionally, there was no good balance between process and result indicators. For example, “<i>no. of study tours conducted to showcase proven experience of South-South labour mobility and bilateral engagement</i>” is not an adequate indicator for “<i>Increased inter-State collaboration on South-South labour migration</i>”. An indicator like “<i>number of bilateral engagements between the two countries after the tour</i>” would be a more appropriate indicator.</p> <p>A review of the project progress reports indicated a heavy activity-based reporting. With the IOM shift to RBM, more narrative that describes what was achieved rather than what was done is more appropriate. Activity-based reporting was especially pronounced in the final report.</p>	<p>Conduct deeper problem and results/pathways analysis using ToC approaches in future project design.</p> <p>Limit the number of indicators to avoid indicator overload and duplication since indicators in one result area are meant to provide information about the same result.</p> <p>Ensure a fair balance between quantitative and qualitative indicators, process and results indicators.</p> <p>The RO PD and/or M&amp;E unit needs to work with the COM to organize a workshop for the CO team on PD and M&amp;E technique with a focus on ToC analysis, monitoring and results reporting. The CO has several new staff and given that it is still growing, investments in capacity building of as many staff as possible is worthwhile.</p>

## 4. SUMMARY OF MAJOR RECOMMENDATIONS

### 1. Further project development as a sustainability strategy.

Having been the very first LM-focused project and after assessing the progress made following the end of the project, it is the evaluator's view that another follow-up on the project is needed to keep the momentum going, as well as to ground our partners in a place where they can continue to spur greater changes and actualize some of the outcome-level aspirations of the project.

Such a project could help facilitate engagements leading to the signing of actual BLAs (direct technical assistance on BLA negotiation processes) rather than workshop training on how to do it. It could also look at strengthening institutional arrangements that would play a role in owning and sustaining LM management, as envisaged in the Blueprint document. It could also, among other strategic interventions, assist in realizing a comprehensive LM policy in the country.

IOM has put together proposals before which were not successful. The evaluation recommends further attempts on this front either as a CO or through a regional approach. The regional European Development Fund (EDF) financed project that is under discussion could probably be such an opportunity to include Madagascar. Joint resource mobilization with ILO at the country level is also an option that could be pursued.

### 2. Enhance collaboration/joint programming with ILO.

The LM mandate is also part of ILO's mandate. Currently, ILO has some projects that are relevant to LM such as the *REFRAME* project ([www.ilo.org/reframe](http://www.ilo.org/reframe)) and the *Decent Work* project, which, according to ILO Madagascar, has some relevant activities such as supporting the country to ratify relevant labour and employment conventions.

The IOM/ILO partnership in Madagascar can be symbiotic in that while ILO has a normative role, IOM has the operational capacity. IOM has broad migration expertise (and mandate), while ILO is strong on labour matters. IOM has experience in community stabilization type of programming, while ILO has greater influence on policy and legislative landscape.

IOM Madagascar is already well engaged with ILO at the country level and this evaluation recommends for a continuation and scale up of the engagement to joint planning, sharing of information and opportunities, resource mobilization and joint M&E of progress.

### 3. Promote the Blueprint as the master strategy in Madagascar

IOM's work will continue to live on if the Blueprint remains the main document of reference for all LM activities in Madagascar. IOM needs to continue promoting this product and initiate dialogue early enough on generating a new blueprint that will carry on after 2020.

IOM also has an M&E role. Some key informants indicated that IOM should regularly inquire about the progress of some activities as a way of reminding and motivating relevant ministries to pay attention to aspects that may not be progressing well.

This should be possible because even if we are not implementing a LM project currently, we still interact with the same officials as part of other engagements and we should have an interest to see that what we start reach the desired results.

For example, according to the two outcome areas, the IOM project will have succeeded if the Government is implementing many initiatives on LM on its own. Related to the second

outcome, IOM will have succeeded if Madagascar signs and continues to sign BLAs that facilitate safe, orderly and dignified movement of labour, benefitting the migrants, their families and the country.

#### **4. Position the inter-ministerial committee as a sustainable and inclusive coordination and oversight structure.**

When the project ends TWGs tend to die off. This was observed in some of the other countries where similar projects were being implemented. The Madagascar TWG was still in existence at the time of the evaluation visit. However, the frequency of meetings was not as high as when the IOM project was still active.

ILO indicated that it had been engaging the committee sporadically in its latter projects. The TOR of the committee needs to be revised to possibly make it a permanent committee that is not tied to any partner project(s), but rather a sustainable coordination and monitoring structure for LM matters in the country.

It is also beneficial to expand its membership to include the other partners in the tripartite model, i.e., the employers' umbrella association and the workers' umbrella association. Currently, the committee is purely a governmental structure.

In other countries where similar LM project activities were implemented such as Zambia and Malawi, both workers and employers' umbrella representation was included in the national TWG, which brought in a necessary voice into the discussion table.

#### **5. Clearly define the roles of the MoL and MoE.**

This is largely not a recommendation directed to IOM, but rather to the government as a partner. Nearly all key informants identified the potential clash of leadership between the MoL and the MoE.

Currently, the Ministry Employment is tasked in dealing with what are hitherto MoL roles. Indeed, IOM worked much more with the MoE as recommended by the government at the time. Key informants from different ministries highlighted a need to define the roles properly to avoid duplication and conflict.

This is a challenge for implementing partners and it would be of great help if the Government could resolve this matter as soon as possible. The best-case scenario would be to merge the two ministries to optimise on the comparative advantages that each has.

#### **6. Strengthen joint M&E and follow up mechanisms.**

As a good road map (the Blueprint) was developed with deliverables and a timeline, monitoring progress on a regular basis and conducting periodic evaluations of its progress are important aspects that need to be strengthened.

Though the MoE indicated that the inter-ministerial committee had that responsibility, it wasn't evident that the committee did in fact undertake any monitoring review activity in the past year. A joint approach to reviewing progress in a participatory manner is suitable to ensure that everyone is engaged and doing what they are supposed to do, as per the Blueprint. It is also another way of keeping the committee relevant, even in the absence of a donor funded project.

## 5. ANNEXES

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

	Name	Ministry	Title
1.	Mrs. Solofo Volatianina,	Ministry of Employment, Technical Education and Vocational Training	Director of Foreign Employment and Frameworks <b>(main government counterpart)</b>
2.	Mr Eric Rabeharisoa	Office of the President	Special Advisor to the President of the Republic
3.	Mrs Lanto Rahajarifazy,	Ministry of Foreign Affairs	Diaspora Director
4.	Mrs Bazezy Jeannie Cylliah,	Ministry of Interior	Head of Visa services
5.	Mrs. Severinne Deboos	ILO Madagascar	Employment Specialist (Focal point for Labour Migration)
6.	Ms Noemie Razafimandimbyo	ILO Madagascar	National Project Manager (REFRAME Project) <b>and formerly IOM project Assistant for the LM Project</b>
7.	Mr Daniel Silva	IOM Madagascar	Chief of Mission
8.	Mr Jason Theede	IOM Pretoria Regional Office	Regional Thematic Specialist (Labour Migration) <b>and formerly Project manager for the regional LM Project</b>

\*The evaluator and country mission had identified other key informants from the Prime Minister's Office, the Ministry of Civil Service and Labour, the Ministry of Social Affairs, and the Workers' Federation. However, they were either unavailable or could not be reached in time for the evaluation meetings.

## Annex 2: List of documents reviewed

1. The IOM Madagascar LM project proposal, 2015.
2. IOM Madagascar 1<sup>st</sup> Interim report to IDF, 15 April 2016.
3. IOM Madagascar 2<sup>nd</sup> Interim report to IDF, 04 October 2016.
4. IOM Madagascar Final project report to IDF, 2017.
5. IOM Madagascar Project financial report to IDF, 2017.
6. Report of Assessment of labour Migration in Madagascar by IOM, 2016.
7. Capacity Building and Strategy development workshop report, February 2017.
8. Madagascar Country Specific guidelines to BLA, September 2016.
9. BLA Training Workshop Report, September 2016.
10. Report of the Study Tour on labour Migration to Mauritius, March 2016.
11. Technical Working Group Meeting Minutes, 27 February 2017.
12. Technical Working Group Meeting Minutes, 17 October 2016.
13. Blueprint for Labour Migration Management in Madagascar, 2017.
14. ILO Report on Gap Analysis in Legal Frameworks Assessment, January 2018.
15. IDF Promotional Video for IDF Madagascar Projects.
16. IOM Mauritius Migration Profile, 2013.
17. Regional guidelines for the Development of BLAs in SADC, 2016.
18. Regional Guidelines to facilitate South-South Labour Mobility, 2016.



**IOM Development Fund**  
DEVELOPING CAPACITIES IN MIGRATION MANAGEMENT



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