

Priority Implementation Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa:

JLMP-Priority Project

Independent Joint Mid-Term Evaluation Report

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| Countries covered | African Union Member States Member States, Regional Economic Communities (particularly with a focus on EAC, ECOWAS and SADC), and AUC, social partners and diaspora organizations. |
| SDG | n. 8. Decent work and economic growth n. 10. Reduced inequality |
| Agenda 2063 | Aspiration 1. A prosperous Africa based on inclusive growth and sustainable development, Goal 1: A High Standard of Living, Quality of Life and Well Being for All Aspiration 2. An integrated continent, politically united and based on the ideals of Pan Africanism and vision of Africa's Renaissance, Goal 8 United Africa (Federal or Confederate) |
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| Evaluation managers | Ms. Josephine Etima (AUC), Mr. Ricardo Furman Wolf (ILO), Mr. Sharif Faisal (IOM) |
| Key words: | Labour migration governance, migrant workers, social partners, skills, labour migration data, capacity building, tripartitism |

This evaluation has been conducted according to AU, ILO and IOM evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the AU, ILO and IOM Evaluation Offices



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Executive Summary

The project *Priority Implementation Actions of the AU-ILO-IOM-UNECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (2018-2021)* or JLMP Priority project is an important cooperation initiative for the implementation of the AU-ILO-IOM-UNECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP). The JLMP is a multi-stakeholder and multi-partner continental African initiative led by the African Union Commission (AUC) in collaboration with IOM and ILO and elaborated in cooperation with Africa's Regional Economic Communities (RECs). The JLMP relies on significant political support and was adopted by the African Heads of State and Governments during the 24th Ordinary Session of the African Union (AU) Assembly in January 2015.

Through the JLMP, the JLMP-Priority project contributes directly to the most significant strategic implementation framework guiding the action of the AUC, RECs, their Member States (MSs), particularly their Ministries of Labour and labour market institutions), ministries responsible for migration management, national statistical offices, diaspora organizations, employers' and workers' organizations and their partners in strengthening labour migration governance.

The JLMP Priority project is articulated in four Outcomes that enhance labour migration governance through gender-responsive policies and regulatory systems of the RECs and Member States (MS) supported by accurate, timely and disaggregated data. It creates consultation and coordination mechanisms and strengthens the AUC capacity to improve labour migration governance in Africa. The project started in July 2018 with a duration of 36 months, until 30 June 2021. Its budget totals USD 8,786,564.34 and is entirely funded by the Swedish International Development Agency (SIDA).

The evaluation

The evaluation captures lessons learnt and provides information on the nature, effectiveness, sustainability and potential impact of the JLMP-Priority Project. It assesses the extent to which the project has achieved or is likely to achieve its stated objectives, outcomes and outputs and identifies the supporting factors and constraints that have led to them.

Methodology

The evaluation has been conducted remotely due to the COVID-19 pandemic restrictions and relies mainly on qualitative tools. It combines the desk review of project documents and secondary qualitative and quantitative data with the information provided by the interviewees. This analysis covers the five OECD/DAC criteria and crosscutting issues and answers to the Evaluation questions set in the Terms of reference. The 29 participants to the survey included representatives of AUC, IOM, ILO (Implementing partners), ECOWAS, EAC, SADC, COMESA, UMA (RECs), Pan-African Parliament, Diaspora African Forum, OATUU, ITUC Africa, ARLAC, CRADAT, ATUMNET, Workers' and Employers' organizations, National Statistical Offices, SIDA, GIZ and SDC. A virtual stakeholder debriefing workshop was held at the end of the survey period to present the initial findings and discuss recommendations with the Project Team and Evaluation Management Committee.



Findings

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

Identification and design

The AUC, ILO, IOM, and UNECA, have jointly identified the JLMP Priority project to implement the initial phase of the AU Migration Policy Framework for Africa that promote an African cooperation approach to manage labour migration, based on consultations and studies made by ILO and IOM between 2013 and 2018. The project design differentiates between the *political* and *technical* aspects of the governance of labour migration and their complementarity through actions that tackle the gaps existing at the continental, regional and national levels. The project strengthens the capacity of the AUC and of the RECs (prioritizing EAC, ECOWAS and SADC) relevant services to: 1) assist the MSs in developing gender-responsive labour migration policies; 2) collect, utilize and disseminate labour migration statistics, including using administrative data; 3) ratify and domesticate international and regional international labour standards; 4) increase capacities on skills development, recognition and partnership; 5) strengthen the protection of migrant workers and their access to services and information throughout the migration cycle; 6) promote balanced and positive narratives on the contributions of migrant workers to development in countries of origin and destination; and 7) engage in inter-State and inter-regional cooperation on labour migration governance.

The project is managed according to the principles of Aid effectiveness which include mutual accountability. Agreements under the UN Pass through Fund management model provide additional guidelines.

Monitoring

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

Effectiveness

The JLMP-Priority has contributed to achieve six out of the eight *successes* recognised in the JLMP Strategic Framework 2020 –2030. It has released the 2nd Report on Labour migration statistics in Africa and contributed to the development and approval of the JLMP Strategic Framework and JLMP M&E Plan (2020-2030). At the same time, the project has produced the JLMP Training and Capacity Building Strategy, a Communication Strategy, and three strategic policy briefs analyzing the impact of COVID-19 to African migrant workers, including those in the health sector and informal economy. Several work tools – guidelines as well as political engagement to promote intra and inter-regional cooperation on labour migration - have been agreed at the continental level, although not yet implemented as they have to be adapted to the individual MS laws, a long-term process. Capacities and skills have been strengthened through consultations, awareness raising and capacity



development events, notably the workshops of Employers' and the Workers' organizations and Statistical officers held in 2019.

The establishing of the LMAC, the coordination with the Global Forum for Migration Development (GFMD) and with Abu Dhabi Dialogue, and the Ambassadors' meetings are contributing to the emergence of a joint vision on how to assist migrant workers. The LMAC is actively organising labour migration advocacy events and dialogue with the main countries of destination of African migrant workers. It has also published three policy briefs on COVID-19 and African Migrant Workers and a strong statement calling for comprehensive policy responses to protect migrant workers' rights.

Efficiency

The extensive membership of the JLMP Programme Steering Committee (PSC) facilitates the discussion on the objectives and challenges of the project by its most direct partners. Its broad constituency however may hamper the taking of prompt decisions to orientate the project strategy and its implementation when facing new challenges as the COVID-19 pandemic.

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

Impact

The enhancement of labour migration governance has progressed in key areas.

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

Sustainability

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



is its coordination with the other three JLMP projects that operationalise the objectives of the JLMP Strategic Framework. The progress made in building the mechanisms to fund the labour migration governance is still in its initial phases, because of insufficient elaboration of its business model / budgetisation approach and slow growing engagement of regional and national stakeholders.

Communication

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

Coherence and complementarity

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

Recommendations

| <i>Recommendation</i> | <i>Address ed to</i> | <i>Priority</i> | <i>Resource implication</i> | <i>Timeframe</i> |
|--|----------------------|-----------------|-----------------------------|---|
| 1. Elaborate the detailed <i>business model</i> of labour migration governance by defining its <i>political and technical aspects</i> and their respective cost-recovery mechanisms. Design activities to strengthen the AUC, RECs and MS capacities of budgeting the labour migration governance processes. | AUC, IOM, ILO | High | Medium <i>Expertise</i> | Short-term, before the end of the project |
| 2. Elaborate the Priority project Exit strategy that should include a (remote) workshop (a) to present, discussing and systematize the results of the project to be used in communication actions | Project support unit | High | Low <i>Meetings</i> | Short-term, before the end of the project |



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| and (b) to elaborate policy briefs for decision makers on the key topics of labour migration governance. | | | | |
| 3. Propose to the donor a 3-6 months no-cost extension of the project to complete activities that have been delayed by the COVID-19 pandemic restrictions and to prepare for a new phase. | AUC, IOM, ILO | High | Low Meetings | Short-term, before the end of the project |
| 4. Collaborate with African law institutes and fora in the discussion and design of the revision of the legal framework conducting to the adoption of the provisions of International Labour Standards, e.g. in the field of human rights and social protection and recognition of skills of migrant workers. | AUC, IOM, ILO | Medium | Medium Meetings, expertise | Medium-term, at the beginning of a potential next phase |
| 5. Elaborate a JLMP Strategic Framework marketing plan and link it to the activities of the JLMP Communication strategy to promote such document. Ensure that the project results at output and outcome level are used in elaborating the content of the communication activities. | AUC, RECs | Medium | Medium Expertise | Medium-term, at the beginning of potential next phase |

Lessons learnt

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

Emerging good practices

- 1. Project cascade approach.** The execution of the Priority project in the framework of the AU Migration Policy Framework for Africa and Plan of action 2018 – 2030 has enabled its collaboration with AUC Departments and divisions such as economic and political affairs, gender and diaspora, RECs and MSs and coordination with other initiatives in the same sector¹. Still the success of the

¹ The project approach to the engagement of labour migration stakeholders includes:

- (a) incremental approach by focusing most activities on 3 RECs. This has allowed targeted intervention with RECs which are more advanced on labour migration.
- (b) activities on migration statistics, LMAC and some capacity building initiatives involve all RECs.
- (c) due to insufficient funding, a pilot approach in selecting MSs and RECs that participate to capacity building and research initiatives
- (d) engagement of existing/relevant government institutions and AU organs e.g. ARLAC, PAP, STATAFRIC, etc., rather than private entities; even though this is more cumbersome and slower, there are higher chances of sustainability



cascade approach depends on long-term frameworks that horizontally integrates the stakeholders' participation across the sector - along a shared vision and recognized leadership – and vertically mainstreams their contributions to achieve targeted results at the field level.

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

(e) building of consensus with all concerned stakeholders before implementation of activities, facilitated with the use of technology and strategic documents e.g. capacity building strategy, M&E strategy, etc.

(f) leveraging existing relationships of the implementing partners to drive the project execution

(g) coordination with some GIZ-led actions, as preparation of M&E, capacity building strategies and roll out, in project implementation



Acronyms

| | |
|----------|--|
| ARLAC | African Regional Labour Administration Centre |
| ATUMNET | African Trade Union Migration Network |
| AU | African Union |
| AUC | African Union Commission |
| CEN-SAD | Community of Sahel-Saharan States |
| COMESA | Common Market for Eastern and Southern Africa |
| CRADAT | Centre Régional Africain de d'Administration du Travail |
| ECCAS | Economic Community of Central African States |
| ECOWAS | Economic Community for West African States |
| e-LMA | E-Academy on Labour Migration |
| FMM | Free Movement and Migration |
| GCC | Gulf Cooperation Council |
| GCM | Global Compact for Safe, Orderly and Regular Migration |
| GCM | Global Compact on Safe, Orderly and Regular Migration |
| IGAD | Inter-Governmental Authority on Development |
| ILO | International Labour Organization |
| IOM | International Organization for Migration |
| JLMP | Joint Programme on Labour Migration Governance for Development and Integration in Africa |
| ITUC | International Trade Union Confederation |
| LMAC | Labour Migration Advisory Committee |
| M&E | Monitoring and Evaluation |
| MS | Member State |
| MTE | Mid-Term Evaluation |
| NGO | Non-Governmental Organization |
| OECD/DAC | Organization for Economic Cooperation and Development / Development Assistance Committee |
| OATUU | Organization of African Trade Union Unity |
| PSC | Programme Steering Committee |
| PSU | Project Support Unit |
| REC | Regional Economic Community |
| SADC | Southern Africa Development Community |



| | |
|-------|--|
| SAMM | Southern Africa Migration Management Programme |
| SDG | Sustainable Development Goals |
| SIDA | Swedish International Development Cooperation Agency |
| SWOT | Strengths – Weaknesses – Opportunities – Threats |
| ToC | Theory of Change |
| ToRs | Terms of Reference |
| UMA | Union Arabe du Maghreb |
| UN | United Nations |
| UNECA | United Nations Economic Commission for Africa |
| USD | American Dollars |



1. Introduction

1.1 Background to the evaluation

The *Priority Implementation Actions of the AU-ILO-IOM-UNECA Joint Programme on Labour Migration Governance for Development and Integration in Africa* or JLMP Priority project (2018-2021) is the most important of the four cooperation initiatives that implement the AU-ILO-IOM-UNECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP).

The JLMP is a continental African initiative led by the African Union Commission and developed in cooperation with Africa's Regional Economic Communities (RECs). The JLMP counts with significant political support and was adopted by the African Heads of State and Governments during the 24th Ordinary Session of the AU Assembly in January 2015.

The Priority project has a duration of 36 months. The Swedish International Development Cooperation Agency (SIDA) funds the project with a grant of 79,000,000 Swedish Krona or USD 8,786,564.34. The African Union (AU), International Organization for Migration (IOM), international Labour Organization (ILO) and United Nations Economic Commission for Africa (UNECA) jointly have been implementing the project in liaison with national, regional and international actors.

The AUC, IOM and ILO have commissioned the present independent mid-term evaluation of JLMP Priority project. It covers the project implementation from its start (July 2018) to December 2020. It assesses all the outputs and outcomes that have been achieved since the start of the project. Due to the restrictions to travel imposed by the response to the COVID-19 pandemic, the consultant has remotely interviewed the key informants.

This report is made of the following sections:

Executive summary

1. Introduction

2. Evaluation methods, materials and limitations

3. Findings

4. Conclusions

5. Recommendation

6. Lessons learnt

7. Good emerging practices

8. Annexes



1.2 Context, purpose and clients of the evaluation

1.2.1 The JLMP and the JLMP Priority project

The Joint Labour Migration Programme

The JLMP comprehensive design promotes progress in Africa's intra- and inter-regional labour migration and mobility as well as in the protection and promotion of African migrant workers' human and labour rights. This programme strengthens the effective governance² and management of labour migration and mobility in Africa, under the rule of law, through the consultation and the collaboration of institutions, employers' and worker' associations, business, social partners, international organizations, Non-Governmental Organizations (NGOs) and Civil Society Organizations³.

The JLMP implements the labour migration provisions of the 5th Key Priority Area of the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development of the AU, AU Agenda 2063⁴, AU Migration Policy Framework for Africa and its Plan of Action (2018 -2030)⁵ as well as the international commitments of the AU Member states (MS) such as the Sustainable Development Goals (SDGs 8 and 10), the Global Compact for safe, orderly and regular Migration and regional policy documents on international or labour migration. Annex 2 presents the key elements of the JLMP.

The JLMP Priority project

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

The Outcomes of the JLMP Priority project are closely drawn from the JLMP:

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

² As Governance, Business model and Budgetisation or business process are key elements for analysing the project strategy, we present a short definition of such items (source: Cambridge dictionary):

- *Governance* is the way that organizations or countries are managed at the highest level, and the systems for doing this.

- *Business model* is a description of the different parts of a business or organization showing how they will work together successfully to make money.

- *Budgetisation or budget funding and processing* is the allocation and control of the financial resources necessary to perform an activity.

³ NGO are organizations that are independent of government involvement and often active in humanitarian and social fields while CSO are organizations made of people that operate in their community independently from government and business.

⁴ *Aspiration 1*. A prosperous Africa based on inclusive growth and sustainable development; and *Aspiration 2*. An integrated continent, politically united and based on the ideals of Pan Africanism and vision of Africa's Renaissance

⁵ Its contents reflect those of the IOM 2015 Migration Governance Framework that sets out a vision for comprehensive migration governance which benefits migration and society and the ILO Fundamental and other Conventions for the protection of migrant workers along with the international labour standards.



- Outcome 2: *Improved policy and regulatory systems* on labour migration at Member State and REC levels, considering its gender dimension and the relevant international human rights and labour standards.
- Outcome 3: *Multi-stakeholder policy consultation and practical coordination* on labour migration and mobility to provide advisory support to MSs', AU Organs' and RECs' decision makers; and
- Outcome 4: *AUC strengthened capacity* provides for continental and regional operational leadership in labour migration management including spearheading/steering the implementation of the JLMP Priority Project at all levels.

The JLMP Priority projects agreement between the Swedish International Development Agency (SIDA) and the Implementing partners was signed in July 2018 with a duration of 36 months. The project activities have started with the establishment of the Project Support Unit (PSU)⁶, about one year after the signature of the project agreement. Six Labour Migration Advisory Committee (LMAC) missions were facilitated through IOM support, one Steering Committee meeting, and a JLMP Programme Steering Committee (PSC) meeting were held prior the PSU establishment along with the elaboration of the development of the communication strategy and the Capacity building strategies.

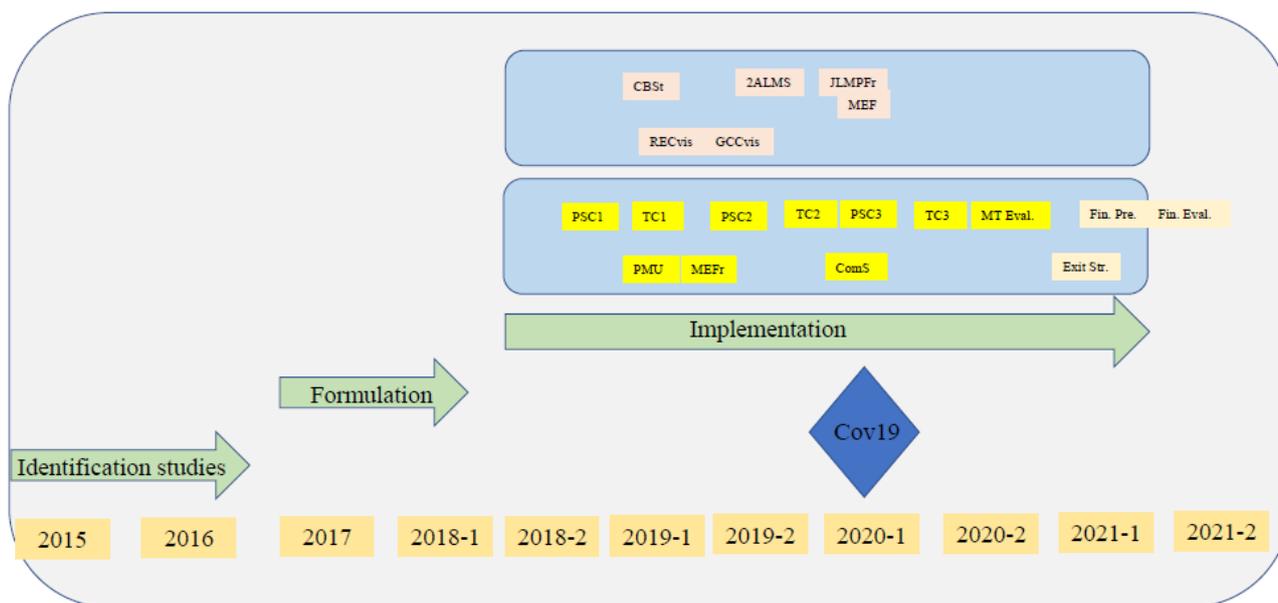
The Priority project is fully funded by SIDA that also supports the strengthening of the migration statistics of ECOWAS, IGAD, EAC and SADC⁷. SIDA committed 79,000,000 Swedish Krona or USD 8,786,564.34 to fund the kick-off and implementation of this action through the IOM and ILO that are already active in assisting African countries in managing transboundary flows of people and improving labour migration policies⁸.

⁶ The project staff based at the AUC Headquarters.

⁷ The project “*Capacity Development in Statistics: An institutional cooperation programme between Statistics Sweden, the African Union, and four RECs in Africa on migration and labour statistics*” (2019-2021), funded by SIDA, aims to improve the availability of regular up-to-date migration statistics of good quality, for use in developing policies to adequately address the effects of migration on women and men in Africa.

⁸ The AU-ILO project “*Extending social security access and portability to migrant workers and their families through selected RECs in Africa*” (2018-2020), funded by the European Union (EU), aims to strengthen the capacities of RECs (ECOWAS, EAC and SADC) as well as the AUC to drive the implementation of regional social security frameworks for the extension of social protection to migrant workers and their families.

Diagram 1. Project timeline



1.2.2 The Priority project reconstructed Theory of change

The evaluator has developed the project *Theory of Change* (ToC based on documents reviewed and interviews that serves as the conceptual framework for the analysis of the project strategy. The ToC identifies the sequence of conditions and factors deemed necessary for projected outcomes to yield impact (including context conditioning and actor capacities) and assesses the current status of and future prospects for achievements. Annex 4 illustrates in detail the project ToC developed by the evaluator that is summarised here below.

Strategy

The JLMP Priority Project contributes to improving continent-wide labour migration governance to achieve safe, orderly and regular migration in Africa. Its strategy recognizes the different roles of each African institution in the management of labour migration, envisions promoting a whole-of-government and whole-of-society approach to effective labour migration governance. The AUC, ILO and IOM, particularly though the evaluated project, and the RECs, in collaboration with partner agencies, foster the harmonization of the MS actions through regional and continental consultation, coordination, collaboration in partnership with the employers' and workers' organizations diaspora associations and CSOs.

The AUC facilitates exchange of information and discussions on labour migration, mainly through the LMAC, and provides guidance to African institutions related to this subject. The RECs develop, align and harmonize their policies and regulatory frameworks and the delivery of joint services and the MSs develop and implement initiatives to manage labour migration. IOM and ILO avail technical and institutional expertise and operational presence at MS and REC levels to achieve the project objectives. The project outcomes address a broad set of factors and actions that create the capacities and coordinate the action of the AUC, RECs and MSs, employers', and workers'



organizations to facilitate, to regulate and to share information on labor migration, thus establishing and implementing labour migration governance across Africa. They include the elaboration of sector strategies, the building of the capacities of the AUC and RECs in labour migration, the development of a continental strategy on migration statistics, the establishment of the African tripartite approach and undertaking of joint actions at the continental, regional and national levels.

External factors

External conditions that influence the success of labour migration governance range from demography and education and socio-economic status of migrant workers, as well as the processes of national and regional integration. The labour market institutions – as the AUC, RECs, MSs Departments of Social Affairs, migration authorities, vocational education centres - play a key role in establishing consultative and coordination mechanisms to address the needs of migrant workers.

The stakeholders dialogue make possible to align the actions supporting the migrant workers' in the broader sustainable development goals, particularly SDGs 8 and 10. This process allows the integration of the migrant workers and their families in the development processes of origin, transit and destination countries and enhances their livelihood and welfare.

In fact, the interaction of migrant workers with the other actors of development– boosts the integration of migrant workers in the host communities' dynamics producing mutual benefits and contributes to the sustainable development of Africa.

Labour migration governance

The buildup of capacities to plan and coordinate the labour migration policies implementation has been designed by distinguishing the *political* and the *operational or technical aspects* of labour migration governance. This implies the elaboration and adoption of a business model conducive to the budgetisation of the labour migration governance activities. Building the stakeholders' capacities in this field is essential to ensure that the labour migration governance effectively canalizes the stakeholders' expectations and contributions to improve migrant workers' conditions. Annex 5 presents a business model that clarifies the relations between the political and technical aspects of labour migration governance.

1.2.3 Evaluation purpose

The evaluation captures lessons learnt and provides information on the effectiveness, sustainability and potential impact of the JLMP-Priority Project. It assesses the extent to which the project has achieved or is likely to achieve its stated objectives, outcomes and outputs and identifies the supporting factors and constraints that have led to them.

Specifically, the main objective of the evaluation is to effectively capture lessons learnt and provide information on the nature, effectiveness, sustainability and potential impact of the JLMP Priority Project. Furthermore, the evaluation process will serve the accountability role to key stakeholders in their various capacities.



The specific objectives of the evaluation are:

- Assess the extent to which the project has achieved or is likely to achieve its stated objectives (outcome and impact levels) and outputs while identifying the supporting factors and constraints that have led to them.
- Identify unexpected positive and negative results of the project.
- Assess the effectiveness of the implementation strategy (i.e. implementation modalities, issues of coordination and partnership arrangements, and synergy between the project as well as other initiatives/programmes)
- Assess the management and financial efficiency of the project
- Assess the extent to which the project outcomes will be sustainable and contribute towards the objectives of the JLMP.
- Establish the relevance of the project design and implementation strategy in relation to continental, regional, national development frameworks (i.e., SDGs, GCM, the MPFA, AU-FMP, AfCFTA, UNDAFs etc.), including assumptions behind it.
- Identify lessons learned and potential good practices that can be applied further.
- Provide recommendations to project stakeholders for improvements and learning and support further development of the project outcomes.

Cross-cutting issues of gender, non-discrimination and human rights, social dialogue, and international labour standards will be addressed throughout all the objectives as relevant.

The expert follows the UN Evaluation Group guidelines for evaluation by keeping strict confidentiality on the data collected (documents and interviews) and reporting to the Evaluation Management Committee only.

1.3 Evaluation scope

The mid-term evaluation originally covered 19 months of the project implementation (July 2018 - March 2020). It was decided to extend the scope to until December 2020 to capture project adaptation strategy to the COVID-19.

The evaluation follows the OECD/DAC framework and principles for evaluation. It assesses the relevance, performance and success of the activities implemented so far and analyses the progress made towards the achievement of the project's objective.

The Evaluation has a strong focus on what worked, what did not work, and why, based on evidence. It collates and analyses challenges faced, lessons learnt, and good practices obtained during implementation period, which will inform the implementation of the remaining activities until the end of the project life.

This Evaluation integrates human rights, gender equality and no-discrimination, social dialogue and international labour standards as crosscutting concerns throughout its deliverables and process and produces conclusions and recommendations to improve the JLMP Priority project execution as well



as lessons learnt and good practices for future interventions, including the next phases of the implementation of the JLMP.

1.4 Key stakeholders

The findings and recommendations of the evaluations are expected to inform the AU, ILO, IOM policymakers and managers in relevant RECs' and AU MSs' labour administrations in charge of the formulation and implementation of labour migration policies and programmes and strategies (Ministries of labour, and employers' and workers' organizations), migration authorities, relevant Ministries, diaspora associations, migrants' and women organizations, associations, and academia. Moreover, it is going to inform strategies of implementing partners, the donor and other interest development partners, where the project and similar programming is concerned.

2. Evaluation methods and materials, and limitations

2.1 Evaluation methods and materials

The consultant analysed the project documents, identified the project stakeholders and elaborated its ToC that provides the conceptual framework that unifies the analysis of the project and puts in perspective its activities contribution to the overall or development goal. Then, the evaluator identified the key informants with the collaboration of the AUC-PSU, IOM and ILO and planned the remote interviews.

The interviews were conducted with the guide of a questionnaire (see Annex 6) aligned to the evaluation matrix (see Annex 7) i.e., the Interview questions and indicators. Following the submission of the Inception report, the consultant conducted the remote survey from November 17 to December 4, 2020, plus an interview on March 16, 2021 including 22 interviews of 33 key informants, and written answers by 3 more.

The interviewees include:

- 16 representatives of continental, regional and national partners and beneficiaries
- 5 representatives of development agencies
- 12 representatives of the Implementing partners

Annex 8 presents the contacts of the key informants interviewed.

The consultant systematized the answers to the questionnaire and used them to triangulate and validate the project documents information and values of the Logical framework indicators. The preliminary findings of the survey were presented at a virtual workshop with the Project Team and Evaluation Management Committee through a PowerPoint presentation on December 10th, 2020. Feedback received during the workshop has been incorporated in the report.



The analysis of the project covers the five OECD/DAC criteria (relevance, efficiency, effectiveness, impact, sustainability) and crosscutting issues (gender, non-discrimination and human rights, social dialogue, tripartism, and international labour standards). The Strengths – Weaknesses – Opportunity – Threats (SWOT) analysis presented in the Effectiveness section summarises the achievements of the project by Outcome.

The Annex 9 presents the timeline of the Mid-term Evaluation.

2.2 Limitations of the Evaluation

Due to delay in the contracting process and the approval of the inception report, that the data collection phase took place from mid-November to the beginning of December 2020.

The COVID-19 pandemic also resulted in the delayed implementation of project activities; however, this situation doesn't challenge the value of the information contained in the project documents. Those gathered during the inception phase present the context, institutional framework, collaborations and activities performed by the Priority Project until May 29th, 2020, the date of the submission of the second Interim report to SIDA. Some documents were collected during the survey (17 November - 4 December 2020) and other during the revision of the Evaluation report, thus extending the scope of the evaluation until December 2020 to analyze the extent to which the project implementation strategy adapted to the COVID-19 pandemic.

Due to the COVID-19 restrictions on international travel and meetings, the survey has been carried out through tele-conferencing. The informants' answers made possible to cross-check the data of the project documents. The lack of direct visits to the project sites limited the collection of the field results produced by the RECs, MSs and other stakeholders. However, some interviewees noted that the achievements to date are the direct ones of the project activities and that they have not produced other documents or put in place new procedures. Thus, the recourse to remote interviews main impact is the limited appreciation of the role played by the institutional environment in orientating the beneficiaries' response. The consultant's acquaintance with the AUC, REC, some MSs public services and with most African countries, mitigates without fully removing such weakness. In fact, only personal meetings make possible a full appreciation of people's commitment to their job and of their work relations.

The Annex 10 presents the documents used in this analysis.

2.3 Evaluation questions

The Evaluation questions that guide the analysis of the findings (see the ToRs) are:

Relevance and strategic fit

The evaluation addresses the questions below, included in the ToR and that have been used to elaborate the Evaluation matrix.

To what extent have the project results so far contributed to the identified challenges that the project aimed to address?

Is the project responding to the needs of the intermediate and final beneficiaries?



Was the strategy adopted and inputs identified, realistic, appropriate and adequate for achievement of the results?

What is the usefulness of the project results framework (M&E) Framework for learning and accountability among project implementers and stakeholders?

Does the project continue to be relevant to the AU MSs, RECs and relevant partners' priorities in governance?

Is the project relevant to the related AU, RECs, MSs' strategies, policies and plans, as well as to the implementing agencies' strategic frameworks?

How well has the project complemented and fit with other ongoing other organizations' programmes and projects in the by implementing agencies, partners and beneficiaries?

Has the project addressed the specific needs of women, youths, and other groups among migrants?

Validity of the design

Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?

Was the project design realistic?

Did the project design include an integrated and appropriate strategy for sustainability, including an exit strategy?

Was the implementation approach valid and realistic?

Has the project addressed gender, non-discrimination and human rights issues in the project document?

Efficiency

Are the processes of achieving outputs efficient? Specifically did the actual or expected outputs justify the inputs (financial, human, time)? Were the resources effectively utilised?

What factors are contributing to implementation efficiency?

Do project activities overlap and duplicate other similar interventions (funded at REC, MS and /or by other donors)? Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs? Could a different approach have produced better results?

To what extent has AUC-ILO-IOM-ECA coordination contributed to the achievement of the results?

How efficient are the management and accountability structures of the project?

Has the project created good relationship and cooperation with relevant continental, regional and national government authorities, social partners and other relevant stakeholders, including the implementation partners, to achieve the project results?

Has the project received adequate administrative, technical and - if needed - policy support from the implementing organizations/institutions (AU, ECA, ILO and IOM)?

How did the project's financial management processes and procedures affect its implementation?

What are the strengths, weaknesses, opportunities and threats of the project implementation process?

Effectiveness

To what extent has the project achieved its objectives in terms of stated targets?

Has this been done through the planned outputs or new ones have been included, why and how effective have been?

Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?

Is there a suitable M&E framework to monitor and support the implementation of the targeted results?

Are the strategies and tools used in project implementation contributing positively to the project outcomes?

Which have been the main contributing and challenging factors towards the project's success in attaining its targets?

What, if any, unintended results of the project have been identified or perceived?

Has the project mainstreamed gender, non-discrimination and human rights approaches in the project strategies and outcomes?

Impact orientation, sustainability

What is the likelihood of sustainability of outcomes?

Is the capacities' strengthening at the individual and organizational level oriented to significant changes at impact level?

Identify and discuss gaps in the sustainability strategy. How can the stakeholders address these gaps?

What are the key factors that will require attention to improve the prospects of sustainability of the project outcomes and the potential for replication and scale-up of the approach?



COVID19

Is the relevance of the objectives and strategy of the project continuing to be relevant in the context of the COVID-19 current and forthcoming context (the “new normal”)?

Which are the implications of the COVID-19 situation and the national and global responses to it?

Which is the effectiveness and progress towards impact in terms of project achievement and contribution to broader objectives (continental and global)?

Which is the effectiveness and efficiency of the project in terms of ability to deliver the project outputs and implementation challenges?

To what extent has the project adapted its approach to responding to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project?

Is any adaption coherent with AU, ILO and UN system adaptations in the targeted countries and RECs?

Have relevant guidance from AU, ILO and IOM been used appropriately by the project? Have relevant strengths, capacity and effectiveness of the project been adequately used in the adaptation?

How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response? Are changes to exit strategy necessary?

The Evaluation matrix has been elaborated on the basis of the Evaluation questions, linking findings, indicators and sources of information.

3. Findings

3.1 Relevance and design

Identification

ILO conducted a consultation with RECs, AU, African social partners and international organizations and number of diagnostic studies on labour migration international standards from 2013 to 2018 identifying the common problems faced by the AU, RECs and their international and local counterparts in addressing labour migration issues and governance in Africa⁹. Following this exercise, the AUC formulated - in collaboration with IOM, ILO and UNECA (that has largely been absent from the project implementation) - the *Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP)* and more recently the *JLMP Strategic Framework 2020-2030*¹⁰.

Policy framework

The JLMP implements the 2006 *AU Migration Policy Framework* comprehensive approach to labour migration and its 2018 Revised version and *Action Plan (2018-2030)*¹¹. In fact, it strengthens effective governance of labour migration in Africa and promotes decent work for regional integration and inclusive development. The Priority project contributes to the JLMP as was designed in 2018. It is the central piece of the four projects¹² that implement the first (*rebuilding and*

⁹ Cfr. the sections 3.6 and 4. of the JLMP Priority project document.

¹⁰ SDC has funded the formulation of the 2020-2030 Strategic Framework.

¹¹ Labour migration and education is a Pillar of the revised Migration policy framework for Africa and Plan of action 2018 – 2030 that emphasises the incorporation of labour standards in migration policies and legislation.

¹² These projects are:



strengthening the governance and management structures) of the three phases of the AU-ILO-IOM-UNECA JLMP Strategic Framework 2020-2030.

The Priority project contributes to the implementation of the labour migration components of the 3-Year *Plan of Action of the Global Compact on Safe, Orderly and Regular Migration (GCM) in Africa (2020-2022)*, *Africa's Agenda 2063* and the *African Union's Revised Migration Policy Framework's Plan of Action (2018-2030)*. Furthermore, the JLMP-Priority contributes to carry forward the labour migration elements of the *AU Employment Creation, Poverty Eradication and Inclusive Development Plan of Action*. In addition, it has contributed to the implementation of the labour migration and labour mobility provisions of the *AU Free Movement of Persons Protocol* adopted in 2018.

The JLMP Priority project implements the labour migration Thematic area / Activities of the Plan of Action (2018-2030) of the Migration Policy Framework for Africa, item 5, that establishes the labour migration governance¹³ and promotes the harmonization of labour migration policies and regional joint actions¹⁴. The execution of the extensive scope of this apical document is undertaken through a cascade approach (Plan of Action - JLMP - Priority project) that ensures the coherence of the project activities within this policy.

This action strengthens the AUC and RECs capacities, knowledge and tools for the establishment of regular, transparent, comprehensive and gender responsive labour migration policies, legislations and actions at the African, regional and local levels. Its interventions constitute a coherent set of focused activities that match the priorities set in the *Section III. The way forward* of the Migration Policy Framework for Africa. They converge in putting in place the AU policies that make labour migration positively contribute to the African sustainable development and progress toward political unity. The performance of these activities is expected to strengthen the AUC leadership in labour migration governance by raising the capacities of the African institutions and fostering joint actions without interfering with their autonomy in adapting labour migration policies to their contexts and objectives.

Design

The project promotes labour migration coordination in areas critical for fostering safe, orderly and regular migration as well as improving the free movement of workers as a means of advancing regional integration and development. The project strategy identifies a broad set of topics relevant to the establishment of labour migration governance in Africa. They range from policy formulation

1. *Priority implementation actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa or JLMP-Priority (2018-2021)* launched with SIDA's financial support (US\$8.7 million) and technical support of the ILO, IOM and ECA.

2. *Extending access to social protection and portability of benefits to migrant workers and their families in selected RECs in Africa" (2017 – 2020)* developed and implemented by the ILO in collaboration with the AUC. The project was funded by the EU/ ICMPD at a cost of approximately US\$2.5 million.

3. *Capacity Development in Statistics Project (2019-2021)* is an institutional cooperation programme between Statistics Sweden, the African Union, and four regional economic communities in Africa on migration and labour statistics. The project, which has a budget of approximately US\$ 6 million, seeks to improve the availability of regular up-to-date migration statistics.

4. *Support to the African Union on migration and displacement Project (2018-2020)* seeks to assist the AU to effectively fulfil its mandate in the field of migration, mobility and displacement. This institutional strengthening project is funded by German Federal Ministry for Economic Cooperation and Development, through the GIZ.

¹³ See Pillar 1: Migration governance.

¹⁴ See Pillar 2. Labour migration and education: ii. Regional co-operation and harmonisation of labour migration policies.



to information management, from consultation and coordination to planning, awareness raising and advocacy, from performance of studies to organization of capacity building events and production of related tools.

The focus on labour and employment issues is the main reason why employers' and workers' organizations along governments – i.e., the tripartite coordination - are such important partners in implementing the JLMP overarching programme along with the AU, RECs and MSs in addition to this group.

The launching of the LMAC coordination mechanism at the continental level has made possible the consultation of key actors of labour migration that have provided advice on the design and planning of the objectives of the project activities¹⁵. The representatives of the employers' and workers' organizations were especially appreciative of the role played by the LMAC in representing their viewpoint and exigencies to AUC and thus in orientating the project activities.

This sector-wide initiative strengthens the political and legal, knowledge and skills, operational and technical components of labour migration at the continental, regional and national levels (see Annex 10. Stakeholders' analysis). The extremely diversified conditions of the MSs require an extensive targeting and customization of each component of the sector governance, with direct implications on the mobilization of their political and operational capacities.

The areas of intervention of the project concerns the labour migration governance and pilot initiatives reaching the RECs and MSs in areas critical for the establishing of joint African actions, in line with the project objective. This approach is realistic but faces the challenges that the policy makers of the African institutions expect that the project produces swift results for migrant workers to engage in sector governance. As we see below, this challenge that will be central in the second phase of the JLMP implementation has broad implication also for the execution of the Priority project activities and success of the first phase.

Complementarity with other Labour migration initiatives in Africa

The Implementing partners have a strong commitment to labour migration issues: they work for the immediate relief to migrants in hardships, the setting of the conditions for the integration of migrants in the labour market and communities, and the improvement of their working conditions along promotion of international labour standards to protect and promote the rights of migrant workers. . The combined effects of their broader strategy through the project strengthen the sector wide approach promoted by the JLMP. Collaborations have been established with other projects contributing to the JLMP Strategic Framework such as the AU-ILO project *“Extending social security access and portability to migrant workers and their families through selected RECs in Africa”* (2018-2020), funded by the European Union (EU) the project has contributed to strengthen the capacities of RECs (ECOWAS, EAC and SADC) and the AUC in the implementation of regional social security

¹⁵ The LMAC operationalises the tripartite approach at the continental level through its representation of African institutions, socio-economic organizations and academia. The LMAC was established in 2015 and launched in 2018. Its membership comprises the representatives of AU-RECs, Pan African Parliament, ECOSOCC, African Commission on Human and People's Rights, African Committee of Experts on the rights of Welfare of the Children, OATUU, ITUC-Africa, Business Africa, ILO, IOM, ECA, Universities and Research Institutions, (2) African Diaspora Organizations and Women in Cross-Border Traders.



frameworks that extend social protection to migrant workers and their families. The project closely collaborates with the *Capacity Development in Statistics: An institutional cooperation programme between Statistics Sweden, the African Union, and four RECs in Africa on migration and labour statistics (2019-2021)* initiative, funded by SIDA within the JLMP Framework, that aims to improve the availability of regular up-to-date migration statistics of good quality, for use in developing policies to adequately address the effects of migration on women and men in Africa.

The project collaborates with the relevant AUC Departments, a task facilitated by the participation of their representatives to the JLMP PSC meetings, with IOM and ILO Country offices and other projects working on labour migration and in related thematic areas. The AUC has invested heavily on bringing to bear its divisions and units to support the JLMP implementation – Gender, economic affairs, STATAFRIC, AIR, political affairs, CIDO, HHS and its Technical Facility on Migration etc. In the spirit of One ILO, collaboration has been fostered with several ILO projects in Africa working on migration (such as the projects “Support to free movement of persons and migration in West Africa” and “Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regulated Labour Mobility”) and related thematic areas such as skills (“Youth Employability Programme Component 2: Skills Initiative for Africa SIFA”). Several JLMP activities have been organized in partnership with them (Skills Anticipation Training, Fair Recruitment course and Labour migration Statistics workshop). This helps to maximize results, avoids overlapping and adds value to JLMP activities.

Leveraging its technical expertise and operational physical presence at the AU, RECs and MS levels, IOM has synergized JLMP implementation with programmes such as: 1) the 2018 Nairobi Symposium on intra-African labour mobility where a roadmap was developed by the AU, RECs and MSs with a vision to foster intra-African labour mobility, including the implementation of JLMP and MPFA objectives; 2) the 2020 East and Horn of Africa (EHOA) Regional Ministerial Forum on Labour Migration at which Ministers responsible for labour and social affairs from 12 EHOA countries committed to strengthen cooperation on labour migration, and highlighted support for the implementation of the JLMP among their priorities; and 3) the development of the first-ever Africa Migration Report whose labour mobility Chapter was informed by achievements from the JLMP Priority project.

The benefits of the collaborative approach to labour migration of the JLMP have also raised the interest of GIZ and SDC¹⁶ that are contributing to the implementation of the first phase of the JLMP Strategic Framework. On the other side, the project strategy has collaboration with development banks that have stakes in the financial dimension of labour migration, notably in the statistical field (as African Development Bank that is strengthening the African states capacities in producing socio-economic statistics) and the management of remittances an issue that the AU coordinates through

¹⁶ See the JLMP Capacity Building Strategy (2019) formulated with the support of GIZ and the JLMP Strategic Framework (2020) developed with the support of SDC. The project is also collaborating with GIZ in the development of the EAC Labour Migration Policy.



the African Institute for Remittances¹⁷, is at the stage of consultation on the design of joint actions. JLMP Priority is also collaborating with GIZ in the development of the EAC Labour Migration Policy.

Changes in context

The main change in context since the project identification consist in the COVID-19 pandemic on African migrant workers. Its impact has changed the size and direction of labour migration as it is seen as a mobility-induced threat to local welfare¹⁸. Similarly, project partners supported the development and launch of the JLMP Strategic Framework. The Strategic Framework takes stock of the implementation of the JLMP and provides a readjusted approach taking into account recent developments such as the revised Migration Policy Framework for Africa, the Global compact on Safe, Orderly and Regular Migration and the Protocol to the Treaty Establishing the African Union on Free Movement, Right of Residence and Establishment.

3.2 Effectiveness of the project to achieve the expected results

The JLMP-Priority has contributed to achieve 6 out of the 8 *successes* recognised in the JLMP Strategic Framework 2020 –2030, notably:

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

¹⁷ The African Institute for Remittances (AIR) is a specialised technical office of the AU whose objective is to assist MS to leverage remittances for social and economic development, to improve the states' capacity for statistical reporting of remittance data, and to promote reforms aimed at reducing remittance transfer costs. It is an initiative of the AUC and its MS, together with the World Bank, European Commission, IOM and the African Development Bank.

¹⁸ Occupational, Health and Safety concern both the pandemic impact on the migrants' wellbeing and mobility but also the growth in the brain drain of health workers from Africa. Cfr. The Mobility and migration of African Health Workers Post COVID-19 policy brief (2020): As of March 2020, all regular migration pathways had come to a halt ... Indeed, higher-income countries are already moving towards more lenient visa and immigration requirements for health workers (page 4)



Annex 13 presents the table of the project indicators with their values at the end of 2020¹⁹. The main achievements of the project are listed and analyzed here below.

Outcome 1. Enhanced effectiveness and transparency of operations of labour migration stakeholders

- JLMP Training and capacity building strategy elaborated along with the training offers and curricula
- 2nd Report on Labour Migration Statistics in Africa (2008 to 2017) and 8 profiles for RECs elaborated and disseminated through an online launch event and translation in French.
- First continental Trade union representatives' capacity-building on labour migration governance in Africa was organised in Nairobi (October 2019).
- First continental-wide Employers representatives' capacity-building on labour migration (Pretoria, November 2019).
- Study on Programs and Qualifications for Skills Recognition and Development in the Leather Sector in Africa by ALLPI under way
- Online Training on Skills Matching, in partnership with ILO SIFA project and ITC-ILO (45 participants sponsored by the Project, July 2020),
- Workshop on international labour migration statistics in Africa in Tunis (November 2019): 121 participants from 41 MSs, each represented by two National Statistical Officers, and 3 RECs (UMA, CEN-SAD, IGAD)
- Capacity building workshop on the collection of new types of data including leveraging of administrative data: 21 staff from ECCAS MSs
- Two guides on Labour Migration Governance, one for employers and the other for workers underway

The progress made in achieving this outcome is still limited but growing since the last semester of 2020, due to the adoption of remote work modalities that has accelerated delayed activities. The operations of labour migration stakeholders present gaps due to the insufficient engagement of policy makers at all the levels of the labour migration governance. The main progress recorded concerns the strengthening of the continental information management system on labour migration. The National statistical offices that make up the African Statistical System have agreed on labour migration indicators, reporting procedures and quality control to ensure completeness, consistency and coherence of the statistics. Meetings to discuss methodological problems have been held to enhance the reliability of these statistics. In partnership with AU Statistic Division the *Second Edition of the Report on Labour Migration Statistics in Africa* was finalised in April 2020 – including its French translation - and launched virtually in October 2020 due to the Covid pandemic. Additionally, despite not being part of the JLMP Priority project workplan, the team is also contributing to the first draft of the Third Report prepared in December 2020, and to the organization of the launch in August 2021. A budget revision was carried out to allow the ILO

¹⁹ JLMP Interim Report to SIDA (29 May 2020): Annex XVII JLMP Priority Log frame – progress achieved in line with indicators



contribution to the Third Edition of the Report. These achievements establish a reliable knowledge basis on labour migration to supports the decisions of the sector governance.

| Table 1. SWOT analysis of Outcome 1 | |
|-------------------------------------|---|
| <i>Strengths</i> | <ul style="list-style-type: none"> - The project strategy includes focused interventions leveraging existing skills of the Implementing partners - The strengthening of knowledge and skills is a cross-cutting contribution supporting African labour migration governance and decision making - The knowledge developed is disseminated through the AUC and IOM websites, LMAC network and participants to project events across the continent |
| <i>Weaknesses</i> | <ul style="list-style-type: none"> - The complex process to build the agreement with the partners and beneficiaries on the content and methodology of these actions delay the performance of the activities - The Capacity building and training programme does not establish criteria ensuring the follow-up of the trainees in implementing their new knowledge and skills - The dissemination of results and communication is still insufficient to the needs of the MSs and their partners |
| <i>Opportunities</i> | <ul style="list-style-type: none"> - The Development banks role in the production of statistics on economic activities - The academia and education centers role in the elaboration and dissemination of knowledge and skills on labour migration |
| <i>Threats</i> | <ul style="list-style-type: none"> - The gaps in MS resources is an hurdle to the use of the knowledge developed |

Outcome 2. Improved policy and regulatory systems on labour migration at MSs and RECs level

- High-level political engagement led by the AUC, ECOWAS, COMESA to the Abu Dhabi Dialogue Ministerial meeting (2019) to promote inter-regional cooperation on labour migration
- EAC e-immigration policy in support of the implementation of Art. 104 of EAC Treaty and Art. 7 of the EAC Common Market Protocol validated
- Guidelines or Strategies to domesticate the labour migration-mobility related provisions of the AU Free Movement Protocol into regional and national legal and regulatory systems
- Draft guidelines for the development of a model Bilateral Labour Migration Agreement for MS usage under way
- Technical assistance to Lesotho that has committed to finalize its migration and development policy in line with regional and international frameworks and best practices
- EAC supported to finalize its regional labour migration policy framework.



- Training on International Labour Standards as part of the Labour Migration Academy with Module on ‘Promoting the ratification of international standards protecting migrant workers and supporting their integration in national and regional legal frameworks and policies’, attended by tripartite partners (50 participants from tripartite constituents sponsored by the Project, November-December 2020) ITC-ILO (November/December 2020)
- Training on labour migration management and protection of migrant workers of 55 Labour Attaches from 20 MSs.

The main achievement of Outcome 2 is the building of consensus through direct consultation of RECs and MSs on the undertaking of joint actions that implement the policy decisions of labour migration governance. The LMAC has contributed significantly to strengthened linkages between AUC, RECs and Member States (including social partners).

Table 2. SWOT analysis of Outcome 2

| Table 2. SWOT analysis of Outcome 2 | |
|-------------------------------------|---|
| <i>Strengths</i> | <ul style="list-style-type: none"> - The project actions match the priority areas of AUC Labour Migration Policy Framework and JLMP Strategic Framework that facilitates cooperation with other initiatives - Fact-finding missions and sharing of experiences provide inputs to decision making - These actions foster the collaboration of RECs and MSs in targeting joint challenges of labour migration - The cooperation of African institutions in shaping the African viewpoint and representation on labour migration issues in the regions of migration - The coordination with other IOM, AUC and ILO initiatives and projects to build synergies and avoid overlapping (ILO-IGAD project, FMM project covering ECOWAS, SAMM project in SADC, etc.), EHOA Regional Ministerial Forum on Labour Migration, Nairobi Symposium, Africa Migration Report, AU Technical Facility on Migration etc.) |
| <i>Weaknesses</i> | <ul style="list-style-type: none"> - The lengthy consultation procedures whose outputs are difficult to forecast |
| <i>Opportunities</i> | <ul style="list-style-type: none"> - The recourse to a case-by-case approach to labour migration actions that matches the growing but differentiated involvement of RECs/MS in labour migration issues- Member states not having migration in their political agenda either for lack of interest or for political consensus - The establishment of public private partnerships to expand the consensus on the joint labour migration issues |
| <i>Threats</i> | <ul style="list-style-type: none"> - The different political priorities of the MSs are a threat to the effectiveness of consensual processes |



Outcome 3. Multi-stakeholder policy consultation and practical coordination

- Labour Migration Advisory Committee (LMAC) established and operational
- Consultation of stakeholders through the LMAC and with the 6 RECs
- MS, RECs, LMAC, social partners consulted to identify priorities and common approach for policy cooperation with destination countries: Qatar, Saudi Arabia, United Arab Emirates; advocacy materials developed
- LMAC meetings and members' visits to ECCAS, UMA, COMESA, EAC, IGAD and ECOWAS
- Three LMAC virtual workshops and policy papers published:
 - *Mobility and migration of African Health workers post covid-19*²⁰
 - *Protecting migrant workers in the informal economy: inclusion of migrant workers in COVID-19 responses*²¹
 - *Africa labour migration outlook in the post COVID-19 era*²²
- 15 thematic proposals made for the 6 RECs, and specific recommendations on enhancing labour migration management made to Djibouti, Gabon, Morocco, Nigeria & Zambia
- Consultations of the African Trade Union Migration Network (ATUMNET) on their role in labour migration governance and the implementation of the GCM
- Two capacity-building workshops to engage RECs and MSs social partners in labour migration governance, one for employers' (participants from 24 countries as well as the International Organization of Employers attended) and one for workers' organizations (participants from 32 countries and 3 sub-regions were trained)
- *E-Learning Course on Fair Recruitment* for Practitioners (the Project supported the participation of tripartite constituents from 43 selected member states and recruitment agencies, September 2020),

The main progress recorded in Outcome 3 consists in the launching and operationalisation of a tripartite consultative-advisory body on labour migration with links to REC forums/mechanisms: the Labour Migration Advisory Committee (LMAC)²³. Since May 2018, the LMAC is a pro-active continental platform organizing labour migration advocacy events (10 in 2 years) and dialogue with main countries of destination of African migrant workers. For example, AU and IOM facilitated the discussion between the LMAC and representatives of the Abu Dhabi Dialogue and African Ambassadors in 2019. The LMAC also publishes statements such as the one on "COVID-19 and African Migrant Workers" calling for comprehensive policy responses to ensure migrant workers' rights, (including social protection rights), are protected and a strategic advocacy press statement on the occasion of international migrants' day. These results launch the tripartite approach as a booster of the participation of stakeholders on about migration governance. The engagement of LMAC and Pan African Parliament has strengthened the linkages of the Committee with the Continental Parliament; as the legislative organ of AU, in terms of the objectives of JLMP. LMAC has

²⁰<https://ethiopia.iom.int/sites/default/files/Mobility%20and%20Migration%20of%20African%20Health%20Workers%20Post%20COVID-19.pdf>

²¹ <https://ethiopia.iom.int/sites/default/files/Protecting%20Migrant%20Workers%20in%20the%20Informal%20Economy-%20Inclusion%20of%20MW%20in%20COVID-19%20Responses.pdf>

²² <https://ethiopia.iom.int/sites/default/files/Preparing%20Africa%20for%20Post%20COVID-19%20Labour%20Migration.pdf>

²³ The LMAC is comprised of representatives of AU-RECs, Pan African Parliament, ECOSOCC, African Commission on Human and People's Rights, African Committee of Experts on the rights of Welfare of the Children, OATUU, ITUC-Africa, Business Africa, ILO, IOM, UNECA, Universities and Research Institutions, African Diaspora Organizations and Women in Cross-Border Traders



made a presentation during the Pan African Parliament session in 2020 on the role of the latter on labour migration and the impact of COVID-19. The continental Parliament was urged to collaborate with AU-LMAC to promote the protection of migrant workers and address the increased discrimination faced by migrants, especially during this pandemic. The PAP Report on the above presentation has been adopted in, 2021. The LMAC has undergone field assessments to six RECs (UMA, COMESA, ECCAS, EAC, IGAD and ECOWAS) that have improved the understanding of the RECs and MSs contribution to labour governance. In addition, RECs have identified opportunities for cooperation and concrete interventions on specific labour migration issues along four windows namely ECOWAS & UMA; ECOWAS & IGAD; ECOWAS & ECCAS and IGAD & EAC. These windows were selected due to the significant flows between them and the need for effective dialogue, protection of migrant workers, resource mobilization, information exchange and cross-learning opportunities.

Furthermore, LMAC Members are bringing their expertise to bare in the negotiations with the Gulf Cooperation Council and Middle East countries, to ensure that African Member States are equipped with the right information to guide negotiations for decent working conditions for African migrant workers. Discussions initiated in 2018 with Gulf Cooperation Council countries and Middle East Ambassadors aimed at organizing in 2020 an *Africa-Middle East/GCC Labour Migration Dialogue Forum* with the ultimate aim to establish a *Labour Migration Multilateral Mechanism* (similar to Abu Dhabi Dialogue) have not yet been finalized due to the COVID-19 pandemic.

Table 3. SWOT analysis of Outcome 3

| Table 3. SWOT analysis of Outcome 3 | |
|-------------------------------------|---|
| <i>Strengths</i> | <ul style="list-style-type: none"> - The engagement of AUC, RECs, MSs at the political level although this is still uneven - The elaboration of work tools, modalities and procedures to implement labour migration governance - The consultation with public, private, social and academia stakeholders at the continental level - The building collaboration on the basis of the experiences and capacities of the project partners - Support of Workers and Employers organization at national and regional level |
| <i>Weaknesses</i> | <ul style="list-style-type: none"> - The slow progress made in establishing the RECs Labour migration policies and strategies - Lengthy process to build interest and consensus among Member States on the multilateral framework for protection of African migrant workers in the Gulf |
| <i>Opportunities</i> | <ul style="list-style-type: none"> - The elaboration of the business model, funding modalities and budget processes of the labour migration governance to strengthen the conditions that foster the engagement of the African institutions to the project activities - The mobilisation of private resources to foster the tripartite coordination |



| | |
|----------------|---|
| <i>Threats</i> | - The weak mechanisms for the representation of MS needs and expectations at regional and continental level |
|----------------|---|

Outcome 4. AUC strengthened capacity

- Programme Support Unit established at the AUC
- Three JLMP PSC meetings (29-30/1/2019, 26/08/2019, 26/05/2020)
- Three JLMP Technical committee meetings (27/06/2019, 20/02/2020, 11/11/2020)
- RECs priorities baseline assessment ongoing
- M&E framework for the JLMP Priority Project and JLMP Priority Project communication strategy finalized
- Two labour migration officers seconded to EAC and ECOWAS
- The ILO in partnership with the AUC and IOM recruited and capacitate the African Women In Media (AWIM) to organize a Labour Migration Media Awards & Resource Hub.

The main achievement of the Outcome 4 is the lead role that the AUC is taking in promoting labour migration governance through the joint action of the Department of Social Affairs and other AUC Departments. The PSU staff has been recruited assists the Department in establishing the AUC continental leadership in labour migration, notably through oversight on the implementation of the JLMP, the elaboration of the JLMP Strategic Framework and JLMP Monitoring and Evaluation Framework, the GFMD regional consultations for Africa. The meetings of the JLMP PCS and JLMP Technical Committee facilitate the dialogue between the project and its partners and indirectly foster the dialogue on the challenges ahead. EAC and ECOWAS portfolios have been strengthened through the secondment of two labour migration officers. These results are conducive to the establishment of the labour migration governance.

Table 4. SWOT analysis of Outcome 4

| | |
|----------------------|---|
| <i>Strengths</i> | <ul style="list-style-type: none"> - The Priority Project executes the AUC Labour Migration Policy Framework and, since 2020, the JLMP Strategic Framework and Migration Policy Framework - The PSC harmonises the labour migration actions planned by the project with the other AUC social and development policies - The proposed multilevel approach to labour migration governance links the AUC leadership to the action of the RECs and MSs |
| <i>Weaknesses</i> | - The delay in the hiring of the PSU staff and initial transfer of financial resources among implementing partners due to the procedures agreed with the donor |
| <i>Opportunities</i> | - The adoption of the JLMP Strategic Framework stimulates the interest of other donors and stakeholders to collaborate on improving labour migration governance in Africa |



| | |
|----------------|--|
| | - The strengthening of the partners' coordination to ensure a more active participation of the RECs and MSs |
| <i>Threats</i> | <ul style="list-style-type: none"> - The COVID-19 pandemic response limits the direct meetings of the partners and beneficiaries (consultations, training, exchanges of experiences) - The lack of elaboration of the funding modalities and budget processes of the labour migration governance |

Building capacities

The strengthening of the capacities and knowledge, policies and work tools established isare strengthening the conditions for establishing an effective labour migration governance. The project has built capacities and engaged the African institutions, including several RECs (e.g., by through the secondment of two migration experts to ECOWAS and EAC, supporting the finalization of the EAC labour migration policy) and MSs (e.g., by training of national statistical officer, and ongoing assistance to Lesotho in finalising its migration and development policy), on jointly acting in the frame of a continental labour migration governance approach. The interviewees from the RECs, Statistic offices and employers' and workers' organization agree that their awareness and understanding of the issues at stake in this field have greatly improved. Following the formulation of the *Capacity Building Strategy on labour migration governance in Africa* (2019), 6 seminal training workshops have been organized (of which 4 were conducted virtually). The participants to the workshops on Labour migration statistics interviewed appreciate that their training and discussions have made possible the improvement of the methodologies of data collection and the elaboration of the *2nd edition of the Report on labour migration statistics in Africa*²⁴. Of course, they note that the pace of change varies from country to country and inconsistencies in applying the agreed methodologies still exist in several countries.

The participants to the training of employers' and workers' organizations²⁵ have strengthened their understanding of labour migration issues and contributed to the development of specific tools for employers and workers organizations and the production of training guides on labour migration, with the involvement of IOE and Business Africa. Other activities raising the knowledge and skills of the labour migration stakeholders include the facilitation of consultations meetings, as in the case of the labour migration trends and strategy²⁶ and of the identification of priorities and a common approach for policy cooperation with countries of destination of migrant workers²⁷. These workshops have raised expectations of future collaborations. The EAC has produced an e-immigration policy that provides for free movement of persons, labour and services among MSs and the JLMP is supporting EAC in the

²⁴ Workshop on International Labour Migration Statistics in Africa (4-6/11/2019) and workshop on piloting administrative data on labour (3-6/12/2019)

²⁵ Workers' organizations capacity-building to engage in labour migration governance at national, REC and regional level and support advocacy activities report (23-25/10/2019) and Engaging in labour migration; The role of African employers' organizations in representing the business needs in the policy debate through effective advocacy workshop (13-15/11/2019)

²⁶ ATUMNET Meeting and Workshop on enhancing social partners' effective contributions to ALMG report (3-5/6/2019)

²⁷ Meeting of African Ambassadors of main countries of origin of African migrants to the Middle East States and GCC (29/10/2019).



draft and finalization of their LM Policy. On the basis of the needs assessed and the objective and scope of each capacity building event, the trainings have developed groups and action plan with targets to be reached by the end of such events and often have followed up the trainees to ensure that they are the right person for that specific expertise. For instance, the formulation of training roadmaps and work plans is not enough to ensure their follow-up by each trainee. Progress in building institutional capacities is expected but not in the timeframe of the Priority project, rather within the JLMP Strategic Framework (2020-2030). The interviewees from the RECs and MSs agree on the fact that they need support in completing and using the knowledge and skills acquired thanks to their participation to the training and awareness raising events. In fact, their parent institutions often lack the vision of the changes needed to adopt the learning provided by these events²⁸.

Building Labour migration governance

The Priority Project contributes to improving the governance of labour migration in Africa as the spearhead of the execution of the JLMP programme. Its implementation is not expected to achieve sustainability in its 3-year timeline but to strengthen the conditions for the collaboration of the African institutions and hence to produce results that make sustainable labour migration governance. Of course, this approach coordinates the action of the AUC with the RECs and MSs to produce results that should be sustainable by themselves – e.g., capacity building, coordination mechanisms, policy adoption, bilateral agreements, joint initiatives, etc. –. For instance, the PSU established at the AUC and experts seconded in the RECs act as labour migration secretariats or focal points thus contributing to labour migration governance during the project. The continuation of these assignments after the end of the JLMP depends on the ability of these institutions improve the capacities of the RECs and MSs in managing labour migration issues but also to generate revenues for running labour migration governance activities.

Factors influencing the achievement of the outputs

Many factors contribute to the achievement of the project outputs, starting with the performance of the AU leadership and mobilization of the specialized expertise of IOM and ILO, their experience in Africa and good relations with the AUC and RECs. IOM and ILO regional offices and Headquarters support the action of the PSU and AU overall labour migration portfolio implementation. The deployment of the PSU and the secondment of two experts to EAC and ECOWAS has established focal points on labour migration in the Departments of Social Affairs of AUC, ECOWAS and EAC thus strengthening their grasp on labour migration.

²⁸ An effective approach assists the trainees in identifying their individual targets for their participation to such events. This ensures the systematic transfer of the learning to the parent organization. Each trainee develops a work plan for the exploitation of the acquired knowledge and skills with the aim of improving the capacities, procedures and operations of his/her organization (e.g., the training of colleagues, the revision of the statistics data collection procedures to include the indicators on labour migration, the assessment of the legal framework of professional titles to identify gaps for their international recognition, etc.). The elaboration of such concrete approach to the transfer of the capacities developed to the parent organization makes possible the assessment of the learning and, if needed, the assistance to the trainee after the completion of the capacity building event.

The project has launched the RECs priorities baseline assessment that can provide the baseline for measuring the results of its institutional capacity building activities and is making arrangements with the *Centre Régional Africain de d'Administration du Travail* (CRADAT) and *African Trade Union Migration Network* (ATUMNET) to organise capacity building workshops on labour migration topics in Francophone and Anglophone countries to produce comprehensive training modules.



The organization of the consultative and advisory LMAC meetings, along the tripartite approach, and exchanges of information has strongly contributed to develop a shared vision among stakeholders on labour migration. The LMAC has raised awareness about the expected results of the JLMP, with the aim of engaging stakeholders, capacity building and advocacy for the ratification of key AU and ILO instruments relating to migration. These results establish new modalities of collaboration of the AUC, RECs and MSs that are essential for the establishment of effective labour migration governance. The Efficiency section here below analyses in detail the COVID-19 pandemic impact on the project.

Unexpected results

The main positive unplanned result has been the elaboration of the JLMP Strategic Framework and supporting documents²⁹ that update the initial JLMP strategy (2015-2019). These documents integrate the priorities of the JLMP in a coherent conceptual and operational framework and establish the blueprints for the alignment among the Priority Project and the other interventions in this sector strengthening the condition for further fund raising in support of labour migration governance. For example, SDC was interested in supporting the JLMP for additional 4 years and a project proposal was developed since mid-2020 and finally approved in 2021. Furthermore, the AU has adopted a leadership role in dealing with the regional consultation with Gulf states, thus prompting the African labour migration agenda at the international level.

3.3 Efficiency of project Implementation

Steering Committee

The AUC / PSU implements the project with the collaboration of IOM and ILO, under the guidance of the JLMP Programme Steering Committee (PSC) and with the advice of the JLMP Programme Technical Committee. The JLMP PSC mandates is larger than the Priority project as it encompasses the four JLMP projects. It provides strategic guidance to the implementation of these actions by ensuring the joint ownership, information sharing and consensus among partners. The establishment of the Technical advisory committee has provided further assistance in the shaping of the project activities. The Project Support Unit (PSU) *actively leads the day-to-day implementation of the JLMP and all contributing project, IOM & ILO facilitate implementation through technical support.* The PSU is embedded in the Secretariat of the AUC and labour migration officers seconded to the RECs. Through their joint planning and coordination, the project leverages the capacities and resources of the AUC, IOM, ILO, RECs and national, regional and international partners.

The establishment of this broad collaboration network is in line with the provisions of the AU Migration Policy Framework for Africa that advocates for the African institutions cooperation with ILO, IOM and other UN agencies³⁰ that play a major role as source of knowledge and innovation. For example, ILO extensive knowledge on labour standards and human rights facilitates the transfer of

²⁹ The Communication Strategy for JLMP and the Monitoring and Evaluation Framework for the JLMP 2020 – 2030.

³⁰ Labour migration and education Recommended strategy XVIII. Facilitate technical cooperation activities with international agencies, including ILO, the International Organization for Migration (IOM), the World Health Organization (WHO), the Joint United National Programme on HIV/AIDS (UNAIDS) and other concerned entities, in order to enhance the developmental effects of labour migration.



such knowledge to the RECs and MSs. The IOM operative capacities and technical programming on human-mobility, and the AUC leadership in development and strategic policy-making makes possible to enshrine labour migration issues in the larger context of cooperation for development. IOM has concentrated its efforts on the strengthening of the capacities and coordination of the African institutions and their partners, while ILO has raised their awareness on labour issues, skills recognition, statistics, the tripartite approach and assistance in mainstreaming international labour standards into the continent. Their collaboration also facilitates the exchange of knowledge between the project and other initiatives such as the AUC / ILO project on social protection of migrant workers, Nairobi Symposium and EHOA Regional Ministerial Forum on Labour Migration supported by IOM and the Statistics Sweden project on data collection in this field. This collaborative framework performs coordinating, planning, implementing and monitoring tasks, with AUC as a core coordination element³¹, that also constitute the labour migration governance.

The JLMP PSC has met thrice to give strategic advice to the Implementing partners on the topics and modalities of implementation as well as to approve work plans and progress reports. Its broad membership makes it more a body to discuss and advise the PSU on implementation issues. RECs have highlighted their labour migration priorities in the three meetings and advised on JLMP implementation strategy. The JLMP Programme Technical Committee has met thrice to provide advise on labour migration topics. The LMAC has been another source of technical inputs. Its meetings have channeled the viewpoint of public and private stakeholders on the priorities of the sector governance and opportunities of collaboration across the continent³².

Implementation

The AUC, ILO and IOM implement the strategic decisions taken by the JLMP PSC with the leadership of the PSU³³ and the experts seconded at the RECs as labour migration focal points. The project has also hired short-term specialists to perform thematic studies, training events and other specialized tasks. The PSU is in charge of the day-to-day planning, execution and monitoring of the project activities. It coordinates the contribution of the Implementing partners through consultation with IOM and ILO and the approval by AUC. The PSU communicates with the RECs and MSs. The hiring of the PSU staff at the beginning and secondment of three experts to the RECs (EAC and ECOWAS) at the end of 2019 has taken more time than expected.

Following discussion among the Implementing partners and the donor over the project Standard Administrative Agreement which had made funds transfer a lengthy process, the transfer of funds from IOM to ILO has progressed in a timely manner despite the initial delay. The ILO received the first tranche of funds in Feb 2019. This caused delays in hiring of staff and implementation of activities which were

³¹ See the section 1. Migration governance of the Migration Policy Framework for Africa and Action Plan 2018-2030 document.

³² The LMAC was established in 2018 as a consultative body that proffers advise to the AU on labour migration. Its Terms of Reference set out that the President of the LMAC should report to the Specialized Technical Committee on Social Development, Labour and Employment and to the Specialized Technical Committee on Migration, Refugees and Internally Displaced.

³³ It provides strategic guidance and ensures the follow up of the implementation of the programme. The PSC will discuss and approve annual work plans presented by the technical committee, will approve the transfer of funds to the participating agencies according to the budget, log frame and workplan, and will review and approve all progress reporting of both narrative and financial character. It is composed of AUC, IOM, ILO, RECs and Regional Social Partners.



compensated by the assistance of the Regional Migration Specialist. Due to the internal nature of the project indicators, no specific expertise has been mobilized for tracking them. They are sourced from project records and included in the progress reports and thus shared with the Implementing partners for validation.

Role of the implementing partners

The JLMP Priority project mobilized the knowledge and expertise of the Implementing partners (AUC, IOM and ILO) whose actions are coordinated through the project annual work planning and budgeting exercise that establishes the interface among their respective activities.

The IOM and ILO country, regional offices and Headquarters contribute their standing services in advising the project administration, monitoring and evaluation, budget utilization and provide targeted advice on the implementation of its activities. They are also active in facilitating the access to professional expertise in their respective fields of action.

The ILO counts with the technical expertise in employment and labour issues and significant technical departments in Headquarters, as well as specialists in the region (e.g. employment, skills, social protection, labour statistics, international labour standards, etc.).

IOM has deployed its network of labour mobility and human development specialists from four regional offices in Africa and headquarters as well as technical teams on Inter-State Consultative Mechanisms (ISCMs), migrant protection and assistance, migrant training and integration, IOM's African Capacity Building Centre (ACBC) and the Global Migration Data Analysis Centre (GMDAC). IOM, in collaboration with the AUC is in charge of the recruitment of the experts of the PSU and RECs and institutional support to the AUC and RECs (Outcome 4), while both UN agencies engage and collaborate during the implementation of the other three Outcomes.

Role of the African institutions

The project works in partnership and coordination with other AUC Departments as well as with ILO and IOM projects and countries and regional offices, identifying areas of collaboration and risks of overlapping. The Department of Social Affairs of the AUC is assisted by the PSU and the RECs by the three seconded staff. However, the RECs contribution to networking and mobilizing partners and beneficiaries, and to implement project activities in their regions has been insufficient. This is essentially because the strengthening of the RECs is a complex exercise requiring multiple adjustments. The secondment of the labour migration experts at EAC and ECOWAS provides only part the capacities needed to strengthen these RECs. The EAC and ECOWAS informants interviewed have noted that while they are satisfied of the project activities, there are no policies yet that ensure the political decisions necessary to guide them and mobilize resources to fund their actions.

Institutional capacity building does not concern only the training of the RECs staff but also the enhancement of the capacities and functioning of their organizations. The modalities of their participation to the project are stated in the project documents but have to be grafted in their work plans, a process that requires internal negotiations on the allocation of resources among different priorities. This means setting new procedures and budget lines to execute their commitments to



implement the Priority project strategy. This task may encompass the revision of their migration policies, the negotiation of labour migration with their other priorities and their budgeting. Some progress has been made, as in the case of the elaboration of EAC e-immigration policy in support of the implementation of Article 104 of the EAC Treaty and Article 7 of the EAC Common Market Protocol validated and the finalization of the AC labour migration policy. Notably, the SADC interviewee has stressed that the tripartite coordination is already in place in this region and that MSs are supportive of the mainstreaming of labour migration policies and labour standards. The history of labour relations in this region is accountable for a pro-active environment that is not recorded in the other RECs.

Burn rate

The project started in July 2018 and the PSU staff was hired in July-August 2019. SIDA made the first funds transfer to IOM in September 2018. IOM transferred to ILO the corresponding quota in February 2019, after its approval by the PSC in January 2019, following the procedure agreed with the donor. This caused ILO delays in hiring of staff and implementation of activities which were compensated by the assistance of the Regional Migration Specialist. Once it has received the project funds, each Implementing partner executes the activities along the joint plan by following its financial and administrative procedures. This arrangement facilitates the execution of the project budget as it is based on consolidated administrative and financial capacities. SIDA has made completed the transfers of project funds by the end of December 2020. The initial delays and the restrictions imposed by the COVID-19 explain the relatively low burn rate of the project, 39% of the total grant at the end of 2020. The execution of the activities of the four Outcomes accounts for 48% of the expenses, followed by the running expenses, mainly the mobilization of the IOM and ILO resources (45%), mostly staff expenses, and overheads (7%). Outcome 3 account for 17% of expenses followed by Outcome 1 and 3 (13% each) and Outcome 2 (4%) that includes the hiring of the PSU staff³⁴.

Indicators

The project has assisted the AUC in formulating the JLMP Logical Framework³⁵ along with its own M&E framework for the JLMP priority project (2019) whose indicators are strictly aligned. The broad and far-reaching strategy of the JLMP Priority project is reflected in its extensive and articulated Logical framework. Putting in place its 49 Activities and achieving its 13 Outputs is a big challenge for a 3-year long project. Indeed, the Logical framework of the project includes 42 indicators (4 for the Overall objective, 8 for the Outcomes and 30 for the Outputs) whose definition is often qualitative. The Outcomes indicators capture the impact of the project on the migrant workers flow and MS legal and regulatory framework (e.g., Outcome 1: increased capacity in labour migration governance; positive reports on migrant workers' protection, etc.). Indeed, their definition is sometimes inconsistent with their target values. For example, the Outcome 1 indicator: Number of RECs, MSs with improved compliance of labour rights presents a target value of 6 MSs and 3 RECs, implying that the compliance by 2 MSs correspond to that of 1 REC. However, their calculation

³⁴ Interim financial report to SIDA 7/2018-12/2019 and JLMP Priority project Financial Report to TCM, 11/11/2020.

³⁵ See the Annex 5.12 Revised Draft Performance Measurement Framework of the JLMP Strategic Framework and the Monitoring and evaluation framework for the JLMP 2020 - 2030



requires the establishment of a fully-fledged monitoring system to define the criteria for organise the raw data collection and analysis.

The refining of the project Logical framework in 2020³⁶ has produced a concise definition of the Results indicators (see Annex 13) mending the initial imprecise formulation of some of them. Most Result indicators measure the performance of the Priority Project activities rather than their converging effects on the beneficiaries and change of their context. For example, Output 1.1: Availability of a comprehensive and coherent cross-institutional labour migration capacity building programme. Output 1.3: One Labour Migration Statistics database. Output 1.4: Regional mutual recognition arrangements are developed in one sector/occupational field in each REC. These indicators describe the execution of activities rather than the joint effects or outputs. Consequently, their baselines were set quite always equal to zero and their target values consists in the deliverables of activities. Their monitoring provides values that is easily retrievable from the description of activities in the administrative and financial documents of the project. They do not show the project contribution to the operations or activities of the beneficiary people (e.g., trainees) or organizations (e.g., revision of policies, regulations, procedures) that would require the use of indicators showing the results in target groups.

Overall, the Output indicators are precise and easy to calculate but of little value in measuring the effects of the project activities and Outcomes and General objective indicators are appropriate but their calculation requires the establishment of a fully-fledged monitoring to perform surveys and analyses. Their extensive number of indicators makes them very specific and, at least in their present form, of little use in illustrating the overall progress made by the project to achieve its goals and in providing objective evidence to steer its strategy.

Monitoring

The Monitoring Framework for the JLMP Priority project conceptualizes the modalities of data collection, analysis and reporting and defines a concise Monitoring and evaluation (M&E) work plan. As mentioned above, the baseline value of most indicators is equal to zero and the calculation of their progress does not require the recourse to specialized expertise. Indeed, the concentration on the detailed list of output indicators can make lose the importance of measuring the effects of the interaction among Outputs and Outcomes or achievement of the project goals.

Communication

Communication campaigns are strictly linked to monitoring, as information on the concrete project results are their more convincing messages. The planned activities are highly relevant for the people in charge of the technical operations but sometimes fall short in the field of advocacy of policy makers. The project document identifies the political audience of the project without elaborating specific actions to enhance the engagement of decision makers in sector governance³⁷. The Communication Strategy for JLMP Priority Project includes a balanced set of well identified actions

³⁶ JLMP Interim Report to SIDA (29 May 2020): Annex XVII JLMP Priority Log frame – progress achieved in line with indicators.

³⁷ See also the JLMP Strategic Framework and JLMP Communication Strategy that elaborates the JLMP approach to communication.



in the field of public relations and advocacy, capacity building of stakeholders, public information campaign and leveraging key international events. Advocacy and sensitization materials have been produced but the elaboration and execution of some complex and far-reaching actions has been delayed by the COVID-19 pandemic. The challenge faced by the communication activities is that the project strategy conceives them independently from the measuring of the indicators notwithstanding the fact that the best communication products (“inspiring”) for decision makers, partners and beneficiaries are the project results and impact, i.e., the product of the monitoring exercise.

Accountability

The strict relations of the PSU with the Department of Social Affairs of the AUC ensure the project accountability vis-à-vis its more direct beneficiary. The JLMP Priority Project Interim reports to SIDA (technical and financial) present the activities conducted and deliverables produced (technical documents, reports of missions and events, minutes of the PSC meetings) along with the Logframe indicators values. These reports illustrate the technical details of the project performance. The large number of indicators is a challenge to the presentation of the project progress in a synthetic and comprehensible way to a large audience, i.e. to the stakeholders that are not directly involved in its management. These are understandable by and useful for an audience well acquainted with the project activities, as the donor and the PSC members. Their purely technical nature limits their value for other stakeholders, as MSs, regional and national partners. In fact, the project reporting misses the link between M&E, communication and learning, i.e. the production of information tailored for the needs of the broader set of project stakeholders – that participate in specific activities or that are potential users of their outputs -.

The main success in downstream accountability consists of 1) the release of the 2nd edition of the Report on labour migration statistics in Africa through the AU website as well as press statements accompanying project interventions and 2) dissemination of the JLMP training and capacity building strategy and LMAC policy briefs on the IOM website. Notwithstanding such activities, the project accountability has mainly been directed upstream. The effectiveness of downstream accountability resides the dissemination of information that impact on the behavior and decisions of the stakeholders that do not directly participate to the project coordination and implementation, e.g. national authorities, civil society organizations and service providers that assist the migrant workers. The presentation of the concrete project results (as the mentioned release of the Report on labour migration statistics in Africa) rather than its activities is the key to downstream accountability. In practices, the integration of the project monitoring outputs (i.e., the identification of indicators whose values are easily understandable by the project external stakeholders) into the content of the communication actions enhances the downstream accountability.

COVID-19 pandemic impact

The COVID-19 pandemic has had an impact on the pace of performance of project activities and hence on the achievement of its results. The restrictions to movements and meetings due to the response to the COVID-19 pandemic has initially affected the pace of performance of the project activities but thanks to their redesign through remote modalities, all planned meetings and training



events had been completed at the end of 2020. Outcome 1 has already produced some important results, such as the JLMP training and capacity building strategy, the JLMP communication strategy, and the Report on labour migration statistics in Africa, that have been successfully disseminated. As the interaction of the labour migration actors is at the heart of the Outcomes 2 and 3 that concern the collaboration of the AUC and RECs, their assistance to the MSs and coordination of the labour migration stakeholders, virtual activities have been designed as alternatives to performance of presential meetings overcoming the strictures of the restrictions to movement and meetings due to the COVID-19 pandemic. For example, the EAC and Lesotho policy support, three LMAC conferences and the ALLPI study consultations that have been conducted remotely. Outcome 4 concerns mostly the contribution of the PSU to the strengthening of the AUC and REC actions in sector governance and production of strategic documents. The secondment of experts to the RECs is contributing to the implementation of the JLMP activities at the RECs and MSs levels. For example, the JLMP has assisted the IOM in addressing the emergency of the migrants stranded in Lebanon due to travel restrictions.

Teleconferences were organized, especially to ensure the coordination of the actions of the project partners. The virtual modality has allowed the organization of the LMAC meetings, of the GFMD AU Regional Consultation and of the Media Awards for Journalists reporting on labour migration. The event was live-streamed on Youtube and 7 African journalists have been awarded for their work according to different categories including fair recruitment, protection of Migrant workers, labour migration governance, the gender dimension of migration, etc.

Although the missions of the LMAC have been cancelled due to COVID 19 travel restrictions, this body has provided technical assistance and advisory support for the organization of *four thematic webinar* on labour migration and the impact of the pandemic, which saw the participation of MSs, partners, academic, NGOs, etc. and issued three thematic policy briefs (protection of migrant workers; health; informal economy) and statements highlighting the impact of COVID 19 on African migrant workers and on the celebration of Migrant's Day³⁸. The four trainings included in the project work plan 2020 have been successfully conducted through the online modality that has reduced costs and allowed a wider participation:

The COVID-19 pandemic has prompted remote coordination and redesigned not only face to face training but also part of the research and study activities by mobilizing local partners in the selected countries to facilitate information sharing and data collection. (e.g., leather sector studies). However, the limits posed by the remote technology to discussions should not be underestimated. The development of remote work modalities has heckled specific restrictions to the meetings but has not yet become a strategic feature of the AUC / RECs approach to the governance of labour migration. This would have required the establishment of systematic multi-level geographical clustering of stakeholders³⁹ associated to the alternation of presence meetings with tele-

³⁸ In commemoration of International Migrants Day, LMAC made a Statement on various emerging issues including calling upon African leaders to strengthen migrant-inclusive measures in the fight and prevention of the COVID-19 pandemic, as well as in their post-COVID 19 recovery plans. This came on the heels of an initial Statement which was issued in April 2020 advocating for better protection of migrant workers, especially those adversely affected by the COVID pandemic.

³⁹ Grassroots networking promotes the establishment of structured approaches aggregating, representing and mobilizing partners and beneficiaries in progressively larger units (bottom up) and accountability (top down) at once.



conferences, webinar, and remote dissemination of data. A reflection on the strategic implications of social distancing on sector governance should have been needed to develop new approaches to teleconferencing and, in case, to define their implications on the modalities and tools of governance of labour migration by the AUC, RECs and MSs.

3.4 Impact

The project has strengthened labour migration governance to promote the MSs adaptation and adoption of harmonized policies and international labour standards and undertaking of joint actions to tackle these issues. The consultations held on policies and joint actions, as in assisting migrant workers in Gulf States, have tackled specific problems. However, the progress made in improving policy and regulatory systems is in its early stages due to the uneven capacities of the RECs, MSs and their partners. Labour migration governance is axed on the consultation of stakeholders, as in the case of the tripartite coordination, to harmonize and fine-tune the African labour market institutions response to the challenges of labour migration. The project has boosted the African institutions commitment to tripartite coordination at the continental level. The tripartite coordination is growing also at the regional level. SADC already had it, IGAD is developing it with the support of the EU funded ILO project and in partnership with the Priority project. Notwithstanding its notable achievements, the organization of LMAC tripartite meetings still depends on the project assistance because the project committed and received funding to operationalize the LMAC & the AUC – through the PSU- is the LMAC Secretariat. In fact, the strengthening of institutional capacities and political engagement of the African institutions are in their early stages, a situation that limits the appropriation of the programming documents, professional capacities and work tools produced until now.

Participants to awareness raising and training events, employers and workers' organizations representatives, and other members of the LMAC interviewed have confirmed their interest in the labour migration governance approach in addressing the topics at stake. They perceive the opportunity of improving labour migration governance not only to achieve safe, orderly and regular migration but also to make it a booster of development of their countries and the continent.

Institutional capacities

The project has strengthened the AUC capacities of labour migration leadership by hiring the PSU and supporting the participation of its staff to the training, sensitization and consultation events. The RECs commitment to the labour policies and protocols is just starting such as support extended to the EAC Secretariat to finalize its labour migration policy.. The progress made at the individual level are slowly being transferred to their organization, although the project support is still necessary to the performance of the technical tasks of labour migration governance. The progress made through advocacy actions (as the release of the LMAC policy briefs and statement on COVID-19 impact on labour migration) is boosting the institutional engagement in this field.

However, most RECs and MSs have not yet institutionalized the capacities built by the project that, in most cases, remain the individual endowment of the participants to its events. This is also the



result of the buildup of the capacities needed to perform the technical aspects of labour migration governance – i.e., those not concerning the secretariat and focal point functions – is outside the scope of the Priority Project. The programming documents and work tools elaborated with the project support have still to be implemented. A positive impact can be expected from the release of the three LMAC policy briefs on the RECs and MSs action in the labour migration field. The systemisation of the results achieved until now has also the potential to increase the buy in by project partners of the knowledge developed until now. A substantial progress has been made in establishing the procedures for the harmonization of the statistics on labour migration. However, a National statistical officer interviewed has noted that the capacities of some MSs to sample and weigh data are still insufficient and threaten the production of the unbiased continental indicators.

Cost recovery mechanisms

The project strategy does not define the resources and cost recovery mechanisms (as the funding of coordination and planning meetings, the performance of consultation mission by the involved organizations) that each institution has to develop to contribute to labour migration governance. Consultation, coordination, planning activities – i.e., the tasks outside the scope of the labour migration secretariat or focal point - are not expected to be funded through the core budget of these organizations. In fact, they are not properly secretariat or focal point functions and require the access to extensive financial resources. The lack of budget processing mechanisms to raise and manage resources to perform the technical aspects of labour migration governance is strictly linked to such inconsistency that is the result of the lack of a realistic business model that ensures the cost recovery of the performance of these tasks. The JLMP Strategic Framework has strengthened the conditions for the access to new funds through the design of the second phase of the JLMP itself and the upcoming SDC project that will make possible to utilize the capacities built until now and to complete the operationalization of the labour migration governance. However, this is a temporary solution that has to pave the way to a sustainable cost recovery mechanism during the execution of the following/future phases of the JLMP.

3.5 Sustainability

The progress made in ensuring political engagement to labour migration governance is mixed at the mid-term of the Priority project implementation. Hurdles to the sustainability of the project results concern the updating of political processes, strengthening of institutional capacities and management of financial resources. The strengthening of capacities and advocacy actions are establishing a favorable political engagement to the implementation of labour migration governance in Africa. The main concerns in making further progress in this field are:

- *Political engagement.* The proper definition of the relations among the political and technical aspects of the labour migration governance and the different modalities of strengthening them at each geographical level.



- *Institutional capacities.* The completion of the capacity building activities through a follow up approach that ensure the transfer of the capacities of the trainees to their organizations and utilization to reform their action in labour migration.
- *Financial resources.* the elaboration of business models matching the different exigencies of the political and technical aspects and consequent establishment of budget funding and processing mechanisms,

Political engagement

The performance of a sound and connected sequence of activities is needed to engage the African decision makers to the achievement of the results of the project. The dispersion of its activities across a broad set of labour migrations often indirectly connected has produced punctual results that fall short of engaging policy makers and mobilizing the resources needed for their continuation.

AUC. Progress has been made in establishing consensus on objectives (JLMP Strategic Framework) and specific actions (harmonization of statistics on labour migration, tripartite coordination, consultation on actions supporting migrant workers in other continents). But the AUC capacity to engage the RECs and MSs and mobilize resources to achieve these shared goals is still scarce, according to the interviews. The sustainability of AUC leadership in labour migration faces some challenges. Its action still depends on the PSU for critical tasks as the labour migration secretariat and performance of technical tasks as coordination meetings and planning exercises. It has to be noted that the AUC has a suasion but not a binding power on the RECs and MSs. Their partnership has to be established case-by-case and is assured only by the achievement of concrete results. Thus, the project is directly supporting the RECs (e.g., through the secondment of staff), expecting that its results will produce a traction effect later.

Regional Economic Communities. The RECs engagement to implement policies and protocols on labour migration is still in its early stages. Their insufficient political engagement means that they do not allocate enough expertise and financial resources to improve the coordination of and assistance to the MSs in reforming their policies and legislation. This situation has direct consequences on the sustainability of the project results as limits their follow up and systemic replication across the continent. The EAC and ECOWAS interviewed refer that these institutions have not yet developed their approach or invested human and financial resources put in place such guiding documents. This is clearly perceivable in their dependence on the project / PSU in organizing regional events, as training workshops.

Member states. The approval of the JLMP Strategic Framework confirms that the MSs have clear the importance of taking joint action in dealing with labour migration. A clear definition of the different targets of and relations among the political and technical aspects of the labour migration governance is essential to make further progress in this direction and thus ensure the sustainability of the project results. In fact, the project technical achievements may be insufficient to appeal for decision makers and to stimulate their endorsement to the implementation of policies, protocols, strategies and legal instruments they have formally approved.



Institutional capacities

The project has strengthened the capacities of individuals participating to the training events but made little progress with reference to those of their organizations. It has established the PSU at AUC Department of Social Affairs and seconded expert at the EAC and ECOWAS to catalyze such change, in parallel with the training of selected staff. In fact, the project-recruited staff in the AUC and RECs are in charge of the secretariat or focal point tasks of the labour migration governance. The AUC Department of Social Affairs achieved the approval of the JLMP Strategic Framework and coordination with other Departments has strengthened the integration of labour migration with the other socio-economic policies of the AU. The participants to training workshops interviewed note that they still act in labour migration in their individual capacities. This means that they have not yet transferred their knowledge and skills to their colleagues and that consequently limiting effective advocacy tasks in such bodies. The project has not designed a mechanism to ensure that their knowledge and skills be transferred to these institutions or used them to revise the operations of their Departments of Social Affairs, although it has started the assessment of their priorities. The use of the results of this exercise in orientating the capacity building activities of the project may decidedly improve the transfer of knowledge and skills from individual to institutions and reinforce the sustainability of the project results.

Financial resources

The financial sustainability of the technical aspects of the labour migration governance (organization of meetings, studies, fact finding missions and consultation, communication, etc.) is mixed. The lack of a business model to take into account the budgetisation aspects of labour migration governance challenges the sustainability of the project results. Distinct modalities of budget funding and processing their implementation are necessary to fund the political, secretarial and technical and aspects of labour migration governance. For instance, it is realistic to think that the participants to coordination and advisory events should contribute to the running of such activities, as is customary with advocacy entities.

3.6 Cross cutting issues

3.6.1 Gender

Gender perspective

The commitment of the Migration Policy Framework for Africa to gender responsive economic and social development⁴⁰ is central to the JLMP Priority project strategy. The project identification has highlighted the importance of tackling the needs of vulnerable female migrants - and those of other vulnerable groups - in relation to discriminatory practices, abuses, and support their contribution, often unrecognized, to the development of the origin and employment countries⁴¹. Its design and

⁴⁰ 9. Cross-cutting issues: 9.2. Human rights of migrants, n. 9.3 Principles of non-discrimination, n. 9.8 Migration and gender.

⁴¹ See Sections 3.1 and 3.2 of the JLMP Priority project proposal.



implementation are aligned to the gender equality, non-discrimination and human rights principles of the SDG 5: Gender equality and 10: Reduced inequality and to AU resolutions and international human and labour standards. Gender sensitive and gender responsive activities have been designed to integrate the gender dimension in the labour migration governance⁴² to ensure the adoption of the relevant international human rights and labour standards in the labour migration policies and regulations of the MSs.

The project has not elaborated a gender and inclusiveness strategy to systematically mainstream gender in its activities notwithstanding the Logframe indicators include the elaboration of policies and planning documents that consider the gender dimension⁴³. Notwithstanding, the project includes several activities that promote gender responsiveness in labour migration policies, plans and services⁴⁴. A Gender Impact Assessment is envisioned to inform the gender-responsiveness of the project. The improvement of African labour statistics elaboration considers gender and age disaggregated data on labour migration and migrant workers. The 2nd edition of the Report on labour migration statistics in Africa has taken into account the disaggregation of and analysis of migrants' distribution in Africa by sex. These gender-disaggregated data are intended to support the formulation of policies that are geared towards addressing gender disparities existing amongst migrants⁴⁵. The Implementing partners collaborate with the RECs and MSs to assess the use of the sex-disaggregated data.

Gender indicators

No gender or vulnerability disaggregated target (e.g., concerning people with disabilities) has been defined to measure the benefits of such actions on women and other vulnerable groups, as disabled people or minorities. In fact, the project indicators are not gender disaggregated, also when such exercise would be easy as in the case of measuring the effects of capacity building activities. The lack of targets makes difficult to estimate the progress made in enhancing the participation of women and other vulnerable groups to the labour migration governance, although the training workshop reports show that women are about one third of the participants. To fill in such gap, the

⁴² See the formulation of Objective 2: Improved policy and regulatory systems on labour migration at Member State and REC levels, taking into account its gender dimension and the relevant international human rights and labour standards.

⁴³ Indicator 2.1.1 Number of RECs that developed gender responsive labour migration policies in line with relevant international and regional human rights and labour standards. Indicator 2.2.2: bilateral and multilateral labour migration and mobility agreement/negotiations, which take into account the gender perspective and international human rights and labour standards. Indicator 2.2.3 availability of model migrant welfare programme, which takes into account gender perspectives. Indicator 2.3.1 Number of gender-sensitive trainings organized on migrant workers' rights and number of labour attaches trained.

⁴⁴ The project implementation is guided by the AU Strategy for Gender Equality and Women Empowerment (2018 – 2028), the Maputo Protocol, 2003, the SADC Protocol on Gender and Development (2016), the EAC Gender Equity and Development Bill (2005), the ECOWAS Supplementary Act on Equality and Rights between Men and Women for Sustainable Development (2015), the IGAD Gender Strategy and Implementation Plan (2016 – 2020)

⁴⁵ For example, the Draft EAC e-immigration policy in the implementation of Article 104 of the EAC Treaty and Article 7 of the EAC Common Market Protocol, which provide for free movement of persons, labour and services, will enhance EAC Partner States' capacities to deliver efficient and effective immigration services to citizens in a gender responsive manner and in line with relevant international and regional human rights and labour standards at once; and the Draft Guidelines for Member States on development of Bilateral Labour Migration Agreements (BLA) support MS with tools that engage countries of origin and destination and develop gender responsive policies for migrant workers.



project is planning a Gender impact assessment – not originally included in the Logframe and later delayed due to the COVID-19 pandemic - on the use of sex-disaggregated data, the extent to which men and women contribute to policy formulation and gender issues are reflected in labour migration programmes / policies as well as evidence of organizational capacity for development and change.

Building women capacities

The project training and capacity building activities consider the gender factor in building the capacities of the beneficiaries, both in terms of women participation as in terms of subject matters⁴⁶ for improving women’s human rights and labour conditions. According to the PSU staff interviewed, the Implementing partners have been encouraging workers and employers’ organizations to appoint women as participants to such events. The gender ratio of key training activities conducted in 2019 shows a consistent participation of women (see the following table),

Table 5. Participation of women to regional workshops

| <i>Workshop</i> | <i>Participants</i> | <i>Women</i> | <i>Women %</i> |
|---|---------------------|--------------|----------------|
| Workers’ organizations, Nairobi 23-25/10/2019 | 37 | 13 | 35 |
| Employers’ organization, Johannesburg 13-15/11/2019 | 24 | 10 | 42 |
| Labour migration statistics, Tunis 4-6/11/2019 | 83 | 25 | 30 |

Training sessions on female migrant domestic workers and fair recruitment of migrant workers with a specific focus on women migrant workers were held during the training workshops. It should be noted that while the project actively promoted participation of women to its events, it has not expanded such approach to other vulnerable groups as young and people with disability.

3.6.2 Non-discrimination and human rights

New threats to the migrant workers’ human rights arise that may be tackled through the coordinated action of the government of the African countries. The project assists the AU and RECs in the execution of their policy commitment to the human rights protection of migrant workers. It promotes a labour migration governance system that will make possible the adaptation and adoption of human rights policies and international standards protecting migrant workers. Their relations with the other parties interested in the sustainable development of the origin, transit and destination countries have produced some initial results. The project has organized training activities and events in close partnership with the African Women in Media (AWIM) as the training of journalists and the *Media Awards for Journalists* reporting on labour migration. This event was

⁴⁶ See Section 10. Social Protection of Migrant Workers from a gender angle of the Workers’ organizations capacity-building to engage in labour migration governance at national, REC and regional level and support advocacy activities report (23-25/10/2019) and the program of the Workshop Engaging in labour migration The role of African employers' organizations in representing the business needs in the policy debate through effective advocacy (13-15/11/2019).



livestreamed on *Youtube* and 8 African journalists have received the award for their work in different categories as fair recruitment, protection of MWs, governance, the gender dimension of migration, discrimination and xenophobia, etc. The project is also assisting the AU in the formulation of the Declaration on the Promotion and Protection of the Rights of Migrant Workers. For instance, the labour organizations interviewees have confirmed their commitment to engage in a dialogue with all the stakeholders of local development to produce an in-depth analysis of the relations between the protection of the migrant workers' rights and the exigencies of security / enforcement of border control regulation in the origin, transit and destination countries.

Conflicting priorities, not always explicit in the legal systems of the destination countries – that make easier the access to work and social services to local citizens -, are among the main reasons that hamper the recognition of the human rights of the migrant workers there. On the other side, the tripartite approach established at the continental level through the LMAC meetings has provided insights on the willingness of the private sector to promote the non-discrimination of labor migrants. They calculate that the growing concentration of workers – especially of the skilled ones - improves the opportunities to recruit skilled people and negotiate better work conditions. Thus, they favour the establishment of mutual skills recognition procedures that facilitate the intra-Africa flow of workers, especially the skilled and semi-skilled ones. This is a clear example of the potential of the labour migration governance consultation mechanism contribution to engage stakeholders in support of innovative approaches to labour migration.

The same concept applies to the consultation held with Gulf States on the *kafala* migrants' sponsorship system⁴⁷. With the recent restrictions imposed by some European countries to the entry of unskilled migrants, the emerging economies of Africa as well as of the Middle East and Gulf states are attracting every day more low-skilled African workers. In the Gulf States, the *kafala* system limits the migrant workers' capacity to negotiate their work conditions. In extreme cases, the disparity of negotiation strengths between employer and worker creates conditions facilitating abuses that affects the migrant worker's human rights. The AUC consultation with the RECs and organization of fact-finding missions to discuss the *kafala* sponsorship system with the Gulf States and coordination with the Gulf via the ADD and GFMD are a positive attempts to promote a joint African approach to support the human rights of migrant workers abroad. Of course, the formulation of a plan to lobby for the abolition of such practice will require the undertaking of large consultations and the elaboration of a specific strategy in fact, the Africa GCC dialogue and expert meeting planned for June 2020 has been postponed due to COVID-19. New initiatives and follow up are ongoing on this issue. For example, the LMAC have conducted discussions on this topic in several occasions pushing for abolition of *kafala*. Some African states have already developed migrant worker assistance initiatives in the Gulf States to respond to their specific needs.

⁴⁷ A sponsor, mostly the employer, is responsible for the visa and legal status of foreign unskilled workers, a situation that gives the sponsor the opportunity to exploit a dominant position in dealing with the workers.



3.6.3 Social dialogue and tripartism

The JLMP Priority project supports African institutions to mainstream social dialogue through the tripartite approach in addressing labour migration issues. It promotes tripartite coordination to promote opportunities of dialogue among institutions, employers' and workers' organizations and the civil society. The tripartite coordination facilitates social dialogue by involving stakeholders in the discussion and coordination of labour migration policies and actions and by linking labour migration topics to the broader dynamics of sustainable development. Of course, participants should commit resources on the basis of their expectation of concrete benefits: its effectiveness depends on the awareness on labour migration issues existing in each MS and history of collaboration between the workers' and employers' organizations. The LMAC has been established in 2015, became active in 2018 and is now meeting with the support of the project.

3.6.4 International labour standards

The AU and RECs are developing a joint commitment to the promotion, adaptation/domestication and adoption of the ILO international labour standards among their MSs. Promoting/strengthening the Labour migration governance is going to impulse the adoption of labour migration policies and standards by the MSs. The main challenges are the insufficient capacities of the RECs and diversified conditions of the MSs that require the careful assessments of the conditions influencing labour relations in each MS. To make progress in this field, an extensive political advocacy and buildup of capacities is needed.

Achievements in this field include the training on International labour standards held as part of the Labour Migration Academy and the participation of tripartite representatives to the E-Academy on Labour migration (e-LMA)⁴⁸. Capacity building has to be institutional and not be only an individual accomplishment. The project is also conducting an assessment of International labour standards related to migration, whose results can be used in the design of training curricula on the basis of the needs of the institutions in charge of labour migration in each REC and MS.

Of course, the MSs participation to the regional governance also provide insights on their capacities and needs and will contribute to their understanding of the issues at stake in labour migration governance through peer-to-peer confrontation and exchanges of experiences. By properly sequencing such activities, it will be possible to mainstream International labour standards in the MSs in a coordinated and harmonized way across Africa.

⁴⁸ The e-LMA aims to provide advanced knowledge and enhance the capacity of key migration actors to better understand labour migration challenges and opportunities in a changing political, economic and social context. The e-LMA covers a wide range of crosscutting labour migration themes, such as men and women migrant worker protection, labour migration governance, and development. Within the E-LMA, a Module on 'Promoting the ratification of international standards protecting migrant workers and supporting their integration in national and regional legal frameworks and policies' was designed to:

1. Promote the ratification of international labour standards relevant to migrant workers, including the AU free movement Protocol
2. Promote awareness raising and sensitization on the provisions contained in these Conventions
3. Promote the reporting on ratified Conventions
4. Promote the domestication of these standards in national law and policy in selected countries, RECs
5. Introduce tools for the domestication of international labour standards.



3.6.5 Coherence and complementarity

The JLMP Strategic Framework ensures the integration of the Priority Project with the other three JLMP projects and with other interventions in labour migration as the ILO support to AUC in framing and promoting social protection policies. IOM has aligned the Priority project with pre-existing projects enhancing their effectiveness. The JLMP has been integrated with the tripartite coordination ongoing in the SADC region as a result of consultations led by the AUC. For example, with the SDC funded formulation of the 2020-2030 Strategic Framework and the EU Social Protection Project action implemented by ILO and AUC that fall in the frame of the JLMP and are complementary to the Priority project. The project has not established any collaborations with development banks that play an active role in the economic development of Africa, for example, in the field of migrants' remittances⁴⁹ that is a priority of the labour migration governance, and labour migration statistics management. In fact, the 2nd edition of the Report on labour migration statistics in Africa includes economic indicators that measure topics of interest for the development banks that collaborate with the national statistics offices of the MS in the field of economic indicators.

4. Conclusions

The Priority project contributes to the establishment of the African labour migration governance by improving the strategic framework and capacities of the AUC and RECs and the coordination of their action with that of the Member states, and by supporting the tripartite consultation at the continental level and the identification and execution by the African institutions of joint actions tackling key and emerging labour migration issues.

Identification and design

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

⁴⁹ Migration Policy Framework for Africa and Action plan. Pillar 2. Labour migration and education: 2.4 Remittances.



information throughout the migration cycle; 6) promote balanced and positive narratives on the contributions of migrant workers to development in countries of origin and destination; and 7) engage in inter-State and inter-regional cooperation on labour migration governance. However, the project approach to build labour migration governance is vague about the modalities of access to, management of and accounting of the financial resources necessary to perform technical tasks such as the organization of the LMAC tripartite coordination and the participation of RECs and MSs to the coordination and planning of joint actions.

The project is managed according to the principles of Aid effectiveness which include mutual accountability. Agreements under the UN Pass Through Fund management model provide additional guidelines.

Monitoring

The Logical framework includes 42 Output and Outcome indicators. The extensive number and technical nature of the Output indicators limits presenting the project in a synthetic way to stakeholders outside those directly involved in its management. It matches the information exigencies of the people directly involved in the project supervision and management but does not contribute to its downstream accountability to the broader community of the MSs and their partners.

Effectiveness

The JLMP-Priority has contributed to achieve six out of the eight *successes* recognised in the JLMP Strategic Framework 2020 –2030. It has released the 2nd Report on Labour migration statistics in Africa and contributed to the development and approval of the JLMP Strategic Framework and JLMP M&E Plan (2020-2030). At the same time, the project has produced the JLMP Training and Capacity Building Strategy, a Communication Strategy, and three strategic policy briefs analyzing the impact of COVID-19 to African migrant workers, including those in the health sector and informal economy. Several work tools – guidelines as well as political engagement to promote intra and inter-regional cooperation on labour migration - have been agreed at the continental level, although not yet implemented as they have to be adapted to the individual MS laws, a long-term process. Capacities and skills have been strengthened through consultations, awareness raising and capacity development events.

The establishing of the LMAC, the coordination with the Global Forum for Migration Development (GFMD) and with Abu Dhabi Dialogue, and the Ambassadors' meetings are contributing to the emergence of a joint vision on how to assist migrant workers. The LMAC is actively organizing labour migration advocacy events and dialogue with the main countries of destination of African migrant workers. It has also published three policy briefs on COVID-19 and African Migrant Workers and a strong statement calling for comprehensive policy responses to protect migrant workers' rights.



Efficiency

The extensive membership of the JLMP PSC facilitates the discussion on the objectives and challenges of the project by its most direct partners. Its broad constituency however may hamper the taking of prompt decisions to orientate the project strategy and its implementation when facing new challenges as the COVID-19 pandemic.

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

Impact

The enhancement of regional labour migration governance has progress in key areas.

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

Sustainability

The strengthening of capacities and implementation of the programmatic documents elaborated with the assistance of the project is expected to prompt the commitment of the RECs and MSs to implement joint actions. In fact, the project is the result of a concerted effort in allocating resources to kick-start the JLMP implementation. Human resource support extended by the JLMP Priority project to the AUC via the Programme Support Unit (PSU) and the EAC and ECOWAS via labour migration officers has strengthened their labour mobility portfolios and accelerated the JLMP implementation pace. A further element that contributes to the sustainability of the project results is its coordination with the other three JLMP projects that operationalize the objectives of the JLMP Strategic Framework. The progress made in building the mechanisms to fund the labour migration governance is still in its initial phases, because of insufficient elaboration of its business model / budgetisation approach and slow growing engagement of regional and national stakeholders.

Communication

The Communication Strategy for JLMP Priority project includes a balanced set of actions such as public relations and advocacy, capacity building of stakeholders, public information campaign and



leveraging key international events, most notably the release of the 2nd edition of the Report on labour migration statistics in Africa through the AU website, background papers for the GFMD Africa regional consultations disseminated through the GFMD website, the JLMP training and capacity building statement and the LMAC policy briefs disseminated via the IOM website, the LMAC statement during international migrants day and several project press briefing notes released through the AU and IOM websites.

Coherence and complementarity

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

5. Recommendations

| <i>Recommendation</i> | <i>Addressed to</i> | <i>Priority</i> | <i>Resource implication</i> | <i>Timeframe</i> |
|--|----------------------|-----------------|-----------------------------|---|
| 1. Elaborate the detailed <i>business model</i> of labour migration governance by defining its <i>political and technical aspects</i> and their respective cost-recovery mechanisms. Design activities to strengthen the AUC and RECs capacities of budgeting the labour migration governance processes. | AUC, IOM, ILO | High | Medium <i>Expertise</i> | Short-term, before the end of the project |
| 2. Elaborate the Priority project Exit strategy that should include a (remote) workshop (a) to present, discussing and systematize the results of the project to be used in communication actions and (b) to elaborate policy briefs for decision makers on the key topics of labour migration governance. | Project support unit | High | Low <i>Meetings</i> | Short-term, before the end of the project |
| 3. Propose to the donor a 3-6 months no-cost extension of the project to complete activities that | AUC, IOM, ILO | High | Low | Short-term, before the |



| | | | | |
|---|---------------|--------|---------------------------|---|
| have been delayed by the COVID-19 pandemic restrictions and to prepare for a new phase. | | | Meetings | end of the project |
| 4. Collaborate with African law institutes and fora in the discussion and design of the revision of the legal framework conducting to the adoption of the provisions of International Labour Standards, e.g. in the field of human rights and social protection and recognition of skills of migrant workers. | AUC, IOM, ILO | Medium | Medium Meeting, expertise | Medium-term, at the beginning of a potential next phase |
| 5. Elaborate a JLMP Strategic Framework marketing plan and link it to the activities of the JLMP Communication strategy to promote such document. Ensure that the project results at output and outcome level are used in elaborating the content of the communication activities. | AUC, RECs | Medium | Medium Expertise | Medium-term, at the beginning of potential next phase |

6. Lessons learnt

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

7. Emerging good practices

- Project cascade approach.* The execution of the Priority project in the framework of the AU Migration Policy Framework for Africa and Plan of action 2018 – 2030 has enabled its collaboration with AUC Departments and divisions such as economic and political affairs, gender and diaspora, RECs and MSs and coordination with other initiatives in the same sector⁵⁰. Still the success of the cascade approach depends on long-term frameworks that horizontally integrates the stakeholders'

⁵⁰ The project approach to the engagement of labour migration stakeholders includes:

- incremental approach by focusing most activities on 3 RECs. This has allowed targeted intervention with RECs which are more advanced on labour migration.
- activities on migration statistics, LMAC and some capacity building initiatives involve all RECs.
- due to insufficient funding, a pilot approach in selecting MSs and RECs that participate to capacity building and research initiatives
- engagement of existing/relevant government institutions and AU organs e.g. ARLAC, PAP, STATAFRIC, etc., rather than private entities; even though this is more cumbersome and slower, there are higher chances of sustainability
- building of consensus with all concerned stakeholders before implementation of activities, facilitated with the use of technology and strategic documents e.g. capacity building strategy, M&E strategy, etc.
- leveraging existing relationships of the implementing partners to drive the project execution
- coordination with some GIZ-led actions, as preparation of M&E, capacity building strategies and roll out, in project implementation



participation across the sector - along a shared vision and recognized leadership – and vertically mainstreams their contributions to achieve targeted results at the field level.

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



8. Annexes

1. Terms of reference of the mid-term evaluation

| | |
|----------------------|--|
| Project Title | Priority Implementation Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa |
| Implementer | AU, ILO, IOM & ECA |
| Donor | SIDA |
| Budget | USD 8,786,564.34 |
| Duration | 36 months (July 2018-June 2021) |
| Type of Evaluation | Independent joint mid-term |
| Timing of evaluation | Aug 26 to Nov 30 2020 |

1.0 Background of the project

The AU-ILO-IOM-ECA “Joint Programme on Labour Migration Governance for Development and Integration in Africa -JLMP (known as the Joint Labour Migration Programme,) is a long term joint undertaking among the four organizations in coordination with other relevant partners operating in Africa, development cooperation actors, private sector organizations and civil society representatives. It is the instrument dedicated to the implementation of the 5th Key Priority Area of the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development which was adopted by the Assembly of Heads of States and Governments (AU/Assembly/AU/20(XXIV)/Annex 3, January 2015) in Addis Ababa, Ethiopia. Its strategy focuses on intra-African labour migration and supports achievements of the Agenda 2063 First Ten Year Implementation Plan, (FTYIP) 2014 - 2023 of the African Union (AU) and of the Sustainable Development Goals (SDGs) adopted by the UN. In addition, the JLMP is a critical instrument of implementing the Migration Policy Framework for Africa (MPFA) and Plan of Action (2018-2030) adopted by the AU Executive Council on 25-26 January 2018 in Addis Ababa.

In July 2018, the JLMP Project “Priority Implementation Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP Priority)” was launched. The project was developed in order to ensure a strong take-off for the JLMP and is being implemented from July 2018 – June 2021.

The overall objective of the JLMP Priority Project is drawn from the JLMP, namely: to contribute to improved labour migration governance to achieve safe, orderly and regular migration in Africa as committed in relevant frameworks of the African Union (AU) and Regional Economic Communities (RECs), as well as relevant international human rights and labour standards and other cooperation processes. Specifically, the JLMP Priority Project focuses on four specific objectives, also closely drawn from the JLMP:

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

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

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

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



In its implementation, the JLMP Priority foresees a series of coordinated and simultaneous interventions implemented across two main thematic domains: governance and operational implementation.

The governance domain addresses the critical need to develop in concert the four cardinal pillars of labour migration governance: 1) laws and regulative frameworks based on regional and international labour standards, 2) viable and comprehensive policies developed in coherence across various sectors such as overall development, migration, employment and education, 3) strengthening core institutions responsible for labour migration governance such as relevant government Ministries (e.g. Ministries of migration, of labour, education, of justice, foreign affairs etc.), and 4) engaging stakeholders in a whole of society approach, including social or “World of Work” actors (Ministries of labour, and employers and workers’ organizations); migration organizations and associations, cooperation among the main employment and labour market institutions, diaspora associations, academia, media etc. In addition, coherent actions should be pursued at all levels of governance - the national, regional, continental and global levels.

The operational implementation component covers key inter-dependent technical operational areas: decent work and social protection for migrant workers and their families with effective application of labour standards and ethical recruitment, addressing the key constraints of skills shortages and increasing recognition of qualifications, and obtaining relevant and comparable labour migration and labour market data and knowledge for governance of labour migration and protection of migrants. Each of these reflects a specific area of standards, policies and technical competences, each address distinct institutions and constellations of stakeholders, and each intersects with different international actors and distinct migration, employment and labour market structures.

The intermediary target groups for this initiative are African Union Commission (AUC) experts, policymakers and managers in relevant Regional Economic Communities (RECs) and African Union Member States’ (MS) labour administrations responsible for the formulation and implementation of labour migration policies and programmes and strategies, e.g. World of Work actors (Ministries of labour, and employers’ and workers’ organizations) relevant government Ministries, diaspora associations, migration organizations and associations, women associations, academia, etc. The final beneficiaries of this initiative are Migrant workers and members of their families, RECs, MS’ labour administrations and social partners.

Key results achieved as reported by the project:

- The JLMP training and capacity building strategy was finalised and disseminated. The strategy, addresses priorities like development and implementation of coherent labour migration policies identified by labour migration stakeholders such as labour market actors and institutions, migration authorities, in consultation and cooperation with workers and employers’ organizations, the private sector, recruitment industry and relevant civil society organizations, will enhance their effectiveness in delivering fair, effective, transparent and gender responsive labour migration services at both the MS & REC levels
- The Second African Report on Labour Migration Statistics has been developed and will be published in April 2020. National statistical offices from more than 45 member States participated in the process, providing national data and statistics.
- The capacities of technical staff of National Statistical Offices from 41 member states and 3 RECs were strengthened on measurement and how to report on the critical indicators of labour migration statistics based on the implementation of international statistical standards adopted by the International Conference of Labour Statisticians.
- Enhanced technical capacities of 21 experts from National Statistics Offices, Ministries of Labour and Immigration departments in the Economic Commission of Central African States (ECCAS) on piloting the collection of new types of data on labour migration, such as administrative data from the government, border control data and private sector counterparts.
- The draft model Bilateral Labour Agreement (BLA) was developed. Once finalized, the BLA will be made available to MS as a tool to support MS in strengthening protection mechanisms for migrant workers through international cooperation.
- Consultations were held between the AU Labour Migration Advisory Committee (LMAC) and five RECs (EAC, ECCAS, ECOWAS, COMESA & IGAD). The consultations contributed to equipping the LMAC with deeper understanding of sub-regional dynamics that will enable the Committee to offer advisory services to MSs’, AU’s and RECs’ decision makers.



- Technical and financial support was also provided to the African Trade Union Migration Network (ATUMNET) consultations that explored how social partners could engage with other stakeholders to promote the implementation of the AU Continental Free Movement Protocol and the Global Compact on Migration in Africa, especially to facilitate labour mobility.
- The capacities of social partners (Workers' organizations representatives from 32 countries and 3 sub-regions and employers' organizations representatives from 24 countries) were strengthened on labour migration governance, including the development of action plans and the identification of further guidance needs.
- Capacity of the AUC for continental and regional operational leadership in labour migration management including spearheading/steering the implementation of the JLMP at all levels was strengthened through finalisation of the recruitment of the Program Support Unit (PSU). The PSU consists of Programme Coordinator, Programme Support Officer, Legal Officer, Statistics officer, and Administrative Assistant based at the AUC.
- A monitoring and evaluation framework for the project was finalized. It will enhance benchmarking project achievements' towards contributing to the achievement of the JLMP objective.

The AUC is the lead agency for the JLMP Programme and JLMP Priority Project implementation. It is responsible for providing overall vision and political perspective, for organising, supervising and reporting on operations, for mobilising consultation with and participation of the respective Regional Economic Community officials and for facilitating communication and coordination with concerned entities in member states' governments. The IOM, ILO and ECA provide technical and institutional expertise to support the AUC in the implementation of the JLMP and JLMP Priority Project. IOM and the ILO have already jointly demonstrated effective collaboration in the implementation of several activities globally and in the African region. The JLMP Priority Project further builds upon a previous collaboration of the ILO and the IOM in the area of labour migration governance, such as the production of the Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination; the EU and ECOWAS funded FMM West Africa project (2013-20), which is driven by the ECOWAS Commission and implemented by the IOM, the ICMPD and the ILO.

The JLMP Priority Project is funded by Swedish International Development Cooperation Agency (SIDA). The total budget for 3 years is USD 8,786,564.34.

By March 2020, the JLMP Priority Project will have been implemented for a period of 19 months, and in line with project documents, is due for a mid-term evaluation. To manage the independent midterm evaluation of the project AU, ILO and IOM have organised an Evaluation Advisory Committee (EAC) composed of evaluation officers of each institution, not involved in the project. This Committee is therefore looking for an individual consultant to undertake the mid-term evaluation of the JLMP Priority Project through a home-desk assignment. The selected consultant will work closely with the AUC Programme Support Unit (PSU) Programme Officer and the IOM & ILO project managers in undertaking this assignment. The mid-term evaluation is in line with the JLMP Priority M&E Framework.

Scope and objective of the mid-term evaluation

Scope:

The mid-term evaluation will cover 19 months of the project implementation s (July 2018 – March 2020) assessing all the outputs and outcomes that have been produced since the start of the project.

The evaluation will follow the OECD-DAC framework and principles for evaluation. It will assess the relevance, performance and success of the activities implemented so far and will analyse the progress made towards the achievement of the project's objective. For all practical purposes, this ToR and the three institutions' evaluation policies and guidelines define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

The evaluation will have a strong focus on what worked, what did not work, and why, based on feedback against evidence. It will further collate and analyse lessons learnt, challenges faced, and good practices obtained during implementation period that will inform the remainder of implementation January 2020 – June 2021 of the project



The evaluation will integrate human rights, gender equality and no-discrimination, social dialogue and international labour standards as crosscutting concerns throughout its deliverables and process.

Objective

The main objective of the evaluation will be to effectively capture lessons learnt and provide information on the nature, effectiveness, sustainability and potential impact of the JLMP Priority Project. Furthermore, the evaluation process will serve the accountability role to key stakeholders in their various capacities.

Specific objectives of the Mid-term Evaluation

The specific objectives of the evaluation are:

- Assess the extent to which the project has achieved or is likely to achieve its stated objectives (outcome and impact levels) and outputs while identifying the supporting factors and constraints that have led to them.
- Identify unexpected positive and negative results of the project.
- Assess the effectiveness of the implementation strategy (i.e. implementation modalities, issues of coordination and partnership arrangements, and synergy between the project as well as other initiatives/programmes)
- Assess the management and financial efficiency of the project
- Assess the extent to which the project outcomes will be sustainable and contribute towards the objectives of the JLMP.
- Establish the relevance of the project design and implementation strategy in relation to continental, regional, national development frameworks (i.e. SDGs, GCM, the MPFA, AU-FMP, AfCFTA, UNDAFs etc.), including assumptions behind it.
- Identify lessons learned and potential good practices that can be applied further.
- Provide recommendations to project stakeholders for improvements and learning and support further development of the project outcomes.

Cross-cutting issues of gender, non-discrimination and human rights, social dialogue, and international labour standards will be addressed throughout all the objectives as relevant

Evaluation questions

The evaluation will cover the following evaluation criteria

- i) relevance and strategic fit,
- ii) the validity of design,
- iii) project effectiveness,
- iv) efficiency,
- v) impact orientation and sustainability

The evaluation will be conducted following UN evaluation standards and norms and the Glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC).

In line with the results-based approach, the evaluation will focus on identifying and analysing results through addressing critical questions related to the evaluation criteria and the achievement of the outcomes/objectives of the project using as a central, but not the only one guidance, the indicators in the logical framework of the project.

The evaluation should address the questions below. Other aspects can be added as identified by the evaluator in accordance with the given purpose and in consultation with the EAC. Any fundamental changes to the evaluation criteria and questions should be agreed between the evaluation manager and the EAC and reflected in the inception report.

Relevance and strategic fit – (The design and focus of the project)

- To what extent have the project results so far contributed to the identified challenges that the project aimed to address?
- Is the project responding to the needs of the intermediate and final beneficiaries?
- Was the strategy adopted and inputs identified, realistic, appropriate and adequate for achievement of the results?
- Assess the usefulness of the project results framework (M&E) Framework for learning and accountability among project implementers and stakeholders



- Does the project continue to be relevant to the AU MS, RECs and relevant partners' priorities in governance?
- Is the project relevant to the related AU, RECs, MS' strategies, policies and plans, as well as to the implementing agencies' strategic frameworks?
- How well has the project complemented and fit with other ongoing other organizations' programmes and projects in the by implementing agencies, partners and beneficiaries?
- Has the project addressed the specific needs of women, youths, and other groups among migrants?

Validity of the design

- Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?
- Was the project design realistic?
- Did the project design include an integrated and appropriate strategy for sustainability, including an exit strategy?
- Was the implementation approach valid and realistic?
- Has the project addressed gender, non-discrimination and human rights issues in the project document?

Effectiveness of the project to achieve the expected results

- To what extent has the project achieved its objectives in terms of stated targets?
- Has this been done through the planned outputs or new ones have been included, why and how effective have been?
- Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?
- Is there a suitable M&E framework to monitor and support the implementation of the targeted results?
- Are the strategies and tools used in project implementation contributing positively to the project outcomes?
- Which have been the main contributing and challenging factors towards the project's success in attaining its targets?
- What, if any, unintended results of the project have been identified or perceived?

Has the project mainstreamed gender, non-discrimination and human rights approaches in the project strategies and outcomes?

The efficiency of project Implementation

- Are the processes of achieving outputs efficient? Specifically did the actual or expected outputs justify the inputs (financial, human, time)? Were the resources effectively utilised?
- What factors are contributing to implementation efficiency?
- Do project activities overlap and duplicate other similar interventions (funded at REC, MS and /or by other donors)? Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs? Could a different approach have produced better results?
- Assess the project management and coordination structure operations: To what extent has AUC-ILO-IOM-ECA coordination contributed to the achievement of the results?
- How efficient are the management and accountability structures of the project?
- Has the project created good relationship and cooperation with relevant continental, regional and national government authorities, social partners and other relevant stakeholders, including the implementation partners, to achieve the project results?
- Has the project received adequate administrative, technical and - if needed - policy support from the implementing organizations/institutions (AU, ECA, ILO and IOM)?
- How did the project's financial management processes and procedures affect its implementation?
- What are the strengths, weaknesses, opportunities and threats of the project implementation process?

Impact orientation and sustainability

- Assess whether project outcomes will be sustainable and identify the steps project is taken towards it. What is the likelihood of sustainability of outcomes?
- Is the capacities' strengthening at the individual and organizational level oriented to significant changes at impact level?
- Identify and discuss gaps in the sustainability strategy. How can the stakeholders address these gaps?



- What are the key factors that will require attention to improve the prospects of sustainability of the project outcomes and the potential for replication and scale-up of the approach?

Regarding the current and further COVID19 and post-COVID19 context

- Assess continued relevance of the objectives and strategy of the project in the context of the COVID-19 current and forthcoming context (the “new normal”).
- Assess the implications of the COVID-19 situation and the national and global responses to it:
 - On effectiveness and progress towards impact in terms of project achievement and contribution to broader objectives (continental and global); and
 - On effectiveness and efficiency in terms of ability to deliver the project outputs and implementation challenges.
- To what extent has the project adapted its approach to responding to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the project?
- Is any adaption coherent with AU, ILO and UN system adaptations in the targeted countries and RECs? Have relevant guidance from AU, ILO and IOM been used appropriately by the project? Have relevant strengths, capacity and effectiveness of the project been adequately used in the adaptation?
- How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response? Are changes to exit strategy necessary?

Key stakeholders

The findings and recommendations of the evaluations will inform the key stakeholders of this evaluation who are African Union Commission (AUC) experts, policymakers and managers in relevant Regional Economic Communities (RECs) and African Union Member States’ (MS’) labour administrations responsible for the formulation and implementation of labour migration policies and programmes and strategies, e.g. World of Work actors (Ministries of labour, and employers’ and workers’ organizations) relevant government Ministries, diaspora associations, migration organizations and associations, women associations, academia, etc.

Moreover, it will inform strategies of implementing partners (AU, ECA, ILO, and IOM) and the donor, SIDA, and other contributing donors such as GIZ, where the project and similar programming is concerned.

The methodology of the evaluation

Due to the COVID-19 restrictions on travel, the evaluation will be carried out through two primary data collection activities:

Desk review, including the following information sources:

- a. Review of documents
 - Project document
 - Project budget and related financial reports
 - Interim reports and final reports
 - M&E Framework
 - Reports from various activities (including trainings, workshops, task force meetings, video conferences etc.)
 - Others as required

All documents will be made available by the Project Management Team, in coordination with the EAC, in a drop-box (or similar) at the start of the evaluation.

- b. Preliminary interviews with the evaluation manger, the project manager and the donor

The desk review may suggest several preliminary findings that could be useful in reviewing or fine-tuning the evaluation questions.

Virtual contact with stakeholders and target groups individuals (Online/email questionnaires and telephone and video interviews)

Due to travel restrictions and no possibility of face-to-face engagements with project staff and stakeholders, the evaluation will employ email/online questionnaires and virtual interviews as the main sources for information gathering – to replace field visits and face-to-face interviews. An indicative list of persons to be interviewed will be prepared by the Project Team in consultation with the EAC. This list will include:

- JLMP Priority implementing partners
- RECs Secretariats



- Social partners (including employers' and workers' representatives)
- Members of Labour Migration Advisory Committee (LMAC).
- Others to be agreed by the consultant and the EAC

The evaluator will undertake group and/or individual discussions listed above. The Project Team will provide support in the organization of virtual interviews.

A virtual stakeholders' workshop (of key stakeholders in one group or in stages)⁵¹ will be organised to discuss initial findings and complete data gaps with key stakeholders and representatives of the development partners. The workshop will be logistically supported by the project and programmatically managed by the evaluator. The details of it should be stated clearly in the Inception Report for further preparation during the data collection phase.

The evaluator is encouraged to propose an alternative mechanism or techniques for the data collection phase. These will be discussed with the Project Team and the EAC at the Inception phase. Any alternative should be reflected in the Inception report.

At the start of the evaluation, if the conditions changed (i.e. opportunities for field visits) the methodology could be adjusted according to new circumstances.

Timeframe for JLMP Priority Project Mid-Term Evaluation

The evaluation will be conducted from August - November 2020 for an estimated 35 working days, as detailed below:

| <i>n.</i> | <i>Task</i> | <i>Estimated consultant working days</i> | <i>Time</i> |
|-----------|---|--|--------------------------------|
| 1. | Engagement of Consultant | 0 | Week of 28 August 2020 |
| 2. | Produce inception report/ | 5 | 31 – 4 September 2020 |
| 3. | Stakeholders' review and approval | 0 | 7 – 18 September 2020 |
| 4. | Consultations, data collection and debriefing to the Project Team and Evaluation Advisory Committee | 20 | 21 September – 16 October 2020 |
| 5. | Produce and submit a draft report | 5 | 19 October – 23 October 2020 |
| 6. | Methodological review and circulation of the draft report among stakeholders | 0 | 26 October – 6 November 2020 |
| 7. | Finalization and approval of the report | 5 | 9 November – 13 November 2020 |
| 8. | Dissemination of the final MTE report to partners | 0 | Last Week of November 2020 |
| | Total number of days | 35 | |

Expected Deliverables:

The consultant will deliver the following outputs:

All reports will be developed in English.

1. *Inception report*: The evaluator will prepare an inception report which details the evaluators understanding of the evaluation and how the questions of the assessment will be addressed. This is to ensure that the evaluator and the stakeholders have a shared understanding of the review. The inception report will include the evaluation matrix summarising the design, methodology, questions, data sources and collection analysis tool for each data source and the measure by which each question will be evaluated.

2. *Draft evaluation report* (30-50 pages): The consultant will prepare a draft Evaluation Report that will be submitted to the JLMP EAC for methodological review and circulation among stakeholders to provide comments on factual errors and clarifications.

3. *Final evaluation reports*: The final report (30-50 pages) will address comments from relevant partners or will document those comments not addressed and the reasons in a Comments table.

The draft and final evaluation report should be based on the following outline:

⁵¹ This will depend on the logistical possibilities in light of COVID-19 challenges



- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology and limitations
- Clearly identified findings for each criterion or per objective
- Conclusions
- Recommendations (i.e. for the different key stakeholders)
- Lessons learned and good practices
- Annexes:

- TOR

- List of people interviewed

- Schedule of the work

- Documents reviewed

- Project outputs and unexpected results achieved versus planned as per the Project logical framework targets

- Others

Scope of Price Proposal and Schedule of Payments

The consultant shall be paid the consultancy fee upon completion of the following milestones.

- 20% after approval of the inception reports by the Evaluation Advisory Committee (EAC)
- 20% after completion of data collection and approval by the EAC of the draft reports
- 60% after the approval of the final report by the EAC

The consultancy fee instalments will be paid as Lump Sum Amounts inclusive of expenses related to the consultancy. The contract price will be fixed regardless of changes in the cost components.

The evaluation will be technically managed by the EAC in consultations with the Project Team, and financially by IOM as the JLMP Priority Project Administrative and Convening Agency.

Required expertise and qualification

An individual consultant will be hired for the mid-term evaluation. He/She should possess the following expertise and qualification:

- Master's degree in Law, Public Policy and Management, Public Administration, Development Studies, International Development, or any other relevant university degree.
- Extensive expertise, knowledge, and experience in the field of labour migration Governance, inclusive participation, access to justice, human rights promotion, gender, conflict prevention and peacebuilding and support to democratic governance initiatives with a focus on citizen participation and empowerment, media development and elections.
- At least 7 years of experience in working with the AU, RECs, international organizations such as ILO and IOM or others agencies of the UN System and donors in the fields of Programme formulation, monitoring and evaluation of similar or related projects (covering Africa will be an asset).
- Experience of at least 7 years in evaluating similar or related programmes and projects.
- Excellent written and verbal communication skills in English. Fluency in spoken French will be an added advantage.

Applications:

Interested candidates should apply by presenting the following documents to the mails: xxx

- a. Letter of Confirmation of Interest, availability and no conflict of interest.
- b. Personal CV indicating all experience from similar evaluations, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references.
- c. Two relevant evaluation reports in which the consultant has been the team leader or sole evaluator.
- d. Brief description of why the individual considers him/herself as the most suitable for the assignment, and a methodology, if applicable, on how they will approach and complete the task.
- e. Financial Proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided.



2. The Joint Labour Migration Programme

The AU-ILO-IOM-UNECA JLMP addresses the needs and concerns of migrant workers and their families, as well as that of migrant workers' associations. Actions focus on knowledge sharing combined with advisory services, capacity-building, advocacy, and technical assistance to promote progress on Africa's intra and inter-regional labour migration and mobility and the protection and promotion of African migrant workers' human and labour rights. Annex 1 presents the key features of the JLMP.

This programme conducts coordinated and simultaneous interventions across two major and complementary components and several key expected results:

1. Strengthen effective governance of labour migration in Africa

- 1.1 Increased ratification and domestication of key international standards on labour migration
- 1.2 Free circulation regimes in coherent labour migration policies are elaborated and adopted by the RECs
- 1.3 Strengthened capacities of labour institutions and social partners in RECs and national governments for labour migration governance, policy and administrative responsibilities
- 1.4 Regional mechanisms for tripartite policy consultation and coordination on labour migration issues established, and consultation and technical cooperation with other regional strengthened.

2. Promote decent work for regional integration and inclusive development:

- 2.1 Decent Work for migrants with effective application of labour standards to migrant workers in recruitment and treatment promoted
- 2.2 Social Security extended to migrants through access and portability regimes compatible with international standards and good practice
- 2.3 Harmonised policies to foster mobility of skills and better alignment of skills with labour market needs are adopted and implemented in Africa
- 2.4 Enhanced collection of gender and age disaggregated data on migrants' economic activity, employment skills, education, working conditions, and social protection situations.

The JLMP addresses the needs and concerns of migrant workers and their families, as well as that of migrant workers' associations. Actions focus on knowledge sharing combined with advisory services, capacity-building, advocacy, and technical assistance to promote progress on Africa's intra and inter-regional labour migration and mobility and the protection and promotion of African migrant workers' human and labour rights.



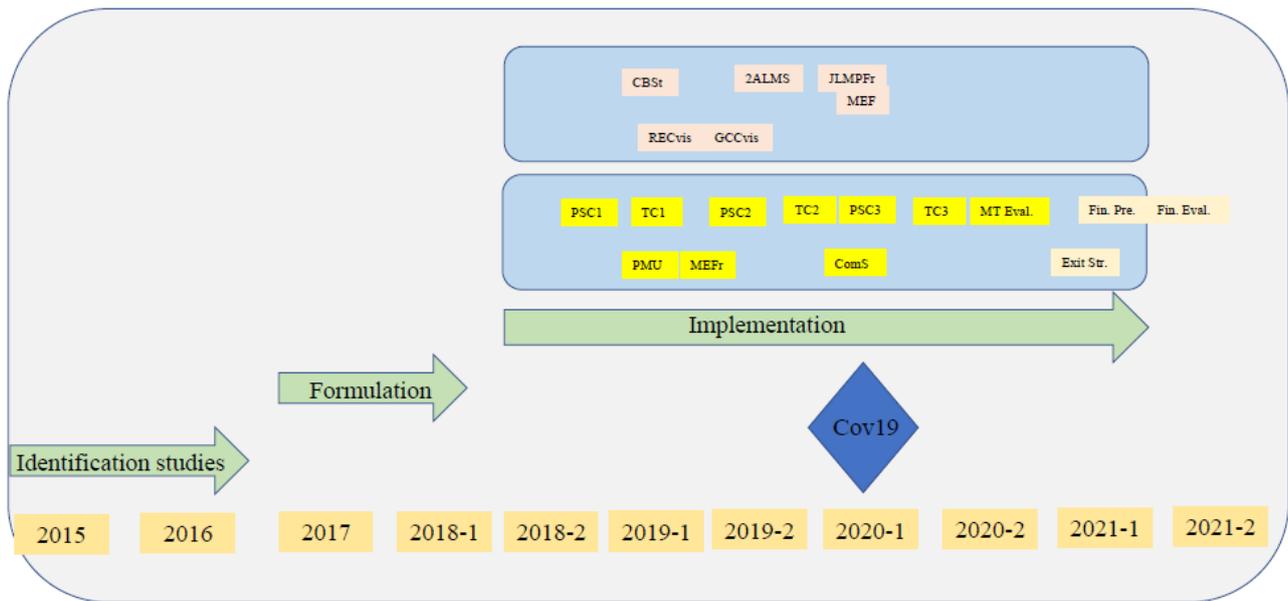
The JLMP Strategic Framework 2020-2030 is implemented in the three following phases⁵²:

Phase 1 (2020-2023) – Will build on the foundation of the previous phase and focus on *rebuilding and strengthening* the governance and management structures, the coordination, monitoring and evaluation frameworks as important underpinnings for sustainability. Under this phase, existing activities will be completed towards realisation of important catalytic JLMP results. At the same time, areas that have received no attention over the past JLMP period (2015-2019) will be repackaged and presented to stakeholders and partners for support.

Phase 2 (2024 – 2027) – This represents the mid-term Phase where *stocktaking* will be done. Efforts at this stage will be highly focused on *advancing priority strategies under all the strategic objectives*. At the same time, there is need to ascertain what is working well, what is not, what should change and what could be institutionalised. To that end, an independent, comprehensive mid-term evaluation will be done in 2025. This will help to shape the direction over the next few years. *Phase 3 (2028 – 2030)* – This is the *consolidation* phase. By end 2030 and beyond, the JLMP will be recognized as a permanent coherent mechanism to manage labour migration governance and labour mobility issues for migrant workers and their families. RECs and their Member States would have not only have ratified landmark treaties but would have enacted them and mainstreamed them into their local contexts. A final independent evaluation will be conducted in 2031. Four projects contribute to the implementation of the JLMP: Priority implementation actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa or JLMP-Priority project (2018-2021) launched with SIDA's financial support (USD 8.7 million) and technical support of the ILO, IOM and ECA. Extending access to social protection and portability of benefits to migrant workers and their families in selected RECs in Africa" (2017 – 2020) project. Developed and implemented by the ILO in collaboration with the AUC. The project was funded by the EU/ ICMPD at a cost of approximately USD 2.5 million. *Capacity Development in Statistics Project (2019-2021)*. It is an institutional cooperation programme between Statistics Sweden, the African Union, and four regional economic communities in Africa on migration and labour statistics. The project, which has a budget of approximately US\$ 6 million, seeks to improve the availability of regular up-to-date migration statistics. *Support to the African Union on migration and displacement project (2018-2020)* seeks to assist the AU to effectively fulfils its mandate in the field of migration, mobility and displacement. This institutional strengthening project is funded by German Federal Ministry for Economic Cooperation and Development, through GIZ.

The following diagram presents the project timeframe.

⁵² The AU/ILO/IOM/UNECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP) Strategic Framework 2020 – 2030.



4. Project reconstructed Theory of change developed by the evaluator

The Theory of change

The *Theory of Change of the Priority project* identifies the sequence of conditions and factors deemed necessary for projected outcomes to yield impact (including context conditioning and actor capacities) and assesses the current status of and future prospects for achievements. The ToC is a conceptual framework designed to discuss the *project effectiveness* from outputs all the way through immediate outcomes and intermediate states to impact and sustainability, to make its contribution to the *overall development strategy* clear. The reconstructed ToC is based on the JLMP Priority Project documents and Logical framework that present the main component of the project without formally designing a ToC. It does not concern the project objectives and outcomes but presents the conceptual framework that link them to the achievement of the development goal.

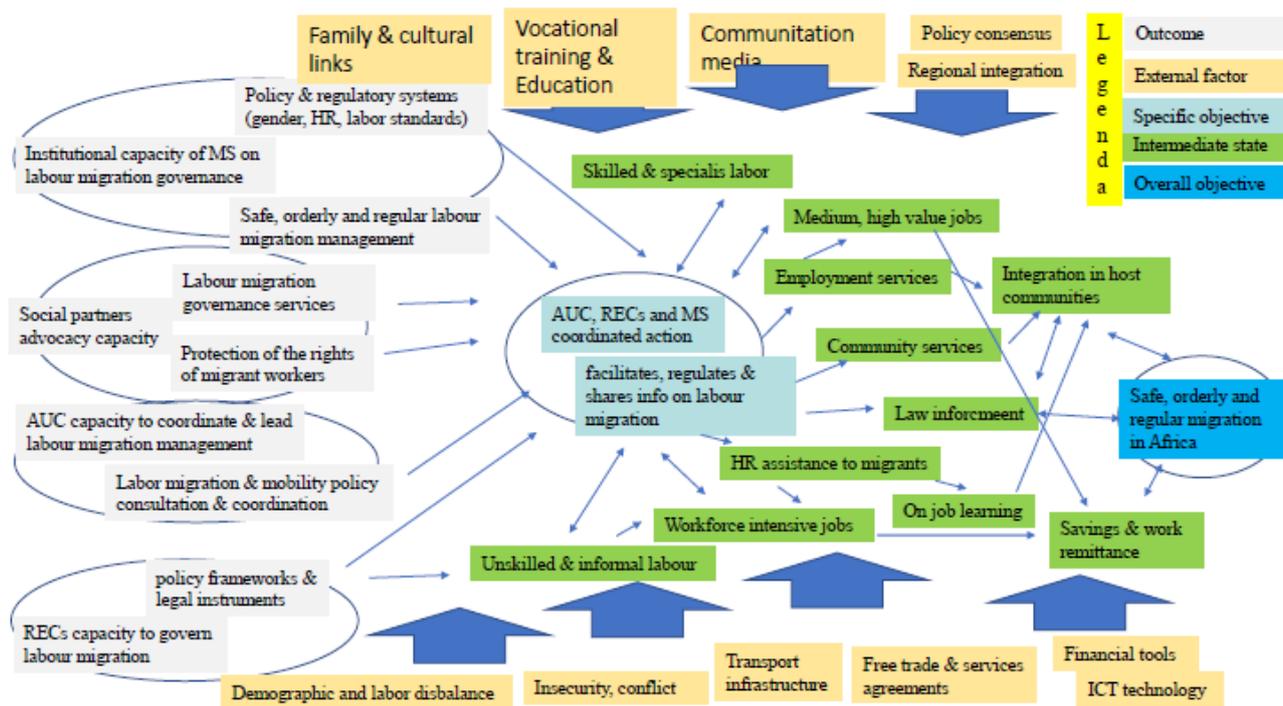
Context

The swiftly growing skills of the labor force of the African countries is not matched at the national level by the corresponding creation of jobs that greatly depend on foreign investments. This mismatch boosts cross border migration and the vast movement of African professionals to other continents. Local instability – as conflict, natural hazards, political crises, etc. – change the scale and direction of labour migration with severe impact on the livelihoods and welfare of migrant workers and their host communities. The potential benefits and threats of these processes justify the establishment of labour migration governance.

Strategy

The JLMP Priority Project improves labour migration governance to achieve safe, orderly and regular migration in Africa. Its strategy recognizes the different roles of each African institution in the management of labour migration. The AUC and RECs foster the harmonisation of the MS actions through regional and continental consultation, coordination, collaboration. The AUC facilitates exchange of information and discussions on labour migration and provide leadership to the other African institutions, the RECs assist the harmonisation of their regulations and the delivery of joint services and the MS Governments regulate and supervise migration. The project outcomes (encircled boxes at the left side of the picture here above) address a broad set of factors that

strengthens the capacities and coordinate the action of the AUC, RECs and MSs to facilitate, to regulate and to share information on labor migration (encircled boxes at the center of the picture).



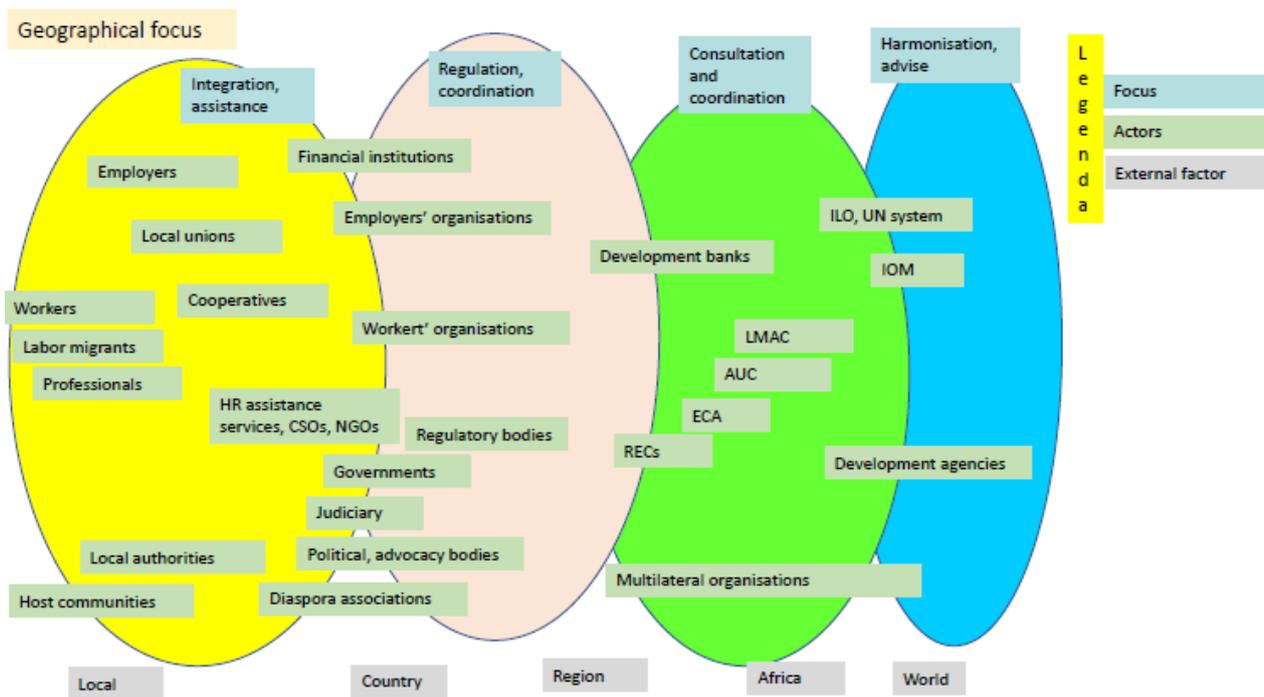
External factors

External conditions influencing the success of labour migration governance range from demography and education and socio-economic status of migrant workers to access to technology and regional integration. Their combined impact modulates the labor migrant orientation and interaction with the host communities, their access to work, protection or rights and socio-economic integration. This situation highlights the importance of the public services assisting the labor migrants but also of the establishment of consultative and coordination mechanisms that mobilise resources, facilitate the interaction of the stakeholders of labor migration, and promote dialogue and collaborations to link labour migration to sustainable development. This interaction involves policymaking, access to capacities and resources and regional and global partnerships. It allows integrating the integration of the migrant workers in the development processes of the origin, transit and employment countries and enhances their livelihood and welfare of the host communities. The interaction of migrant workers with the action of the other actors of development – providing services and assisting migrant workers as well as the rest of the population - boosts the integration of migrant workers in the host communities dynamics thus producing mutually reinforcing benefits and contributing to the sustainable development, at each geographical levels. The establishment of labour migration governance mechanisms ensures that the exigencies and contribution of labor migrants are harmoniously mainstreamed in the political and socio-economic dynamics Africa, its regions and countries to reduce conflicts and to maximize the benefits for all.

Labour migration governance and tripartitism

The tripartite dialogue among employers’ organizations, trade unions and government facilitates such processes. The harmonisation of the labor migrants’ needs and expectations with those of the other actors of the labor market and host community is an iterative process. Employers’ and workers’ organizations support migrant workers at the local level and integrate their action at the

national one. The same happens with diaspora and civil society organizations, which integrate and represent labour and migrants at different geographical levels. The coordination of their interests requires the recognition of shared principles mediated by government institutions. These, typically, establish and enforce the regulatory framework that mediates the encounter of employees and work force along such principles. Regional, continental and international institutions – such as the project partners - provide consultation, advise and coordination services to the MS and promote the harmonization of their actions across borders. International organizations facilitate the sharing of principles and access to knowledge and skills that strengthen the action and interventions of the continental, regional and national actors. The AUC ensures labour migration leadership to mediate their interests through its leadership of labour migration governance.



5. Business model of the Labour migration governance

The Priority Project approach to build labour migration governance is vague about the modalities of access to, management of and accounting of the financial resources necessary to perform the governance technical tasks such as the organization of the tripartite coordination meetings and participation of RECs and MS to joint actions. This weakness in the project design may threaten the viability of labour migration governance.

Governance conceptualization

The project design differentiates between the *political* and *technical* aspects of the governance of labour migration and focuses on the strengthening of the latter ones. The articulation of the relations between the two components of labour migration governance is needed to produce mutually reinforcing effects, to appeal to policy makers and to establish the financial mechanisms needed to fund labour migration governance. The *political aspects* of governance are enshrined in



the action of the political leaders of the AUC, RECs and MS. These need to access reliable information to identify the topics at stakes, frame alternatives, elaborate policies, promote and supervise their execution. The *technical aspects* consist in activities usually external to the core functions of these institutions such as organizing coordination, planning, fact finding missions and communication events. They concern different actors and scopes and their funding goes through different cost-recovery mechanisms. The MS interest in these activities varies case by case and does not require the establishment of permanent coordination fora or performance of universal actions.

Governance operationalization.

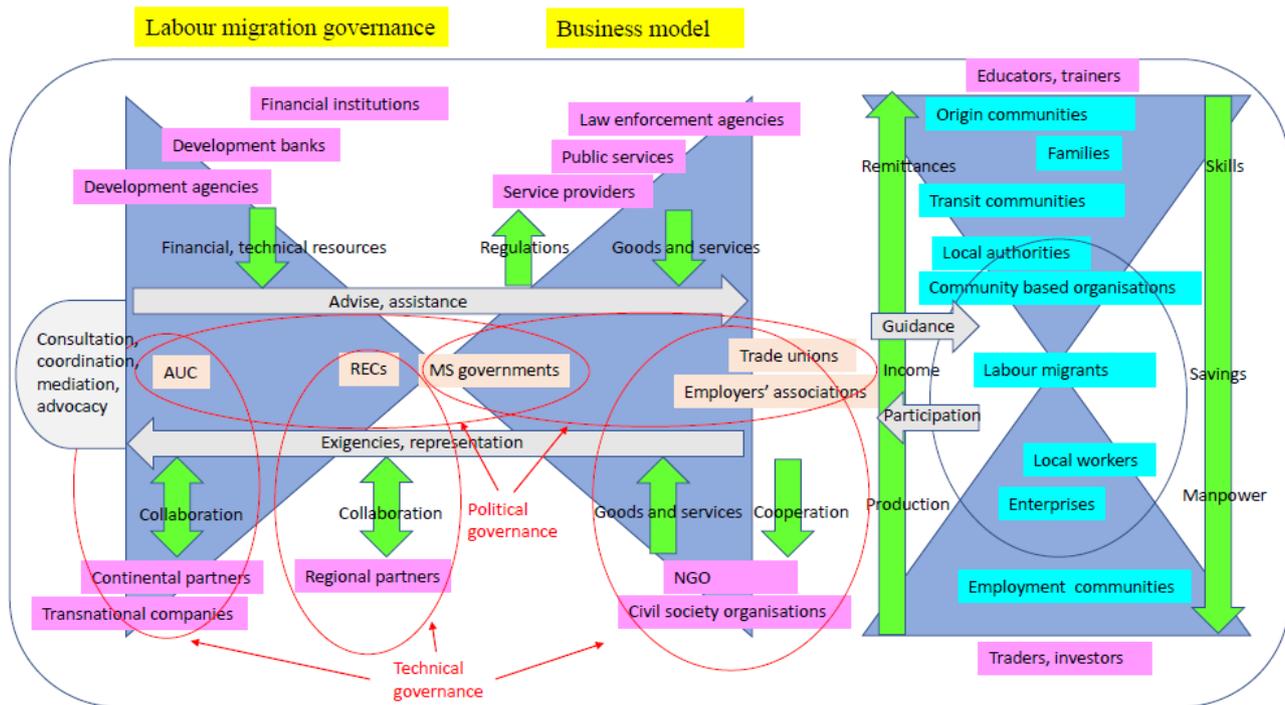
The Priority Project approach to build labour migration governance is silent about its budget process, i.e. the modalities of access to, management of and accounting of the financial resources necessary to perform its technical aspects, as the funding of the tripartite coordination. The enhancement of budgetisation is expected to improve efficiency byt also transparency thus contributing to the success of labour migration governance. In fact, the budget processes modalities required to fund its political and technical aspects, as their scope, object and actors are different. The political governance is part of the ordinary political processes of each institution. Their regular budget is usually sufficient for performing such tasks, plus the case-by-case funding of the services rendered in implementing some specific priority actions. A labour migration secretariat or focal point may be enough to link policy making to the technical aspects of labour migration governance. These may greatly vary depending on the mandate and policies of each institution and are decidedly more expensive than the political ones. The participants to coordination, planning, studies, and other technical activities expect concrete benefits from these actions. Each MS may participate to different labour migration coordination activities and contribute to it along its perception of the concrete benefits of the resulting actions. This situation has direct implication on the budget processes of these activities that may reasonably be the result of the contribution of the most interested parties.

Business model.

The establishment of sector governance is a joint task of the African institutions. Their relations promote the political conditions for joint actions. The AUC provides its continental leadership. The RECs advise and assist the MS in aligning their policies, laws and procedures to international labour standards thus operationalizing the commitments made by MS through the AU⁵³. The public and private stakeholders' participation to the tripartite coordination provides advise for the AUC action and contributes to their commitment to the joint endeavour. The collaboration of the AUC, RECs, MS in the political aspects of sector governance is the backbone of these activities. Its success depends on activities such as coordination, planning, monitoring, communication, advocacy that constitute the technical aspects of sector governance. In practice, the operationalization of labour migration governance is based on the interaction of three functions: (a) political decision makings with (b) technical coordination, planning, communication and other technical functions through the (c) focal point or secretariat nexus, at each geographical level (continental, regional, national). The AUC and RECs may play a role in the governance of labour migration in Africa by representing the exigencies

⁵³ For example, the Labour migration and education Recommended strategy XIII. Domesticate the RECs free movement of persons, protocols and provisions. The XXXII. Develop and apply TVET Quality Assurance standards in order to facilitate skills and competencies mobility within RECs and at the continental level.

of migrant workers and their counterparts and by providing advise and assistance to the MS policy making and actions in this sector. The AUC and RECs interaction with international and regional partners make possible the performance of consultation, coordination, mediation and advocacy tasks that overcome the capacities of the individual MS. On the other side MS governments, along with Employers' associations and Trade unions mobilise the participation of the migrant workers and provide guidance to them and their counterparts on the resolution of their problems. The following diagram in line with the conceptual framework of the reconstructed Theory of change.



This implementation of this business model requires a four-pronged action aimed at establishing:

- African institutions political engagement to labour migration, notably by leveraging the positive outputs of quick impact actions for advocacy purposes,
- Labour migration secretariat or focal points running along a slim and flexible model.
- Institutional capacities to manage the technical aspects of labour migration governance, for example in the networking, coordinating and assisting the action of the MS and other stakeholders in this field,
- Institutional capacities to fund and process the budget that finances the technical aspects of labour migration governance, by linking the undertaking of networking, coordination and planning as well as study activities to the concrete interests of the stakeholders to ensure their contribution to their running expenses.

The strengthening of these capacities should be articulated in the following phases:

- The assessment of the context, policies, legal and institutional context of each REC and MS,
- The raising of the awareness of decision makers on the International labour standards,
- The strengthening of capacities to coordinate their adaptation and adoption,
- he assistance to the MS in adapting and adopting these standards.



6. Survey questionnaire

- | | | |
|----|----------------------------------|---|
| A | | Identification |
| 1 | | Date |
| 3 | | Name |
| 4 | | Organization |
| 5 | | Task |
| 6 | | Place |
| 7 | | Country |
| B | | Questions |
| 1 | Relevance | How have you been involved in the identification design and implementation of the project activities? |
| 2 | | Which needs and expectations of the migrant workers and assisting organizations (AU, RECs, MS', etc.) have been identified and prioritised by the project? |
| 3 | | Are the project strategy and activities realistically targeting migrant's needs? |
| 4 | | How are the project activities complementary and aligned with those of other actions (AU, ILO, IOM, RECs, ...) in the field of labour migration? |
| 5 | | Has the project environment changed since its identification? |
| 6 | | It the COVID-19 pandemic changing the project relevance and strategy? |
| 7 | Efficiency | How are the Implementing partners (AUC-ILO-IOM-ECA) ensuring the steering of the project strategy, coordination of partners and timely implementation of activities? |
| 8 | | Are the Implementing partners providing adequate administrative, technical, operational and policy support to the implementation of the activities? |
| 9 | | Are the project financial, human, operational resources properly employed and which factors influence their use? |
| 10 | | To what extent is the Monitoring and evaluation of the project activities supporting its strategic decision making? |
| 11 | | How are the project activities and Exit strategy being adapted to respond to the COVID-19 pandemic? |
| 12 | | How is the project communicating and ensuring accountability to upstream and downstream stakeholders? |
| 13 | Effectiveness | To what extent have the project activities strengthened the enabling environment, built individual and institutional capacities and ensured coordination of actions assisting labour migration? |
| 14 | | How are the project activities improving the performance of your organization and your partners activities? |
| 15 | | Which factors foster the achievement of the project outputs? |
| 16 | | Which unexpected project outputs have been achieved? |
| 17 | | How is the COVID-19 pandemic impacting on the achievement of the delivery of the programme activities and their impact? |
| 18 | <i>Impact and sustainability</i> | What is the impact of the projects on the livelihood and welfare of the migrant workers? |
| 19 | | What are the institutional, socio-economic and financial factors that will ensure the steering, coordination and continuation of the assistance to migrant workers? |
| 20 | | What is the likelihood of the sustainability of project outputs? |
| 21 | Cross-cutting | How are women, youth, people with disabilities and other vulnerable groups of migrants participating in the project steering and to what extend have they being benefited? |



7. Evaluation matrix

| <i>N.</i> | <i>Criteria</i> | <i>Question</i> | <i>Indicator</i> | <i>Value</i> | <i>Source of data</i> | <i>Method</i> |
|-----------|-----------------|---|---|--|--|---------------------------------|
| 1 | Relevance | Which needs and expectations of the migrant workers and assisting organizations (AU, RECs, MS', etc.) have been identified and prioritized by the project? | Stakeholders' contribution in the project | Feedback of IOM and ILO collaboration with AUC, RECs and MS. Insufficient identification participation of MS. | Project document, IPs, partners' interview | Desk analysis, Remote interview |
| 2 | Relevance | Are the project strategy and activities realistically targeting migrant's needs? | Project strategy and work plan consistency with AU 5th Key Priority Area | Project strategy aligned with AU 5 th Key Priority Area. Activities performed as per the Logical framework. | Project document, Implementing partners' interview | Desk analysis, Remote interview |
| 3 | Relevance | How are the project activities complementary and aligned with those of other actions (AU, ILO, IOM, RECs, ...) in the field of labour migration? | Collaboration agreements and participation to joint activities | Complementarity with other implementing partners projects contributing to the JLMP. | IPs, partners' interviews | Remote interview |
| 4 | Efficiency | How are the Implementing partners (AUC-ILO-IOM-ECA) ensuring the steering of the project strategy, coordination of partners and timely implementation of activities? | Finetuning and timeliness of the delivery of project activities | Coordinated execution of activities to reciprocally exploit their results as inputs. | Progress reports, Implementing partners' interview | Desk analysis, Remote interview |
| 5 | Efficiency | Are the Implementing partners providing adequate administrative, technical, operational and policy support to the implementation of the activities? | | Implementing partners flexible execution of allocated budget along their financial and administrative procedures. | Project documents, IPs, partners' interview | Desk analysis, Remote interview |
| 6 | Efficiency | Are the project financial, human, operational resources properly employed and which factors influence their use? | Cost effectiveness of the project activities | Delays and lack of linkages among project results negatively impacts on the cost effectiveness of the activities. | Progress reports, IPs, partners' interview | Desk analysis, Remote interview |
| 7 | Efficiency | To what extent is the Monitoring and evaluation of the project activities supporting its strategic decision making? | Use of indicators and lessons learnt in steering the project | Use of internal indicators measuring the performance of activities and hence of little use for the steering of the project. Systematization of lessons learnt. | Progress reports, Implementing partners' interview | Desk analysis, Remote interview |
| 8 | Effectiveness | To what extent have the project activities strengthened the enabling environment, built individual and institutional capacities and ensured coordination of actions assisting labour migration? | Strategy and planning documents, capacities, coordination mechanisms and services to migrants strengthened by the project | Slow progress made in strengthening the services to migrant workers. | Progress reports, partners' interview | Desk analysis, Remote interview |



| | | | | | | |
|----|----------------|--|--|---|--|---------------------------------|
| 9 | Sustainability | What are the institutional, socio-economic and financial factors that will ensure the steering, coordination and continuation of the assistance to migrant workers? | Local ownership of the project outputs and contribution to the design of its Exit strategy | Capacities and knowledge developed by participants to project events slowly be institutionalized by parent organizations. | Progress reports, studies, partners' interview | Desk analysis, Remote interview |
| 10 | Cross-cutting | How are women, youth, people with disabilities and other vulnerable groups of migrants participating in the project steering and to what extent have they being benefited? | Role of women and vulnerable groups to steering the project | Women effectively encouraged to participate to project activities. No strategy elaborated to ensure their contribution to steering the project. | Progress reports, partners' interview | Desk analysis, Remote interview |

The questions of the Evaluation matrix synthesize the Evaluation questions listed in the ToR of the MTE, whose revised version is presented in the Survey questionnaire here below.



8. Key informants

| <i>Title</i> | <i>Name</i> | <i>Organization, address</i> | <i>Task</i> | <i>Date of interview</i> | <i>Survey tool</i> |
|--------------|-------------------------------|--|----------------------------------|--------------------------|--------------------|
| Mr | Alves Fernando Jorge D'Almada | ECOWAS Commission | Head of Special affairs division | 1/12 | Zoom |
| Mr | Abimbola Oyelohunnu | ECOWAS Commission | | 1/12 | Zoom |
| Ms | Makoffu Mary | East African Community Secretariat | Director, Social Affairs | | questionnaire |
| Mr. | Stephen Niyonzima | East African Community Secretariat | | | questionnaire |
| Mr | Parakokwa Maxwell | Southern African Development Community | | 26/11 | Skype |
| Mr | Sidi Mostapha | Arab Maghreb Union | | | email |
| Hon. | Tapiwa Mashakada | Pan-African parliament | LMAC member | 3/12 | Whatsapp |
| Ms. | Ocansey Asie Kabuki Naa | Diaspora African Forum | LMAC member | 30/11 | Zoom |
| Mr | Odigie Akhator Joel | ITUC Africa, Togo | LMAC member | 19/11 | Whatsapp |
| Mr | Hashim Njowele | Tanzania | National statistics officer | 24/11 | whatsapp |
| Mr | Diego Iturralde | South Africa | National statistics officer | 23/11 | Skype |
| Mr | Mr. Patrick Nalere | Africa Regional Labour Administration Centre (ARLAC) | Training | 24/11 | Zoom |
| Mr. | Patrice Edimo | Centre régional africain de d'administration du travail (CRADAT) | Training | 24/11 | Zoom |



| | | | | | |
|-----|---------------------------------|--|--|-------|----------|
| Mr | Micheal Kandukutu | Zimbabwe Congress of Trade Unions /African Trade Union Migration Network (ATUMNET) | National organiser | 18/11 | Whatsapp |
| Ms. | Moradeke Abiodun Badru | National Association of Nigeria Nurses and Midwives | Principal Assistant General Secretary/ National focal point for Migration | 4/12 | Whatsapp |
| Ms. | Thato Barbara R. Morule | Hospitality & Amp. Tourism Association of Botswana | Policy Advocacy Manager | 3/12 | Skype |
| Mr. | Ali Serhani | Confédération Générale des Entreprises du Morocco | Membre de la commission de l'emploi | 23/11 | Whatsapp |
| Ms. | Ulla Andrén | Swedish International Development Cooperation Agency | | 18/11 | Skype |
| Mr. | Messay Legesse | Swedish International Development Cooperation Agency | | 20/11 | Zoom |
| Mr | Ibrahim Hussein Kasso | SDC | | 17/11 | Zoom |
| Ms | Felicita Mukurarinda | Deutsche Gesellschaft für Internationale Zusammenarbeit | | 26/11 | Meets |
| Ms | Catherine Matasha | IOM | | 20/11 | Skype |
| Mr | Edwin Righa | IOM | | 20/11 | Skype |
| | Admasseged Alemayehu | IOM | | 20/11 | Skype |
| Dr. | Gloria Moreno-Fontes Chammartin | ILO | Regional Labour Migration and Mobility Specialist | 27/11 | Zoom |
| Ms | Silvia Cormaci | ILO | | 27/11 | Zoom |



| | | | | | |
|-----|------------------------------------|---------------------------------------|----------------------------|-------|----------------|
| Mr. | Hakizimana, Jean-Marie | ILO Regional Office for Africa (ROAF) | Regional statistics expert | 25/11 | Zoom |
| Ms | Adaeze Emily Molokwu | AUC Secretariat | | 23/11 | Meets |
| Ms. | Amohelang Mamatebele Vivian Ntsobo | AUC Secretariat | | 23/11 | Meets |
| Mr. | Brian Onsase Okengo | AUC Secretariat | | 23/11 | Meets |
| Mr. | Hussein Gidding | | | 23/11 | Meets |
| Mr | Oumar Diop | AUC Secretariat | | 23/11 | Meets |
| Mr | Samson Bel-Aube Nougbodouhoue | Statistic Sweden project | Chef de file | 16/3 | Skype business |



9. Timeline of the mid-term evaluation

| <i>N. Activity</i> | <i>Date</i> |
|---|-----------------|
| 1 Inception phase | |
| 1.1 Kick off meeting with the Reference group | 10/09/2020 |
| 1.2 Preliminary review of project documents | 11-15/09/2020 |
| 1.3 Preliminary interview with the PSU staff | 16-17/09/2020 |
| 1.4 Inception report elaboration | 18-22/9/2020 |
| 2 Survey phase | |
| 2.1 Desk review of project documents | 11-15/11/2020 |
| 2.2 Interviews | |
| 2.2 Interviews of the programme partners and stakeholders | 17/11-4/12/2020 |
| 2.3 Elaboration of the Preliminary findings | 5-8/12/2020 |
| 2.4 Remote workshop presenting the preliminary findings | 10/12/2020 |
| 3 Synthesis phase | |
| 3.1 Elaboration of Draft evaluation report | 11/12-24/1/2020 |
| 3.2 Elaboration of the Final evaluation report | 3/2021 |



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- 2 JLMP Proposal
- 3 Workshop for the development of a training and capacity building plan on the role of labour institutions and migration authorities / agencies on labour migration governance 2018 - 2020 report
- 4 Preliminary Analysis of the Assessment Survey for Identifying Capacity Building Needs of Labour Market Institutions in the Governance and Management of Labor Migration
- 5 JLMP Financial Report 2018 07 - 2018 12 31
- 6 2019 Report of the 1st JLMP Steering Committee Meeting
- 7 AU Guidelines for implementing actors on the AU Free Movement Protocol
- 8 JLMP Capacity Building Strategy on labour migration governance in Africa. English, French, Arabic version
- 9 JLMP Interim Report to Swedish International Development Cooperation Agency
- 10 JLMP presentation leaflet
- 11 JLMP presentation leaflet
- 12 JSMP Result Matrix
- 13 M&E framework for the JLMP
- 14 ATUMNET Meeting and Workshop on enhancing social partners' effective contributions to ALMG report
- 15 Report of the AUC Diaspora and Labour Migration Visit to the GCC mission to Kuwait and UAE
- 16 Report 2nd JLMP Steering Committee Meeting
- 17 ToRs for the consultancy Current barriers to effective labour mobility in the African leather industry in selected corridors in Eastern, Northern and Western Africa
- 18 ToRs for the Consultancy services for the JLMP Strategic Framework
- 19 JLMP Budget revised
- 20 JLMP priority project Revised Budget
- 21 AU Labour Migration Advisory Committee (AU-LMAC) Report 2019
- 22 Department of social affairs mission Report Africa Delegation to the ADD Ministerial meeting
- 23 African Ambassadors of main countries of origin of African migrants to the Middle East States and GCC
- 24 Report of workshop with workers Building African workers' organizations' capacity to engage in labour migration governance
- 25 Workers' organizations capacity-building to engage in labour migration governance at national, REC and regional level and support advocacy activities report
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- 34 Labor migration statistics report in Africa - Economic community of West African states ECOWAS
- 35 Labor migration statistics report in Africa - Intergovernmental authority on development IGAD
- 36 Labor migration statistics report in Africa - Southern African development community SADC
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9 11 2020 - 18 12 2020
- 52 Labour Migration Media Awards and Resource Hub Progress Report 10 08 2020 - 18 12 2020
- 53 Concept note for Developing generic modules for pre-departure and post-arrival orientation programmes for MSs based on existing models and best practices
- 54 Concept note of a research study on ethical recruitment in supply chains
- 55 Lived Experience of African Women Journalists Covering LM in Africa
- 56 ToR for the consultancy Training modules on gender responsive labour migration policy formulation, implementation, and coherence in Africa (JLMP)



11. Stakeholders' analysis

The Stakeholders' analysis

This *Stakeholders' analysis* consists in the characterization of the key actors of the programme with the purpose of identifying their relations with the drivers of the JLMP Priority Project strategy and to reconstruct its Theory of change (ToC).

The interests of migrant workers are mixed with those of their origin and host communities as well as with those of a plurality of public and private entities and actors of socio-economic and development. They involve the economic dimension of work, their integration in the origin and host community as well as the access to public and private services assisting migrant worker in movements and recognition of rights, security, and management of savings and remittances.

The stakeholders act at different level, international, national, and local, collaborate or overlap, and in many instances represent varied interests, as in the case of independent states and socio-economic actors. Here below we examine their positioning and role in relation to the project by clustering them in three major categories (state actors, non state actors, migrant workers) that share similar patterns in the build-up and strengthening of the governance of labour migration in Africa.

The JLMP Priority Project is axed on the collaboration of organizations that have a leadership in steering labour migration actions at the African continent level. Their partnership is aimed at harmonising the intervention of the states and socio-economic actors and mobilises political, technical expertise that tackles labour migration issues in conceptual and practical terms. Of course, mutual recognition of the status of migrant workers requires the establishment of a shared vision and use of compatible legal instruments. Their international nature makes possible to draw from experiences and promote the compatibility of the positions of the actors from different states.

State actors

State actors are quite diversified as they deal with the shaping and implementation of the political, legal, socio-economic framework of development, labor and migration. They facilitate dialogue among business, labour, civil society and the different sector of the population collaborating with, benefiting from, and assisting migrant workers. Tripartite social dialogue mechanisms – represented by employers' organizations, trade unions and government - exist in several countries while there are few national level mechanisms of consultation and coordination on job mobility and migration fields. Furthermore, State actors are in charge of the mutual recognition of rights, competencies, travel rules and the transboundary flow of financial resources. Many project activities concern these actors that are the frontline in promoting a favorable environment for job mobility or restricting it. Their different perspective, capacities and positioning vis-à-vis migration requires assessments and targeted assistance or collaborations. Public services that specifically target migrant workers' needs are relatively few, but the targeting of their needs requires regulating and fine-tuning procedures already applied to the population to contain the implicit discriminations faced by people whose exogenous origin is a limitation to the access to work, the recognition of rights, etc.

Non-state actors

Non-state actors, including business, employers' and workers' organizations, civil society, communities and individuals, make the immediate context of the migrant workers' life. Their level of aggregation, capacities and interests are very flexible. As stakeholders in migrants' wellbeing they are directly concerned with their livelihoods and welfare. Also in their case, conflicting interests often interfere. The non-state actors require guidance for their intervention in policies, legislation



and public services. They also expect to be closely engaged in the formulation of policies and legislations governing their activities. Employers' and workers' organizations are not always well positioned in assessing and addressing the needs of low skilled migrant workers that enter the labor market through informal jobs. The interaction between migrants and civil society is a complex and often conflicting process. Civil society organizations mobilise a diversified set of resources (human, economic, political) and influence state actors in shaping the migration framework. They provide complementary services often coordinate their actions to establish synergies thus mobilizing a broader set of expertise and resources. Diaspora organizations are prominent among this group as they represent the migrants themselves and strengthen their internal and external bounds with the origin and employment countries.

Migrant workers themselves may be part or partners of many of the state and non-state actors in the countries of origin, transit and destination. They may be employers or employees, members of civil society organizations or assisted by them. Cultural and socio-economic factors influence their choices and interaction with of the other stakeholders of migration in the origin, transit and employment countries. Education and cultural divides influence the choices and orientation of migrant workers. The fundamental divide among migrant workers concerns skilled vs. low skilled and semi-skilled work. Their different value vis-à-vis the interests of the origin and employment country stimulates and condition their integration. Unskilled and semiskilled migrants, especially the former ones, struggle to be recognized as regular workers. Skilled labor migrants face challenges in the recognition of their professionalism and are often undistinguishable from informal workers. Another key divide resides in the temporality, alternation or permanence of the migrant worker in the host country. Of course, unskilled and temporary migrant workers face more problems in order to be recognized and assisted as they have to tackle the initial barriers to their resettlement. The different perspective of these groups of stakeholders' points to the centrality of the mechanisms that ensure the participation and exchange of information and experiences as well as the design of solutions anchored on principles flexible and customized enough to stimulate the adhesion and contribution of as many partners as possible. Migrant workers, notably skilled workers, are often the missing actors of the development of their origin countries. In fact, their expatriation creates gaps in the availability of skilled labour in crucial fields as education, engineering and health.

The AUC and RECs may play a role in the governance of labour migration in Africa by representing the exigencies of migrant workers and their counterparts and by providing advise and assistance to the MS policy making and actions in this sector. The AUC and RECs interaction with international and regional partners make possible the performance of consultation, coordination, mediation and advocacy tasks that overcome the capacities of the individual MS. On the other side MS governments, along with Employers' associations and Trade unions mobilise the participation of the migrant workers and provide guidance to them and their counterparts on the resolution of their problems (see the reconstructed Theory of change diagram). For instance, the Workers' organizations have established a strong and active *African Trade Union Migration Network* (ATUMNET) and Business Africa has included labour migration as one of its three political priorities. The strengthening of the consultation and coordination role of the African Union Commission (AUC) and RECs is expected to support the expansion of tripartite coordination from the AU Labour Migration Advisory Committee (LMAC) throughout the continent regions and countries. Their joint actions are expected to strengthen the external factors that make safe, orderly and regular migration possible in Africa.

The following table presents the characteristics of the Priority Project stakeholders and their role in labour migration governance.



| <i>Stakeholders</i> | <i>Characteristics</i> | <i>Interests & expectations</i> | <i>Sensitivity to labour migration</i> | <i>Potentials and deficiencies</i> | <i>Implications and conclusions for labor migration management</i> | <i>Labour migration governance</i> |
|---|---|--|---|---|---|--|
| SIDA, Development agencies, Development banks | High level technical expertise, management skills, access to public finance. | Socio-economic development, migrants contribution to local development in origin and employment country, gender equality, environmental conservation | Understanding of socio-economic / human rights / technical / environmental challenges of labour migrations, local-international development interactions. | Managing financial resources, technology, brokering, adapting innovation in providing services to migrant workers. Financing international, national actors in development, service providing to migrants and host communities. | Brokering resources, best practices, collaborations to mainstream best practices, development approaches along national, local priorities. To leverage high-level international expertise to complement the national ones in brokering innovation in servicing migrants and host communities. | Advising on and funding the strengthening of African policies and actions on labour migration. Linking labour migration priorities to sustainable development goals. |
| AUC | Representation and coordination of African member states interests. Political leverage, Policy coordination harmonisation, interface with governments and RECs. Conflict +resolution expertise. | Harmonious regional development. Balancing the interests of different countries and aligning them with the continental and global context. | Understanding of local context, socio-economic challenges of development. Sensitivity for rule of law, sustainability. | Coordination of member states, RECs, international organizations. Brokering change. Resolution of conflicts. Key actor in regional political integration, | Coordination of the member states and RECs actions. promotion of good governance, integration of labour migration. Development of harmonised policies, regulations to improve migrants' conditions and opportunities. | Organising dialogue, shaping a common vision on labour migration, drafting policies, representing joint positions / interfacing with global partners. |



IOM, ILO,
UNECA

Expertise of labour and migration, Systemic, inter-sector coordination with political, socio-development, and human rights actors; expansion and continuous improvement of the labour migration regulations and delivery of services to migrants.

AUC, RECs, member states cooperation. Sharing best practices. Linkages of intra-regional labour migration with other regions, global context.

Understanding exigencies of migrants in relation to sustainable development opportunities and human rights. High sensitivity for political, cross-border collaboration.

Mobilization and coordination initiatives in migration from different countries and regions. Coaching of Governments, National institutions. Interaction with other initiatives, AUC policies revision.

To be connected to other migration and sustainable development initiatives. To be assisted in accessing reaching local institutions and in consulting on and coordinating governments initiatives on labour migration at the local level.

Assistance to AUC, RECs, MS in accessing to knowledge and skills, exchanging experiences, internally and externally migration actions to, international standards and to those of other regions.

RECs (SADC, ECOWAS, IGAD, COMESA, ECCAS, etc.)

Expertise in socio-economic development and regional integration. Access to financial, managerial, technical resources.

Socio-economic development. Sustainable development, Containment of misbalances in labour migration on economic activities.

Understanding of context, national, international drivers of labour migration and sustainable development. Balancing technical and economic concerns with sensitivity for human rights, equality, social security issues.

Mobilization of financial resources, harmonization of best practices in labour migrations. Brokerage of countries regulations on migrant workers, access to innovation, international, regional and continental coordination.

Brokering resources, best practices, collaborations to mainstream labour migration in sustainable development, protection of human rights. Development approaches along international and regional priorities. To be assisted in accessing to information to avoid gaps in the analysis of migrant workers' needs and expectations.

Advising on, coordinating the alignment of their regions MS policies and actions in labour migration, assisting in accessing them to knowledge and skills, harmonising the representation of their viewpoints at the AUC level. Promoting the alignment of labour migration with other development priorities at the regional level.



| | | | | | | |
|-------------------------------------|---|--|---|--|--|--|
| LMAC | Representation of institutions, employers' and workers' organizations. Linking different instances, advising on policies and technical issues and sharing knowledge on labour migration. | Balancing the interests of different groups of stakeholders, Alignment with other continental policies. | Understanding of labour and migration issues, Sensitivity for policy and legal issues. | Liaison among continental actors of labour migration. Sharing of experiences, promotion of harmonized approaches, | Facilitating the dialogue at the continental level, sharing experiences, promoting best practices. | Discussing and communicating the viewpoint of African governments, employers' and workers organizations, advising AUC, RECs on how to reach tripartite consensus on labour migration topics. |
| Governments , National institutions | Representation of broad sets of people, interests. Interface between labour and other sectors. Regulatory, supervisory role. Macro approach to development, Financial, technical, planning expertise. | Stabilization, macro development, geographical / sectors coordination. Addressing the labour migration condition in a sustainable development perspective. Integrating regional and local initiatives. Regularity, equality of procedures. | Understanding of socio-economic drivers and opportunities of labour migration, macro-governance / financial challenges. Local-international development interactions. Sensitivity for equality, social and security issues. | Creates the regulatory framework for migrant workers' accessing to and transferring financial, technical resources. Interface with development agencies, external actors. Key actor in sustainable development planning. | Brokering and coordinating innovative regulations to labour migration, assistance to migrants. To be informed on options and progress in regional integration, money transfer. | Establishing and enforcing regulations on labour migration, security, social protection, human rights, professional skills recognition. Promoting local integration of migrant workers, negotiating international bi-, multi-lateral agreements, contributing to national tripartite coordination, integrating labour migration with migration and development policies harmonizing the welfare of origin, transit and employment communities. |



| | | | | | | | |
|-----------------------------------|--|---|---|--|--|--|--|
| Local authorities | Context, people's needs knowledge, Variable planning, operational, technical expertise. Representation of communities, migrants and other citizens. Conflict resolution expertise. | Stabilization, development, delivery. Balancing the interests of migrants with those of other groups of people. Planning, monitoring the migrants' access to socio-economic and residential services. | local service economic / technical challenges of people movements, dwelling, access to work. High sensitivity for equality, environmental, social and security issues | Understanding of socio-economic / technical challenges of people movements, dwelling, access to work. High sensitivity for equality, environmental, social and security issues | Coordination of local services to integrate migrant workers into local communities. Adaptation of national policies, regulations to fulfill the needs of the residents, migrants. Socio-economic conflicts mitigation. | Assistance to and coordination of local development actors. Technical, planning services to residents, migrants. To be assisted in developing planning, coordinating (local governance), monitoring and assistance capacities and improvement of integration / resettlement of migrant workers in local communities. | Implementing regulations on labour migration, security, social protection, human rights recognition. Providing services to migrant workers, ensuring their local integration along with the welfare of the origin, transit and employment communities. |
| Private sector, service providers | Context / actors / market knowledge, access to financial / technical resources. Mobilization of economic resources, knowledge and skills. Employment of migrant workers. Political leverage. | Continuous opportunities to do business, income and risk diversification. | Sensitivity for business opportunities and risk avoidance in hiring migrants, local labour. Value chain perspective. Openness to technical, organization change. | Brokers of technical, economic change and diversification of jobs and labour. Guiding, influencing migrant workers' flows. | To develop, adopt work innovation, including remote work posts, tele-controlled tasks. To be assisted in learning about challenges of evolving labour skills, expectations, migrants' regulations. | Providing advise, capacity building, technical and commercial services to migrant workers and their partners on demand. | |
| Employers' organizations | Business context and trends context. Business services, negotiation with workers' organizations | Understanding of the evolution of business and technology. Organization of assistance to employers. | Sensitivity to socio-economic problems, investment trends. | Drafting business studies. Assist employers in elaborating contractual procedures, documents. | Studies, communication, consultation and coordination of business outlooks in dealing with the problems of migrant workers. | Collaborating with workers' unions and governments to the establishment and enforcement of regulations on labour migration and their alignment with national development policies. | |



| | | | | | | |
|--|--|--|--|---|--|--|
| Employees and workers organizations (Unions) | Labour context and trends knowledge. Representation of workers, coordination and negotiation with employers. Development of labour laws, regulations. Legal and administrative services. | Understanding of the evolution of employment and technology. Joining forces, organization of and assistance to employees and workers, mediation of their interests | Sensitivity to socio-economic problems, equality and legal issues | Drafting employment studies. Assist migrant workers in accessing to work, rights, safe conditions, building knowledge and skills | Studies, communication, organization of labour workers. Assistance in linking them to the employers. Representation of their interests. | Collaborating with employers' organizations and governments to the establishment and enforcement of regulations on labour migration and their alignment with national development policies. Provide orientation services to migrant workers. |
| Vocational education and training centres | Technical, pedagogy expertise. Building and transferring knowledge and skills through theoretical and practical teaching. Innovating in the elaboration of training methodologies. | Access to innovation, building technical, operational skills. | Sensitivity to socio-economic problems of the learners, communities. Commitment to continuous improvement. Understanding of the soft components of development | Transfer of knowledge and skills, facilitating communication with the youth, workforce. | Sharing knowledge on migrant workers needs and expectation, capacity building opportunities. | Collaborate to the establishment of procedures for the trans-boundary recognition of workers' skills and education titles. Provide capacity building services. |
| Advocacy groups, CSOs, NGOs | Context / actors knowledge, local resources, people's mobilization skills. Services to migrants and host communities. | Local development, social sustainability, access to and transfer of innovation. | Understanding of local context, social challenges, migrants and host communities needs, local dynamics, human rights, gender, youth, vulnerable groups | Coordination of local actors in providing services to migrants and host communities, adaptation of innovation, coordination of local actors. Promotion of social inclusion, dwelling, access to work, integration of migrants in local communities. | Local delivery of services to migrants and local communities. Representation of citizens', vulnerable people' interests. To be assisted in developing capacities in planning, coordinating, monitoring and delivery services to migrants and host communities. | Initiate, participate to dialogue on labour migration challenges and integration with security, development issues. Provide social and thematic assistance to migrant workers, promoting their organization, engagement with other sectors of the local society. |



| | | | | | | |
|------------------------|--|---|---|---|---|--|
| Diaspora organizations | Self-organization and advocacy of migrants and their families. Liaison with institutions in the origin and employment countries. Preservation of the values of the migrants and their community of origin. Support to migrants and their families in the socio-economic and cultural fields. | Livelihoods, welfare, socio-economic and cultural issues affecting migrants. Migrants' reintegration in the origin countries. Promotion of the migrants and their family as individuals and as a community at once. | Understanding of the migrants' values, needs and expectations. Sensitivity on human rights, dignity and intangible values of the migrants, their families, communities and culture of origin. | Coordination among migrants and local communities. Promotion of social inclusion, dwelling, access to work, integration of migrants in local communities and reintegration in the origin countries. | Communication with migrants, awareness raising on labour migration topics, assistance services. Linking labour migration issues in the origin, transit and destination countries. | Advise, organise, represent migrant workers in the origin, transit and employment countries. Promote dialogue with host communities, facilitate access to service, protection of rights, integration in local communities, communication with origin communities, conservation of cultural heritage. |
| Migrant workers | Insufficient knowledge of employment context, socio-economic challenges, scarce resources. Earnest to transfer knowledge and skills to new jobs. High socio-economic vulnerability and adaptability. | Stabilization of livelihoods, income diversification. Solidarity networking among migrants, origin communities. Community acceptance in the employment country, socialization, linkages with origin country. | Acceptance of socio-economic risk, high propensity to opportunity choices in accessing to work, variable sensitivity to human rights. | Allocation of own work force to the changing socio-economic environment of origin and employment country. Diversification of sources of income, variable concern for local community sensitivity. | Participating to needs assessments (participatory approach), communicating experiences on labour migration, integration in local communities, protection of human rights, income management and transfer of remittances. To be exposed to best practices, to be facilitated in experiencing new services, labour regulations. Induction on migrants' rights and duties. | Develop awareness on the challenges of work and life in the employment countries. Organise themselves to deal with the social issues of living in the employment country. Participate to the host community life, discuss and represent their needs and expectations. |



| | | | | | | |
|-------------------------------|--|---|--|--|---|--|
| Migrant women | Sharing work time with the care of children and household assets, scarce resources. High socio-economic vulnerability and adaptability. Strong community and emulation spirit. | Access to job, especially part time. Reduction of workload, access to social services. | Limited commitment to take risk, sensitivity for relations among livelihoods and welfare. | Socio-economic decision making at household, neighborhood level. Balancing the access to work with household activities, child and relatives care. | To improve participation in labour and migration policies, regulations and services. To be made aware of migrant's life challenges to family welfare. To be assisted in reducing their workload to balance job and household tasks. Induction on migrants' rights and duties. | Develop awareness on the challenges of work and life in the employment countries. Organise themselves to deal with the social and family welfare issues of living in the employment country. Participate to the host community life, discuss and represent their needs and expectations. |
| Youth | Knowledge of context, scarce resources, more educated than older generation. High propensity to risk, migration, change of work. | Access to education, technology, work market to social services. Mobility to catch new opportunities. | Openness to technical change, risk, job change and income diversification. | Fast learning, adapting to innovation, dependence on household decisions on job. Higher commitment to behavioral change. | To learn and access to new job opportunities cross-border and intra-country and participate in the development of host communities. To be assisted in assessing opportunities for accessing to education and vocational training. Induction on migrants' rights and duties. | Develop awareness on the challenges of work and life in the employment countries. Organise themselves to deal with the social and education issues of living in the employment country. Participate to the host community life, discuss and represent their needs and expectations. |
| Vulnerable people, minorities | Lack of resources, social stigma, dependence on external guidance, inputs. | Assistance in overcoming barriers to work, livelihood inputs. Joint and individual assistance to reduce risk of change of life-style. | Sensitivity to the human rights, integration in host community, access to external aid. Limited conscience of sustainability challenges. | Risk avoidance in migrating and accessing to work, livelihood inputs. Dependence on external decisions, assistance to overcome socio-economic, psycho-physical barriers. | To learn and access to new skills and work and be represented / participate in community life. To be assisted in assessing opportunities for migration, access to work. Induction on | Develop awareness on the challenges of work and life in the employment countries. Organise themselves to deal with the social and human rights issues of living in the employment country. Participate to the host community life, discuss and represent |



migrants' rights and their needs and duties. expectations.

Academia, Education bodies

High analysis skills, access to innovation, variable context knowledge.

Opportunities for studies, innovation on migration, labour, socio-economic inclusion. Knowledge development, dissemination.

Openness to technical change, understanding of human rights, technical, environmental challenges of work, migration, (variable).

Fast learning, adapting to innovation, hands-off commitment to change. Bridging development actor experiences in migration and work, innovation brokers.

To provide expertise for studying, developing and transferring knowledge on labour migration and socio-economic integration in host communities. To be involved in the development of innovation in policies, regulations, services to migrant workers, elaboration of best practices, technology packages and transfer modalities

Study and advise on labour migration and its relations with education, migration and sustainable development. Advise governments and the public on the threats to development originating from the brain drain of skilled workers.



12. Budget of

the Priority Project

a. Budget and expenses at 31/12/2019

| Budget | | | | Expenses | | | | | | |
|--|---------|---------|---------|----------|---------|--------|--------|---------|--------|-------|
| Item | IOM | ILO | Total | IOM | | ILO | | Total | IOM % | ILO % |
| | | | | 9/2018 | 9/2019 | 9/2018 | 9/2019 | | | |
| Running expenses | 1209301 | 1657572 | 2866873 | 958 | 644427 | 181018 | | 826403 | 78,10 | 21,90 |
| Staff expenses | 1035900 | 1352376 | 2388276 | 958 | 579512 | 181018 | | 761488 | 76,23 | 23,77 |
| Office expenses | 173401 | 305196 | 478597 | | 64915 | | | 64915 | 100,00 | 0,00 |
| Operations expenses | 3892665 | 1370900 | 5263565 | 0 | 589569 | 295142 | | 884711 | 66,64 | 33,36 |
| 1. Enhanced effectiveness | 464100 | 680900 | 1145000 | | 76726 | 167008 | | 243734 | 31,48 | 68,52 |
| 2. Improved policy and regulatory | 558000 | 353000 | 911000 | | 63971 | 23433 | | 87404 | 73,19 | 26,81 |
| 3. Multi-stakeholder policy consultation | 211000 | 156000 | 367000 | | 200028 | 104701 | | 304729 | 65,64 | 34,36 |
| 4. AUC strengthened capacity | 2659565 | 181000 | 2840565 | | 248844 | | | 248844 | 100,00 | 0,00 |
| Overheads | 444134 | 211993 | 656127 | 77 | 104679 | 33331 | | 138087 | 75,86 | 24,14 |
| Overhead (7%) | 357138 | 211993 | 569131 | 67 | 86380 | 33331 | | 119778 | 72,17 | 27,83 |
| IOM administrative agent fee (1%) | 86996 | | 86996 | 10 | 18299 | | | 18309 | 100,00 | 0,00 |
| Total expenses | 5546100 | 3240465 | 8786565 | 1035 | 1338675 | 0 | 509491 | 1849201 | 72,45 | 27,55 |
| Contribution | | | | 2518340 | | | | 5568464 | | |
| September 2018 | | | | | | | | 2518340 | | |
| August 2019 | | | | | | | | 3037922 | | |
| Interest income enerated by ILO | | | | | | | | 12202 | | |
| Carry over | | | | 2517305 | | | | 3719263 | | |

Source: JLMP Interim Financial Reports 2018 and 2019



b. Expenses at 30/09/2020

| Funds received | Expenses | | | % | | |
|-----------------|----------------|---------------|---------------|----------------|---------------|---------------|
| | 7/2018-12/2019 | 1/2020-9/2020 | 7/2018-9/2020 | 7/2018-12/2019 | 1/2020-9/2020 | 7/2018-9/2020 |
| IOM 3518503,1 | 1339710 | 1083577,8 | 2423287,8 | 72,45 | 70,61 | 71,62 |
| ILO 2037758,5 | 509490 | 450988,49 | 960478,79 | 27,55 | 29,39 | 28,38 |
| Total 5556261,6 | 1849200 | 1534566,29 | 3383766,59 | 100,00 | 100,00 | 100,00 |
| Grant 8786564,3 | | | | | | |
| Burn rate | 33,28 | 27,62 | 60,90 | | | 38,51 |

Source: JLMP Priority Project Financial Report to TCM, 11/11/2020



13. Level of achievement of the Priority Project indicators

Date: 11/11/2020

| Outcome | Output | Achievement | Deliverables/comments |
|--|--|--|--|
| <p>Outcome 1: Enhanced effectiveness and transparency of operations of labour migration stakeholders, such as labour market actors and institutions, migration authorities, in consultation and cooperation with workers and employers' organizations, the private sector, recruitment industry and relevant civil society organizations, in delivering improved labour migration governance services</p> | <p><i>Output 1.1 Labour Migration Training and Capacity Building Programme for Africa developed</i></p> | <ul style="list-style-type: none"> • A labour migration capacity building strategy for Africa is available for relevant labour migration actors across the continent; | <p>Capacity building strategy Concept note (ACBC)</p> |
| | <p><i>Output 1.2: Increased knowledge and skills among target labour migration stakeholders to deliver fair, effective and transparent and gender responsive labour migration services</i></p> | | <p>TOR for preparation of workers and employers guide</p> |
| | <p><i>Output 1.3: Support the AUC and member states in the collection and analysis of labour migration data, including by producing a "Labour Migration statistics Report"</i></p> | <ul style="list-style-type: none"> • 2nd edition (2017) of the pan-African labour migration statistics report published; • Eight (8) profiles for Regional Economic Communities (RECs) published | <p>Report of labour migration workshop in Tunis</p> |
| | <p><i>Output 1.4: Labour migration stakeholders in Africa are capacitated to address the skill dimension of labour migration governance, such as piloting skills mobility initiatives helping to reduce skills shortages; increasing recognition of skills and qualifications across Africa, contributing to the strengthened employability of migrants to prevent brain waste, deskilling and unemployment.</i></p> | <p>16 participants were sponsored by JLMP to participate in the workshop on skills anticipation and matching</p> | <p>Report of online training conducted July-August 2020 on Skills Anticipation in partnership with ITC-ILO and Skills For Africa Project (SIFA); Inception report for Programs and Qualifications For Skills Recognition And Development In The Leather Sector In Africa; TOR for Current Barriers to Effective Labour Mobility in the African Leather Industry; TORs drafted for a Joint AU-ILO-IOM-WHO study on health workers skills' portability</p> |
| | <p><i>Output 1.5: Progress on fostering safe and orderly labour mobility within and from Africa is monitored and evaluated through regularly convening a pan-African labour migration symposium</i></p> | | <p>Symposium to be organised in 2021</p> |



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| <p>Outcome 2: Improved policy and regulatory systems on labour migration at Member State and REC levels, taking into account its gender dimension and the relevant international human rights and labour standards.</p> | <p>Output 2.1: Enhanced gender responsive labour migration policy and regulatory frameworks in MSs and RECs, taking into account relevant international human rights and labour rights and existing general migration and labour migration specific frameworks in Africa and globally including the AU MPFA and the GCM</p> | <ul style="list-style-type: none"> • Political and technical confirmation by the East African Community (EAC) Secretariat confirmed for finalization of the draft EAC regional labour migration policy framework; • Government of the Kingdom of Lesotho has committed to finalize its migration and development policy in line with regional and international frameworks and best practices | <p>TORs for situational analysis and EAC Regional Migration Policy</p> |
| | <p>Output 2.2: Active international cooperation to build the necessary cooperation framework on labour migration with non-AU Member states and other regions developed</p> | <ul style="list-style-type: none"> • Two (2) intra-regional meetings facilitated for MS to explore priorities for promoting international cooperation with non-AU MS; • High-level political engagement led by the AUC, ECOWAS, COMESA to the ADD Ministerial Meeting in October 2019 to promote inter-regional cooperation on labour migration | <p>Visit report to Kuwait/UAE; Report of ADD Ministerial Meeting</p> |
| | <p>Output 2.3: Strengthening protection of migrant workers including through international cooperation</p> | <ul style="list-style-type: none"> • 50 labour attaches from 20 MS benefitted from virtual capacity building training on labour migration management and protection of migrant workers; • Draft guidelines for the development of a mode Bilateral Labour Migration Agreement for MS usage | <p>Report of training of labour attachés; CN for BLAs</p> |
| <p>Outcome 3: Multi-stakeholder policy consultation and practical coordination on labour migration and mobility to provide advisory support to MSs', AU's and RECs' decision makers</p> | <p>Output 3.1: Roles of the AU Labour Migration Advisory Committee promoted</p> | <ul style="list-style-type: none"> • 6 field visits and consultations done between the LMAC & 6 RECs (EAC, ECCAS, COMESA, ECOWAS, IGAD, & UMA) and 6 Member States; • 15 thematic proposals made for the 6 RECs, and specific recommendations on enhancing labour migration management made to Djibouti, Gabon, Morocco, Nigeria & Zambia | <p>LMAC visit reports; (3) policy briefs; presentation to Pan African Parliament</p> |
| | <p>Output 3.2: Leverage the power of the social partners (workers' and employers' organizations) and other relevant civil society stakeholders to enhance the labour migration regulatory and policy systems at regional and national levels</p> | | <p>Report on Fair recruitment</p> |
| <p>Outcome 4: AUC strengthened capacity provides for continental and regional operational leadership in labour migration management</p> | <p>Output 4.1: Strengthened/established AUC's technical and staff capacity to lead the implementation of the JLMP</p> | <ul style="list-style-type: none"> • The JLMP Strategic Framework & M&E Plan (2020-2030) taking stock of JLMP implementation to-date, challenges and lesson learned for strategic re-orientation of JLMP objectives; • The PSU (2 men and 3 women) is established and manages the day-to-day implementation of the JLMP | <p>JLMP Strategic Framework and M&E Plan; JLMP Priority M&E Framework</p> |



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| including spearheading / steering the implementation of the JLMP at all levels | Output 4.2: Strengthened capacity of the 3 RECs on labour migration management | • Two (2) designated labour migration experts at the EAC & ECOWAS (1 male, 1 female) | TOR for PSU |
| | Output 4.3: Promoted visibility of the JLMP through relevant communication initiatives | 8 journalists recognized for their reportage of labour migration issues, JLMP website launched; modules on labour migration available for journalists | AWIM report |

Source: JLMP Priority Project Progress report and Workplan 2020



14. Lessons learnt

Lesson Learned Template

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LL Element | Text |
|--|--|
| Brief description of lesson learned (link to specific action or task) | <i>Participatory design.</i> Participation of representatives of the society organization in the identification of governance and institutional strengthening projects to ensure active participation of the beneficiaries in their operationalization.. |
| Context and any related preconditions | The level of awareness of the challenges of the project by the partners was uneven. Also when involved in identifying priorities they did not properly take into account what were their pre-conditions and operational implications. For instance, the RECs / MSs have not incorporated JLMP in their programming which has led to too much dependence on external support |
| Targeted users / Beneficiaries | ILO and partners |
| Challenges /negative lessons - Causal factors | The insufficient involvement of the partners in the elaboration of the project activities (notwithstanding their participation to their identification) produced the underestimation of the engagement required to implement them, in terms of political backstopping and of mobilization of resources. This situation has produced an excessive dependence on the project resources to perform tasks that should have been done by the partners. The need to strengthen the partners' capacities has made clear that the pre-conditions ensuring their effective involvement in the definition of their level of effort (i.e., the operationalization of the project activities) had not been met at the beginning of the project. As it was not possible to change the project implementation strategy, this approach has resulted in a greater commitment of project resources or delays. |
| Success / Positive Issues - Causal factors | Secondment of staff to fill in the gaps of capacities of the regional partners and consultations have improved the engagement of decision makers in some regions. |



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| Administrative Issues (staff, resources, design, implementation) | <p>Strengthen the planning of the project identification activities, ensure that priorities identification is linked to institutional capacities assessment to define the operational needs and level of effort of the partners.</p> |
|---|--|

Lesson Learned Template

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LL Element | Text |
|--|---|
| Brief description of lesson learned (link to specific action or task) | <p><i>Outcome indicators.</i> To promote the social agenda of the project in the society is necessary to produce systematic evidence that can be generated through measuring the project achievements through indicators that focus on the change in the beneficiaries' conditions / performance and in their context; include gender disaggregated targets in the indicators.</p> |
| Context and any related preconditions | <p>The identification of the project indicators has been aligned to those of the overarching programme without considering that the concrete benefits recorded by the beneficiaries (and their gender dimension) are essential to boost the stakeholders' engagement to implement the action. In fact, the immediate achievements of the project (i.e., the performance of its activities) are easy understandable by its partners but of little appeal for external stakeholders as decision makers and other potential partners at the regional and national level.</p> |
| Targeted users / Beneficiaries | <p>JLMP partners</p> |
| Challenges /negative lessons - Causal factors | <p>The weak linkage between monitoring and communication has contributed to the insufficient engagement of policy makers, a situation that has produced limited engagement of resources to the project implementation at the regional and country level.</p> |



| | |
|---|---|
| Success / Positive Issues - Causal factors | Growing engagement of the partners organizations at the regional and country level in fields where concrete benefits have been produced, as in the statistical sector. |
| Administrative Issues (staff, resources, design, implementation) | Strengthen the planning of the project identification activities, ensure that the identification of the indicators concerns the change in the operations and situation of the partners and beneficiaries. |

Lesson Learned Template

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

| LL Element | Text |
|--|--|
| Brief description of lesson learned (link to specific action or task) | <i>Budgetisation capacities.</i> It will be difficult to ensure the funding of governance mechanisms without strengthening the budgetisation capacities that enable their functioning along with the strengthening of their coordination and planning procedures. |
| Context and any related preconditions | The governance mechanism is different from the implementation of specific actions it promotes and oversights. It is not advisable and it can't be expected that it be directly funded by the resources managed by latter in the long term. The extra resources to achieve effective governance are not big but they have to be streamlined in a way that makes the maximum profit of the engagement of the stakeholders, possibly by establishing a multi-tier representation approach. This will make possible to independently raise the resources to fund the technical aspects of governance that are still provided by the project. |



| | |
|---|---|
| Targeted users / Beneficiaries | ILO and its partners, project stakeholders at large. |
| Challenges /negative lessons - Causal factors | Dependence on the project resources is hampering the contribution of the partners to the governance mechanisms. Insufficient definition of its business models delays the achievement of sustainability of the project results. |
| Success / Positive Issues - Causal factors | |
| Administrative Issues (staff, resources, design, implementation) | Mobilisation of expertise in the sector of budgetisation to define the business model ensuring the sustainability of the governance mechanisms promoted by the project. |

15. Emerging good practices

| Emerging Good Practice Template | |
|--|--|
| The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report. | |
| GP Element | Text |
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | <i>Project cascade approach.</i> The execution of the Priority project in the framework of the AU Migration Policy Framework for Africa and Plan of action 2018 – 2030 has enabled its collaboration with AUC Departments and divisions such as economic and political affairs, gender and diaspora, RECs and MSs and coordination with other initiatives in the same sector. Still the success of the cascade approach depends on long-term frameworks that horizontally integrates the stakeholders’ participation across the sector - along a shared vision and recognized leadership – and vertically mainstreams their contributions to achieve targeted results at the field level |



| | |
|---|---|
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | The conditions for the execution of this good practice are the existence or emergence of a leadership that frames the common vision and makes possible the negotiation of different levels and timelines of involvement in the joint action. Still the success of the cascade approach depends on the existence of a long-term framework that horizontally integrates the stakeholders' participation across the sector - along a shared vision and recognized leadership – and, at the same time, vertically mainstreams their contributions to achieve concrete individual results. |
| Establish a clear cause-effect relationship | The continental leadership has provided the opportunity for discussing the elaboration of a joint policy encompassing progressively the continental, regional and national institutions. This appreciation has made possible to collaborate in framing a multi-level initiative whose contribution and benefits vary across the participants. The existence of a recognized leadership stimulates the trust that each stakeholder develops that it will ultimately benefit more from contributing the common endeavour than from individual action. |
| Indicate measurable impact and targeted beneficiaries | The increased buy in of the continental policies and strategies. The growing contribution of the stakeholders to their framing. |
| Potential for replication and by whom | JLMP partners |
| Upward links to higher Goals | This would be applicable to any projects of this type regardless of the focus, partners or units involved |
| Other documents or relevant comments | - |

Emerging Good Practice Template

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

| GP Element | Text |
|---|--|
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | <i>Self-regulating community of interests.</i> The self-regulation of professionals to achieve joint results that overcome their individual capacities and that produce mutual benefits is exemplified by the collaboration of the Statistical officers of the African countries to produce the Reports on Labour migration statistics in Africa and the galvanization of the LMAC operationalization. Their long-term acquaintance has promoted a self-regulating community of interests. |



| | |
|--|--|
| <p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p> | <p>The conditions for the execution of this good practice are the establishment of a participatory approach since project identification and the existence of a consultation mechanism among the stakeholders. In practice, this good practice is viable when the stakeholders share a common culture and are able to define long term objective and to negotiate their contribution to the joint goals by considering that the greater benefits of the joint accomplishment overcome the different contribution and timeline of each of them. This approach makes possible open discussion and reciprocal assistance in solving common problems and to produce results that progressively engage more participants. This decentralized approach, leveraging the commitment of stakeholders, can be replicated in other areas such as social protection, skills recognition, the formulation and implementation of labour migration policies, etc. to leapfrog the hurdles proper of top-down interventions.</p> |
| <p>Establish a clear cause-effect relationship</p> | <p>The existence of a community of partners based on the acknowledgement of the added value of the shared interest in addressing a common problem that individually each stakeholder is unable to achieve. Thus, they do not expect to achieve all their individual benefits but they bet to gain more from the joint achievement. This appreciation stimulates their contribution to the joint effort notwithstanding the fact that the expected benefits vary from partner to partner.</p> |
| <p>Indicate measurable impact and targeted beneficiaries</p> | <p>The identification of modalities of participation to the joint initiative outside the strict implementation of project activities and the production of results not planned in the project design.</p> |
| <p>Potential for replication and by whom</p> | <p>JLMP partners</p> |
| <p>Upward links to higher Goals</p> | <p>This would be applicable to any projects of this type regardless of the focus, partners or units involved</p> |
| <p>Other documents or relevant comments</p> | <p>-</p> |