

EXTERNAL EVALUATION OF THE PROJECT

“Best Practices on Collecting and Sharing Labour Migration Data for the Improvement of the Labour Market Information System (LMIS)”

Final Report

March 2013



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Abbreviations and Acronyms

AECID	Agencia Española de Cooperación Internacional para el Desarrollo – Spanish Development Cooperation Agency
ANEJ	Agence Nationale pour l’Emploi des Jeunes – National Agency for Youth Employment
ANETI	Agence Nationale de l’Emploi et du Travail Indépendant – National Agency for Employment and Independent Work, Tunisia
ATCT	Agence Tunisienne de Coopération Technique, Tunisian Agency for Technical Cooperation
CIDA	Canadian International Development Agency
DAC	Development Aid Committee
DANE	Departamento Administrativo Nacional de Estadística (Colombia) – National Statistics Office
DAS	Departamento Administrativo de Seguridad (Colombia) – National Border Control Office
DEVCO	Directorate for Development Cooperation – European Commission
DGME	Dirección General de Migración y Extranjería (Costa Rica y Nicaragua) Directorate of Migration and Foreign Services
EC	European Commission
EIB	Employment Information Bureau (Ghana)
ENMIR	Encuesta Nacional de Migraciones Internacionales y Remesas de Colombia – Colombia’s National Survey on International Migration and Remittances
GIS	Ghana Immigration Service
GSS	Ghana Statistical Service
ICT	Information and communications technology
INA	Instituto Nacional de Aprendizaje de Costa Rica - National Institute for Learning
INEC	Instituto Nacional Estadística y Censos (Costa Rica) - National Institute of Statistics and Census
INIDE	Instituto Nacional de Información de Desarrollo - National Statistical Institute of Nicaragua
IOM	International Organisation for Migration
LFS	Labour Force Survey
LMIS	Labour Market Information System
LMO	Labour Market Observatory
MC	Monitoring Committee
MESW	Ministry of Employment and Social Welfare (Ghana)
MIREX	Ministerio de Relaciones Exteriores (Nicaragua) – Ministry of Foreign Relations
MITRAB	Ministerio del Trabajo (Nicaragua) –Ministry of Labour
MMSS	Member States of the European Union

MTSS	Ministerio Trabajo y Seguridad Social (Costa Rica) – Ministry of Labour and Social Security
MU	Management Unit
OCDE	Organisation for Economic Co-operation and Development
OCM	Observatorio Colombiano de Migraciones – Colombian Migrations Observatory
OFEJBAN	Office pour l’Emploi des Jeunes de la Banlieue de Dakar, Senegal
ONEQ	National Observatory for Employment and Qualifications (Tunisia)
PEC	Public Employment Centre (Ghana)
SENA	Servicio Nacional de Aprendizaje de Colombia - National Service for Vocational Training
SICA	Sistema de la Integración Centroamericana - Centro-American Integration System
SIMICA	Sistema de Información sobre Migración Internacional de la Comunidad Andina – International Migration Information System of the Andean Community
SIMLA	Sistema de Información sobre Migración Laboral (Costa Rica and Nicaragua) – Labour Migration Information System
SIOIE	Sistema Nacional de Intermediación, Orientación e Información de Empleo de Costa Rica - National System for Employment Intermediation, Orientation and Information
ToR	Terms of Reference
UAEMC	Unidad Administrativa Especial Migración Colombia – Special Administrative Unit for Migration

Executive Summary

The current **Final Report**, elaborated by **Dinamia S.Coop.**, presents the results of the **external evaluation** of the IOM project “*Best Practices on Collecting and Sharing Labour Migration Data for the Improvement of the Labour Market Information System (LMIS)*”.

The LMIS Project, financed by the EC, was implemented by the IOM in six countries: Colombia, Costa Rica, Ghana, Nicaragua, Senegal and Tunisia, with an implementation period of 36 months (initiated in January 2010). The Project aimed at improving the capacities of the six countries selected in Maghreb, Latin America and West Africa to collect and share information about labour migration and include it in the labour migration policy process. The Project has, more specifically, supported the integration and adequate management of labour migration information in LMISs.

The Project was designed in response to the EC “*Investing in People*” call for proposals. The thematic programme had in 2008 defined *the improvement of the labour market information systems* a priority. It sought to contribute to improving the capacities of the six countries to collect and share labour migration information, with the purpose of including this information in the process and definition of public policies.

The project contained **three overall objectives** and one **specific objective**:

- OO 1: To support the inclusion and proper management of labour migration data in LMISs;
- OO 2: To contribute to policymaking, with a view to fostering greater intra-regional labour mobility and international dialogue and cooperation;
- OO 3: To enhance the positive effect of migration on the economic development of the 6 countries.
- SO 1: To strengthen the capacities of the target countries to collect and share labour migration data and feed it into the LMIS and labour migration policy process via mutual learning and exchange of best practices.

The project consisted of **four components**: Comparative Study, International Workshops, National Trainings and Pilot Initiatives, with a specific correlation between them, and a logical order that permitted the use of information and recommendations from the first component: Comparative Study, to develop the rest of the activities.

The External Evaluation has been focused on the **results**, taking into account the **processes** and the **design** of the different actions and activities that have made up each one of the four components, as well as their interaction and synergies.

The **methodology** used throughout the assessment process is eminently participative. This approach includes the collection and analysis of all the qualitative information that has been produced throughout the project and a compound of evaluation techniques (documental revision, interviews, case study and contrast workshop) where different stakeholders and key informants participate.

The project is **coherent** with EC priorities; it emerged from the need detected by the EC thematic programme '*Investing in People*' of improving labour market information systems. It approached this need combining labour elements with migratory ones, corresponding to the requirements of improving databases and the administrative capacities to support them. In this sense, the Project starts off from the detection of a structural problem, although its scope of intervention is, logically, restricted.

The project as a whole can be considered relevant and adequate for the needs of the beneficiary countries. Even though the start of the project met with certain limitations in the identification of the problem, it later on, as a consequence of the Comparative Study and the high level of stakeholder participation, strengthened **relevance** in relation to the context.

The proposal and design of the project was adapted and readjusted throughout the implementation process, showing methodological and conceptual flexibility, particularly among stakeholders, improving the possibilities of successful outputs. In this way, it can be said that **the project has made an important contribution to the management of labour migration** in all the countries where it has been implemented, confirming the need and relevance of including migration aspects in labour policies.

The specific objective of the Project was to "*strengthen the capacities of the target countries to collect and share labour migration data and feed it into the LMIS and labour migration policy process via mutual learning and exchange of best practices*". Although it is possible to observe a strengthening of the institutional capacities to collect and share data on labour migration, it is not clear that this capacity building is a direct result of mutual learning and exchange of best practices among countries. It would rather seem that it is due to the strong collaboration of government counterparts in the development of the project and their ownership of the results. The exchange of best practices was a means, or a strategy, to reach the objective of capacity building. The international workshops provided a space for mutual learning and exchange of ideas, but it was not followed by a systematization that could have provided tools to assess the degree of knowledge and best practices assimilated. There have been difficulties for the exchange of best practices, such as the language differences and the diversity LMIS developments in each country (a weakness determined by the requirements of the call for proposals).

Consequently, it has been difficult to reach some of the objectives established in the Project, but this limitation seems to have been an outcome of a flaw in the design, rather than in the implementation of the activities. While one of the main objectives was to include labour migration data in the LMIS, reality proved that most of the project countries did not have an information system stable enough to include migration data in it. The central idea of the project had to be adapted and readjusted. The aim at a national level was either modified towards the improvement of the LMIS in itself, or towards the creation and perfection of a labour migration database. Bearing these limiting elements in mind, we consider that the project has managed, to some extent, to solve the initial difficulties, recovering the key aspects that **correspond** to the needs of each country and the relevance of the activities carried out.

As identified above, it was not possible to completely accomplish the expected results (mainly due to the deficiencies of the LMIS), but there have on the other hand been **relevant impacts** detected. Examples include increased awareness and inter-institutional cooperation, the incorporation of tools and strategies for comprehensive systems of labour and migration information, as well as the establishment of a Road Map in each country, for which we can say that the Project in general terms has been **effective**.

Regarding **efficiency**, there have been modification in some of the inputs (particularly component 1: Comparative Study) and the schedule, but these changes do not seem to have been excessively harmful for the accomplishment of expected results. The delay did however affect the time available for the last component (Pilot Phase).

There is circumstantial evidence of a high **sustainability**. The partner countries have each developed a Road Map for the future. The Road Maps are mainly based on the Pilot Initiatives but take on other aspects, such as the strengthening of regional information systems, the elaboration of Strategic Plans or the creation of procedure manuals for inter-institutional cooperation.

Concerning the **gender approach**, it should be said that the perspective has been limited in the Project. There seems to be a complete shortage of gender mainstreaming, mainly observed by the lack of a gender perspective in all the relevant documents of the Project. Most of the LMIS have disaggregated data by sex, but the specific needs of migrant women are not addressed exclusively.

If we consider the LMIS Project to be a pilot experience, where the migratory component has been approached in correlation with the labour component, then we can extract interesting lessons learnt for the development of future projects in the same thematic line. Even though the degree of accomplishment of results may be lower than what was expected (caused fundamentally by the deficiencies in the different LMISs), it is necessary to keep in mind that we are dealing with a project of experimental character where it is necessary to make use of the lessons learnt and the recommendations put forward.

The evaluation process has (among others) advanced the following **recommendations**:

- ⇒ **Maintain ownership and a high participation among participants.** The level of ownership among beneficiary institutions and their high participation in all four components is an important accomplishment of the project, a strategy that should be secured in the future.
- ⇒ **Facilitate, support and strengthen the exchange and the cooperation between countries with prior migration relations and agreements.** Favour, in the country selection, those potential participants with previous relations and migration agreements among them, in order to support and strengthen the existing exchange mechanisms. If this aspect does not exist, then it is recommended to select **countries that belong to the same region or sub-regions with similar migratory dynamics and contexts.**

- ⇒ **The gender aspect should be intersectional.** This is to say, that even though it involves a data information system, this data is not neutral and should include the realities which they try to “read”: gender, socio-cultural and socioeconomic realities, class, legality and legal framework.
- ⇒ **Harmonize efforts with other project.** An added value of the EC is the variety and extension of its projects. It would be interesting to reinforce synergies and complementarities that can be produced between similar projects that operate in the same region or sub-region. In relation to this, it would be recommendable **to favour a more fluid dialogue between the EC and the beneficiary countries**, overcoming the distances between the two. Explore possible alignments of the objectives pursued by the EC and the beneficiary countries, establishing common Road Maps, so that the needs and migratory “culture” of the EU finds an echo in others, and vice-versa, generating mutual benefit.
- ⇒ **Carry out prior identifications or provide a space for methodological readjustment.** It is necessary to open up a wider space for initial readjustment that may allow for a redefinition, if necessary, of the initial objectives of the intervention. The active participation of the stakeholders is very important in the identification process (participative diagnosis). It should be possible to reconstruct components that diagnose the situation (such as the LMIS Project’s Comparative Study) into a real base-line study that can make space for needs identification, readjust the principal objectives and guide the process towards the reality of each country.
- ⇒ **Establish an action plan for mutual learning and exchange of best practices.** To guarantee transference of good practices and applicability of the knowledge obtained. It is recommended to **make use of ICTs (new technologies) to guarantee the exchange of information.** This constantly updated instrument brings along the possibility to learn and catch both practical and conceptual models and establish mechanisms for replicability and transference.
- ⇒ **Including systems for linear measurements in the LMISs** would permit for the establishment of standardized processes that make space for greater knowledge, access to data and transparency, thus improving the quality of migration and labour policies.

1 Introduction

The current **Final Report**, elaborated by **Dinamia S.Coop.**, presents the results of the **external evaluation** of the IOM project “*Best Practices on Collecting and Sharing Labour Migration Data for the Improvement of the Labour Market Information System (LMIS)*”. The LMIS Project, financed by the EC was implemented by the IOM between January 2010 and March 2013 in six countries: Colombia, Costa Rica, Ghana, Nicaragua, Senegal and Tunisia.

1.1 Structure of the Report

The first part of the report contains a summary of the methodology used in the external evaluation, going over the activities that have been carried out throughout the assessment: documental revision, semi-structured interviews, Case Studies in Nicaragua and Ghana and a Contrast Workshop in Nicaragua. It is followed by a short description on how the Project has been developed in each one of the six countries, bringing forward the particularities of each case.

The third section presents the results of the information analysis by dimensions: design, structure, process and results. The answers to the evaluation questions are then answered, according to the assessment criteria, in the fourth section. It is in this fourth section that the Case Study takes form, providing concrete examples for the evaluation criteria.

The Final Report ends with the conclusions and recommendations elaborated by the assessment team, presenting a table of Management Recommendations in Annex 8.

1.2 Background, Scope and Aim of the External Evaluation

The LMIS Project has aimed at improving the capacities of the six countries selected in Maghreb, Latin America and West Africa to collect and share information about labour migration with the means of including it in the labour migration policy process. The Project has, more specifically, supported the integration and adequate management of labour migration information in LMIS.

The Project had three overall objectives and one specific objective:

Overall objectives:

- To support the inclusion and proper management of labour migration data in LMISs.
- To contribute to policymaking, with a view to fostering greater intra-regional labour mobility and international dialogue and cooperation
- To enhance the positive effect of migration on the economic development of the 6 countries.

Specific objective:

1. To strengthen the capacities of the target countries to collect and share labour migration data and feed it into the LMIS and labour migration policy process via mutual learning and exchange of best practices.

The External Evaluation has focused on the **results**, taking into account the **processes** and the **design** of the different actions and activities that have made up each one of the four components (Comparative Study, International Workshops, National Trainings and Pilot Phases), as well as their interaction and synergies.

The **LMIS Project budget** amounted to a total of 2.093.082 EUR, of which 90% (**1.883.774 EUR**) was obtained through the EC financial tool “Investing in People”, with an execution period of 36 months (starting January 2010).

In what regards the **geographical scope** of the evaluation; all of the Project’s countries have been analysed. In this sense, throughout the assessment process, special care has been taken to **participation** and **ownership** of the activities, on behalf of the countries.

1.3 Methodology of the External Evaluation

The methodology used throughout the assessment process is eminently participative. This approach includes the collection and analysis of all the qualitative information that has been produced throughout the project and a compound of evaluation techniques (documental revision, interviews, case study and contrast workshop) where different stakeholders and key informants participate¹.

The general aspects that have oriented the External Evaluation, in coherence with the Terms of Reference (ToR), are:

- Examine the totality of the Project as a whole
- Particularly, the degree of **advancement in complying with the expected results** in relation to the **obtained results** has been valued.
- The **planning, management and execution processes** of each action and activity that make up each one of the four components, have been taken into consideration.
- The **adequacy of the methodology** used to carry out the different actions
- The **participation** and **ownership** of the countries’ relevant institutions, in each one of the activities.
- An assessment was made on whether the **training activities** responded to the purpose of strengthening the institutions’ capacities on labour migration.
- In what regards the **contents of the activities**, special attention has been put on comprehending whether the selected topics have been relevant in the

¹ Annex 1 presents a list of the Key Stakeholders identified for this evaluation.

Migration and Development agenda in the framework of the EC and in relation to the development strategies of each one of the participant countries.

- The space for dialogue and exchange of best practices created between stakeholders has been analyzed.

1.3.1 Activities implemented for the External Evaluation²

1) Documental Revision and Analysis

The documental revision and analysis has been implemented throughout the whole assessment process, with the purpose of approaching the evaluation object, uniting and analyzing all primary and secondary data available, in order to respond to the assessment questions³. This process has contributed to the comprehension and reconstruction of all the elements of the project, as well as facilitated the evaluation of the obtained results.

2) In-depth, semi-structured interviews - online

The use of this qualitative technique has provided a great deal of diverse information, allowing the assessment team to go in depth, confirm and interpret the data obtained by other means. Due to its semi-structured condition, the interviews have been accompanied by a guide of 5 thematic blocks that have aided in the acquirement of all information needed.

The 5 thematic blocks are:

1. Planning and Design of the LMIS Project
2. Management, Execution and Results of the LMIS Project
3. Institutional Strengthening on labour migration in each country
4. Complementarity with European policies and Harmonization with national strategies
5. Synergies, Transferability and Exchange of Best Practices. Bilateral Cooperation. Sustainability

The interviews have been carried out with a total of 16 key informants⁴, carefully selected to secure the best possible collection of information, taking care to their variety in knowledge and content. Interviews were carried out, in each one of the countries, with the person or people in charge at IOM's national office as well as with the focal point at the national administration. In addition, interviews have been made with the project coordinator at IOM and the responsible for the project at the EC.

² Annex 2 presents a Summary table of all the activities implemented for the External Evaluation.

³ Consult Annex 3 for a detailed list of the documents revised.

⁴ Consult Annex 4 for a detailed list on the key stakeholders interviewed for the External Evaluation.

3) Comparative Case Study: Pilot Phases in Ghana and Nicaragua

Given the magnitude and the geographical and institutional diversity of the fourth component (pilot phases), the assessment team has considered it necessary to centre the study in a specific geographical space and analyze the development of the fourth component, Pilot Phases, in the two selected countries.

A Comparative Case Study was used as assessment tool for the Pilot Phases, carrying it out in two separate regions of the project: Ghana in West Africa and Nicaragua in Latin America.

These Case Studies have served to contrast and compare the implementation and development of the Pilot Phases, giving information about their development in each one of the two countries studied. It has particularly made it easier to understand the relevance and efficiency of this type of Project structure. One of the main purposes of this process is to consolidate a collective learning that can serve the rest of the project stakeholders and give recommendations for future projects.

The Case Study has made use of the same qualitative techniques as the rest of the evaluation (in-depth interviews and a comprehensive documental review of the countries studied).⁵ The analysis has provided examples for the fourth section of this Final Report “Answers to the evaluation questions by assessment criteria”, where the answers to the questions are visualized with examples from the Case Study.

4) Contrast Workshops in the Field: Nicaragua

Concept: *Contrast Workshops of the External Evaluation of the Project “Best Practices on Collecting and Sharing Labour Migration Data for the Improvement of the Labour Market Information System (LMIS)”*

Place: *Managua, Nicaragua*

Date: *21st of February 2013*

Length: *2 hours*

Coordinator: *Juan Carlos Gutiérrez Soto*

Nr. Of Participants: *5*

The aim of the workshops was to assess and contrast the main elements of the Project, providing a few preliminary results for the evaluation. In addition, the workshop has provided a set of recommendations from the participants⁶ that have contributed to the elaboration of the external evaluation’s recommendations.

⁵ See *Annex 5* for the Case Study Fact Sheet

⁶ See *Annex 6* for a detailed list of the workshop participants.

The workshop has assessed:

- The increase of capacities on migration data management and their contribution to the national LMIS.
- The contribution to an improvement of the dialogue and exchange of best practices on migration.
- Advocacy capacities
- The added value of the LMIS Project in the institutions with competences in labour migration

The workshops has allowed for the establishment of a descriptive assessment of the Project, in relation to the situation of labour migration in the country and data systematization, defining a framework of suggestions and lessons learnt. It has also, to some extent, provided recommendations for improvement.

Apart from providing specific recommendations, the workshop has responded to the following questions:

1. Has the project supported the inclusion and management of labour migration data in the LMIS?
2. In what way has the EC been present in the Project? Can we observe its presence in any of the activities?
3. In what way does the Project adapt to the country's own strategies and priorities? What thematic areas were lacking in the Project?
4. What was the main contribution of each one of the components? What results were lacking in each one of the components?
5. How has the Project affected the daily work of the participants?
6. Can we identify a minimum of three concrete cases of exchange of best practiced? If so, what have they consisted of?
7. Can we identify a minimum of three cases where the exchange of best practices has not been successful?
8. Based on the Road Map elaborated in the third international workshop in Tunisia, what agreements or activities have been developed to secure the sustainability of the Project?

1.4 The External Evaluation Questions and Assessment Criteria

An Evaluation Matrix was developed for the assessment, organized by evaluation criteria, taking into account the four dimensions used in this evaluation: Design, Structure, Process and Results⁷.

The 10 evaluation questions⁸, established by the ToR, were used as a basis in the elaboration of the Matrix. Questions were added and adjusted according to the assessment needs detected in the initial phase of the evaluation.

⁷ The Assessment Matrix is found in *Annex 7*.

The evaluation criteria, as defined below, have guided the analysis of the information that was gathered during the fieldwork:

Relevance:	Assessing the adequacy of the Project objectives and results to the context where it is implemented.
Coherence/ Complementarity:	Assessment of the degree to which the activities have allowed the achievement of objectives and the degree of complementarity with country policy as well as with other Community policies.
Community Value Added:	The extent to which the development intervention adds benefits to what would have resulted from Member States' interventions only in the partner country.
Effectiveness:	Measures the degree to which the objectives and results are achieved or are expected to be achieved.
Efficiency:	Assesses the relation between the obtained results and the resources used (monetary, human and time resources). It thus considers the use of the resources to carry out the activities and the quality of the achieved results.
Coverage:	Given the nature of the Project and the differential features found in each country and region, it has been considered relevant to include Coverage, as a criterion. It measures the degree to which the beneficiary population has access to the activities, and detects possible bias towards specific groups.
Sustainability (Viability):	Analyses the key factors that affect the viability and assure the continuation of long-term benefits, once the intervention is over.
Gender Approach and Intersectionality	This criterion allows for the analysis of the social relations between sexes, showing the inequities and injustices that derive from cultural patterns regarding women. These patterns have historically determined female subordination and limited their possibility of fulfilment and autonomy.
Impact:	Predicts the possibility of reaching the desired effects, through the advances reached to date. Identifies possible unintended effects, positive or negative.
<p>Apart from the above, and complying with the recommendations established by the Paris Declaration on Aid Effectiveness from March 2005, elements related to ownership, alignment and harmonization have been taken into account.</p>	

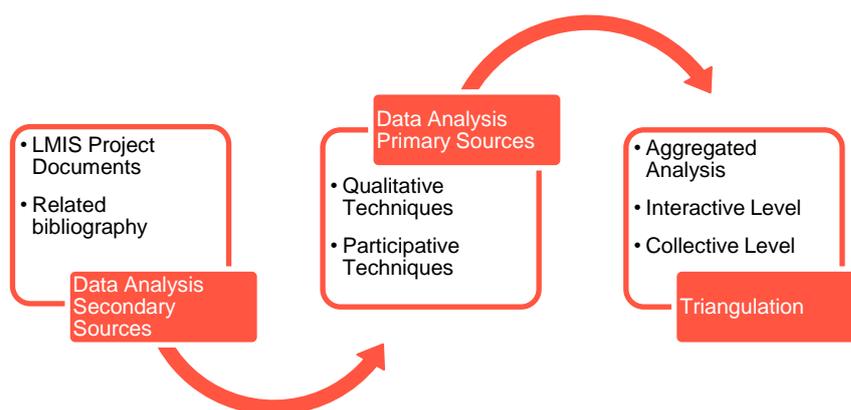
⁸ See *Annex 10* for the questions from the ToR and their answers

1.5 Data Collection and Analysis Process

Data collection was carried out in close relation with the IOM office in Brussels and with each one of the national offices in the participant countries. The offices have provided all the relevant information and have supported the assessment team in the selection of key informants.

The **methodology** used has consisted of an **explorative analysis** that has aimed at going beyond the description of a phenomenon, without having a preconceived idea of its causes and consequences.

1.5.1 Triangulation – Method for Analysis



Once the information was collected and systematised, the evaluation team has carried out the relevant analysis of each one of the sources -primary and secondary- in order to extract conclusions and elaborate recommendations. These measures aspire to improve the actions developed within the framework of the Project, making it possible to apply the generated knowledge to future Projects, converting the evaluation results into long-term improvements.

Finally, it should be emphasised that the evaluation results, in terms of learning, come from a collective fact. The evaluation process should for this matter be a shared space for reflection and analysis, where their protagonists are its participants at all levels.

All lessons learnt and recommendations that have been extracted from the evaluation are presented and synthesised through the Management Response Matrix (*Annex 8*), following the model proposed in the ToR.

1.5.2 Case Study Analysis

The case study has made use of the qualitative techniques presented above (in-depth interviews and a comprehensive documental review of the countries studied). The typology of the case study is:

- **Put into action study:** Conceived to answer the evaluation questions related to the implementation (in particular the ones related to efficiency and

effectiveness). We have, in its design, taken into account that they should aim at a possible generalization of the results.

- **Effect Study:** Is the case study that best adapts to the analysis of effects and strategies that result from the LMIS Project. The purpose of this type of study is to analyse the observed effects (positive, negative, expected or unexpected) and to verify if they are related to the LMIS Project and to the migration management strategies and models that are implemented.

1.6 Restrictions and Limitations of the External Evaluation

The limitations or restrictions of the external evaluation have been pinpointed within four spheres:

- The first is related to the difficulty of contacting some of the Project members, which in some cases have delayed the data collection process and in others may have affected the data analysis capacities. These obstacles were nevertheless overcome before the end of the evaluation process.
- The second limitation has to do with the high level of rotation among IOM personnel. Many of the people responsible of the initial management, implementation and design of the LMIS project, are not available anymore. It has for this matter been difficult to make contact with someone that was present at the identification and design of the Project. Most of the present project managers started working on the Project once it was already being implemented. This situation has complicated the possibility of obtaining an accurate image of the Project design.
- The political situation in Tunisia has complicated the contact with institutional partners of the Project. The interview with the focal point at the administration could finally take place, but with limitations and abbreviations in relation to other interviews. The contact with the IOM in Tunisia has on the other hand been very fluid, with no complications. They provided all the additional documents needed.
- Finally, it should be mentioned that the lack of a baseline has supposed a restriction for the external evaluation, given the difficulty of establishing the point of departure of the project. The Comparative Study was in some way used in its place, but, although it does describe the situation in the countries, it does not provide all the information that a baseline could, nor is it its purpose.

2 Description of the LMIS Project

The LMIS Project was designed in response to the EC “*Investing in People*” call for proposals. The thematic programme had in 2008 defined *the improvement of the labour market information systems* to be a priority field. The Project sought to contribute to improving the capacities of the six countries to collect and share labour migration information, with the purpose of including this information in the process and definition of public policies.

2.1 Objectives and Components of the LMIS Project

The project contained **three overall objectives** and one **specific objective**:

- OO 1: To support the inclusion and proper management of labour migration data in LMISs;
- OO 2: To contribute to policymaking, with a view to fostering greater intra-regional labour mobility and international dialogue and cooperation;
- OO 3: To enhance the positive effect of migration on the economic development of the 6 countries.
- SO 1: To strengthen the capacities of the target countries to collect and share labour migration data and feed it into the LMIS and labour migration policy process via mutual learning and exchange of best practices.

The project consisted of **four components**: Comparative Study, International Workshops, National Trainings and Pilot Initiatives, with a specific correlation between them, and a logical order that permitted the use of information and recommendations from the first component: Comparative Study, to develop the rest of the activities.

1. Comparative Study

The objective of the Comparative Study was to present the situation of the LMISs in each one of the 6 countries, analyzing their capacity to include migration data in the information system and establish recommendations for each one of the cases.

A Key Expert (Iván Martín) was hired for the elaboration of the study, along with six national experts. Each national expert drew up a national report on the situation of the LMIS in their country. These national reports were not published, but made up the basic structure of the Comparative Study.

The study was carried out with national visits of the Key Expert to each one of the countries, where interviews were made with relevant institutions, along with seminars and study trips in each country.

2. International Workshops

The objective of these workshops was to create a space for exchange of best practices, carrying out workshops with topics that were of high relevance to all the countries involved in the project. The contents of the workshops changed throughout the project, coming down to the following:

- **Colombia (June 2011)** “Information Needs in support of bilateral labour agreements, with specific attention given to the creation and management of labour migration data-bases”
- **Ghana (September 2011)** “How to integrate labour migration into the Labour Market Observatories (LMOs) with specific attention given to the creation and management of labour migration data-bases”
- **Tunisia (November 2012)** “Impact of projects integrating labour migration data in the labour market information systems: Global experiences and findings”

3. National Trainings

The initial idea was to carry out the same national trainings in each one of the six countries. This aspect was changes throughout the project, giving more power of decision to the national IOM offices and the partner institutions, the main actors in the design and execution of the trainings. Although some of the countries held several trainings, the following list presents only the main national trainings, in chronological order:

- **Senegal (9-13 Jul. 2012)** “Training seminar on the development of technical tools for the elaboration of a LMIS that integrates labour migration”
- **Tunisia (24-26 Sep. 2012)** “Strengthening the competences and the technical tools for the integration of labour migration data in LMIS”
- **Nicaragua – Costa Rica (25-26 Sep. 2012)** Bilateral Training: “Labour Migration Information Systems”
- **Ghana (8-12 Oct. 2012)** “Promoting Efficient Labour Migration Data Collection & Sharing Mechanisms”
- **Costa Rica (22-24 Oct. 2012)** “Effective consular assistance for labour migrants”
- **Nicaragua (28-29 Nov. 2012)** “Labour Migration Management based on the collection and exchange of data”
- **Colombia (29-31 Dec. 2012)** “Best Practices in the collection and exchange of labour migration data for the improvement of LMIS”

4. Pilot Phases

The original objective of the Pilot Phase was to reproduce good practices and try out new mechanisms for data exchange, according to the specific needs of each country. This objective was modified for reasons discussed in the analysis of this final report.

The Pilot Projects were drawn up by the IOM in each country together with the partner institutions, in relation to the specific needs of each case and taking into account the recommendations established by the Comparative Study. The proposals were then revised and modified by the EC delegations in each country, to secure the correlation with the general aim of the Project.

2.2 The LMIS Project per country

Given the differences in each one of the six countries of the Project, and the way in which it has been implemented in each one of them, it seems relevant to make a brief summary on the key aspects of each case.

2.2.1 Colombia

The Comparative Study detected a lack of integration of migration in the policy and planning of economic and social development with a deficiency in the coordination among competent institutions. It also identified the small amount of labour migration data available.

The development of the project in Colombia had a particular evolution, with a low interest shown from the partner institutions, who were more interested in actions with Colombian migrants in other countries (such as the “Colombia nos une” programme). Once the LMIS project had already started, a management group on labour migration from the Labour Ministry, identified on its own the need of a Labour Migration Information System, and made contact with the IOM asking for their support. This is how the Labour Ministry turned out to be the main partner of the project in Colombia.

The Pilot Phase was consequently carried out together with the Labour Ministry with the aim of strengthening the institutional capacities on labour market and labour migration analysis and to establish the basis for a Labour Migration Observatory. An agreement was signed between the three relevant institutions (Special Administrative Unit for Migration -UAMC- from the Foreign Ministry, the National Statistics Office -DANE- and the Labour Ministry) for the exchange of labour migration data. At present they find themselves in the phase of elaborating the indicators that will guide the Observatory.

The process of awareness raising was important for the civil servants and the entities participating in the pilot project. The most valued activity in Colombia was in fact the Pilot Phase, given that it managed to be included in the government's own actions and strategies. In what regards the exchange of best practices, the informants have considered that there has been an exchange of ideas, but they have not been put into action.

2.2.2 Costa Rica

The main problem identified by the Comparative Study had to do with the small amount of labour migration information and the difficulty to create an integrated LMIS, a result of a fragmented system.

The main contribution of the Project in Costa Rica was the development of a Labour Migration Information System (SIMLA) with the aim of creating an accessible system for labour migration information and to secure its flexibility to attend migrants' needs and transfer the information to other stakeholders. There was also an aim to collaborate with the business sector in order to generate knowledge on the labour market and working migrants.

Synergies were made with another IOM Project, financed by the Canadian International Development Agency (CIDA), receiving a co-funding of 15.000USD for the Pilot Phase. A list of migration indicators were elaborated and included in the National Institute for Statistics and Census (INEC). The project engendered a pilot system to digitalize migration data. Other important results were the synergies created between the Ministry of Labour, the Labour Migration Department and the Labour Market Observatory (LMO).

The content of the third component (National Trainings) in Costa Rica was diverted from its original structure and divided into several minor workshops. A bi-national workshop was held with Nicaragua in September 2012 with 19 participants from Costa Rica. This bi-national workshop brought forward the need to collaborate among countries, particularly to reinforce the existing bilateral agreement. Minor trainings were held in addition with consular personnel from Costa Rica, Nicaragua and Panama, on consular information mechanisms and registers.

2.2.3 Ghana

The consideration of migration as an element that favours development has increased during the past decade in Ghana. Government officials have consequently been working on integrating migration aspects to the national development strategy. The government has, in addition, committed to developing a LMIS, as is stated in the *Shared Growth and Development Agenda for Ghana 2010-2013*. Both of these aspects have simplified the collaboration with the partner institutions within the Project. The project partners have been dedicated to the project, working on the ownership of the final product.

The Pilot Phase in Ghana consisted of two concrete products, both of which were developed on the basis that the generation and exchange of migration data are crucial for the understanding and correct management of labour migration processes.

1. The development of a Data Base on Labour Migration, with the participation of three Public Employment Centres (PECs) and the objective of creating synergies among them.
2. The elaboration of a Strategic Plan for Labour Department aimed at strengthening the institutional capacities for a future development of a comprehensive LMIS.

The Project worked closely with the Employment Information Branch (EIB) and its 64 local offices that collect labour market information and transfer it to the central office that in turn is in charge of processing the data. The study visits carried out during the Comparative Study pointed out that the information collected locally did not always correlate with the processed data at a national level. All the data was at this point handled manually, from its compilation to its processing. Although the exact causes of the mislay are yet to be determined, it seemed necessary to digitalize the process.

An important result of the Project in Ghana has been the establishment of the basis for an LMIS, which was made possible thanks to the creation of the labour market data base. Efforts have also contributed to the quality improvement of surveys done by the Ghana Living Standard Survey (GLSS). This organism had statistical data on the labour market, but its indicators were out-dated. Labour migration indicators have been added, and even though this aspect needs to be reinforced, participants claim that an improvement has been observed in the GLSS.

The national training dealt mainly with the need to increase intra as well as inter-institutional cooperation.

2.2.4 Nicaragua

Nicaragua is a country with a high level of emigration, mainly to limiting countries, such as Costa Rica. The fact that migration is primarily an “outwards” phenomenon, has contributed to a migratory policy centred more on migrants’ rights abroad than the internal labour market.

Nicaragua, according to the Comparative Study, enjoys a great deal of statistic information on labour insertion, through surveys and studies, but its information on international migration is much more limited. Cooperation among institutions is weak, as well as the exchange of labour migration data.

Two national trainings were held in Nicaragua; a national one on Labour Migration Management based on collecting and exchange of data, and a bi-national one, with Costa Rica, on Labour Migration Information Systems (SIMLA).

The objective of the Pilot Phase was to promote data exchange among institutions and create a computer system for labour migration information, including a centralized database for the use of competent institutions. A bilateral project financed by the Spanish International Development Cooperation Agency (AECID) in 2007 had established a similar system within the framework of the Bilateral Agreement with Costa Rica, but it was never completely put in use. To make use of previous efforts, it was

decided that the Pilot Phase should be aimed at improving the existing system, reinforcing the bilateral agreement with Costa Rica.

An increased commitment to inter-institutional cooperation can be observed, particularly between the Labour Ministry (MITRAB, the Directorate General for Migration (Ministry of Foreign Affairs) and the Consular Department. There has also been a strong ownership of the computer system, a technical tool that allows for a greater flexibility of labour migration management.

The following phase, after having composed the computer system, was to train the institutions in the correct use of the programme and assure its use once IOM's intervention was over. An agreement was signed between the institutions that are to share information, determining what type of data is to be provided under each component. The participant institutions are:

- Labour Ministry (MITRAB), including the Labour Market Observatory (LMO) and the Labour Migration Department.
- The Directorate of Migration Foreign Services (DGME)
- Ministry of Foreign Relations (MINREX), including the Consular Directorate and the Ministry's Computer Department. It is the MINREX that hosts and is responsible for the computer system.

2.2.5 Senegal

It is estimated that only 6,2% of the active population in Senegal works in the formal sector. The country has developed a new National Employment Policy that includes a proposal of developing an integrated LMIS, but this system does not exist to date. There is an institutional fragmentation among institutions with competences in labour migration, and the statistics and databases that could contribute to generating labour migration information are very dispersed and scarce.

The Senegalese government had, before the Project was initiated, identified the need for a project that would train civil servants in the generation of labour migration data and information, as well as how to include it in the LMIS. This coherence with the national strategy has resulted in a high level of compromise on behalf of the Senegalese administration. There was in fact a previous project on labour migration financed by the EC from which the need of a Labour Migration Information System was identified.

There was a close correlation between the National Trainings and the Pilot Initiatives. Technical meetings were held to work on a unified database and to design modules based on experiences observed in other countries (such as Brazil, France, South Africa and Switzerland). The partner institutions had expressed the wish to cooperate with Brazil and South Africa on labour migration, due to which both countries were invited to the national trainings.

The national training had a wide audience, extending its initial forum from 40 participants to over 100 representatives from different ministries and local entities. A questionnaire was handed out beforehand, in order to better know the institutions' technical capacities for data collection and find out if any of them had an existing database.

The key ministries in the development of the labour migration database are:

- Labour Ministry
- Employment Ministry
- Youth Employment Ministry

The activities in Senegal were affected by the elections at the beginning of 2012, due to which the national trainings had to be reprogrammed from January to June 2012.

2.2.6 Tunisia

The implementation of the Project in Tunisia was affected by the change of government after the revolution in 2011. The transition government approved a Road Map on employment that takes the promotion of bilateral agreements on legal migration into account.

The National Agency for Employment and Independent Work (ANETI) has a well developed LMIS but it lacks completely the incorporation of migration data. There is in general a very small amount of statistics on labour migration.

The Comparative Study states that Tunisia has the fundamental elements needed for an LMIS that includes labour migration information, but it has not yet been able to integrate them in an a functional system. The study observes problems in coordination between institutional stakeholders, which complicates the development of a unified database.

The National Trainings were carried out together with the Pilot Project, designing them to foment inter-institutional cooperation, under the consideration that each institution worked well, but without coordination among them. Three round tables were organised with General Directors, representatives from the business sector and the civil society. Two training sessions were carried out in parallel, at a technical level, to complement the agreements made at the round tables. There was also a training held with the Labour Market Observatory (LMO). The trainings were focused on harmonizing concepts and decision making among institutions and to create synergies of joint coordination between the LMIS Project and the TEAM Project, also financed by the EC.

The key aspects to bring forward in the Tunisian case are trainings and the awareness raised regarding the need to create a strong LMIS that includes labour migration data, as well as the inter-institutional cooperation that has been developed and did not exist previously.

3 Results of the analysis by dimensions: design, structure, process and results

3.1 Design

It is initially important to reveal the possible shortcomings in the **identification of the problem**. It would seem that the design of the project was short of an identification period, affecting the implementation and development of the Project. The initial phase found itself with a deficiency in the countries' infrastructure to collect and manage labour migration information and several of the participant countries did not have an LMIS or it was too weak to be able to assimilate migratory data. This situation resulted in a readjustment of the central idea of the Project, once the implementation had started. The efforts in some of the countries were consequently directed towards a development and improvement of the LMIS in itself, instead of focusing on labour migration, the initial aim of the project. Other countries preferred to focus on improving data collection on labour migration, even though it would not at this point be possible to include it in the LMIS.

A second possible shortcoming in the design involves the **country selection**. There does not appear to be any specific criteria for the selection, beyond what was established in the EC call for proposals, requiring a minimum of two economic/geographical regions to be included in the Project. The exchange of best practices, key strategy in the Project, was limited due to the vast variety and differences between countries. The contrary can be observed between Costa Rica and Nicaragua, where there seems to have been a deepening in bilateral coordination. It is not necessarily desirable or efficient to join countries without any previous relation in the same Project, especially without the elaboration of a specific proposal that allows for the establishment of a Road Map to construct relations. It is even less viable when the participants are supposed to establish a joint framework in one same workshop. These encounters have generated high expenses for the project that have not in all cases been reflected upon the results.

3.2 Structure

The structural dimension highlights the **extension and organization of the IOM** in the implementation of the Project. The task division between the coordinator in Brussels and the project managers in each national office has been favourable for the development of the Project. The organizational structure has secured the overall quality as well as the close collaboration with local partners.

There was a noteworthy **rotation of personnel** in the Project, and many of the people that contributed to the formulation of the project proposal, were not present at the end of the implementation. Such a high rotation risks bringing about inefficiency in the execution of the Project, but this situation has not been detected in the analysis of the external evaluation.

The structural dimension has also detected deficiencies in the **correlation between EC objectives and the priorities of the beneficiary institutions**. While the main weight of the project for the EC was the creation of synergies and exchange of best practices between countries, this aspect was given a secondary role by the beneficiary institutions, which seem to have benefited more from the practical activities, such as the Pilot Initiatives.

3.3 Process

The **elaboration of the Comparative Study** should be emphasised for its contribution to the overall process. It appears to have been highly relevant for the development of the other three components. The Comparative Study provided a clear image of the situation in each one of the countries involving the LMIS and labour migration information. The activities that followed were based on the recommendations from the study, in particular the national trainings and the pilot projects.

There appears to be a high **ownership** among the beneficiary institutions. Particularly in *Component 3: National Trainings*, *Component 4: Pilot Phases*, and *Component 1: Comparative Study*. The institutions participated in the design as well as the execution of these components and seem committed to continuing with the work once the Project ends. The strategy and vision of the EC could be maintained throughout the Project thanks to the revision of the Pilot Phase proposals by the national EC delegations, before their approval and implementation.

There seems to have been a high level of **participation** throughout the Project. Apart from the planned activities, there were working groups formed in practically all participant countries, with representatives from partner institutions as well as from the IOM. The high level of counterpart participation in the first component (Comparative Study) is worth mentioning. Beneficiary institutions participated in seminars to lay out the situation of the LMIS in the country and provided visits to the rural areas for a better understanding of the situation. The Comparative Study is consequently still a useful tool for the authorities and institutions responsible for labour migration in each country.

The **gender approach** seems to be very limited in the Project, with a complete shortage of gender mainstreaming. This is mainly observed by the fact that none of the relevant project documents mention any gender aspects at all.

In what regards gender aspects in the LMIS, it should be recognized that the systems generally have data disaggregated by sex, but the specific needs of migrant women are not assessed or registered, nor are the consequences of feminine migration in community and family relations.

3.4 Results

As mentioned above, it has been difficult to include labour migration data in the LMISs, but this condition is related more to the deficiencies detected in the design of the project than with a lack in achievement of results. The countries simply needed a reinforcement of the information systems before it was viable to include labour

migration data in them.

Capacity building and improving knowledge on labour migration information through the **exchange of best practices** is another aspect that presents some limitations in relation to the expected results. It is simply not clear whether the capacity built came from the exchange of best practices. There appears to have been a certain exchange of ideas and experiences, particularly through the International Workshops, but these experiences were not structured or summarized enough to be able to contribute to country processes. The main restrictions seem to be the difficulty of the language and the wide differences in type and level of development of the LMIS in the participant countries. Therefore, there may have been certain exchange of good practices, but the lack of consolidation and systematization of this knowledge has made it difficult to assess the possible transferability and applicability of the knowledge exchanged.

On the other hand, the increased **inter-institutional cooperation** has been very valuable and present in practically all the participant countries. This was not an objective in itself, but highly necessary in order to have an efficient collection and exchange of data.

The most visible results of the project are the **increased institutional capacities** and the **awareness gained**. There has been a high level of knowledge improvement among participating personnel, specifically on collecting labour migration data. This result had not been as valuable if there at the same time had not been an increased level of awareness on the needs of correct information of labour migration and the labour market.

There is important evidence of **sustainability**, in particular related to the Pilot Initiatives. The partner countries have each developed a Road Map in order to continue the work, securing its continuity. This same sustainability is found to be limited in relation to the International Cooperation among participating countries. Given the differences between them, many of the countries may not find solid reasons or needs to interact or establish agreements.

4 Answers to the external evaluation questions by criteria

This section presents the answers to the evaluation questions in relation to each criterion. The questions developed in the Evaluation Matrix (*Annex 7*)⁹ have been answered with the information obtained through the evaluation activities.

4.1 Relevance

The relevance criterion assesses the possibility to adapt the results and objectives to the context of the Project, or in other words, the correspondence between objectives, needs and problems.

As mentioned above, the evaluation team has come across deficiencies in the identification process, which have had implications in the design of the Project. The proposal responds to the EC call for proposals in 2009¹⁰, which had identified the need of improving labour market information systems and considered the migratory component to be a valuable and innovative asset. However, there was no adequate characterization done to determine where and how it should be addressed, or, more importantly, why in one country and not the other. The needs identified of combining migration data with the LMIS suffered initially shortages and weaknesses. The analysis of the external evaluation in each context –also addressed in the country studies– shows the relevance of including labour migration data in any labour information system, given its clear contribution to an improvement in overall management of labour market information. However, there appear to be factors in the analysis that have a direct impact on how the *relevance* has been managed: the insufficient infrastructure to manage the data does not seem to have been taken into account from the beginning. Thus, the start of the project found itself with a greater need of strengthening the LMIS in itself, than including migration data in it.

Additionally, there seem to be a lack of consideration of the socio-political context and the reality of the labour market in the partner countries. This situation was made evident with the Comparative Study, when discussing the challenges in promoting a “European” LMIS in countries where the formal labour market does not exceed 25% of the active population, as is the case in most of the Project’s countries.

As a consequence of not having been able to make contact with the people in charge of the identification and drafting of the project proposal, the evaluation team has not been able to assess the degree of active participation of the national IOM offices in identifying the specific needs and context of each country. Nevertheless, the national

⁹ For the answers to the 10 evaluation questions of the ToR, please see *Annex 10*.

¹⁰ Budget line 21.05.01.03, Call for proposals 2008, Reference: EuropeAid/127876/C/ACT/Multi: Investing in People, Promoting social cohesion, employment and decent work; Improvement of labour market information systems.

IOM offices were actively present in the design and readjustment of the proposal once the project had started. In fact, the local stakeholders had an important role in the development of the project at a national level, given their high level of participation in the design of the Pilot Initiatives and the National Trainings. This measure improved the project's correlation with the socio-political context and the specific needs of each institution. A greater effort was put on promoting inter-institutional cooperation in quite a few of the beneficiary countries, as a consequence of this process.

Focusing on ownership, it has been observed that the design of the project did not take this aspect into account from the beginning. It improved throughout the development of the Project, specifically with the third and fourth component, and with the third international workshop in Tunisia, that promoted ownership by encouraging the elaboration of a Road Map for each country, where the institutions could decide upon how to continue the work.

We can thus affirm that the project has been relevant in its context, even though the initial phase of elaboration and design had some limiting aspects regarding identification, particularly after the elaboration of the Comparative Study.

4.1.1 Case Study Relevance

The Project in Ghana found itself with a situation where all the labour market information was being collected and processed manually, in several cases generating errors in the information. There was in addition a lack of tools for processing data, so the information was collected, but not analyzed. Ghana was at the beginning of this project far from having a functioning LMIS, and the project was able to sow a seed in the right direction, creating a digital database and a Strategic Plan for the Labour Department at the Ministry of Labour. It could be said that the initial objective was not totally pertinent, in the sense that it did not correspond with the needs or the reality of the country (given the inexistence of an LMIS). The result is nevertheless relevant in order to strengthen the information on the labour market and labour migration data in Ghana. The elaboration of the Strategic Plan has established the guidelines of how to continue with the identification of the relevant stakeholders with competences on Labour Migration.

In Nicaragua, the Project is relevant in relation to improving labour migration data. There is not an LMIS strong enough to include migratory data here either, but the project has contributed to making migration a variable to be taken into account. The project has strengthened a computer system that allows for the systematization and organization of information on labour migrants, but the register is for now very limited. The only data registered comes from the migrants in Costa Rica who benefit from the bilateral agreement.

4.2 Coherence/Complementarity

This criterion assesses the degree to which the activities have reached the objectives and the degree of complementarity between donor and receptor policies. The connection between the project objectives and the proposed tools to reach these goals has also been addressed.

The Project was financed by the EC thematic programme '*Investing in People*' and thus corresponds with the criteria established in its 2007-2013 strategy¹¹. The activities planned for the Project form part of the main aim of the programme, i.e. the exchange of best practices, capacity building and the implementation of pilot projects. *Investing in People* focuses on the following fields of intervention: health; education, knowledge and skills; gender equality; employment and social cohesion; children, youth and culture. The field of employment and social cohesion promotes a '*decent work for all*' programme, which makes up the basis for this project. Consequently, it is safe to say that there is coherence between the project and priorities of the EC.

It is more difficult to globally assess the complementarity with national strategies, given the wide variety among the participant countries. The participant institutions have shown interest and satisfaction with the Project, which suggests relevance with their tasks and competences. But the development and employment strategies and priorities of each country are different. The end of this criterion presents the specific cases of Ghana and Nicaragua to provide two different views of the situation.

The structure of the project, in the order that it has been carried out, should be understood as a process, where the four components contribute to each other.

- The first component, *Comparative Study*, identified the problems in each country regarding the LMIS and labour migration, issues that were addressed throughout the implementation of the Project.
- The *International Workshops* intertwined the 6 countries, assuring their connection throughout the project. The exchange of best practices may have been less than expected, but it has served its use as a link between the global and national aspects of the Project.
- The *National Capacities* and the *Pilot Initiatives* made use of the experiences from the other two components, particularly the recommendations from the Comparative Study, in their design and development.

Most of the informants have valued the overall structure highly, considering that all the components provided an added value to the development of the Project. If there were difficulties to reach the objectives, it was more due to a problem of design and identification, than of the development of the activities.

¹¹ Investing in People, Strategy Paper for the Thematic Programme 2007-2013

4.2.1 Case Study Coherence/Complementarity

The degree of coherence differs between Ghana and Nicaragua. While there in the African country was a specific interest from the government to develop an LMIS, identified through its inclusion in the development strategy of the project; it has been less obvious in Nicaragua, given that the government had other priorities related to migration. These priorities were more focused on migrant rights in the country of destination, than in the generation of labour migration information.

The discrepancies involving the Pilot Initiative in Nicaragua confirms the different interest that the country originally had with the Project. The initial Pilot Project designed by the Nicaraguan civil servants was changed by the EC delegation because it did not correspond with the objectives of the Project. The consequence was a temporary distancing of the Ministry of Labour, who returned thanks to mediations by the IOM, but with less dedication.

Coherence is thus more obvious in Ghana than in Nicaragua. Despite the differences, it is important to point out that both countries have strengthened their institutional capacities in relation to labour migration information management, and it seems that the interest in Nicaragua increased throughout the process, and as the project was adapted to the needs of the country. The specific support to the bilateral agreement with Costa Rica had a mutual interest, country and donor.

4.3 Community Value Added

The main community value added involves the presence of community institutions and organisms in each one of the countries. Having EC delegations in each one of the participant countries favours the communication between donor and beneficiary, even though most of the communication with the EC occurred between the regional offices in Brussels, both IOM and EC. The participation of the EC was clear in the design of the pilot initiatives, given that the delegations reviewed the proposals, making sure the initiatives maintained the general focus of the EC and the original objective of the project.

It has not been possible to observe whether the other components made use of the fact that the project was financed by the EC. There was, for example, a very low participation of the EU Member States (MMSS) in the international workshops (only France, Italy and Spain), although their participation could have provided an important added value. Some of the informants expressed that they would have liked to exchange ideas and experiences with more MMSS, given that they are countries with whom they have (or would like to have) bilateral agreements, and who generally have advanced LMIS and labour migration data.

A positive aspect is the synergies created with other projects financed by the EC, a priority for the *Investing in People* programme. Synergies between projects were produced in several countries (as for example the collaboration in Tunisia with the TEAM Project). However, there has also been overlapping observed in some of the

activities. Projects that are financed within the same call for proposal, that act in the same countries, with the same stakeholders and the same line of work, can cause weakness to be taken into account. The consequence of too little collaboration between similar projects was that some of the informants mixed up the projects they were participating in, not knowing if the activity corresponded to the LMIS, Eloise or Recap Project. A harmonization of the efforts seems indispensable, especially within projects that are financed with the same financing instrument.

There may have been a limitation in the alignment of the EC objectives with the needs of the beneficiary countries. The interviews showed that the EC did not have the same vision about the project as the national partners. While the EC put most weight on the exchange of knowledge through best practices, this aspect had a secondary role for the partners, in relation to the pilot initiatives. The EC was more focused on a global, or abstract, level, while the needs of the countries were found more at a local or practical level.

4.4 Efficiency

This fourth criterion assesses the relations between the obtained results and the inputs. The use of resources to carry out the activities and results obtained are valued in this section.

There have been a few modifications, both in the schedule and the budget. These changes do not seem to have been excessively harmful for reaching the overall objectives, although it did limit the available time for the last component (pilot phases). Some of the changes in the schedule were caused by external factors that could not be foreseen, such as the volcanic eruption on Island in 2010. However, this fact was not the only reason for the delay of the start of the Project; there were also difficulties to find the key expert for the Comparative Study, as well as defining the study's vision and extent.

There were modifications made to the methodology, to secure the value of the Comparative Study. These changes are considered positive by the evaluation team, and show the capacity of the Project to adapt to the situation. However, this change in methodology implied budget adjustments that were not foreseen. As it was well expressed in the interim report, the methodological change implied a delay in the calendar, but it contributed to an improvement in the results and ownership for the partners (thanks to their active participation in the development of the study).

The efficiency of the International Workshops is what mainly needs to be assessed. There does not seem to have been an exchange of best practices wide enough to justify the immense cost of mobilizing such a large amount of people from three different continents. The conferences, according to the participants, were adequate in order to get to know the reality of other countries, but the differences between them, in economic development and LMIS advancement, caused limitations in the assimilation and implementation of the good practices learnt. It should be mentioned that the countries with a lower advancement in LMIS were the ones that best valued the international workshops, while the countries with a more developed LMIS considered

the benefits from the exchange to be more restricted. An interesting proposal taken up in this respect, is to carry out meetings at a regional level, instead of joining three regions. A greater profit can come from exchanging ideas with countries of the same region, and in this way, it would be easier to promote the creation of bilateral agreements.

It has, on the other hand, been possible to promote synergies and exchanges nationally, among institutions. This has been a positive outcome of the Project. Some of the countries, such as Colombia or Nicaragua, have even developed agreements between three different institutions to secure the exchange of data.

Another way of reducing costs, according to some of the interviewees, would have been to avoid intercontinental trips for the management meetings. These could instead be held by online or telephone conferences, securing efficiency.

It has been clear that the organizational structure of the IOM has facilitated the Project, especially with its national offices that have been able to establish close contact with the partner administrations and have been present throughout the Project, functioning as a link between the regional office in Brussels and the partner organizations. All the interviewees, both from the IOM and the partner institutions, have considered the collaboration between partners and IOM to be good. The management was divided depending on the component (1 and 2 were managed centrally, in Brussels, while 3 and 4 were managed locally, in each country). The evaluation team has considered the management division reasonable and adequate for obtaining the results.

As an overall summary, it can be said that the institutional capacities on labour migration have increased adequately, thanks to the efforts related to the practical activities at a national level. The efficiency related to the improved knowledge through exchange of best practices has been more doubtful (centred on the International Workshops).

4.4.1 Case Study Efficiency

The Pilot Initiatives in Ghana and Nicaragua have been efficient in the sense that the investment that had to be done to improve the procedures was small and the results obtained were positive.

The Pilot Initiative in Ghana consisted of creating a labour market database, allowing for the computerization of three employment offices. Some equipment was purchased and there is an effort being made to extend the initiative to other offices. A fundamental added value in Ghana is the possibility to systematize data, without risk of losing information in the process. A Strategic Plan was also developed for the Labour Department at the Ministry of Labour. Its cost was the elaboration of the document, but it has in turn allowed for the establishment of working guidelines, making processes more effective.

A similar situation can be observed in Nicaragua, where a computerized information system has been created for data collection. This system allows for an increase in

coordination between responsible teams and created the capacity to establish future strategic processes on migration.

4.5 Effectiveness

The effectiveness criterion measures the degree of compliment with the objectives and expected results. In the case of the LMIS Project, it has been shown that not all the expected results have been achieved. Certain impacts can however be perceived, such as increased awareness and inter-institutional cooperation.

Concerning the objective “*to support the inclusion and proper management of labour migration data in LMISs*”, it has not yet been possible to include data on labour migration in the LMISs, because they were in themselves too weak. The efforts were thus instead either centred on strengthening the information systems as a mechanism or on creating labour migration databases. There has, throughout the project, been an improvement in the management of labour migration information, particularly in the collection and inter-institutional exchange of data.

It has not been able to perceive a significant advancement in the contribution to the definition of policies that foment interregional mobility, dialogue and international cooperation. The advocacy was limited, and the project has to a greater extent been focused towards a technical level. On the other hand, the differences between countries (excluding the particular relation between Costa Rica and Nicaragua) make interregional mobility among Project countries irrelevant, as well as a possible dialogue or international cooperation. What has been observed are approaches to other countries based on this project. Senegal has for example approached South Africa and Brazil for a deeper cooperation; Costa Rica involved Panama in their consular seminar.

It is yet too soon to assess and measure whether the actions to strengthen information knowledge and management on labour migration has had a positive impact on the economic development of the countries, even though the Road Map elaborated in each country seem to be pointing in that direction.

The data points at a strengthening in the capacities to collect and share labour migration data, but this institutional strengthening does not seem to have been a consequence of a mutual learning and exchange of best practices between countries, as was foreseen in the specific objective. It seems to be caused more by the high level of participation among institutions in the development of the project and their ownership of the results.

The participation was high in the application and management of the intervention, particularly in the national trainings and pilot initiatives. It was also the administration who selected the participants for the workshops and trainings in most of the countries. This high level of participation has created a positive, unexpected, effect, which is the strengthened institutional cooperation. This effect did not form part of the initial objectives, but has occurred in all 6 countries.

The limitations in the identification phase have had repercussions on the effectiveness of the Project. The low capacity or inexistence of the LMISs had not been identified

before the start of the project, so some of the countries had to change their approach in order to strengthen the information system before being able to start working on labour migration data. The most visible results are the increased capacities to manage labour migration data and the increased awareness of the need of a stable and up-to date information system.

4.5.1 Case Study Effectiveness

The pilot initiatives both in Ghana and in Nicaragua have been effective in the sense that they have managed to improve the processes related to data collection.

The computerization of databases has the potential to improve the quality of the processes. The systems may make it easier to cross data and obtain additional information that could not be accessed earlier. The possibility to work with indicators and crossing variables improves knowledge of employment and labour migration.

The work in Ghana has been more focused on the labour market than on labour migration, given the deficiencies in the information of the previous. Labour migration is present in the Project, but it has been necessary to improve the labour market information before including labour migration in it.

Nicaragua has developed a database of the migrants in Costa Rica that are affected by the Bilateral Agreement. It is possible that the variables are expanded in the future, reaching more migratory groups.

To sum up, it is observed that the pilot initiatives have complied with the objectives of capacity building and have contributed to the creation of a database or a labour migration information system, but they have yet to be connected to an LMIS.

4.6 Sustainability/Viability

The sixth criterion analyses the key factors that affect the viability and assure the continuation once the intervention is over.

The third international workshop in Tunisia promoted the elaboration of Road Maps in each country to secure the positive effects of the intervention once the project was over. There are specific cases in each one of the countries that indicate a possible sustainability, but it is difficult to make a deeper assessment while some of the activities are still being implemented. The strategies vary depending on the country, making it difficult to assess sustainability as a whole in the project.

Colombia and Tunisia are probably the countries where most capacities for future sustainability can be observed. The measures taken by the pilot initiative in Colombia have been included in the Ministry of Labour's own strategy, and there has been an agreement signed between the three institutions competent on labour migration, to exchange data. The Road Map in Tunisia contains concrete future actions to continue the efforts, such as the establishment of a steering group from the National Observatory for Employment and Qualifications (ONEQ), to guide the future work.

Costa Rica has chosen to secure the implementation and diffusion of a Labour Migration Information System (SIMLA), involving primarily the DGME and the Ministry of Labour and Social Security (MTSS), laying ground for details that indicate continuity in the future. Senegal on the other hand seems to have fewer possibilities to maintain the efforts, given the vaguely defined aims of the Road Map, (to spread and strengthen the measures obtained by the pilot initiative). There is not either any planning done in Senegal's road map on how to carry out the aims.

Several countries, particularly the poorer ones within the project, have expressed their concern regarding the lack of funds that could jeopardize the continuity of the work. Some countries, such as Ghana or Senegal, have uttered the need of international funds to be able to continue with the activities.

4.6.1 Case Study Sustainability/Viability

The Pilot Phase in Nicaragua pretended to recover and strengthen the efforts of the AECID Project "Co-development Costa Rica – Nicaragua" from 2007. This project had designed a labour migration information system, but it was never put into action. Steps to secure sustainability of the LMIS initiatives were taken based on this previous experience. For example: this time the computer department at the Ministry of Foreign Relations (the administration in charge of hosting the system) formed part of the beneficiary institutions. The department's technicians have participated in the necessary meetings to secure their ability to manage and feed the system in the future. The agreement signed between institutions that have competences on labour migration to establish what information should be shared in each component is also of high importance for future sustainability.

The aspect in Ghana that implies the highest possibility of sustainability is the Strategic Plan developed for the Labour Department. The plan establishes both the strategic objectives and the steps that should be taken to achieve these objectives. The Ministry of Labour has been involved in the development of the pilot initiatives and one of its high level civil servants has participated in the elaboration of the Strategic Plan. The difficulty in Ghana is based on their dependence of international funds to continue the work. Its sustainability will thus be determined by the assignation of funds to carry out the Strategic Plan.

4.7 Coverage

The coverage criterion values the degree to which the population has access to the activities carried out and the detection of possible biases towards specific groups. Given the characteristics of the project, we have considered it necessary to centre the analysis in the selection of the geographical areas of intervention.

The country selection was done through an internal IOM call for proposals to see which countries would find it interesting to participate in the project. There do not seem to have been specific criteria for the selection, but from the 15 countries that showed interest, 6 were selected, guaranteeing the presence of the three regions (Latin

America, Maghreb and West Africa). Mexico was for example ruled out for the particularity of their migration flows, but this ruling seems to have been based more on a preconceived idea than an analytical process based on specific criteria.

The selection process has resulted in the inclusion of six countries that have very little in common. The development levels, both economic and of the LMISs, vary significantly. So does the demographic reality of each country and the migratory phenomena each region. The countries have, as a result, not shown the interest or need to collaborate and create mutual agreements (excluding Costa Rica and Nicaragua, which have a bilateral agreement since before). The lack of criteria for the country selection, and the variety of countries has damaged the project in the sense that it has not been possible to establish specific knowledge on LMISs in the exchange of best practices and international cooperation that was pretended.

In relation to this, it has neither been possible for the evaluation team to comprehend the motives of the EC to require the presence of at least two regions in their call for proposals, which seems to be the main reason for the inclusion of such a variety of countries in the Project. Overlapping of the three projects financed through this call for proposals have been observed, while each one of them could have worked in one region, and in this way probably achieve more international exchange and collaboration.

4.8 Gender Approach and Intersectionality

This criterion aspires to analyze the social relations between sexes, showing the inequities and injustices that derive from cultural patterns. These patterns have historically determined women's subordination and have limited their possibilities of fulfilment and autonomy. Given the characteristics of this project, and the fact that its content does not permit a structural analysis of the inequalities, it has seemed more relevant to use this criterion to evaluate to what extent the project has taken a gender perspective into account in its design and development.

It has not been possible to observe a specific gender approach in the project. The documents related to it, including the Comparative Study, do not at any point mention the inequities between sexes, and the analysis of the problem does not at any point take this specific case or the differential reality of migrant women into account.

Additionally, we have been able to identify different visions and forms of understanding gender in the project. Some participants have related the gender approach to a direct quantitative aspect, mentioning the disaggregation of data on the number of female participants, while others have made more qualitative analysis. The latter have recognized that the project has not mainstreamed gender throughout the process.

The gender criterion seems to be limited to quantitative variables. The data on labour migration that have been developed throughout the Project normally do include criteria disaggregated by sex. This is relevant, but not nearly enough to really be able to assess migrant women's situation. Labour migration in the project is viewed as a whole and the efforts to develop an LMIS with migratory data are focused on the formal

sector, ignoring that fact that this sector is dominated by the masculine sex and many of the traditionally female professions are found in the informal sector, and are thus hidden from the official data.

In what regards the participants of the project, there seems to have been a wide female representation, and some delegations, such as the Senegalese, were dominated by women. Even though this can be considered positive from a *gender equality* perspective, it is important to point out that this situation was not produced deliberately as a criterion to secure female representation within the project. It was simply a coincidence that many of the relevant posts in the administrations for this project were occupied by women.

To sum up, it is concluded that the project, in itself, has not promoted any advancement in terms of equality between men and women in any of the six countries.

4.8.1 Case Study Gender Approach

The pilot initiatives in both countries lack a gender approach. The case of Nicaragua is particularly clear. The reactivation and strengthening the SIMLA has been focused on the bilateral agreement for temporary workers in Costa Rica. This agreement is only applicable on workers in three sectors: agriculture, agro-industry and construction; all three sectors are dominated by the masculine labour force. The bilateral agreement ignores professions predominately female, such as the domestic work (even though there is a high level of Nicaraguan domestic workers in Costa Rica). The pilot initiative, as a consequence of using only the criteria from the agreement, ignores migrant women completely.

The situation is similar in Ghana, in the sense that the labour market database has not been designed with a specific gender perspective that consciously would identify female workers or migrants. This fact is determined by the predominance of female work in the informal sector (and thus hidden from statistics), while they find themselves less represented in the formal sector. An information system without a gender approach cannot be sure to capture the needs and particular situation of female migrants.

4.9 Impact

This final criterion presents a prediction of possible outcomes, taking into account the advances made to date. It also allows for the identification of undesired effects caused by the intervention.

It cannot be said that the Project's objectives have been reached as a whole, but it can be affirmed that relevant and positive results have been achieved. It is important to point out that it is at this point impossible to measure the impact, given that some of the activities are still being carried out. What will be done is more of an assessment of achievements.

An important accomplishment has been to increase the capacities of collecting and managing migration data. This has occurred in all six countries, although to a different

extent in each. All countries have had relevant personnel trained within the project, some have improved their databases or the indicators, other the computer systems. The evaluation team considers it a positive aspect that the project has been able to adapt to the needs and capacities of each country.

The unexpected effect that has been most valued by the stakeholders is the capacity to raise awareness on the importance of generating and managing labour migration information, and the conscience raised on the needs for a stable LMIS that is up-to-date. This fact can be considered a success of the Project when assessing the capacity building in each country.

Based on the idea that the exchange of best practices not only consists of mutual learning of good practices and exchange of information, we consider that this strategy has had little result, mainly because of the lack of systematization and precision of how to carry out these exchanges. There is thus no doubt of the existence of learning through the exchange of best practices, but the lack of a concrete and systematic plan or system has limited the use of these exchanges.

On the other hand, related to exchange, it is important to recall the inter-institutional cooperation that has been produced thanks to the project.

4.9.1 Case Study Impact

The informants in both countries have pinpointed the importance of the awareness raised on the need to improve labour migration information and to maintain a labour market database that is up-to-date.

In addition, the inter-institutional cooperation has increased in both Ghana and Nicaragua since the start of the project. , These changes can contribute to the effectiveness of the project and the sustainability in the future..

An interesting impact observed in Ghana is the increased technical capacity to collect and manage data on the labour market, but this impact is probably better achieved in the long term, and will have more effect once the Strategic Plan is in place. Nicaragua focused on the reactivation and improvement of a computer system, which can be expected to be used by its advocates in the institutions. The extent of the impact in both countries will be determined by the degree of ownership and sustainability of the product.

5 Conclusions and lessons learnt

The LMIS Project as a whole can be considered relevant and adequate for the needs of the beneficiary countries. Even though the start of the project met with certain limitations in the identification of the problem, it later on, as a consequence of the Comparative Study and the high level of stakeholder participation, strengthened its **relevance** in relation to the context.

The proposal and design of the project was adapted and readjusted throughout the implementation process, showing methodological and conceptual **flexibility**, particularly among stakeholders, improving the successful outputs. In this way, it can be said that the project has made an important contribution to the management of labour migration in all the countries where it has been implemented, confirming the need and relevance of including migration aspects in labour policies.

The project is **coherent** with EC priorities; it emerged from the need detected by the EC thematic programme '*Investing in People*' of improving labour market information systems. It approached this need combining labour elements with migratory ones, corresponding to the requirements of improving databases and the administrative capacities to support them. In this sense, the Project starts off from the detection of a structural problem, although its scope of intervention is, logically, restricted.

The specific objective of the Project was to "*strengthen the capacities of the target countries to collect and share labour migration data and feed it into the LMIS and labour migration policy process via mutual learning and exchange of best practices*". Although it is possible to observe a strengthening of the institutional capacities to collect and share data on labour migration, it is not clear that this capacity building is a direct result of mutual learning and exchange of best practices among countries. It would rather seem that it is due to the **strong collaboration of government counterparts** in the development of the project and their ownership of the results.

The **exchange of best practices** was a means, or a strategy, to reach the objective of capacity building. The international workshops provided a space for mutual learning and exchange of ideas, but it was not followed by a systematization that could have provided tools to assess the degree of knowledge and best practices assimilated.

There have been constraints identified for the exchange of best practices, such as the difficulty of the language and the wide differences between type and development of the LMISs in each country (a weakness determined by the requirements of the call for proposals). On the other hand, there is a correlation between the level of development of the LMIS and the utility of the mutual learning and exchange of best practices: the countries with a weaker LMIS have valued the exchange of experiences higher than the ones with a stronger LMIS.

Consequently, it has been difficult to reach some of the objectives established in the Project, but this limitation seems to have been an outcome of a flaw in the design, rather than in the implementation of the activities. While one of the main objectives was to include labour migration data in the LMIS, reality proved that most of the project

countries did not have an information system stable enough to include migration data in it. It was on this ground that the central idea of the project was adapted and readjusted once the implementation had started. The aim at a national level was either modified towards the improvement of the LMIS in itself, or towards the creation and perfection of a labour migration database. Bearing these limiting elements in mind, we consider that the project has managed, to some extent, to solve the initial difficulties, recovering the key aspects that **correspond** to the needs of each country and the relevance of the activities carried out.

As identified above, not all the expected results were completely accomplished (mainly due to the deficiencies in the LMIS), but there have been **relevant impacts** detected. Examples include increased awareness and inter-institutional cooperation, the incorporation of tools and strategies for comprehensive systems of labour and migration information, as well as the establishment of a Road Map in each country. To sum up, the project has in general terms has been **effective**, even though its defects.

Regarding **efficiency**, there have been modification in some of the inputs (particularly component 1: Comparative Study) and the schedule, but these changes do not seem to have been excessively harmful for the accomplishment of expected results. The delay did however affect the time available for the last component (Pilot Phase). As a general summary, it is stated that the institutional capacities on labour migration have been improved, thanks to the efforts related to the trainings and the practical activities at a local level. It is however more doubtful whether the mutual learning through exchange of best practices has been efficient. The funds required for this activity (intercontinental flights, accommodation, etc.) are simply too high in relation to the outcomes observed from the international workshops.

There is circumstantial evidence of a high **sustainability**. The partner countries have each developed a Road Map for the future. The Road Maps are mainly based on the Pilot Initiatives but take on other aspects, such as the strengthening of regional information systems, the elaboration of Strategic Plans or the creation of procedure manuals for inter-institutional cooperation.

Concerning the **gender approach**, it should be said that the perspective has been limited in the Project. There seems to be a complete shortage of gender mainstreaming, mainly observed by the lack of a gender perspective in all the relevant documents of the Project. Most of the LMISs have disaggregated data by sex, but the specific needs of migrant women are not assessed exclusively. In what regards female representation among participants, it seems to have been fulfilled undeliberately, given the lack of consideration to this aspect in the design and process. Additionally, we have been able to identify different visions and forms of understanding gender and the inclusion of it in the project. Some participants have proportioned *gender* a directly quantitative aspect, mentioning the disaggregation of data o the number of female participants, while others have made more qualitative analysis. The latter have recognized that the project has not mainstreamed gender throughout the process.

Finally, we can conclude that the accomplishment of expected results has not been

completely satisfactory, but there are several possible **impacts** perceived, such as increased awareness and inter-institutional cooperation. As mentioned, it has been difficult to include labour migration in the LMIS, mainly because of the information systems' own deficiencies. On the contrary, both the Comparative Study and the trainings on labour migration and data collection have been satisfactory. The project intended to improve knowledge by exchanging best practices, but this effort has been less successful than planned. There was a mutual learning and exchange of ideas in the international workshops, but they have not been structured enough to be able to assess whether these ideas have been implemented practically in each country.

If we consider the LMIS Project to be a pilot experience, where the migratory component has been approached in correlation with the labour component, then we can extract interesting lessons learnt for the development of future projects. Even though the accomplishment of results may be lower than what was expected, it is necessary to keep in mind that we are dealing with a project of experimental character where it is necessary to make use of the **lessons learnt**, some of which are presented below, without order of preference.

- An important lesson learnt is the need to establish country criteria prior to the selection, in order to avoid risks that may arise from the differences between countries. This can particularly help avoid inefficiency and ineffectiveness in the mutual learning and exchange of best practices.
- The identification process should be strengthened, making up the primary source from which the subsequent actions are developed. This would be easily done by formulating a base-line, which would also simplify an ex-post evaluation of the project. In the case of this concrete project, it could have been interesting to strengthen its readjustment capacities after the Comparative Study, which served to identify the strengths and weaknesses in each country.
- Exchange processes are very interesting, but they require more planning and systematization for them to be useful, suggesting the need for a prior programming process, so that there from the exchanged information can be processes generated of replicability and transference between countries and institutions.
- In order to facilitate exchange and cooperation in future project, it is recommended to focus the exchange of experiences to a (sub)regional level, taking into account the experiences brought forward by the LMIS Project:
 - Participants from both Nicaragua and Costa Rica have valued highly the support that the project has provided to the bilateral agreement between them.
 - In the wake of this project, and as a consequence of the strengthened capacities, Senegal made contact and initiated the development of agreements with countries who they have more migratory relations with (South Africa and Brazil).

- Better use can be made of the existing resources, such as the EC's ability to summon member states for the international workshops, and the added value that synergies and collaboration between projects can provide.

The following are the **most distinguished achievements** identified in the Project:

- The Project has made an **important contribution to the management of labour migration** in all the countries where it was implemented, assuring the need and relevance of including migration aspects in labour policies.
- The LMIS Project has managed to **increase the institutional capacities of the countries to manage labour migration information**. The following elements have been key:
 - Training civil servants, mainly on labour migration and data collection.
 - The improved inter-institutional cooperation in all countries, and in some cases the increased capacities to homogenize processes between ministries, making the work more efficient.
 - The capacity to raise awareness of the importance of generating and correctly managing labour migration information and how it has raised consciousness about the need of having an accessible LMIS that is up-to-date.
- The LMIS Project has managed a high degree of ownership and participation, contributing to the possible sustainability and transference of the project.
 - The ownership was achieved by a high level of participation in all four components of the project, and thanks to the participation in the design of the Pilot Initiatives and the elaboration of the Road Maps.
 - The ownership has in turn had positive effects on the applicability, replicability and transference of the Project, highly relevant aspects, both for the beneficiary institutions as for the financing organism.
 - The elaboration of Road Maps in each country has contributed both to the ownership and the sustainability and transference of the project.

6 Recommendations: strategic and operational¹²

6.1 Strategic Recommendations

- ⇒ **Maintain ownership and a high participation among participants.** The level of ownership among beneficiary institutions and their high participation in all four components is an important accomplishment of the project, a strategy that should be secured in the future.
- ⇒ **Facilitate, support and strengthen the exchange and the cooperation between countries with prior migration relations and agreements.** Favour, in the country selection, those potential participants with previous relations and migration agreements among them, in order to support and strengthen the existing exchange mechanisms.
- ⇒ **Select participant countries with similar migratory flows and contexts.** Select those regions and sub-regions that maintain similar migratory tendencies and flows.
- ⇒ **The gender aspect should be intersectional.** This is to say, that even though it involves a data information system, these are not neutral and should include the realities which they try to “read”: gender, socio-cultural and socioeconomic realities, class, legality and legal framework.
- ⇒ **Harmonize efforts with other project.** An added value of the EC is the variety and extension of its projects. It would be interesting to work with the synergies and complementarities that can be produced between projects with similar objectives that operate in the same region or sub-region. Harmonization could provide interesting benefits, from increasing effectiveness to reducing costs and enriching the content of the project. It could additionally avoid overlapping, that apart from increasing costs, wears out partner organizations and jeopardises the results.
- ⇒ **Involve EU Member States more.** Make use of the spaces provided by the project to increase the presence of European representatives that have relations or migratory agreements with the countries involved in the project, particularly in the exchange of best practices and mutual learning of experiences on labour migration.
- ⇒ **Favour a more fluid dialogue between the EC and the beneficiary countries, overcoming the distances between the two.** Explore possible alignments of the objectives pursued by the EC and the beneficiary countries, establishing

¹² See *Annex 8* for the management responses of the recommendations.

common Road Maps, so that the needs and migratory “culture” of the EU finds an echo in others, and vice-versa, generating mutual benefit.

- ⇒ **Improve the capacity to create and gather knowledge from all stakeholders involved.** Breaking, in this sense, a possible unidirectionality, that goes from the EU to the beneficiary institutions. If the identification process (of the calls for proposals in themselves or the projects that arise from them), really is a result of a previous diagnosis, then it can possible to explore new routes, influences and replicability between partners and with the EU.

6.2 Operational Recommendations

- ⇒ **Carry out prior identifications or provide a space for methodological readjustment.** It is necessary to open up a wider space for initial readjustment that may allow for a redefinition, if necessary, of the initial objectives of the intervention. An active participation of the stakeholders involved is very important in the identification process (participative diagnosis). It should be possible to reconstruct components that diagnose the situation (such as the LMIS Project’s Comparative Study) into a real base-line study that can make space for needs identification, readjust the principal objectives and guide the process towards the reality of each country.
- ⇒ **Establish realistic overall objectives and specific objectives that are attached to the explicit demands and the diagnosis made.** Establish well defined and precise indicators and sources of verification, with a clear measurability both in quantitative as in qualitative terms.
- ⇒ **Improve the criteria for country selection.** Even if the call for proposal requires a minimum of two different regions, it is recommended for future projects to include countries with more similarities among them, or at least with an interest for mutual cooperation. A good example has been the participation of Costa Rica and Nicaragua in the LMIS Project. It would, for these counties with a strong labour migration component, be relevant to consider the importance and influence of the migratory processes in the countries’ institutional dynamics, a criterion..
- ⇒ **Include a gender approach in the design and development.** Including a gender approach from the design is recommended in order to have its significance and added value well defined, and include this approach comprehensively and transversally throughout the whole process.
- ⇒ **Deepen and promote the collaboration of the national IOM offices.** Continue using the specific country knowledge that the national offices possess, assuring their participation in the formulation and ownership of the projects presented to the EC.
- ⇒ **Carry out regional conferences.** A regional meeting could have had relevant results and may have contributed to increasing the knowledge obtained through

the exchange of best practices. Its cost is additionally lower in relation to international conferences where representatives from three regions meet.

- ⇒ **Establish an action plan for mutual learning and exchange of best practices.** A means that guarantee transference of good practices and applicability of the knowledge obtained.
- ⇒ **Use permanent ICTs to guarantee the exchange of information.** From the information obtained throughout the process, it could be possible to create a “knowledge manager”, that goes beyond a common database: it consist of a constantly updated instrument, that brings along the possibility to learn and catch both practical and conceptual models and establish mechanisms for replicability and transference.
- ⇒ **Include a linear analysis in the LMIS to get to know tendencies and the evolution of the migratory processes in each country.** Establish procedures that permit a historic knowledge, the place and trajectory of data (of a migrant worker) throughout a chain or sequence. Including a linear system for measurement in the LMISs would allow for the establishment of standardized processes that may give space for a wider knowledge, and access to data and transparency, thus improving the quality of migration and labour policies.

7 Annexes

Annex 1: Stakeholders

The main stakeholders implicated in the external evaluation of the LMIS project are:

- Management Unit (made up by IOM representatives) and the Monitoring Committee
- Responsible for the Project at the EC
 - Ms. Alba Riobo-Souto
- IOM in Brussels and in each one of the six countries of the Project:
 - IOM Brussels - Mr. Olivier Grosjean (Coordinator)
 - IOM Colombia - Mr. Robert Natiello and Ms. Donna Cabrero
 - IOM Costa Rica - Ms. Sofía Salas
 - IOM Ghana - Mr. Kojo Wilmot
 - IOM Nicaragua - Ms. Paola Zepeda and Ms. Alexandra Bonnie
 - IOM Senegal - Ms. Taibatou Sidibe
 - IOM Tunisia - Mr. Francesco Carella and Ms. Shiraz Jerbi
- Key Expert, responsible for the Comparative Study on the Information Systems
 - Mr. Iván Martín Martín
- Focal Points in Colombia
 - Mr. Néstor Alfonso Ordúz – Management Group for Labour Migration Policies, Ministry of Labour
 - Ms. Diana Isabel Cárdenas Gamboa – Mobility and Vocational Training Directorate, Ministry of Labour
- Focal Point in Costa Rica
 - Mr. Luis Alonso Serrano y Mr. Steven Badilla - Directorate of Migration and Foreign Services (DGME)
 - Mr. Johnny Ruiz – Labour Migration Department, Ministry of Labour and Social Security (MTSS)
 - Mr. Mauricio Corrales – Labour Market Observatory, Ministry of Labour and Social Security (MTSS)
 - Ms. Carmen Bogantes – National Institute of Statistics and Census (INEC)
- Focal Point in Ghana
 - Mr. Eugene Korleley – Labour Department, Ministry of Employment and Labour Relations
 - Mr. Daniel Kattah – Ministry of Employment and Social Welfare
- Focal Point in Nicaragua
 - Mr. Horacio Argueta – Labour Migration Department, Ministry of Labour
 - Ms. Iury Orozco and Ms. Delia Torres – Consular Directorate, DGME
- Focal Point in Senegal

- Mr. Ibrahima Guèye, Mr. Arona Touré and Ms. Ramatoulaye Dabo Bathily – Employment Directorate, Ministry of Youth, Vocational Training and Employment
- Ms. Mame Khar Diallo Seck – Directorate of Work Relations and Professional Organizations, Ministry of Public Services, Labour and Professional Organizations
- Ms. Rokhaya Niang Thiaw – National Youth Employment Agency
- Focal Point in Tunisia
 - Ms. Fatma Moussa – National Observatory of Employment and Qualifications (ONEQ) – Ministry of Vocational Training and Employment

Annex 2: Summary table of the activities implemented for the External Evaluation

Type of Technique	EXTERNAL EVALUATION		
	Unit of Analysis	Nº	Stakeholders
Documental Review	Studies and reports, documents related to the four components, related documents	Continuous	Assessment Team, MU y MC
In-depth, semi-structured interviews	<ul style="list-style-type: none"> • Five Thematic Blocks. • Development o the Project: difficulties and accomplishments • Management and Implementation. • Particular interest in Pilot Phases 	16	Stakeholders involved in each one of the four components in the 6 countries
Contrast Workshop	Reflections on the four components. Management model. Spaces for dialogue. Lessons learn. Recommendations	1	Participants of the project and responsible for migratory policy in Nicaragua
Comparative Case Study (Ghana and Nicaragua)	Documental revision of the two countries (Pilot Phase)	N/A	Assessment Team, MU y MC
	Interviews	5	Participants of the project

Annex 3: List of Documents used in the External Evaluation

The main documents used in the external evaluation are presented below. They have been organized in four types of documentation and related to the evaluation criteria and dimension where the document has contributed to the analysis.

Documents	Criteria / Dimension
1) Administrative Project Documents	
EC Call for Proposals	Relevance, Community Value Added, Coherence / Design
Project Proposal	Relevance, Community Value Added, Coherence / Design
Budget	Efficiency / Process
Reports or Minutes from Coordination Meetings (3 Steering Committees)	Effectiveness, Sustainability / Process, Structure
Interim Reports and Annexes	Effectiveness, Sustainability / Process, Structure
Contents from the project website	Process
2) Studies and Reports elaborated by the Project	
Comparative Study "Labour Market Information Systems and Labour Migration Information in six development countries: the challenge of integration"	Relevance, Effectiveness, Sustainability / Process, Results
6 national studies "Country Background Study"	Relevance, Sustainability / Process
3) Actions: Trainings, workshops and pilot projects	
Documentation from the three International Workshops <ul style="list-style-type: none"> o Program/Agenda o Participant lists o Background Document (Colombia) o Reports/Minutes o Participant Evaluation 	Coherence, Sustainability, Gender Approach / Results
Documentation from the National Trainings <ul style="list-style-type: none"> o Program/Agenda o Participant lists o Reports/Minutes 	Coherence, Coverage, Gender Approach / Results
Documentation from the Pilot Phases <ul style="list-style-type: none"> o Pilot Project Proposal for each country o Road Map for sustainability o Strategic Plan (Ghana) / Work Plans o Communications between IOM and EC 	Relevance, Coherence, Gender Approach / Results
4) Related Documents	
General regulation from the EC and any type of regulation or governmental agreement related to the project. E.g.: <ul style="list-style-type: none"> o The Global Approach to Migration and Mobility (EC Document) o Investing In People: Strategy Paper for the Thematic Programme 2007–2013 o Commission Staff Working Document: Promoting Employment through EU Development Cooperation 	Community Value Added, Coherence / Design
Documents regarding migratory focuses or theories and public policies, specifically those related to the Case Study (Ghana and Nicaragua)	Relevance, Community Value Added / Design

Annex 4: List of Key Informants

The following table presents the key stakeholders interviewed for the external evaluation, specifying the number and profile of the informants.

Key Informants/Stakeholders involved
Nr. of interviews: 16 interviews carried out (15 interviews were planned)
⇒ (1) Olivier Grosjean - Responsible/Regional Office Coordinator, IOM in Brussels
⇒ (1) Alba Riobo-Souto - Responsible for the Project at the EC (DEVCO D3)
⇒ (7) IOM National Offices (Program Managers and/or Program Assistants in each one of the six countries) <ul style="list-style-type: none">○ Robert Natiello and Donna Cabrera - IOM Colombia (1 interview together)○ Sofía Salas - IOM Costa Rica○ Kojo Wilmot - IOM Ghana○ Carmen Zepeda and Alexandra Bonnie - IOM Nicaragua (2 separate interviews)○ Taibatou Sidibe - IOM Senegal○ Francesco Carella and Shiraz Jerbi - IOM Tunisia (1 interview together)
⇒ (1) Interview with Expert for Component 1, Comparative Study: <ul style="list-style-type: none">○ Iván Martín Martín (Key Expert/Team Leader)
⇒ (6) interviews with civil servants in each one of the countries, all participants and involved in the International Workshops, National Trainings and Pilot Phases <ul style="list-style-type: none">○ Néstor Ordúz Cárdenas from Colombia○ Johnny Ruiz from Costa Rica○ Eugene Korletey from Ghana○ Martha Olivia Gutiérrez from Nicaragua○ Rokhaya Niang Thiaw from Senegal○ Fatma Moussa from Tunisia

Method for Analysis: Transcription of the interviews and qualitative analysis of the information. Online interviews (Skype and telephone)

Annex 5: Case Study Fact Sheet

TERRITORIO	TÉCNICA	Nº PARTICIPANTES
Ghana and Nicaragua	Qualitative	5
Semi-structured interviews		
<p>Interviews have been done in both countries subjected to the Case Study,</p> <ul style="list-style-type: none"> ➤ In Ghana: <ul style="list-style-type: none"> ○ Kojo Wilmot - IOM Ghana ○ Eugene Korletey - Labour Department and co-author of the Strategic Plan for the Labour Department in Ghana ○ Iván Martín - consultant and co-author of the Strategic Plan for the Labour Department in Ghana ➤ In Nicaragua: <ul style="list-style-type: none"> ○ Alexandra Bonnie - IOM Nicaragua ○ Martha Olivia Gutiérrez - Ministry of Foreign Relations, Nicaragua ➤ Two more interviews were foreseen with one more civil servant in each country. These were not considered necessary, given the characteristics of the participants interviewed in each country, and the information obtained in the contrast workshop in Nicaragua. <p>The interviewees were selected in close coordination with the IOM technical offices in each one of the countries.</p>		
Documental Revision		
<p>The IOM technical office in each country has provided the relevant information and documentation for the Study.</p> <ul style="list-style-type: none"> ○ Pilot Project Proposal, presented to the EC ○ Strategic Plan 2013-2016 - Ghana ○ Project Draft "Reactivating and Strengthening the Labour Migration Information System" - Nicaragua ○ Meeting and Workshop Programs / Agendas 		

Number of cases studied: 2 (1 case in Maghreb/West Africa: Ghana and 1 case in Latin America: Nicaragua).

Qualitative analysis of each case: Documental review and interviews

Annex 6: Participants of the Contrast Workshop in Nicaragua

The following table presents the 5 participants of the contrast workshop held in Managua, Nicaragua on the 21st of February 2013, in coordination with the IOM in Nicaragua.

TERRITORY	STAKEHOLDERS	Nr. PARTICIPANTS
1 LAC country (Nicaragua)	Specialists and responsible of migration and labour market in the country	5
Nr.	Name	Position
1.	Alexandra Bonnie	Coordinator, Migration Management Unit, IOM Nicaragua
2.	Martha Olivia Gutiérrez Vega	Migration Issues Directorate, Consular Direction, MINREX
3.	Hellen Montenegro	Consular Directorate, Expert in Consular Affairs, MINREX
4.	Edgard Acevedo C.	DGME
5.	Delia Torres	Assistant to the General Director, DGME

Unit for Analysis: Material created in the workshop

Method: Observation and Analysis

Annex 7: Evaluation Matrix

CRITERIA: RELEVANCE			
Dimension	Evaluation Question	Indicators	Source
Design	R.1. Is the diagnosis made by the identification of the LMIS Project correct?	R.1.1. Degree of adaptation of the Project objectives to the needs of the participants. R.1.2. Degree of adjustment of the diagnosis made to the reality of the context. R.1.3. Degree of participation of all the stakeholders in the initial diagnosis.	Documental review Interviews Contrast Workshop
Design	R.2. Have the institutional needs and capacities of countries' migration policies been taken into account in the design of the LMIS Project?	R.2.1. Degree of adjustment of the intervention proposals to the institutional needs and capacities.	Documental review Interviews Contrast Workshop
Design	R.3. Was there clarity and precision in the identification and definition of the problems?	R.3.1. Assessment of the identification's and definition's adequacy to the problem.	Documental review Interviews
Design Structure	R.4. To what extent has the Project taken into account the socio-political context in its design and development?	R.4.1. Degree to which the Project design adapts to the socio-political context. R.4.2. Degree to which the development of the Project adapts to the socio-political context.	Documental review Interviews Contrast Workshop
Process Results	R.5. Are there steps being taken towards a proper ownership of the Project in the 6 countries?	R.5.1. Assessment of the Project objectives and planning in regard to ownership.	Documental review Interviews Contrast Workshop
Design Process	R.6. Was the project design adapted to external factors? How are the socio-political and economic changes being taken into account?	R.6.1. Degree of flexibility and lability of the design to changes in the context. R.6.2. Degree of prospective lability of the project to social, cultural and economic changes.	Documental review Interviews

CRITERIA – COHERENCE/COMPLEMENTARITY			
Dimension	Evaluation Question	Indicators	Source
Design	C.1 Does the LMIS Project correspond to EU priorities?	C.1.1. Degree of coherence between project objectives and EU migration and development policies.	Documental review Interviews
Process Results	C.2. To what extent has the institutional collaboration and the management mechanisms provided by the IOM contributed to reaching the foreseen results?	C.2.1. Degree to which the IOM organizational structure coincide with the priorities of the LMIS Project.	Documental review Interviews
Process Results	C.3. Has the LMIS Project contributed to achieving the overall objective that it was guided by? Have the specific objectives been reached in the four components?	C.3.1. Degree to which the overall and specific objectives are reached in each one of the four components.	Documental review Interviews
Process Results	C.4. What measures have been taken in the Project to strengthen the institutional capacities?	C.4.1. Assessment of the adopted measures in relation to institutional strengthening in the 6 countries.	Documental review Interviews Contrast Workshop
Design Process	C.5 Have the development strategies and programmes of the six countries been taken into account in the Project design and process?	C.5.1. Degree to which the Project adapts to the development strategies and programmes of the 6 participant countries.	Documental review Interviews
Design	C.6. To what extent does the Project correspond to the objectives of the Thematic Programme “Investing in People” from which it is financed?	C.6.1. Degree of correlation between the Project objectives and the thematic programme.	Documental review Interviews

CRITERIO: COMMUNITY VALUE ADDED			
Dimension	Evaluation Question	Indicators	Source

CRITERIO: COMMUNITY VALUE ADDED			
Dimension	Evaluation Question	Indicators	Source
Process Results	C.V.1. In what way do the different partners and participants judge the contribution made by the EC in what regards migratory cooperation and LMIS?	C.V.1.1. Assessment of the EC contribution to the objectives and aims of the Project.	Documental review Interviews
Structure	C.V.2. To what extent do the Project objectives correspond to the priorities of the EC?	C.V.2.1. Level of coherence and correspondence between EC migration policies and priorities and LMIS Project objectives.	Documental review Interviews
Structure	C.V.3. In what way does the Project structure with its four components contribute to strengthening the institutional capacities on labour migration?	C.V.3.1 Assessment of the structure's added value to strengthen capacities.	Documental review Interviews Contrast Workshop Case Study

CRITERIO: EFFICIENCY			
Dimension	Evaluation Question	Indicators	Source
Process	EF.1. Have the budget, schedule and estimated times been respected in the LMIS Project for each one of the four components?	EF.1.1. Variation between approved and executed budgets EF.1.2. Variation between schedule and estimated times.	Documental review Interviews Case Study
Process Structures	EF.2. What synergies can be found between institutions? Is the exchange of experiences being favoured?	EF.2.1. Number and type of exchanges produced. EF.2.2. Number and type of successful cases.	Documental review Interviews
Process Results	EF.3. To what extent have the collaboration between stakeholders and the existing management mechanisms aided in the achievement of the estimated results?	EF.3.1. Degree to which the management tools adjust to the estimated results.	Documental review Interviews
Process	EF.4. Are the results obtained to date adequate in relation to the calendar and	EF.4.1 Degree of the relation estimated resources/results - obtained resources/results.	Documental review Interviews

CRITERIO: EFFICIENCY

Dimension	Evaluation Question	Indicators	Source
	the resources used?		

CRITERIO: EFFECTIVENESS

Dimension	Evaluation Question	Indicators	Source
Design	E.1. Do the actions carried out correspond with the initial objectives or have there been variations?	E.1.1. Degree to which the actions carried out correspond with the initial objectives established in the design of the Project. E.1.2. Type of variations in the activities that have been developed.	Documental review Interviews
Design	E.2. Are the criteria used for the selection of participants adequate? What is their capacity of ownership and multiplication of the lessons learnt?	E.2.1. Degree to which the criteria adapt to the needs and potentialities of the meta population. E.2.2. Degree of adequacy with processes of multiplication and ownership.	Documental review Interviews Contrast Workshop
Results	E.3. Have the expected results, according to the Project planning, been reached?	E.3.1. Degree of correspondence between achieved results and the expected results according to the Project planning.	Documental review Interviews
Process	E.4. To what extent do the institutions participate in the application and management of the intervention?	E.4.1. Degree of implication and participation of the stakeholders and participants. E.4.2. Level of learning among the participant entities in terms of participative organization.	Documental review Interviews Contrast Workshop
Results	E.5. Have any unforeseen effects been detected?	E.5.1. Type of unforeseen effects, by type of effects and implicated population group.	Documental review Interviews Contrast Workshop
Process	E.6. Is the intervention methodology the most adequate to reach the expected results and objectives?	E.6.1. Degree of methodological adequacy in terms of implication and participation among the stakeholders and the participant population.	Documental review Interviews Contrast Workshop
Process Results	E.7. Are the Pilot Phases adequate to reach the expected results?	E.7.1 Degree to which the design of the Pilot Phases adapt to the objective of the Project.	Documental review Interviews Contrast Workshop Case Study
Process Structure	E.8 How have the specific measures of the Project been developed to	E.8.1 Type and characteristic of the specific measures for the strengthening of institutional capacities.	Documental review Interviews

CRITERIO: EFFECTIVENESS			
Dimension	Evaluation Question	Indicators	Source
	strengthen the institutional capacities of the beneficiary countries?		Contrast Workshop

CRITERIA: SUSTAINABILITY/ VIABILITY			
Dimension	Evaluation Question	Indicators	Source
Results	S.1. Have agreements been made with the authorities or other stakeholders in order to guarantee the sustainability once the external support is withdrawn?	S.1.1. Assessment of the stakeholders regarding the existence of synergies or complementarities with local/regional migration policies.	Documental review Interviews
Process	S.2. How will the effects be maintained once the LMIS Project finishes?	S.2.1. Number, type, characteristic and conditions for the functioning of stable structures that will maintain once the Project ends.	Documental review Interviews Contrast Workshop
Results	S.3. Are the Pilot Phases transferable to other institutions and countries?	S.3.1. Assessment of the stakeholders regarding the transferability of the Pilot Phases.	Documental review Interviews Case Study

CRITERIO: COVERAGE			
Dimension	Evaluation Question	Indicators	Source
Design	CO.1. Have the criteria used in the selection of the partner organization and the geographical areas been adequate?	CO.1.1. Type of criteria used to select the partner organizations and geographical areas of action. CO.1.2. Assessment of the stakeholders regarding the adequacy of the criteria to select partner organizations and geographical areas.	Documental review Interviews

CRITERIO: GENDER APPROACH AND INTERSECCIONALITY			
Dimension	Evaluation Question	Indicators	Source
Structure	GI.1. How has the LMIS Project approached gender inequality? Did the	GI.1.1. Existence of a diagnosis about the differences between women and men, youth and adults, in their situation	Documental review Interviews

CRITERIO: GENDER APPROACH AND INTERSECCIONALITY			
Dimension	Evaluation Question	Indicators	Source
	design and implementation of the Project take the differences in situation and possibility between women and men into account?	and possibilities to participate in the LMIS Project.	Contrast Workshop Case Study
Structure	GI.2. Has female representation been taken into account in the Project's activities?	GI.2.1. Number of women participating in the activities in relation to the nr of women affected by the Project. GI.2.2. Number of women participating in the activities in relation to the total amount of female participants possible.	Documental review Interviews Contrast Workshop Case Study
Results	GI.3. What advances, in terms of equality have been produced in the spheres where the Project intervened?	GI.3.1 Type of advances in terms of equality that have been produced in the intervention spheres of the Project.	Documental review Interviews Contrast Workshop Case Study
Results	GI.4. How was the work structured to secure the correct collection of migratory data that is disaggregated by sex?	GI.4.1 Register of the data collected.	Documental review Interviews Case Study

CRITERIO: IMPACTO¹³			
Dimension	Evaluation Question	Indicators	Source
Results	I.1. Have the expected results of the LMIS Project been achieved?	I.1.1. Assessment of the expected actions and the achieved results. I.1.2. Degree of achievement of results. I.1.3. Degree of identification of unexpected results and unforeseen effects.	Documental review Interviews
Design Results	I.2. Have the countries' institutional capacities on labour migration increased?	I.2.1 Assessment of the identified indicators that allow the measurement of an increase in the institutional capacities on labour migration.	Documental review Interviews Contrast Workshop Case Study

¹³ The actual impact assessment is impossible given that all the activities are not finished at the time of the evaluation. This criterion touches thus more upon Viability and Effectiveness.

CRITERIO: IMPACTO ¹³			
Dimension	Evaluation Question	Indicators	Source
Results Process	I.3. Does the LMIS Project provide significant change regarding the management of migratory policy?	I.3.1. Type of change identified in a medium term in the priorities of the Project. I.3.2. Degree to which the overall objectives have been implemented.	Documental review Interviews Contrast Workshop Case Study
Results	I.4. Have positive effects (expected and unexpected) taken place among the direct beneficiaries of the Project? And negative effects?	I.4.1 Assessment of the effects (expected and unexpected) by the beneficiaries. I.4.2 Type of change identified among the direct beneficiaries.	Documental review Interviews Contrast Workshop Case Study

Annex 8: Management response to the recommendations made in the External Evaluation

Recommendation nº 1 Maintain ownership and a high participation among participants					
Response from the administration:					
Key Action/s:	Period:	Responsible Units:	Monitoring:		
			Status:	Expected (or achieved) results or products:	Comment/s:
1.1 Establish a Strategic Plan for the continuation of the country initiatives.	6 months	Partner countries		Provide the necessary tools and guidelines for a road map to guide future work.	
1.2 Have regular meetings with people participating in the project.	Development of the project	IOM		Constant feedback from the participants to secure viability of the project.	
1.3 Invite the partners in the design of the project.	Future Projects	IOM		Secure ownership of the project as well as relevance, which will have positive aspects in all the project's phases.	
Recommendation nº 2 Facilitate, support and strengthen the exchange and the cooperation between countries with prior migration relations and agreements					
Response from the administration:					
Key Action/s:	Period:	Responsible Units:	Monitoring:		
			Status:	Expected (or achieved) results or products:	Comment/s:

2.1 Carry out regional conferences.	Development of the project	IOM / EC		Contribute to increasing the knowledge obtained through the exchange of best practices. Lower costs in relation to international conferences where representatives from three regions meet.	
2.2 Establish an action plan for mutual learning and exchange of best practices	Future Projects	IOM		Guarantee transference of good practices and applicability of the knowledge obtained.	
2.3 Use permanent ICTs to guarantee the exchange of information	1-2 years	IOM / EC / Partner countries		Create the possibility to learn and catch both practical and conceptual models and establish mechanisms for replicability and transference.	
Recommendation nº 3					
Select participant countries with similar migratory dynamics and contexts					
Response from the administration:					
Key Action/s:	Period:	Responsible Units:	Monitoring:		
			Status:	Expected (or achieved) results or products:	Comment/s:
3.1 Improve the criteria for selecting counties	Project Design	IOM / EC		Secure the interest and need of collaboration between participant countries.	
3.2 Select counties that are more similar and have a greater interest to collaborate among each other.	Project Design	IOM / EC		Create a favourable space for exchange of best practices and possible bilateral agreements.	
3.3 Consider as a criterion, the importance and influence of the migratory processes in the countries' institutional dynamics.	Project Design	IOM / EC		Guarantee the countries' interest in the project.	
Recommendation nº 4					
Include a transversal gender approach in the design and development					
Response from the administration:					
Key Action/s:	Period:	Responsible Units:	Monitoring:		

			Status:	Expected (or achieved) results or products:	Comment/s:
4.1. Make sure that the particular situation that can affect women are visualized and taken into account from the design phase.	Project Design	IOM / EC		Guarantee that the project has a transversal gender approach that brings to light the particular situation that may affect women.	
4.2. Fix specific criteria that secure female representation among the beneficiary population.	Project Design	IOM / EC		Secure that women are represented in the project, without leaving female representation to chance.	
4.3. The gender aspect should have an intersectional vision	Project Design	IOM / EC		Include the realities which they try to “read”: gender, socio-cultural and socioeconomic realities, class, legality and legal framework.	
Recommendation nº 5					
Harmonize efforts with other project					
Response from the administration:					
Key Action/s:	Period:	Responsible Units:	Monitoring:		
			Status:	Expected (or achieved) results or products:	Comment/s:
5.1 Inform the selected organizations about the other project that have been financed within the same call for proposal.	Initial phase of the project	EC		The organizations make contact to establish a possible collaboration.	
5.2 Maintain a register of the project related to migration issues that are being carried out in the regions of intervention.	Continuou s	IOM		Establish contact with the organizations to set points of collaboration.	
Recommendation nº 6					
Involve EU Member States more					
Response from the administration:					

Key Action/s:	Period:	Responsible Units:	Monitoring:		
			Status:	Expected (or achieved) results or products:	Comment/s:
6.1 Make use of the spaces for exchange to increase the presence of European representatives	Development of the project	EC		Strengthen the exchange of good practices and mutual learning of successful experiences on migration and labour.	
6.2 Communicate the responsible person at the MMSS about the projects carried out in their area.	Initial phase of the project	EC		Create spaces for collaboration between MMSS and the project.	
Recommendation nº 7					
Favour a more fluid dialogue between the EC and the beneficiary countries, overcoming the distances between the two					
Response from the administration:					
Key Action/s:	Period:	Responsible Units:	Monitoring:		
			Status:	Expected (or achieved) results or products:	Comment/s:
7.1 Include both donor and beneficiary in the management meetings.	Initial phase of the project	IOM / EC		Avoid discrepancies between EC objectives and those of beneficiary countries. Secure relevance of the project.	
Recommendation nº 8					
Improve the capacity to create and gather knowledge from all stakeholders involved.					
Response from the administration:					
Key Action/s:	Period:	Responsible Units:	Monitoring:		
			Status:	Expected (or achieved) results or products:	Comment/s:
8.1 Deepen and promote the collaboration of the national IOM offices	Continuous	IOM		Assuring their participation in the formulation and ownership of the projects presented to the EC, making use of their specific country knowledge.	
8.2 Include a linear analysis in the LMIS to get to know tendencies and the evolution of the migratory processes in each country	1-2 years	IOM/ EC / Partner Countries		Permit a historic knowledge, the place and trajectory of data (of a migrant worker). Allow for the establishment of standardized processes that may give space for a wider knowledge, and access to data and transparency.	

<p>8.3 Secure a process of participative diagnosis in the identification of the call for proposal.</p>	<p>Before the call for proposals</p>	<p>EC</p>		<p>Break a possible unidirectionality that goes from the EU to the beneficiary institutions. Makes it possible to explore new routes, influences and replicability between partners and with the EU.</p>	
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Annex 9: DAC Evaluation Sheet

DAC EXTERNAL EVALUATION SHEET					
Title:	Best practices on collecting and sharing Labour Migration Data for the improvement of the Labour Market Information Systems (LMIS)	Place:	Colombia, Costa Rica, Ghana, Nicaragua, Senegal, Tunisia		
Sector:	Promoting social cohesion, employment and decent work	Subsector:	Improving labour market information		
Type of Evaluation:	<ul style="list-style-type: none"> ➤ Summative-educational ➤ Results based ➤ External 	Cost (€):	1.883.774 €		
Date of the intervention:	15.01.2010 - 14.01.2013 (36 months)	Implementer	IOM	Date of the intervention:	15.01.2010 - 14.01.2013 (36 months)
Date of the external evaluation:	14.01.2013 - 11.03.2013	Evaluator	Dinamia S.Coop.Mad		
Background objectives and of overall the intervention:	<p>The project has three overall objectives:</p> <ol style="list-style-type: none"> 1) To support the inclusion and proper management of labour migration data in LMISs. 2) To contribute to policymaking, with a view to fostering greater intra-regional labour mobility and international dialogue and cooperation 3) To enhance the positive effect of migration on the economic development of the 6 countries. <p>And 1 Specific objective:</p> <ol style="list-style-type: none"> 1) To strengthen the capacities of the target countries to collect and share labour migration data and feed it into the LMIS and labour migration policy process via mutual learning and exchange of best practices. <p>The project is divided into 4 components:</p> <ol style="list-style-type: none"> 1) Comparative Study 2) International Workshops 3) National Trainings 4) Pilot Phases 				
Principles and objectives of the external evaluation	<p>The external evaluation has been centred on the results, taken into account the processes and the design of the intervention and its different actions and activities that make up the four components. It also looks at their interaction and synergies. As basic principles, the evaluation centres on:</p> <ul style="list-style-type: none"> ➤ A participative methodology for the evaluation ➤ Maintain a gender approach and Intersectionality 				

Methodology and Tools	<ul style="list-style-type: none"> ➤ Documental Review ➤ Semi-structured interviews ➤ Case Studies of the Pilot Initiatives in Nicaragua and Ghana ➤ Contrast Workshop in Nicaragua 	
Conclusions and recommendations of the external evaluation of the intervention:	Relevance	The project has been relevant in its context, even though the initial phase of elaboration and design had some limiting aspects regarding identification, particularly after the elaboration of the Comparative Study.
	Coherence/ Complementarity	<p>The structure of the project, with its four components, has favoured the achievement of the objectives. The benefits that the Comparative Study has provided for the other components should particularly be brought forward.</p> <p>The project has been coherent with the EC strategies, in the objectives of its financial instrument. It has also been able to observe coherence with most of the countries' development strategies, particularly in the African cases.</p>
	Community Added Value	Has not been explicit and could have been used better in the project, fundamentally the EC's capacity to summon member states to the international workshops. Even though there have been synergies between European projects, the little collaboration between projects financed within the same call for proposal stands out. It would provide such value, both for the project as for the EC as financing organism. This criterion has observed a limitation in the alignment of the EC objectives with the needs of the beneficiary countries.
	Efficiency	the institutional capacities on labour migration have increased adequately, thanks to the efforts related to the practical activities at a national level. The efficiency related to the improved knowledge through exchange of best practices has been more doubtful (centred on the International Workshops).
	Effectiveness	The limitations in the identification phase have had repercussions on the effectiveness of the Project. The low capacity or inexistence of the LMISs had not been identified before the start of the project, so some of the countries had to change their approach in order to strengthen the information system before being able to start working on labour migration data. The most visual result is the increase in capacities to manage labour migration data and the increased awareness among personnel on the need of an information system that is stable and up-to-date.
	Sustainability/ Viability	<p>The ownership that has been obtained by the beneficiary institutions has generated possibilities for future sustainability of the intervention.</p> <p>All participant countries have elaborated a Road Map for the continuation of the work. Ghana has in turn developed a Strategic Plan for the Labour Department, which can contribute to sustainability.</p>
	Coverage	Coverage in the evaluation has been related to the country selection, which seems to have lacked proper selection criteria. The participant countries are very different, both in economic development as in advances of the LMIS and their migratory flows.
	Gender Approach	It has not been possible to observe a specific gender approach in the project. The documents related to it, including the Comparative Study, do not at any point mention the inequities between sexes, and the analysis of the problem does not at any point take this specific case or the differential reality of migrant women into account. The project in itself has not promoted any advancement in terms of equality between men and women in any of the six countries.

	Impact	<p>There are several possible impacts that can be perceived, such as increased awareness and inter-institutional cooperation. As mentioned previously, it has been difficult to include labour migration in the LMIS, mainly because of its own deficiencies. On the contrary, both the Comparative Study and the trainings on labour migration and data collect have been satisfactory. It was foreseen to improve knowledge by exchange of best practices, but this effort has been less successful than planned. There was a mutual learning and exchange of ideas in the international workshops, but they have not been structured enough to be able to assess whether these ideas have been implemented practically in each country.</p>
Specific Conclusions:		<ul style="list-style-type: none"> ➤ The Project has made an important contribution to the management of labour migration in all the countries where it has been implemented, assuring the need and relevance of including migration aspects in labour policies. ➤ The LMIS Project has managed to increase the institutional capacities of the countries to manage labour migration information. This accomplishment has been reached through the following elements: <ul style="list-style-type: none"> ○ Training civil servants, mainly on labour migration and data collection. ○ The improved inter-institutional cooperation in all countries, and in some cases it is also relevant to point out the capacities to homogenize processes between ministries, making the work more efficient. ○ The capacity to raise awareness of the importance to generate and correctly manage labour migration information and how it has raised consciousness about the need of having an accessible LMIS that is up-to-date. ➤ The LMIS Project has managed a high degree of ownership and participation, contributing to the possible sustainability and transference of the project. <ul style="list-style-type: none"> ○ The ownership was achieved by the beneficiary institutions through a high level of participation in all four components of the project, and thanks to the participation in the design of the Pilot Initiatives and the elaboration of the Road Maps. ○ The ownership has in turn positive effects on the applicability, replicability and transference of the Project, highly relevant aspects, both for the beneficiary institutions as for the financing organism. ○ The elaboration of Road Maps in each country has contributed both to the ownership and the sustainability and transference of the project.

<p>Specific Recommendations:</p>	<p>Strategic Recommendations</p> <ul style="list-style-type: none"> • Maintain ownership and a high participation among participants • Facilitate, support and strengthen the exchange and the cooperation between countries with prior migration relations and agreements • Select participant countries with similar migratory dynamics and contexts • The gender aspect should have an intersectional vision • Harmonize efforts with other project • Involve EU Member States more • Favour a more fluid dialogue between the EC and the beneficiary countries, overcoming the distances between the two • Improve the capacity to create and gather knowledge from all stakeholders involved <p>Operational Recommendations</p> <ul style="list-style-type: none"> • Carry out prior identifications or provide a space for methodological readjustment • Establish realistic overall objectives and specific objectives that are attached to the explicit demands and the diagnosis made • Improve the criteria for selecting counties • Include a gender approach in the design and development • Deepen and promote the collaboration of the national IOM offices • Carry out regional conferences • Establish an action plan for mutual learning and exchange of best practices • Use permanent ICTs to guarantee the exchange of information • Include a linear analysis in the LMIS to get to know tendencies and the evolution of the migratory processes in each country
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<p>Stakeholders that have intervened:</p>	<ul style="list-style-type: none"> ⇒ Olivier Grosjean – Responsible/ Project Coordinator at the IOM Regional Office in Brussels ⇒ Alba Riobo-Souto – Responsible for the Project at the EC (DEVCO D3) ⇒ IOM Team (Program Manager and/or Program Assistants in each country) <ul style="list-style-type: none"> ○ Robert Natiello and Donna Cabrera - IOM Colombia ○ Sofía Salas - IOM Costa Rica ○ Kojo Wilmot - IOM Ghana ○ Carmen Zepeda and Alexandra Bonnie - IOM Nicaragua ○ Taibatou Sidibe - IOM Senegal ○ Francesco Carella and Shiraz Jerbi - IOM Tunisia ⇒ Iván Martín Martín – international expert, main researcher in the Comparative Study ⇒ Civil Servants in each one of the countries <ul style="list-style-type: none"> ○ Colombia - Néstor Ordúz Cárdenas, Ministry of Labour ○ Costa Rica - Johnny Ruiz, Labour Migration Department, MTSS ○ Ghana - Eugene Korlety, Labour Department, Ministry of Employment and Labour Relations ○ Nicaragua - Martha Olivia Gutiérrez, MINREX; Hellen Montenegro, MINREX; Edgard Acevedo C., DGME; Delia Torres, DGME (all participants of the contrast workshop) ○ Senegal - Rokhaya Niang Thiaw, National Agency for Youth Employment ○ Tunisia - Fatma Moussa, ONEQ
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Annex 10: Evaluation questions from the ToR

The following table presents the 10 Evaluation Questions that were established by the ToR setting the MU's information needs and a short summary of the answers to the questions.

Evaluation Questions according to the ToR	Answers - Key aspects
<p>Question 1: Does the LMIS Project correspond with EU priorities and the needs of the beneficiary population?</p>	<p>The LMIS Project corresponds with EU priorities in the sense that it has been carried out within the thematic programme “Investing in People”. The external evaluation has not been able to assess whether the Project corresponds with the needs of the beneficiary population, although a correlation between national employment and development strategies and the Project can be perceived.</p>
<p>Question 2: Have the budget, schedule and planned time of the LMIS Project been respected within each one of its components?</p>	<p>Both the schedule and the budget was modifies, but no negative consequences upon the project results have been observed.</p>
<p>Question 3: Have the specific objectives and the expected results of the LMIS project been achieved?</p> <p>Question 5: Has the LMIS Project contributed to the achievement of the overall objective that it was guided by?</p>	<ul style="list-style-type: none"> ■ Overall Objective 1: It has not been possible to include labour migration data in the LMIS, because these systems were too weak. The efforts have instead been more centred on strengthening the LMIS in itself, or in developing a relevant database on labour migration. An improvement in the management of labour migration information can be perceived, particularly in what regards the collection and inter-institutional exchange of data. ■ Overall Objective 2: It has not been possible to observe any advanced in the contribution to the definition of policies. The advocacy has been limited, given that the project has been more aimed at a technical level. On the other hand, the differences between countries (excluding the situation Costa Rica – Nicaragua), makes intraregional mobility irrelevant for the participant countries, complicating a possible dialogue and international cooperation. ■ Overall Objective 3: It is yet too soon to assess whether the actions to

	<p>strengthen management and capacity building on labour migration information has had a positive impact on the economic development of the countries.</p> <ul style="list-style-type: none"> ■ Specific Objective 1: It has been possible to observe a strengthening in institutional capacities to collect and share labour migration data, but this capacity building was not produced by the exchange of best practices among countries, but by the high level of participation of the institutions in the development of the project and their ownership of the results.
Question 4: In what way has the institutional collaboration and the management mechanisms provided by the IOM (and the EU) contributed to achieving the results of the LMIS Project?	The organisational structure of the IOM is perceived to be positive for the development of the project. The task division between the coordinator in Brussels and the national IOM offices has had a positive impact on the Project. The organizational division has been able to assure the overall quality of the Project as well as a close relation with local partners.
Question 6: Has the design and process of the LMIS Project taken into account the development strategies and programmes of the 6 countries involved in the Project?	A specific consideration of the development strategies of the countries cannot be perceived in the design, but it has been achieved in the process, given the high participation of the beneficiary institutions.
Question 7: How have the specific measures of the LMIS Project been developed to strengthen the institutional capacities of the beneficiary countries?	<p>Among the measures to strengthen the institutional capacities on labour migration, the following stand out:</p> <p>The efforts of training civil servants.</p> <p>The increase in inter-institutional cooperation, and the capacity to homogenize processes among ministries, making the job more efficient.</p> <p>The capacity of awareness raising on the importance of generating labour migration information and managing it correctly.</p> <p>The ownership achieved on behalf of the beneficiary institutions.</p>
Question 8: Have there been positive effect (expected and unexpected) in the collective direct beneficiary of the Project? And negative effects?	The increase in inter-institutional cooperation is probably the most positive unexpected result.

	As a negative effect, we could consider the limited exchange of best practices that have been observed throughout the evaluation.
Question 9: To what extent have the local institutions participated in the implementation and management of the intervention?	There has generally been a high level of participation in the Project. Apart from the planned activities, there have been working groups created with representatives from the partner institutions and the IOM in practically all of the participant countries. The institutions have participated in all the components and in the design of components 3 and 4.
Question 10: How will the positive effect of the LMIS Project be maintained once it ends?	<p>There is some circumstantial evidence of sustainability, in particular in what regards the achievements of the Pilot Projects. The partner countries have, in the third international workshop, developed a Road Map for the continuation of the work.</p> <p>The data points to a high level of ownership in all the countries, which in turn indicated a high probability that the positive effects will be maintained once the Project ends.</p>