

Developing Capacities for Forecasting and Planning Migration Across the Mediterranean

EX-POST EVALUATION, 9 OCTOBER 2019



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EXECUTIVE SUMMARY

IOM Egypt Labour Migration and Human Development (LHD) unit in partnership with the Egypt Ministry of Manpower (MoM) implemented the project “*Developing capacities for forecasting and planning migration across the Mediterranean*” from November 2015 to August 2017 in response to priorities in the Valletta Action Plan (2015)¹. The overall objective of this project funded by IOM Development Fund was to support the Government of Egypt to **better plan and maximize the potential for demand-driven migration**.

This ex post evaluation assessed the significance of the contribution of the project’s blend of interventions and delivery strategies on the capacity of the Government of Egypt to maximize the potential for demand-driven labour mobility schemes between Egypt and the Northern Mediterranean European counterparts. The evaluation applied a combination of qualitative methodologies to assess the project performance towards the realization of the set short, medium, and long-term desired results and the sustainability of the benefits and labour migration management processes it set in motion. The findings are summarized below against the five OECD/DAC evaluation criteria:

Relevance: the project came at the opportune moment when the Government of Egypt was gearing up to negotiate with European Union (EU) counterparts on the facilitation of integrated and mutually beneficial labour migration schemes in response to the labour migration governance priorities identified in the Valletta process. The project was co-created with relevant Egypt government ministries which explains the strong ownership by the government from the onset.

Effectiveness: through a blend of intervention strategies, the project aimed to improve the government’s capabilities in labour migration need forecasting through technical capacity development, advocacy and high-level multi-sectoral labour policy-relevant dialogue. Measures such as the establishment of a dedicated Migration Data Analysis Unit (MDAU), innovative outreach campaign to counter negative rhetoric on migration within EU public through the dissemination of catchy outreach video clips through social media, and multi-sectoral policy debates involving policy makers and influencers that challenged the sceptics of the contribution of migration to EU development were among the quality outputs achieved towards realizing the long term objective.

The establishment and the technical capacity development of the MDAU, enabling it to independently apply the rigorous methodology for labour migration need forecast was one of the key project outputs to trigger the momentum towards the realization of the above stated

¹ Valletta Action Plan was an outcome of the Summit on migration, held on 11-12 November 2015 bringing together European and African Heads of State and Government to strengthen cooperation and address the current challenges but also the opportunities of migration. More information on: <https://www.consilium.europa.eu/en/meetings/international-summit/2015/11/11-12/>

overall goal. The evaluation showed however, that the project ended before participants could reach the ideal level of technical capacity to independently produce and publish these forecasts.

Efficiency: overall, the project was cost-effective as evidenced in the different strategies and approaches that guided its design, implementation, choice of partnership alliances and the quality of its outputs. That most of the processes and information products it put in motion were all still going 12 months after the project has closed was a good proxy for value for money.

Impact: good evidence of early signs of potential impact noted included greater government commitment to labour migration in its development agenda. The Egypt Government Action Plan drafted in 2017 for strengthening institutional capacity on labour migration governance and the diversity and expansion of partnership alliance [with EU, ILO, GIZ etc.] for scaling up programmes responding to the labour mobility in the Mediterranean region are evidence of key critical paths to impact as they constituted a strong steppingstone to impactful change in the coming years.

Sustainability: the project's sustainability footprint was evident in all evaluation data more than a year after the project closure. Key sustainability features evidenced include – several offspring initiatives at Government, IOM, and partners' levels with the potential to carry the sustainability torch at greater scale. More concretely, the project served as a steppingstone for the EU-funded IOM-ILO-GIZ joint initiative for North Africa² which is expected to translate the Valletta process' priorities on integrated and sustainable labour migration into actual labour migration programmes and strategies. However, there was no evidence of an intentional exit strategy to ensure a systematic transfer of ownership of different strategic processes which the project started. For greater sustainability and follow up to project achievements and benefits, the following are recommended:

1. IOM Egypt's LHD unit should organize a consultation with the GoE to discuss a potential follow up study specifically focusing on labour migration needs forecasts in selected EU countries as requested by the GoE at the launch of the initial report produced by the project. Such engagement should also ensure a government inclusive design or definition of what follow up action should do and what exactly the desired success would look like. The [After Action Review](#) (AAR) can be a good tool in this exercise.
2. IOM Egypt should engage the Ministry of Manpower (MoM) advising it to consider sponsoring a cadre of few young technical staff with the right academic backgrounds at CAPMAS and send them to college to specialize in labour economics or labour mobility and economics so they can lead the production of labour mobility forecasts the GoE's policy makers need to meaningfully engage its EU counterparts.

² This project "Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa (THAMM) which built on this project under review aims to foster mutually beneficial legal migration and mobility by improving the governance of labour migration and the protection of workers in the North Africa

3. IOM Egypt should prioritize designing a follow up phase and approach other donors to strengthen further the CAPMAS capabilities on labour economics and labour forecasting methodologies which was not previously completed due to funding exhaustion in line with the **National Action Plan on institutional strengthening in the area of labour migration**.
4. IOM Egypt should facilitate the strengthening of Mediterranean multi-sectoral labour migration policy dialogue platforms in Egypt in collaboration with ILO, EU and the GoE to ensure the recommendations that emanated from the project are systematically translated into programmes, addressing sustainable labour mobility solutions within the region.
5. Given the importance of labour mobility for GoE in recent years and opportunities created by the project, IOM Egypt should develop a labour migration country strategy based on a long term vision aligned to the labour mobility Action Plan of the Government of Egypt and the broader national development agenda in consultation with relevant Ministries within GoE. Once the strategy is developed, IOM Egypt LhD unit could use the strategy to elaborate a vision focusing on a multiyear LhD country programme with an embedded resource mobilization strategy or component.
6. IOM Egypt's LHD and other programmes should make deliberate efforts to ensure sustainability and exit strategies are embedded in the design, implementation, and closure of its future projects.

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LIST OF ACRONYMS

AAR – After Action Review

CAPMAS – Central Agency for Public Mobilization and Statistics

CEA – Cost-Effectiveness Analysis

EUTF – European Trust Fund

FGD - Focus Group Discussion

GCC - Gulf Cooperation Countries

GoE – The Government of Egypt

IDF – IOM Development Fund

IFM – International Forum on Migration

KII – Key Informant Interview

LHD – IOM’s Labour and Human Development

ILO – International Labour Organization

MDAU – Migration Data Analysis Unit

MEDHIMS - Households International Migration Surveys in the Mediterranean countries

MoM – Ministry of Manpower

MOSEAA - Ministry of State for Emigration and Egyptian Expatriates’ Affaires

NCE – No Cost Extension

OECD-DAC - Organization for Economic Cooperation on Development – Development Assistance Committee

SDG – Sustainable Development Goal

TFR - Total Fertility Rate

ToC – Theory of Change

WAP – Working Age Population

1. INTRODCUTION

Egypt population has been on a steady increase over the past several years with average fertility rate of 3.4 and a mean population age estimated at 27. Yet, the country's economy, which is among the largest on the African continent, has not kept up with that pace in creating enough jobs and livelihood opportunities for its graduating youth entering the job market every year. It was estimated that only 550,000 jobs are created yearly compared to the Working Age Population (WAP) yearly average increase of 900,000 between 2009 and 2013³. With the further slowdown in economic growth since the 2011 revolution, emigration pressures have continued to build among the unemployed Egyptian youth.

The Gulf Cooperation Countries (GCC) have been the most favored destination for Egyptian labour migrants for a long time. With recent shift in the GCC labour migration policy, attracting labour migrants from Asia instead, Egyptian labour has shifted to Europe with the highest destination country being Italy followed, nominally, by Germany, France and United Kingdom. Whereas over the years, many of the Egyptian migrating to Europe are the highly skilled, increasingly, European Union (EU) destination countries such as Italy are experiencing arrival of young Egyptian immigrants with low education levels aged between 25 and 44.

Meanwhile, the statistical Office of European Union (EUROSTAT) projected that the old age dependency ratio in Europe will nearly double to 56% by 2060 from 26.7% estimated in 2012 due to the ongoing decline in Total Fertility Rate (TFR) in EU and associated decline in the working age population group.

It is against this background that IOM Egypt in partnership with GoE implemented this project entitled "*Developing capacities for forecasting and planning migration across the Mediterranean*". This proactive project aimed at assisting the GoE and its counterparts in EU to develop and test a labour forecasting methodology which could be used to generate sound statistics to inform the timely development of effective and forward looking mechanisms for facilitating mutually beneficial labour migrant circulation in Mediterranean region. The project is premised on the labour economist's argument that the northwards migration experienced today is an irresistible consequence of the demographic transition, often referred to as demographic polarization⁴ that started over two centuries ago and likely to defy short sighted migration policies in many years to come. This project funded by the IOM Development Fund (USD 150,000) is built on the hypothesis that a well facilitated migration of young working individuals from developing countries could potentially offset the aging of the WAP in EU towards an integrated development agenda that makes migration truly benefits all in line with the SDG motto of "*leaving no one behind*".

³ Promoting a Common Understanding of Migration Trends. 2017:

<https://publications.iom.int/books/promoting-common-understanding-migration-trends>

⁴ Demographic polarization refers to the gulf between high fertility rate in developing world (population explosion) and fertility rate below population replacement level, less than 2 children (population decline) in developed world.

2. EVALUATION BACKGROUND

2.1. Evaluation purpose

This ex-post evaluation was commissioned by IOM Egypt in coordination with the Fund. It assessed the performance of the project against the five OECD/DAC evaluation criteria, namely *relevance, effectiveness, efficiency, impact, and sustainability*. Specifically, the evaluation aimed to take stock of what the project has achieved and to document key drivers of success, lessons learned, identify what worked and what did not to inform future similar programmes as well as capture elements of sustainability. This is a seed funding that was expected to catalyze and inform the consolidation of the potential next project phases and off-spring future initiatives either by IOM Egypt, its partners or jointly by IOM and other actors interested and affected by the contemporary labour migration challenges in the region. The evaluation therefore sought to determine the project's intended and unintended effects on labour mobility forecasting and on the larger labour migration programme development towards ensuring orderly and effective circulation of labour and its benefits within the Mediterranean region.

The target audience for the evaluation include primarily IOM Egypt, the Fund, the management team and Member States who are interested to know how the funds have been used, the project sustainability footprint, lessons learnt and good practices for potential replicability.

2.2 Evaluation criteria

To meet the expectations, the evaluation assessed the overall project performance against the OECD-DAC evaluation criteria of relevance, effectiveness, efficiency, impact, and sustainability. The evaluation responded to the below aggregate questions outlined in the evaluation ToRs:

Criteria	Set of questions
Relevance	<ol style="list-style-type: none">1. Was the project responsive to the needs and priorities of the Government of Egypt?2. Was the project design relevant to the specific needs of the beneficiaries?3. To what extent were stakeholders (i.e GoE) involved in the conceptualization of the project?
Effectiveness	<ol style="list-style-type: none">4. To what extent has the project achieved its short and long-term results (outputs and outcomes) as planned?5. Are the quality and quantity of the produced results and outputs in accordance with the planned standards?6. Are the outputs/products contributing towards enhanced evidence-based policy making on issues related to labour migration in Egypt?7. Were activities implemented in a timely manner as represented in the projects work plan?
Efficiency	<ol style="list-style-type: none">8. To what extent was the project implementation strategies efficient in using resources to achieve maximum results?9. Were challenges in project implementation identified and addressed swiftly and appropriately?

Impact	<p>10. What has been the observable impact (intended/unintended) has the project brought about?</p> <p>11. What were the mechanisms the project put in place that activated those changes?</p>
Sustainability	<p>12. To what extent are project activities and benefits sustainable?</p> <p>13. Did the project management put in place exit strategy to sustain project activities and results after the project completion?</p>

2.3 Evaluation methodology

The evaluation followed a cross-sectional qualitative evaluation method to gather qualitative information needed to respond to the above key evaluation questions. This included **systematic review** of relevant secondary data including the project’s knowledge and information products. The evaluation also collected primary data through **on-site observation** of project activities. A **Focus Group Discussion** (FGD) was conducted with CAPMAS technical officials comprising senior demographers and statisticians who were beneficiaries of the training on labour migration forecasting methodology to get firsthand information as to what skills and knowledge they have acquired and how those skills have been used or intended to be used. Moreover, **Key Informant Interviews** (KIIs) were conducted with project designers, implementation teams, specialist on labour migration related matters. **In-depth interview** was also undertaken with the expert labour economist who led the participatory design and implementation of the main project component whose aim was to strengthen CAPMAS capabilities on the use of the methodology for forecasting labor migration between Egypt and EU. Additionally, **group meetings** were held with relevant IOM staff with intimate knowledge on the project’s main events’ history. The evaluator also **visited the Migration Data Analysis Unit** (MDAU) premises at CAPMAS to gain firsthand information about its sustainability a year after the project ended.

2.3.1 Evaluation sample

To ensure that enough representative data was available in order to get a full perspective about project logic, and intervention strategies and how they were executed to produce short and long-term results, a purposive sampling technique was used following simple inclusion criteria: having participated or been affected in one way or the other by the project activities either as a beneficiary or partner to the project. A total of 12 female and 5 male individuals participated in the evaluation. These included internal IOM Egypt staff with intimate knowledge about the project including those who developed and implemented it (**n=4**); FGD participants from CAPMAS technical staff (**n=11**) and one external expert labour economist who played a key role in the development and the delivery of the capacity building component of the project. The sampling was coordinated with IOM Egypt LHD team who assisted in identifying key project stakeholders to participate in the evaluation.

2.3.2 Evaluation limitations and mitigation strategies

- ❖ **Language issue:** Many FGD participants at CAPMAS were more comfortable with Arabic language not English as a medium of discussion. A simultaneous translator was used during the FGD to make sure that the language barrier did not significantly distort the discussion.
- ❖ **Relatively small sample:** the evaluator would have wished to speak to different stakeholders who attended the policy roundtables in Rome and Brussels as well as BASSITA, the organization that partnered with the project to organize the “*Day without a migrant*” campaign, to get their experience of the partnership and whether they continued the awareness in EU to counter negative sentiments towards migrants in Europe. Due to various constraints, it was not possible. However, potential primary data gaps were compensated through a systematic review of documents produced from those two components, including social media records.
- ❖ **Time constraints:** the evaluation had limited time to concentrate on the evaluation due to daily competing priorities. A qualitative data analysis software that allows systematic analysis of audio files was used to save the time required for transcribing qualitative data.

2.3.3 Data processing and analysis

The project theory of change reconstructed below was used as a framework for data analysis. [Atlas.ti](#) was used to analyze the data. All relevant documents including project documents such as original proposal, reports, project information, audio data from key informants were uploaded onto Atlas.ti for analysis. Using Atlas.ti, the evaluation primary and secondary data was systematically reviewed with the aim to identify codes, themes and patterns in relation to pre-defined and emerging evaluation rubric aligned to the overall evaluation purpose, criteria and the Theory of Change (ToC) below. Having all the key documents/information analyzed in one place through Atlas.ti allowed the evaluator to develop data audit trail and to systematically triangulate evidence from all sources to ensure a well-supported interpretation and valuing of the project contribution.

3. PROJECT BACKGROUND

3.1. Project description

With USD 150,000 seed funding from the Fund, IOM Egypt partnered with the Government of Egypt (GoE) to implement the project entitled “*Developing Capacities for Forecasting and Planning migration across the Mediterranean*” between November 2015 to August 2017. The project’s overall aspiration was to empower target government institutions with technical capabilities, tools and evidence needed to enable the GoE to meaningfully engage in labour negotiation with its selected EU counterparts to maximize the potential for demand-driven labour migration. The project was premised on the idea that the mastery and adoption of labour forecasting methodologies to produce sound labour migration needs forecasts based on the prevailing demographic scenarios around the Mediterranean region is a key precondition for the GoE to achieve the above ambitious goal. It was understood from the evaluation data that the

demographic transition-based labour forecasts were to be used to inform the advocacy and awareness raising among policy makers and influencers both in Europe and Egypt, sensitizing them about the return on investment from forward looking labour migration policies in the region. The project was co-created with CAPMAS, the main Government agency responsible for population related data collection, analysis and sharing; the Ministry of Manpower (MoM) responsible for the development and implementation of labour migration policies and the Ministry of State for Emigration and Egyptian Expatriates' Affairs (MOSEAA), the key government agency that coordinates all efforts related to emigration and wellbeing of Egyptian citizens abroad and for negotiating emigration policies and agreements. The intervention packages and delivery strategies are described below:

Developing methodology for forecasting labour migration: this core component of the project comprised a two-fold intervention: i) development of the capacity for CAPMAS team on labour market forecasting methodologies and ii) provide mentorship and on-the-job support in the production of the first labour market forecasts using the learnt methodology. The component was led by an expert labour economist, recruited as a consultant. Two training workshops were conducted: one on the labour market theory and the other on the practical labour market analysis methodology. The initial plan was to bring this expert to provide on-the-job training for the team for at least two months, but the project could only afford one week.

CAPMAS would be developing these projections and ideally the Ministry of Education and Vocational Training will be using these to tailor the vocational training and education to those needs

Establishment of MDAU: the establishment of MDAU was not in the initial project plans; it was requested by the GoE during the implementation of the project. However, as it will be seen in the finding section below, it turned out to be the most successful feature of the project both in terms of sustainability and potential future impact. The idea came at the opportune time when IOM and CAPMAS were discussing the Household International Migration Surveys in the Mediterranean countries (MEDHIMS), giving rise to the GoE request to IOM to support in the establishment of the MDAU within CAPMAS. IOM synergized with projects funded by other donors and supported the establishment of the unit. Once established, MDAU grew into a sustainable functional mechanism for driving migration related data analysis in a way that was not anticipated neither by IOM nor CAPMAS itself.

High-level policy debates about the investment return on migrant labour-friendly policies: the project put together two multi-sectoral high-level policy debates in Rome and Brussels in partnership with [Migration Policy Center \(MPC\)](#), which has extensive experience in policy advocacy. The debates brought together a diverse audience that comprised academia, senior government officials and the private sector to discuss different scenarios for managing the current labour migration flows within and around the Mediterranean region. The aim of the

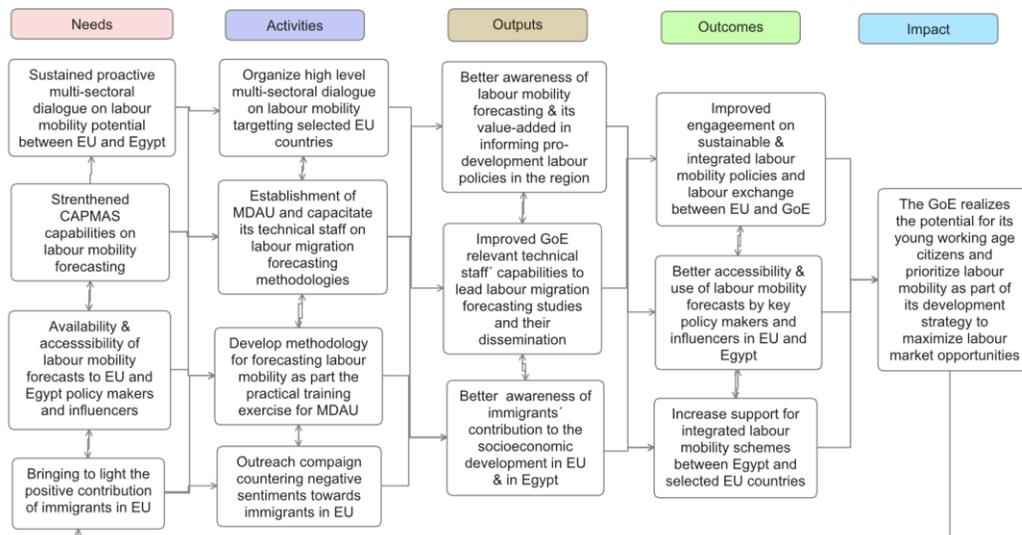
debates was to challenge the prevailing negative narratives surrounding immigrants in Europe and to find more effective solutions for the prevailing migration crisis. The plan was to use these two roundtables in preparation for a regional conference to support proactive discussions on the current labour-induced migration in the region and come up with evidence-informed long-term policy decisions. The hope was also to leverage the labour economics experts' networks of academics who have been doing research on the positive impact of migration in the field to promote the integrated labour migration ideals towards migration-inclusive sustainable development that takes into account the evident demographic polarization. The conference did not take place due to time and financial constraints.

A day without a migrant campaign: this campaign was undertaken together with BASSITA, a well-known social media company. The aim of the campaign was to create awareness within the EU public about the often taken for granted positive contribution of migrants in their daily lives. The rationale behind this initiative was to bring to light the labour migrants' valuable contribution in Europe, challenging the perceptions of immigrants as burden to the EU society. The campaign involved the development, production, and dissemination of catchy social media messages in form of short videos, images hinged on one main message "*A day without migrant*". The dissemination took place both in Egypt and Europe as the aim was to showcase how migration is a positive agent of development on both the countries of origin and destination. The campaign coincided with the 2016 [New York Declaration for Refugees and Migrants](#) and became part of the One UN "together campaign" which gave the project's campaign a momentum to reach greater height than initially anticipated.

3.2. Project Theory of Change (ToC)

The ToC was constructed based on various information on the project, including the in-depth conversation with IOM staff who developed and implemented the project around how they envisaged the ultimate success to look like and to describe how they anticipated the desired results to come about. There were four key preconditions for the above mentioned overall goal to come about: i) widespread awareness and endorsement of the methodology for labour market forecasting, its purpose and added-value with the GoE and the target EU countries; ii) strengthened capabilities and motivation of CAPMAS at the MoM, such that they will be able to independently design and implement labour market forecasting studies, produce and disseminate quality labour migration needs projection reports; iii) strengthened advocacy partnership alliance at Egypt government level and in EU to enhance the understanding of the role of labour migrants in the socioeconomic development of their origin and host countries; and iv) strengthened platform for multi-sectoral migration governance related policy dialogue involving policy influencers and makers, the private sector, international development actors as well as academia. This would create an enabling environment for the political leadership in Egypt and EU to pursue labour policies that take a long-term approach to solving the problem of unregulated labour migration around the Mediterranean region. The reconstructed simple project ToC is presented below.

PROJECT THEORY OF CHANGE



Key assumptions underlying the ToC included:

- ✚ That trained officials remain in their positions long enough to apply and transfer their skills on labour mobility forecasting methodologies.
- ✚ That MDAU will have the needed capabilities, the determination, leadership support and resources to independently continue producing quality labour mobility forecasts and empower their government with relevant evidence to meaningful engage with their EU counterparts.
- ✚ That the messages of the advocacy campaigns on the positive contribution of migrants reach a wide enough audience to challenge negative public opinions, thereby multiplying champions of labour policies that take into consideration the demographic transition in the Mediterranean region.
- ✚ That the stakeholders attending policy dialogue on labour mobility in Europe and Egypt are in position of power to influence labour migration related policy making decisions in their respective Ministries/institutions.

Although most of the above assumptions materialized, the most fundamental but unstated assumption was that EU countries would acknowledge its demographic challenges (WAP decline) therefore be amenable to proactively consolidate and share its labour migration needs with countries in the Southern Mediterranean including Egypt in search for migrant labour supply to fill in the gap in specific EU sectors. The findings section elaborates on how this

misplaced assumption left a gap both in the implicit project ToC and its theory of action and explains why the project came short in terms of realizing this ambitious overall goal.

The missing link in the project ToC: it was clear from all evaluation data that the ultimate success of the project reflected in the overall project goal statement “*GoE better plan for and maximise the potential of demand-driven migration*” and the first outcome statement “*Egypt adopts realistic forecasting methods for labour migration from Egypt*” is significantly dependent on the above assumption that the selected EU countries would first be politically amenable to joining collaboration and share their labour demands disaggregated by relevant sector categories with Egypt as specifically reflected in the project output 1.1 “*Data on the forecasted needs for migrant labour in EU countries available to potential sending countries around the Mediterranean*”. This is a critical path to the overall goal omitted both in the project ToC and the theory of action. The report provides further details in the section on the findings below.

4. ANALYSIS OF THE EVALUATION FINDINGS

4.1. Project stakeholders’ satisfaction and adherence to the project interventions

The satisfaction and adherence to the project interventions by various target participants and beneficiaries are the key indication of quality outputs that are likely to produce outcomes. There was good evidence of high participation and drive as well as commitment to the interventions across all the project components. For example, the campaign “*a day without a migrant*” went viral on social media and reached millions of audiences in Europe and beyond. The high-level policy dialogue in Brussels and Rome attended by a diverse audience representing key sectors of European society including government, the private sector, academia, and development actors led to constructive debates and yielded pertinent recommendations. The feedbacks from the beneficiaries of the capacity building was very positive especially from the newly established MDAU unit whose staff were among the trainees. They expressed their motivation to explore and analyse a range of topics on international migration that they would otherwise not have ventured into if the project did not happen.

While they were excited about the skills learnt from the training, they indicated that their confidence to independently use the various methodologies to produce labour migration forecasts to inform government policy decisions was still relatively low for two reasons: (i) the practical part of the training was to be delivered over two months through mentorship and hands-on support but due to funding exhaustion it was consolidated into one week course and (ii) some of the trainees did not have the pre-requisites in statistical modelling and economics. This feeling was corroborated from the in-depth interview with the experts on labour market economist who led the training who indicated that the training participants needed more time and mentorship before they could master the technicalities expected in the practical exercises.

On the other hand, it was observed during the launch of the report on labour market survey produced by MDAU team (as part of the practical exercise of the training) that the delegates of the Egyptian Government in attendance were keenly interested in the findings as they asked several pertinent questions, expressing the unmet expectations from the study. At the same

time, it was noted from the report launch observation data, that the Government delegates appreciated the importance of the findings and recommendations for their current and future engagement with their EU counterparts. This was evident in the way they presented their critiques to the report and their recommendation for a follow up study that should delve into the sector-based labour market research in Europe that could guide their negotiation with EU on labour migration. The participating EU delegates also showed their keen interests in the study findings and the need for continuing the engagement with the Government of Egypt on these issues. The next section presents the finding under each of the OECD-DAC evaluation criteria.

4.2. Evaluation findings in line with OECD evaluation criteria

4.2.1. *Relevance*

The discussion with the team that developed the project and the labour migration experts indicated that the project overall goal and scope evolved overtime from initial conceptualization encompassing the whole of North Africa to only focusing on Egypt.

The project arose out of the on-going discourse surrounding demographic polarization that started over two centuries ago⁵ and subsequent labour imbalance in the Mediterranean region as elsewhere in the world. One of the biggest manifestations of this phenomenon has been the steady increase in number of young people attempting to irregularly cross from the South Mediterranean trying to enter Northern Mediterranean to reach Italy's and other EU countries' shores, mainly in search for employment opportunities.

Over the past few years, Egypt realized that it will not produce sufficient jobs to satisfy its youth graduating from colleges and vocational training systems and entering the job market each year, and that labour exportation will be one of the key strategies for addressing increasing unemployment and associated social risks and poverty. On the other hand, key EU countries will need labour migrants to address labour shortage in specific sectors to sustain economic growth. While Egypt and the above EU countries need each other, they have not been able to effectively engage to find a long-term developmental solution to this unavoidable long-term consequence of demographic transition.

IOM was therefore convinced that strengthening capabilities for Egypt to develop and use methodologies that integrates demographic projections and labour market forecasting would be a good basis for meaningful negotiation between Egypt and EU counterparts. This was important especially at the time the GCC was shifting its labour migration policies to attract Asian labour rather than those coming from Egypt. The relevance of the project was evident across all evaluation data as outlined in examples below:

⁵ *population boom (high fertility rate) in developing countries in Southern Mediterranean and the decline in population growth (low fertility rate) currently estimated at 1.5 children per woman which is below population replacement level in developed countries in Northern Mediterranean:* <https://publications.iom.int/books/promoting-common-understanding-migration-trends>.

Co-creation and implementation of the project idea by IOM and the GoE: the key features in terms of relevance include the fact that the project was co-created with the MoM as the main agency responsible for the development and implementation of labour migration policies, the MoSEEA as the key government actors responsible for emigration related matters including the wellbeing of the Egyptian citizens abroad. For example, the MoM worked with IOM to identify key technical staff to be trained on labour forecasting methodologies. The fact that all the trainings took place at CAPMAS indicates the commitment and ownership of the GoE to the issue from outset. The GoE also worked with IOM to identify key government officials to work with IOM to develop awareness raising campaigns to counter negative narratives on migration in Europe.

Alignment to regional priorities and processes: the project responded to the priorities identified under the EU-AU joint initiative referred to as “Valletta Process” aimed at the betterment of migration governance between Africa and Europe. The Rome Declaration under the Khartoum process identified a range of thematic priorities to which the project responded including intra-inter regional labour mobility facilitation; strengthening government institutions’ capacities on migration governance so they are able to maximize the developmental impact of orderly labour mobility facilitated through a partnership grounded in genuine solidarity. The project concretized some recommendations from the Valletta Process and is in line with the EU private sector company’s aspirations to the positive effects of labour migrants on EU economic growth by stimulating competition and productivity.

Flexibility to respond in time to emerging national opportunities: the project was conceptualized during politically volatile times when migration was declared as a crisis in EU in 2015. One of the key examples of this flexibility was that, halfway through the implementation, the GoE requested IOM to provide support in the establishment of the MDAU to lead the development of relevant methodologies to generate the much needed quality evidence to inform migration governance policies and strategies in Egypt. Despite severe budget constraints and delays, the project effectively accommodated this government need to establish the MDAU, which became the most important project footprint with the potential to influence the way migration is discussed, approached, and managed in Egypt. This was possible because IOM Egypt was able to secure a no cost extension (NCE) from the donor, allowing time to support this catalytic initiative by the Government.

4.1.2. Effectiveness

Overall, the project effectively translated limited resources into quality outputs that have the potential to unlock the desired medium and long-term changes. One of the noted achievements is that, through its combination of intervention strategies, it shaped the government decision to elevate labour migration, which it was almost at the bottom of the pecking order to its top priority list.

The next sections explore project achievements in more details under each of the four intervention components.

Establishment of the MDAU: upon request by the GoE, through the project, IOM supported the establishment of the MDAU whose primary responsibilities would be to undertake and disseminate periodic labour market surveys/bulletins based on the demographic projections to ensure they are accessible by labour-mobility policy decision makers.

Institutional capacity strengthening: through blended training (theoretical, practical exercises and coaching), the project improved the skills and knowledge of the of CAPMAS, particularly MDAU team on how to develop the methodology to forecast labour market needs in response to the demographic transitions.

Outreach and sensitization: Through “*A day without a migrant*” outreach campaign using short video clips as well as social media podcasts, in relevant countries in Europe countering the EU public negative sentiments towards migrants. The campaign showcased the positive contribution of immigrants in the daily lives of ordinary EU citizens.

Multi-sectoral roundtable discussions: the multi-sectoral roundtable discussions on labour migration policy and relevant thematic areas sensitized stakeholders about the importance of pursuing long-term focused labour migration programmes and policies that are beneficial to all.

This combination of interventions carefully crafted by the project team and its Government counterparts were implemented as planned albeit delays which, at times, led to unanticipated successes. The section below discusses the extent to which the project interventions and their delivery strategies translated into planned outputs, outcomes, and objectives.

Project design

Overall objective

The final version of the overall objective statement in the project document was to “*assist the Government of Egypt to better plan for and maximize the potential for demand-driven labour migration*”. One way to recognize success towards this goal was through this indicator: “*number of policies, and plans adopted or adjusted according to labour migration demands identified through the project by the end of the implementation*”. Through the interaction with the labour experts who were involved, the discussion with the team that conceptualized the project as well as the focus group discussion with technical team at CAPMAS, it became clear that the desired success was that, at the end of the implementation, “*GoE would be able to persuasively engage the EU counterparts on sustainable labour mobility policies that potentially fosters mutually beneficial long term collaboration*”. This is more in line with GoE expectations and the overall project logic illustrated in the ToC above and, therefore, formed the basis for this evaluation storyline.

Whereas the labour market forecasting in selected EU countries is what the GoE expected in terms of key final product of the project (labour mobility forecasts), the project main product was instead more of an analysis of demographic scenarios and their implication on labour market. The analysis of the demographic scenarios that the project produced was however

considered as a fundamental step to the next step engagement between the GoE and EU counterparts.

Outcome: the project had one outcome: *“Egypt adopts realistic forecasting methods for their respective labour migration needs”*

The project realized most of the outputs necessary towards the realization of the overall goal as described in detail below in the results analysis sub-section. At the time of evaluation, the MDAU had started presenting the findings of the demographic scenarios that they produced as part of their technical training on labour market forecasting. Data from the FGD showed great motivation from the team to champion the improvement of international migration analysis in Egypt and to establish themselves as the migration policy makers and influencers go-to for evidence needed for migration policymaking.

The domain of change for this outcome is *“adoption of realistic methods for forecasting labour migration from Egypt mainly to Europe”*, attempting to address the challenges associated with excessive labour supply that the country is not able to generate enough jobs for. The indicators to measure this outcome are *“number of policy recommendations resulting from the CAPMAS report forecasting Egypt labour migration needs and the potential destination countries”* and *“number of institutions informed about labour market needs in Egypt and selected EU countries”*. These two indicators provide relatively good early signs of the project’s outcomes and impact. However, they are at output level, therefore do not reflect the *“adoption of the methodology for forecasting labour supply and demand between the North and Southern Mediterranean”*. Put differently, policy recommendations remain suggestions and do not yet represent the end point for this outcome: *“adoption of the labour forecasting methods by the GoE”*. The report on the demographic scenarios forecasting and their implication on labour migration policies produced by the project and launched in March 2018 represents an important step towards the adoption of labour migration forecasting methodology.

The study ignited salient political debates, questions, reflections, and recommendations both from the GoE and EU delegates which would otherwise not have happened without the project, therefore a commendable achievement. The findings therein challenged the Egyptian labour migration policy makers and influencers such that they recommended a follow up study that would breakdown the labour migration needs by relevant sector in selected countries in Europe, including Italy, France, UK, and Germany. The table below presents the analysis of the project performance on planned outputs, outcomes, and impact as per the project original document.

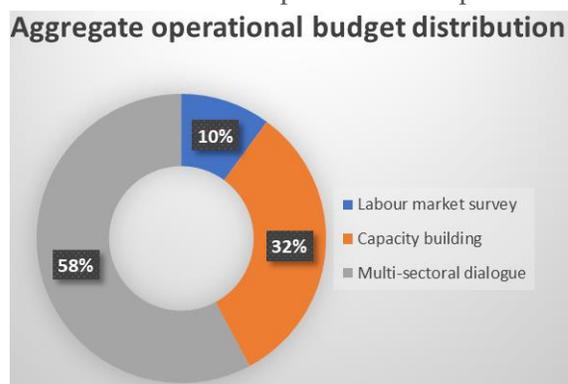
Indicator	Achievements	<i>Analysis of Effectiveness:</i>	Recommendations
<p>Outcome indicator</p> <p># of policy recommendations resulting from consultations and regional conference by the end of the project</p>	<p>The project targeted five recommendations addressing labour market forecasting for GoE. The project overachieved. There were over 10 recommendations that emanated from the multi-sectoral policy dialogue in Rome, the report on labour market forecasting study and its launch.</p>	<p>Although the evaluation data found a strong political commitment and increased confidence by the government of Egypt to engage its EU counterparts, a lot more engagement between GoE and its EU counterparts still needed to reach a consensus on the added value for engaging in labour forecasts exchange before the recommendations can be put to use.</p>	<p>IOM Egypt and its Government counterparts should reflect together in a systematic manner on the recommendations that emanated from the project and ensure that they are translated/integrated into ongoing and future programmes including higher-level advocacy with labour migration policymakers and influencers including the private sector and civil society in EU.</p>
<p>Output 1.1</p> <p>Data on the forecasted needs for migrant labour in European Countries available to potential sending countries around the Mediterranean</p>	<p>This result was only partially achieved. The project produced a report on labour migration demographic scenarios and their potential effects on labour migration dynamics in the Mediterranean region with pertinent recommendations. However, it did not include expected labour needs forecasts reflected in the output statement.</p>	<p>Evaluation data shows that the actual output produced by the project was slightly different from what Government stakeholders expected but very useful. What GoE stakeholders expected was the labour needs forecasts by sector in selected EU countries. Yet the project produced the demographic scenario forecasts and their implication on the labour market in the region, which was equally important as it represented a critical path towards better understanding of how demographic transitions shapes labour mobility and labour migration policies.</p>	<p>IOM Egypt should work with and support the Government of Egypt to follow up on the recommendations particularly on the implementation of labour needs forecasts to inform the negotiation between EU and the GoE on mutually beneficial long-term labour policy solutions.</p>

<p>Output 1.2</p> <p>Relevant officials in Egypt have the skills to produce forecasts of migratory and labour market trends for their target countries</p>	<p>As intended, the project equipped relevant technical staff within the GoE with knowledge and skills on how to use the labour mobility forecasting methodologies to produce labour market forecasts that the GoE needs to meaningfully engage with its EU counterparts on labour mobility. The project targeted to train 25 officials but was able to train 34, of whom 26 (76%) were women.</p> <p>The target post-training score was 80% but the post training score was only 70% as per the post-training knowledge assessment reports.</p>	<p>The post training knowledge assessment scores were lower than the set target partly because a) many trainees did not have a background in labour economics and did not have the pre-requisites to understand the statistical modelling of labour economics based on the demographic projections; b) the training package was significantly reduced due to budget constraints.</p>	<p>IOM Egypt to ensure a careful planning of training intervention in relation to available resources and ensure realistic expectations from the outset.</p> <p>IOM Egypt should engage the MoM to recommend few young professionals at CAPMAS with prerequisites in statistics and economics and send them to specialize in labour economics so they can come back and transfer the skills to their peers within CAPMAS and lead the analysis needed to equip the GoE with evidence needed to engage meaningfully with its counterparts in the region.</p>
<p>Output 1.3</p> <p>Dialogue between European partners and Egypt initiated regarding the forecasting model and country specific data on trends</p> <p>*output 1.3 is written differently in the final narrative report as” <i>Information is available for policy makers and overall public in Europe on the importance of labour migration in Europe and its</i></p>	<p>There were three indicators of success for this output, including: “<i>number of informative videos produced; number of consultations conducted with potential EU countries; and number of countries represented in the regional conference</i>”.</p> <p>4 long videos and 2 shorter videos series were produced; 2 out of 5 originally planned events were successfully conducted. The project targeted 5 policy recommendation and it generated over 10 policy relevant recommendations.</p>	<p>Given the limited budget, the initial targets on these indicators were ambitious. However, the two multi-sectoral policy dialogues organized in Rome and Brussels, respectively provided good lessons to inform future conference on the issue. The two analytical briefs produced on these two events included pertinent follow-up recommendations and showed the importance of such strategic advocacy events when dealing with a politically charged issue like economic immigration in Europe.</p>	<p>IOM should continue working with CAPMAS and labour experts to organize follow up policy debates based on the demographic scenarios produced by the project targeting carefully selected multi-sectoral policy influencers/makers, academia and labour economists towards the improvement of the whole-of-society understanding of the long term investment return on integrated labour mobility friendly policies between the southern and Northern med as a sustainable solution.</p>

development impact”			
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4.1.3 Efficiency

Efficiency refers, amongst other things, to cost-effectiveness analysis (CEA), which is a technique of demonstrating value for money by comparing the relative intervention cost to the results or benefits it produces (outcomes). The findings indicate that the project was generally cost-effective as evidenced in the different strategies and approaches that guided its design, and implementation and selection of partnership alliances vis-a-vis its produced outputs. For example, all the processes and information products it put in motion were still going over a year after the project has closed, which is a good proxy for value for money. It was noted, however, that the multi-sectoral policy dialogue costed significantly higher compared with other key interventions and showed least evidence in terms of value for money. Below are few examples of project features demonstrating efficiency which are elaborated further under the sustainability subsection of this report.



The establishment of the MDAU: one of the project interventions was to provide technical support and material resources for the establishment of the MDAU at the CAPMAS. At the time of evaluation, the center has grown from strength to strength and, from a humble beginning, it is now handling all sort of research initiatives on international migration. The funds used to support the establishment of the MDAU went a long way because shortly after the establishment, the GoE started providing full funding for the unit for its value-added within the broader national migration governance agenda.

The choice of advocacy campaign partnership alliance: on a minimalist budget, the project’s outreach campaign to counter negative narratives on migrants within EU, reached over 20 million people through social media. The efficiency of the project campaign under the banner of “A day without a migrant” that was later adopted under the *One UN Together* campaign partly lied in its choice of partnership alliance, the messages, delivery strategies and media. The project partnered with a well-known EU-based social media company, Bassita, which went an extra mile at no extra cost because the issues resonated with their organizational values.

Catalytic funding: the last important efficiency feature is the fact that the project was designed and implemented in a way that created an enabling environment not only to catalyze further funding but also created a space for off-spring project development. This is elaborated further in the sustainability section in this report.

4.1.4. Impact

The impact was listed in the ToRs as one of the criteria for the evaluation. However, it became clear during the evaluation inception process that the impact, as traditionally defined, was beyond the project scope because it was not clearly reflected in the project overall goal. Based on the impact level domain of change elucidated during the project inception process with the project team, the evaluation included questions to capture early signs of potential intended and unintended impact. Summarized below are the early triggers of impact that the project put in motion.

Change in the political commitment on issues patterning to labour migration: the first important sign of impact was the significantly increased government political commitment to the issue of labour migration manifest through the extent to which the government has fast-tracked the prioritization of labour mobility in its development planning. Retrospective data collected among informants to reconstruct the situation at baseline, showed that before the project, the issue of labour mobility was at the bottom of the government priority ladder. At the time of evaluation, Labour mobility issue was established as one of the government imperatives. The project awakened the opportunity within the institutions such as CAPMAS on the need to enhance its capabilities to venture

into labour market analysis to equip the government with necessary tools and information to meaningfully engage with its counterparts on labour migration. The quote encapsulates well this change.

Two years ago, we were not talking about labour migration. It was only about returns from Europe. Now the whole government is talking about it, even labour mobility cloud. The Government sees more than ever before why it is important to have a good understanding of labour mobility in the current global context where everything is intertwined.

It was through the project that CAPMAS performed the first model of labour mobility/demographic scenario forecasting which has generated greater consciousness,

interest, and a political momentum to proactively invest on the issue of labour mobility in a more meaningful way.

Furthermore, it was through various advocacy and stakeholder engagement initiated through the project on labour migration potential for the country that the GoE decided to develop an Action Plan on “**institutional strengthening in the area of labour migration**” which was launched in October 2017. Some informants pointed out that, due in a significant part to the project interventions, the GoE realized for the first time, that its **excessive labour supply or young WAP** was an asset, not a burden as previously perceived.

Expansion of partnership network as a step to impact creation: partnership has been identified as one of the key principles for realizing a sustainable impact when it comes to migration governance⁶ because migration challenges are multi-faceted and multidimensional. The project has established internal partnerships within IOM (synergies between different donor funded projects), between IOM and other UN agencies, between IOM and the GoE and, more importantly, between different divisions and Ministries within the GoE that did not exist before. One of the examples is the effect of the tripartite partnership between IOM, ILO and the GoE that did and will continue to significantly influence labour policy dialogue and development within Egypt and between Egypt and its EU counterparts. The above quote from one of the informants summarizes this progress. The project created a foundation that led to the **IOM, ILO and GIZ joint initiative with EU on labour mobility** launched in 2019. This initiative is expected to translate the Valletta Action Plan and recommendations emanating from Khartoum and Rabat processes into concrete programmes addressing labour mobility as one of the priority areas under the [Migration Policy Framework for Africa](#). These are examples of partnerships that the project set in motion with the potential to expedite the process to impact few years down the line if the momentum created by the project is kept.

IOM and ILO did not have anything to do with each other a year ago. Now we are at a critical stage where we are working to align our vision and we have joined forces in helping the Government of Egypt in regulating its labour migration and in defining its labour migration vision.

Changing negative perceptions on migration in EU general public: one of the project intervention components was the campaign to counter-negative narratives surrounding migration in EU by creating awareness around the contribution of migrants in their host and home countries organized by IOM Egypt in collaboration with social media company, BASSITA and the Media and Communication Unit at IOM HQ. The campaign was premised on the idea that through the sensitization of its political constituencies on the contribution of migrants, the project would be able to empower EU politicians to pursue integrated labour migration developmental ideals informed by the prevailing demographic realities rather than pure politics. According to the final project narrative report the campaign reached almost 20 million impression on tweeter in one week in Europe and in the USA. On Facebook, it reached 1,470,000 with over 26,800 post engagement on the issue. The short awareness raising videos produced and disseminated through the campaign reached almost 650,000 users. Noteworthy to mention that, as it coincided with the New York Declaration for Refugees and Migrants in 2016, the IOM campaign was adopted by the UN “*together campaign*” that was running at that time. With its catchy messages, the campaign had the potential to challenge negative beliefs and narratives on

⁶ See IOM Migration Governance Framework: https://www.iom.int/sites/default/files/about-iom/migof_brochure_a4_en.pdf

migrants in Europe if it was able to continue the diffusion of those messages to reach the required threshold of maximum number of champions promoting migrants as agent of development not a burden. It must be noted however, that no evidence on how the campaign affected the narrative and beliefs about migrants in EU public was collected as this was beyond its scope.

Motivation to work on labour migration economics within CAPMAS: the project intervention strategies involved strengthening capacities of targeted institutions but also working with the GoE to invest in building capacities of selected senior technical officials in areas of labour migration related analysis and research. The aim was to mobilize a pool of labour mobility analysis champions at CAPMAS level to support and promote evidence-based labour mobility policy decisions. The senior technical staff who participated in the professional capacity development trainings on modelling labour mobility forecasting demonstrated, during the FGD, their increased technical knowledge and drive to work on different research initiatives on international labour migration. Yet, the post training scores and other data from the evaluation showed the technical skills acquired for applying labour economics models to produce quality labour market forecasts that the government needs, remained relatively lower than the required level as encapsulated in the quote from the final training report. The main factor explaining the relatively low level of technical skills at the end of the training programme was the reduced intervention dosage. The originally planned training workshops, mentorship, and coaching did not take place due to funding exhaustion and that many did not have the pre-requisites for such a technical training.

The trainees knowledge and understanding of economic and labour market theory has remained well below the level needed to fully understand and interpret the dynamics of the labour market through the use of theoretical models. This situation is due to the fact that none of them have a previous formal university training in microeconomics, macroeconomics economics and labour economics, so they miss the “humus” on which to in-plant both theoretical and practical knowledge they acaquired during the training.

Unintended outcomes: many impact triggers observed at the outcome level were not intended and not expected to be seen soon, at least not during the project lifecycle because they were not reflected in the planned medium- and long-term results outlined in the project’s result matrix. These include the establishment of the MDAU. Its realization is solely attributable to the project as the project was the sole genesis of the idea which arouse during the implementation when the GoE realized the importance of strong data on labour migration. This has led to the consolidation and refocus of the discourse on labour migration in Egypt and subsequent initiatives and diversity of partnerships that were established and nurtured by the project.

Change in GoE approach to the engagement with its EU counterparts: while the ToC indicated that part of the desired changes was to see the GoE being confident in using the labour mobility

economics technical concepts to better frame their arguments when negotiating with EU, such change came much faster than initially anticipated. Some evaluation informants stressed that the government approach to negotiation has significantly improved. The quote illustrates this point well.

We could see the overall approach of the Egyptian Government when they approached their EU counterparts. They were more confident even at the Valletta negotiation process. The way they used terminologies and the way they framed their arguments.

However, some of these progresses made may experience relapse if no concrete intentional follow ups are pursued after the project ended in August 2017 to keep the momentum. There was no evidence of an exit strategy for keeping the momentum for the implementation of the recommendation that emanated from the main project's multisectoral policy-relevant events. Sustainability of the project's benefits and activities is discussed under the sustainability criteria below.

4.1.5. Sustainability

Sustainability is a particularly important criterion for IOM Development Fund funded projects because the Fund aims to address the capacity building needs of eligible Member States, in their efforts to strengthen their migration management capacity, by providing essential "seed funding" for catalyzing scaled up interventions. The project sustainability footprint was evident in all evaluation data more than a year after the project closure and elements of sustainability were traced in design, implementation strategies, activities, and outputs:

Participatory approach to project design: evidence has proven that the participation of project stakeholders particularly beneficiaries in the identification and prioritization of the problems to be addressed and their involvement as co-creators of the solutions, creates a sense of ownership and shared understanding of the added value and accountability from the onset, thereby increasing changes for sustainability. One of the project's key sustainability features was that it was designed and implemented in close collaboration with relevant GoE's Ministries as outlined in the project description above. Project sustainability features observed are discussed below.

The establishment of the Migration Data Unit (MDAU): as indicated above in the project description, one of the key project's product that grew from strength to strength after its closure is the MDAU which the project helped to establish. During the field visit, the evaluator was given a tour to have first-hand experience of the Unit and its refurbished infrastructure. The unit has now expanded its portfolio looking at migration in a more systemic way from labour, emigration to immigration, mainstreaming of migration in household survey, etc. They now produce all sorts of migration related products including periodic bulletins on migration that sensitize different government sectors on migration matters. MDAU has already published two migration bulletins. CAPMAS played a key role, in the collaboration with the Global Migration Data Analysis Centre (GMDAC) in the decision for Egypt to successfully host the 2nd International

Forum on Migration (IFM) in March 2019 and collaborated with GMDAC in the development of the Mediterranean Household International Migration Survey (MED-HIMS)⁷ proposal concluded at the end of 2019, making CAPMAS a good example of collaboration with GMADC.

Off-spring initiatives pollinated by the project: the project used its minimal funding with intention to catalyze new projects and to diversify the donor base. More concretely, the evaluation found evidence **that the project became an important steppingstone** for an IOM regional project on ethical recruitment and has inspired the joint EU-funded initiative between IOM-ILO-GIZ for North Africa, referred to in more details above as THAMM. Before the project, ILO and IOM had very limited engagement. Moreover, the project has catalyzed other initiatives and resource mobilization at the Government level including the externally funded MED-HIMS (referred to above) to which the MDAU significantly contributed to ensure the dimension of migration is adequately reflected.

The methodology for forecasting labour market needs: For the first time, due in part to their involvement in the project, the GoE has realized that its young WAP was an asset not a burden. This has created a good negotiation framework with its EU counterparts although much still need to be done before real policy changes inspired by the prevailing demographics and labour market realities can materialize. The labour market analysis reports produced by the project will remain useful in sustaining the debate with relevant policy makers in EU and in Egypt. It has also created an appetite within the MoM to pursue further labour migration policies.

Project exit strategy: one of the key sustainability features for any project is the extent to which sustainability is intentionally embedded not just in project design, implementation and benefits but also how deliberate efforts are made by the implementors to work out an exit strategy in consultation with key stakeholders to ensure the continuation of the project's activities and benefits. The evaluation found no evidence of intentional exit strategy. Important events that were organized at the end of the project such as the launch of the labour mobility and demographic scenarios forecast reports attended by senior delegates from the GoE and EU released pertinent recommendations. However, there was no clear plan for systematic follow up to optimize the momentum. The same applies for the project outreach campaign "*A day without a migrant*" aimed at changing negative perceptions around immigrants in Europe. This campaign was effective, yet, there was no clear sustainability plan, at least within IOM, to keep it going in other projects where relevant. Lastly, the multisectoral policy debates that took place in Rome and Brussels, respectively did not have any follow up with a roadmap to the recommendations they produced. These events represented a good strategy for effectively sensitizing policy makers and influencers and yet, there was no evidence showing mechanism for sustaining and/or keeping the good momentum going beyond the project lifecycle.

⁷ <https://gmdac.iom.int/research-database/eurostat-med-hims-households-international-migration-surveys-mediterranean-countries>

 **Good practice:** investment in national institutional capacity development rather than in individual officials can go a long way in terms of resilient institutional change. Investing in institutional capacity development was the reason why the MDAU was able to wither the significant staff turnover, change in leadership, and to grow from strength to strength with increased recognition. It won the government ownership and trust from the outset and ensured that the government would invest the resources to keep the unit going. Now the unit is fully funded by the government and has a strong sense of identity within the government apparatus. Moreover, as far as sustainability, it was a good practice to work with an expert who not only masters the thematic area but who was also able to engage policymakers at a high level to ensure understanding and buy-in from key stakeholders. The project achieved much more than what was planned and budgeted for and managed to create a momentum for engagement at the highest level.

5. CONCLUSIONS

Albeit delays mostly beyond its control, the project successfully delivered all the key activities as planned including multi-sectoral policy debates in Rome and Brussels; capacity development programme for the target government technical staff on the methodological approaches to forecasting labour migration; outreach campaigns as well as the completion of the labour market analysis, the first of its kind. The project was designed and implemented in a participatory manner with the necessary flexibility to respond to emerging challenges and opportunities patterning to prevailing demographic transitions and associated labour imbalance in the Mediterranean region. It included a well-motivated no-cost extension to respond to the government need to establish the MDAU, which would become the most important project sustainability footprint with the potential for catalyzing impact in the years to come.

Overall, IOM Egypt was able to capitalize on its internal and external partnerships to ensure quality outputs. The greatest project sustainability features found during the evaluation was the fact that it became a strong steppingstone for subsequent resource mobilization and partnership opportunities on labour migration matters that will potentially continue at a greater scale both by the GoE, IOM Egypt and their respective partners if the momentum of what it already put in motion is kept.

One gap in the project logic identified during the project ToC and Theory of Action⁸ was the incongruency between the GoE expectations in terms of desired results of the labour market analysis and what was eventually produced. The GoE expected to have migrant labour needs

⁸ The Theory of Action refers to the explanation of how the interventions will be packaged to trigger the changes outlined in the Theory of Change. It describes the implementation strategy and approaches and the logical sequencing and dosage of planned activities in relation to underlying assumptions. For more information on Theory of Change and Theory of Action: https://www.betterevaluation.org/en/resource/guide/purposeful_program_theory

statistics disaggregated by sector in Europe so that they could use them to engage their EU counterpart on the labour mobility schemes in a more focused and concrete way. Although the ultimate findings focused more on the demographic scenario analysis rather than labour market analysis, such findings and recommendations turned out to be an important step in the sequence of desired changes.

The section below identifies recommendations in line with the main findings. Recommendations are organized nominally according to evaluation criteria not by order of priority.

6. RECOMMENDATIONS

Relevance:

1. IOM Egypt's LHD unit should organize a consultation with the GoE to discuss a potential follow up study specifically focusing on labour migration needs forecasts in selected EU countries as requested by the GoE at the launch of the initial report produced by the project.

Effectiveness:

2. IOM Egypt should engage the MoM advising it to consider skills development for a cadre of few young technical staff with the right mix of academic backgrounds and profiles at CAPMAS who could be sent to do either vocation training on labour economics or to pursue a specialized Master degree on labour mobility and economics to complement the training offered to public servants who may not stay long enough to utilize the skills to carry the work forward.
3. IOM Egypt should consider to design a follow up phase and approach other donors to strengthen further the CAPMAS capabilities on labour economics and labour forecasting methodologies which was not previously completed due to funding exhaustion in line with the National Action Plan on **“institutional strengthening in the area of labour migration.”**

Efficiency:

4. IOM Egypt should facilitate the strengthening of Mediterranean multi-sectoral labour migration policy dialogue platforms in Egypt in collaboration with ILO, EU and the GoE to ensure the recommendations that emanated from the project are systematically translated into programmes, addressing sustainable labour mobility solutions within the region.
5. IOM Egypt should facilitate the establishment of multi-sectoral labour migration-specific policy dialogue platforms in collaboration with ILO and other partners based on the findings from the labour market survey report produced by the project and the recommendations from the multi-sectoral policy dialogue to ensure that they are

systematically translated into programmes, addressing sustainable labour mobility solutions between Egypt and selected EU counterparts.

Impact:

6. Given the importance of labour mobility for GoE in recent years and opportunities created by the project, IOM Egypt should develop a labour migration country strategy based on a long term vision aligned to the labour mobility Action Plan of the Government of Egypt and the broader national development agenda in consultation with relevant Ministries within GoE. Once the strategy is developed, IOM Egypt LhD unit could use the strategy to elaborate a vision focusing on a multiyear LhD country programme with an embedded resource mobilization strategy or component.

Sustainability:

7. IOM Egypt's LHD programmes should make deliberate efforts to ensure that sustainability (including exit strategies) are embedded in the design, implementation, and closure of its future projects.

8. ANNEXES

a. Evaluation Terms of Reference

TERMS OF REFERENCE FOR AN EX-POST EVALUATION OF THE PROJECT:

DEVELOPING CAPACITIES FOR FORECASTING AND PLANNING MIGRATION FROM EGYPT

Project Identification and contract number:	EG10P0001/LM.0282
Executing Organization:	International Organization for Migration (IOM)
Project Management Site and Relevant Regional Office	Egypt-CO-Cairo-EG10 RO Cairo
Project Period and Overall Duration:	01-Nov-2015 to 31- Aug-2017
Geographical Coverage:	Egypt
Project Beneficiaries:	National governmental institutions
Project Partner(s):	The Government of Egypt, namely the Central Agency for Public Mobilization and Statistics (CAPMAS), the Ministry of Manpower (MoM) and the Ministry of State for Emigration and Egyptian Expatriate Affairs (MoSEAA).
Total Funding:	USD 150,000

1. BACKGROUND OF THE PROJECT/PROGRAMME

The project's overall objective was "to better plan for and maximise the potential of demand-driven migration by enabling Egypt to adopt realistic forecasting methods for its labour migration needs". To achieve this objective, the activities targeted improving national capacities for analysing demographic and labour market data of Egypt and selected countries in the European Union (EU), in order to produce migration scenarios and thus, facilitate an evidence-based dialogue with potential destination countries for Egyptian workers. The main beneficiaries and partners were the: a) Central Agency for Public Mobilization and Statistics (CAPMAS), as the leading national statistical office; b) Ministry of Manpower (MoM), the main governmental agency responsible for developing and implementing labour migration policies, and c) Ministry of State for Emigration and Egyptian Expatriates' Affairs (MoSEAA), as the key governmental actor in coordinating all efforts with respect to emigration and wellbeing of Egyptian citizens abroad and for negotiating agreements that affect emigration aspects of Egyptian citizens.

A key achievement of the project was the development of the first CAPMAS report forecasting potential regular migration scenarios for Egyptian citizens, and labour market needs of four EU countries in addition to projections of six other countries based on a methodology -developed with the support of IOM Egypt- that combines an analysis of demographic and labour market data. Furthermore, the officials of CAPMAS and other partner entities were trained to use this

methodology, and succeeded with finalizing the first “Egypt Labour Market Report: Demographic trends, labour market evolution and scenarios for the period (2015-30)”, in collaboration with the project consultant and labour market expert.

Additionally, the project aimed to change negative discourse on migration in Europe by increasing awareness on migrants’ contribution to the European economy through the “A Day without Migrants Campaign”. Complemented by more in-depth discussions amongst academics and practitioners; IOM Egypt collaborated with the Migration Policy Centre (MPC) of the European University Institute (EUI) to organize two debates (in Rome and Brussels) aiming to combat the negative perceptions of migration in Europe, through engaging and encouraging evidence-based dialogue on the benefits of migration.

The debates concluded that migrants contribute positively to overcoming the demographic challenges in Europe, i.e. ageing workforce, and easing the socio-economic burdens on countries of the MENA region that have growing working age populations, and unmatched capacity to generate enough jobs. The debates were followed by the production and dissemination of two policy briefs and several videos summarizing key messages on labour migration.

2. OVERALL OBJECTIVE OF THE EVALUATION

The overall objective of this evaluation is to determine whether the project achieved its intended objective. The evaluation will measure achievements using the following performance indicators:

- Assess whether the project met the intended objectives and outputs as set out in the project proposal;
- Assess the results(changes) that the intervention has brought about;
- Assess the constraints, if any, which have affected project implementation and identify enabling factors that drove the process of change;
- Assess the extent to which gender dimensions were mainstreamed in the project design and implementation process.
- And assess the extent to which the project outcomes could be sustained and stakeholders’ buy-in of its results.

3. SPECIFIC OBJECTIVES OF THE EVALUATION

Following the OECD-DAC evaluation criteria the evaluation will assess specific selected questions as indicated below;

1. Relevance

1. *Was the project responsive to the needs and priorities of the Government of Egypt (GoE)?*
2. *Was the project design relevant to the specific needs of the beneficiaries?*
3. *Were the foremost stakeholders involved in the formulation of project objective and outcomes?*

2. Effectiveness

1. *Are the quality and quantity of the produced results and outputs in accordance with the results matrix?*

2. *Are the outputs/products contributing towards enhanced evidence-based policy making on issues related to migration in Egypt?*
- 3. Efficiency**
 1. *Were the project expenditures spent as planned?*
 2. *Were activities implemented in a timely manner as represented in the projects work plan?*
 3. *Were challenges in project implementation identified and addressed swiftly and appropriately?*
- 4. Impact**
 1. *Do indicators show significant progress towards achieving the outcome level and Overall Objective results?*
- 5. Sustainability**
 1. *Did the project management put in place exit mechanisms and/or mechanisms to sustain the results after the project completion?*
 2. *To which extent are the project results sustained?*

4. METHODOLOGY

This evaluation will draw on the following methods in gathering relevant data:

1. **Desk research**

Relevant documentation will be reviewed, including project documents, interim and final reports, in addition to a rapid review of the labour market report.

2. **Key informant interviews**

In-depth interviews will be conducted with key stakeholders i.e. Heads of departments at CAPMAS, project team.

3. **Survey**

A survey will be designed to assess the degree to which beneficiaries of capacity building activities continue to employ methods introduced by the project.

5. REPORTING

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

6. EVALUATION TEAM

This internal evaluation will be carried out by the Regional M&E Officer based in the RO Egypt. The in-country IOM team will provide logistical support including but not limited to facilitating appointments for interviews or discussions with key respondents. The respective RTS will provide technical inputs to the evaluation TOR, data collection plan and tools as well as the draft evaluation report. Similar inputs will be provided also by the IOM in-country team.

7. RESOURCES AND TIMING

Expenses for this evaluation will be covered through the budgeted expenses in WBS number **MI.0207.EG10.57.02.001**. Logistical assistance will be provided through existing staff in Egypt

country office. A detailed work plan will be prepared and agreed on between the evaluator and the in-country team.

8. DELIVERABLES

The evaluation main deliverables will be:

- A draft evaluation report utilizing Format A in Annex 5 of IOM’s Evaluation Guidelines.
- A final report (in the same format above incorporating feedback and comments from RTS, IOM in country staff and any other comments.

b. Data collection instruments

Key Informant Interview Guide	
Date of interview	
Location	
Language	
Interpreter	
Background info:	
Key Informant Name	
Organization’s name and type	
Gender	
Introductions and establishing rapport:	
<i>Start by introducing yourself to the respondent and thank him/her for sparing time to speak to IOM. Explain the purpose of the evaluation. The questions contained here are simply a guide to guide the discussion. Depending on the respondent you may not necessarily ask all the questions and/or you may need to ask more follow up questions not contained in this guide. The discussion will take approximately 45-60 minutes.</i>	
Since when were you involved and how did you get involved?	
What were the main concerns/circumstances that led to this study? From you as an expert in this thematic area, what do you believe success would look like?	
Leading a research of such political importance both for Egypt, IOM, and Partners in Europe, I assume you experienced high and low points, could you please share your highest points? What were the factors?	
Do you consider the final product as a full success? If yes? What are the key enabling/success factors? If now why?	
What did you value most during the whole process and why?	

From what you know, is there a favorable environment (social, political, economic etc) within the GOE to enable CAPMAS to explore different ways of implementing the recommendations from the report? Briefly explain your answer also giving possible solutions if answer is NO
How do you see the utility of this report within CAPMAS?
In the initial sustainability plans, the key sustainability factors you included was mainly capacity aiming at ensuring that the Egypt Ministry of Manpower and Emigration incorporates the forecasting methods used in their national plans on labour migration? Do you see this happening?
What do you anticipate being the challenge in using the report in your different areas of work?
Looking back, what are the few signs of sustainability have you observed? Are there activities for example that the MoME or CAPMAS has continued?
Based on lessons and experience from process of this project, what are the key recommendations would you like to make to IOM for future consideration when working with the GoE on similar or other projects?

Thank you for your participation!

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Key Informant Interview Guide (IOM staff)

1. What were the circumstances that led to the development of the project and what were the burning issues it was funded to address?
2. Could you please describe how you envisage success to look like once the project is well implemented?
3. Please describe the mechanisms in your words. In other words, how did you envisage the expected change to come about? Is this the view of the rest of the stakeholders? I mean EU politicians, GoE and policy makers?
4. Assuming you kept in touch with the project, what happened – as planned? Did strategic target buy the methodology?
5. The core component of the project if not the sole purpose was to strengthen the technical and resource capacity of CAPMAS – to what extent do you believe this has been achieved? Any example?
6. What was the sustainability plan at the design stage and to what extent has this been realized?
7. Any result observed that was unintended? What if any and how did that happen?
8. What is the result the project produced that you are most proud of? What was the key project strategy to reaching this?

Thank you for your time and participation!

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Focus Group Discussion (FGD) with CAPMAS: A Guide for the FGD Moderator

Detailed Field Notes must be still taken even if participants have accepted to catch no-verbal cues but also to ensure backup in case you realize the audio recording did not work properly

Place:	Date:
Start time:	End Time:
Total number of Participants:	Recorded: YES NO
Number of Males:	Number of Females:
Language: Arabic/English	Translator: YES No

INTRODUCTION

Good morning/afternoon. Thank you very much for coming to this discussion meeting. My name is _____ and that of my colleague here is _____. We are both members of a team of IOM internal evaluators who are conducting a study to find out about your views and experiences being involved in the IOM project “Developing Capacities for Forecasting and Planning Migration Across the Mediterranean.

Reason for the study: the aim is to hear your experiences with the project and to hear from you the significance the project made to you professional life (e.g knowledge and skills) and how you have been applying what you learn in your daily work.

Your part in the study: We would like to invite you to be part of the study. If you are to take part, you will be in group discussion that will last about 45minutes to 1 hour. Your participation is voluntary and there is no penalty for refusing take part. You can decide to withdraw from participating any time and you are not obliged to provide justify why you are withdrawing.

Why you were chosen: you were chosen to participate because you have been involved in the project intervention as a beneficiary. Hence, we would therefore like to hear your perspective about what the contribution of the project has been to you and CAPMAS in general.

Confidentiality:

We will not write down your names anywhere and what you say will be treated confidentially and your name will not be mentioned anyway in the report from the study. No one except the group discussions facilitators and group members will know what you said during the discussions except members of the group. We ask that participants in this group discussions agree not to reveal outside the group any information discussed by the group. If the results of this study are published, we will make sure that it does not include your names.

We are interested in everyone’s views – therefore, it is very important that, during the discussion, you all feel free to express your views, even if your views are different from the views of others – it is normal for people to have different views on the issues we will be discussing.

THE NEED FOR AUDIO RECORDING AND GROUND RULES

- Explain that you will NEED TO record the discussion using an audio-recorder so that you can capture everything that is said. **{Obtain Consent} Once Consent is granted, TURN ON THE RECORDER at this point**

Before we begin, there are a few things which we must all follow, in order to have a meaningful discussion:

- **Because of the need to transcribe the recorded information later, it is important that only one person talks at a time, but one can kindly ask to respond while someone is still talking**
- **Everyone will be allowed to express their views freely without being interrupted. There are no wrong and right views...all views must be heard.**

DOES ANYONE HAVE ANY QUESTIONS BEFORE WE BEGIN?

1. Let me ask about you about CAPMAS? What does CAPMAS and where did the name and the logo come from? What does CAPMAS do in terms of labour migration management, data and policies?

2. I know that you all have different roles and started at different times but I am curious to know what were the major labour migration related challenge the GoE was facing before or during the time the GoE and IOM collaborated on this project on labour migration forecasting? Probe depending on what the answers are comprehensive or trigger other questions-----

3. How relevant and useful has this project been to you, to CAPMAS and the GoE? Taking you back to the genesis, can you share how you were involved in the identification and conceptualization of this project idea? Who were other other stakeholders within the GoE were involved?

4. In your opinion to what extent has the project responded to some of the needs and challenges you highlighted above identified at the beginning of the project? In other words, do you think the project achieved the results you expected it to achieve? How? some examples would be great.-----

5. Looking back, how well was the project implemented? If IOM was to repeat the project, what would you advise to do differently and why?-----

6. How would you describe your experience overall with the training you attended on labour economics and labour migration forecasting methodologies? was there any particular challenge you experienced that you would like to share?-----

7. Sustainability matters to us in every project IOM does with Gov? could you share how activities and processes you started with IOM have fared after the project has ended?-----

8. Based on experience from the processes with this project with IOM, what are the key recommendations do you have for future considerations?-----

Thank participants for their time and information provided
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c. Evaluation Matrix

Aggregate Evaluation Questions extracted from the ToRs	Evaluation criteria	Domain of change and indicator	Data source & Methods				
1. Was the project responsive to the needs and priorities of the GoE?	Relevance	<ul style="list-style-type: none"> Extent to which the identification of needs and priorities 	Document review	Project event/site observation	KIIs	FGD	
2. Was the project design relevant to the specific needs of the beneficiaries?	Relevance	<ul style="list-style-type: none"> Soundness of project logic in relation to the needs 	Document review	Project event observation	KIIs	FGD	
3. To what extent were stakeholders (i.e. GoE) involved in the conceptualization and design of the project?	Relevance	<ul style="list-style-type: none"> Extent of participation of stakeholders in the project priority identification/prioritization 	Document review	Project event observation	KIIs	FGD	
4. To what extent has the project achieved its short, medium- and long-term results (outputs, outcomes, and overall goal) as planned?	Effectiveness	<ul style="list-style-type: none"> Change in knowledge, technical skills, and attitude among beneficiaries of capacity development activities Change in the way government prioritize and engages labour mobility relation issues Change in EU public awareness on migrant's contribution to EU society Change in the understanding of important of sustainable labour mobility policies both in Egypt and EU Extent to which CAPMAS is better equipped with knowledge and tool to drive labour migration 	Document review	Project event observation	KIIs	FGD	Pre/post training scores

Aggregate Evaluation Questions extracted from the ToRs	Evaluation criteria	Domain of change and indicator	Data source & Methods				
		data management and use to inform policy making <ul style="list-style-type: none"> • Technical staff confidence in applying newly acquired the skills after the training 					
5. Are the quality and quantity of produced outputs in accordance with the anticipated standards?	Effectiveness	<ul style="list-style-type: none"> • Quality of feedback from project stakeholders 	Document review	Project event observation	KIIs	FGD	Pre/post training scores
6. Are the outputs/products produced by the project contributing to evidence-based policy making on issues related to labour migration in Egypt?	Effectiveness	<ul style="list-style-type: none"> • Quality of labour migration policies 	Document review		KIIs		
7. Were activities implemented in a timely manner in line with the project work plans?	Effectiveness	<ul style="list-style-type: none"> • Degree to which key project timelines were complied with 	Document review		KIIs		
8. To what extent was the project implementation strategies efficient in using resources to achieve maximum results?	Efficiency	<ul style="list-style-type: none"> • value for money 	Document review	Project event observation	KIIs		
9. Were challenges in project implementation identified and addressed swiftly and appropriately?	Efficiency	<ul style="list-style-type: none"> • Timeliness of learning and integration of lessons during the implementation 	Document review		KIIs		
10. What has been the observable impact (intended/unintended) has the project brought about (positive and negative)?	Impact	<ul style="list-style-type: none"> • Levels of commitment to issues of labour mobility within GoE • Change in institutional attitudes regarding labour mobility and its importance in the Mediterranean region 	Document review	Project event observation	KIIs	FGD	

Aggregate Evaluation Questions extracted from the ToRs	Evaluation criteria	Domain of change and indicator	Data source & Methods				
11. What were the mechanisms the project put in place that activated those changes?	Impact	<ul style="list-style-type: none"> Number of key triggers of change (attribution analysis) 	Document review		KIIs	FGD	
12. To what extent are the project activities and benefits sustainable?	Sustainability	<ul style="list-style-type: none"> Presence of activities and mechanisms the project put in motion that have shown resilience at least a year after funding ceased 	Document review	Project event observation	KIIs	FGDs	
13. To what extent did the project management put in place exit strategy to sustain project activities and benefits after its completion?	Sustainability	<ul style="list-style-type: none"> Presence of concrete exit strategy 	Document review	Project event observation	KIIs	FGDs	

d. Key document Documents reviewed

1. Original Project Proposal to the IOM Development Fund
2. Detailed project work plan
3. Capacity Building of Egyptian Government Officials: Training Report I
4. Capacity Building of Egyptian Government Officials: Training Report II
5. Developing Capacities for Forecasting and Planning Migration from Egypt: Final narrative and Financial Reports to the IOM Development Fund
6. Promoting A Common Understanding of Migration Trends: a labour Market Analysis Report produced by CAPMAS technical staff as part of the project
7. Report of the Multi-sectoral roundtable on Labour Migration held in Rome
8. Report of the Multi-sectoral roundtable on labour Migration held in Brussels
9. Egypt Labour Market Report: Demographic Trends, Labour Market Evolution and Scenarios for the Period 2015-2030.