



The European Union's DCI-MIGR Programme

**Evaluation of the concrete results
obtained through projects financed
under AENEAS and Thematic
Programme for Migration and Asylum**

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FINAL REPORT

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Table of contents

1 – Executive Summary.....	4
2 – Evaluation Framework and Methodology	11
2.1 Brief background and purpose	11
2.2 Phases of the evaluation, evaluation questions and methodological approach	11
2.2.1 - Inception	11
2.2.2 - Implementation Phase	12
3 – Context: overview of EC and International policies and objectives.....	15
3.1 Overview of the general international context.....	15
3.1.1 - The “3Ds”	15
3.1.2 - EC context, policies and objectives related to migration and labour migration in particular	15
3.1.3 - Circular and Temporary Migration	16
3.2 AENEAS and Thematic Programmes	17
4 – Findings	19
4.1 Evaluation questions - Answers by sub-category	19
4.2 Visibility	47
5 – Conclusions and Recommendations	48
5.1 Conclusions	48
5.2 Observations	51
5.3 Recommendations	53
5.3.1 - Recommendations to Sub-categories	53
5.3.2 - General Recommendations	55
5.3.3 - Recommendations for the Call for proposals	56
5.3.4 - Recommendations for enhanced coordination and capitalisation	57
6 – Annexes.....	58
Annex 1 - Specific evaluation questions for the Sub-categories.....	58
Annex 2.1 - List of projects visited and studied in a more detailed way	61
Annex 2.2 - Table of the complete list of studied projects	62
Annex 3 – Seminar Agenda	63
Annex 4 – Roundtable minutes	65
Annex 5 – Labour migration in the thematic budget lines	68
Annex 6 – Bibliography	70

1 – Executive Summary

Objectives of the Evaluation

The Evaluation of the Concrete Results Obtained Through Projects Financed Under AENEAS and the Thematic Programme for Migration and Asylum (TP MIGRAS) focuses on projects covering the specific sub-sector of Labour Migration, including Circular Migration.

The overall objective of the assignment is to provide the European Commission with findings that can support operational recommendations and identify areas of improvement. These findings are meant to be translated into operational actions for future planning, programming and project identification in the area of labour migration in general.

The Context and the Programmes

Migration is more and more perceived in its relation with development as described by the Global Commission on International Migration in terms of “3Ds”: development, demography and democracy. In its turn, the report “Decent Work for all” (ILO, 2007) became also an important framework based on the vision of migration for employment, with a rights-based approach to labour migration. In this respect, further reflections on migration focused more on migration and development and labour migration.

The adopted Global Approach to Migration by the Council in 2005 defined the EU’s migration approach insisting on dialogue and cooperation in partnership with the third countries. On the other hand, for labour migration, the Policy Plan on Legal Migration following the Green Paper, considers directives in 4 main categories: highly skilled or qualified workers, seasonal workers, intra-corporate transferees and remunerated trainees, while outlining possible measures for managed circular migration systems like long-term multi-entry visas or residence permits for returning migrants.

The Thematic Programme, having its legal basis in the DCI Regulation n. 1905/2006, replaced AENEAS and complements the financial assistance of the “the geographical instruments” in assisting the Third Countries in their efforts to manage migration and asylum issues.

The Thematic Programme’s strategy for the period 2007-2010 followed the thematic and the geographical approaches under which global and multi-regional initiatives are launched.

Over a long period from 2005 to 2011, AENEAS and the Thematic Programmes financed 37 projects in the sector of Legal and Labour Migration.

In most of these projects, the labour migration cycle is approached globally from pre-departure training to return, thus reducing the distinction between the sub-sectors and furthermore the sub-categories of labour migration.

Labour migration projects include 4 sub-categories that represent the specific objectives of the evaluation:

1. support to policy design, policy dialogue and policy development;
2. reinforcement of labour migration management and labour matching capacities;
3. protection of migrant’s rights;
4. human capital development, brain-drain and brain-waste.

A 5th sub-category is circular labour migration movements from third countries to Europe in order to separately assess issues pertaining to temporary and circular labour migration.

The strategy for 2011-2013 follows the same migratory flows. It gives however a higher concentration of the programmes' funds on the 2 priority regions for the EU: the Southern Mediterranean and Africa and Eastern Europe, including Southern Caucasus and the Central Asian Republics. The new strategy underlines the importance of promoting well-managed migration by providing information on actual legal conditions of entry and stay in EU-Member State territories as well as enhanced information on labour migration opportunities. It further underlines the protection of the most vulnerable, women and children (this latter focus on vulnerable groups is one of the main recommendations of this present evaluation by the inclusion of the guidelines for gender migration and non accompanied minor's migration in labour migration projects).

For the purpose of this evaluation, a total of 24 projects – 11 funded under AENEAS and 13 under TP MIGRAS – have been selected¹ (see Annex 2 – Final List of Projects) that includes also 2 projects funded within the framework of Mobility Partnerships with the EU.

Methodology

The evaluation followed the dual approach presented in the Terms of Reference, that is: to evaluate the concrete results of the selected individual projects and, while doing so, to draw lessons and recommendations with a broader value. For the first approach, an evaluation fiche for each visited and interviewed project was elaborated and for the second approach, a series of evaluation questions for the 5 sub-categories were identified. However, given the small number of projects to be visited, but also the need of a longer-term view for certain projects, some of these questions could not be answered consistently. Some questions were either regrouped with others or simply not retained for further analysis in the final reporting stage. In addition, eight general and cross-cutting evaluation questions were developed.

It should be noted here that the overlapping of sub-sectors with respect to international migration - and of sub-categories within the Legal/Labour migration– is rather frequent. Circular migration projects, in particular, have alternatively been considered either within the migration and development and/or the labour migration sub-sectors as a further demonstration that exact categorization is sometimes elusive.

The team has undertaken field visits to four beneficiary countries: Armenia, Bangladesh, Moldova and Morocco, and short visits to other key locations in Europe: Andalusia, Geneva, Milan and Paris. 14 projects were specifically targeted, while assessment of the remaining 10 projects was limited to the analysis of project documentation by means of a desk study.

Findings, conclusions and recommendations

Sub-category 1 - Support to policy design, policy dialogue and policy development

- Labour migration projects with a specific focus on support to policy are few, but complemented by other projects that directed also their work on this sub-category and have achieved results. Although these have helped enhance policy dialogue and also bring changes, like preparation of Priority Action Plans on governmental level or signature of agreements between institutions, there is still the need to continue.

¹ Some projects have since long been completed, others are presently ongoing and at different stages of implementation.

- Information, data analysis and research have not been adequately shared and there is a lack of coordination at this level.
- South-South migration has not been given sufficient attention in the two thematic programmes for movements within African countries, whereas there have been important efforts for Central Asia together with South Caucasus and the Russian Federation. This can be explained by the fact that the focus on flows towards Europe is imposed by the legal basis of the thematic programme.
- There is a need of more precise (and therefore restricted) categories of implementers to elaborate more focused, specific and ambitious initiatives.

Recommendations

- High-level policy dialogue – at regional and international levels - should continue with more support for further participation in Regional Consultative Processes (such as the Colombo Process, Puebla Process, Rabat/Paris process, etc) focusing on labour migration.
- There should be a clear mechanism in place to allow constant feedback between the technical sphere and policy makers. This point is very important as the knowledge produced by the projects (research, data, recommendations, statistics etc.) and the achievements are not sufficiently shared and known by other stakeholders in the countries but also at a higher policy level in Europe.
- Progress in the whole area would best be achieved through carefully designed interventions to be implemented with direct agreements modalities.

Sub-category 2 - Reinforcement of labour migration management and labour matching capacities (data collection, profiles' assessment, pre-selection, recruitment, cooperation with countries of destination, reintegration in the labour market of returnees)

- A wide range of tools used by implementers and target groups have considerably improved management of labour migration (like labour matching demand, pre-departure trainings, precise information booklets, agreements with Trade-Unions and Employers Associations, etc.)
- While capacity building and training in migration management techniques targeting national administrations in beneficiary countries has been of high level, there are mixed reactions as regards the success of pre-departure modules and vocational trainings. This is affected also by the inability of most implementers to mediate and ensure availability of job.
- Need of EU-MS partnership in developing a workable systemic approach for the actual recruitment and management of migrant.

Recommendations

- Important to continue empowering and building new capacities to the local employment agencies.
- The trainings should be part of the sending country's national VET system and a means to upgrade and reform it. In this way they should have a double objective: prepare for the demand coming from Europe and also upgrade the national system. These two should not be separate activities.

- VET trainings should be done by professionals – more than pre-departure preparation or information - and be considered as development actions more than response to immediate demands.

Sub-category 3 - Protection of migrants' rights

- The major contribution related to this sub-category is the inclusion of labour migration into the agendas of workers' Trade-Unions and Employers' Unions. The former represents the workers and by including migrant labour force it ensures official recognition and services related to the protection of rights. The latter's involvement has a direct effect "upstream" on prevention of trafficking and irregular migration by affecting private agencies involved in these issues. These actions are very important to give visibility to the migrant workers as full participants of the receiving country's economic development.
- Substantial progress in the provision of information to migrants on the risks of illegal immigration and on rules concerning legal entry, stay, working/living conditions and opportunities in Europe.

Recommendations

- Initiatives with Unions, both workers' Trade Unions and Employers' Unions should continue by more capacity building efforts to enhance their participation in migration governance. This should be done by creating more possible relationships with European ones, or with other receiving countries' representatives, in order to establish a platform for dialogue related to the inclusion of labour migrant work force in the Unions' activities.
- While continuing information and awareness campaigns in more focused ways, progress would best be achieved through carefully designed interventions in partnership with the Unions.
- Efforts shall continue also in view of including certain aspects of informal economy into the Trade-Unions activities.

Sub-category 4 - Human capital development and brain drain

- Few projects addressing specifically issues relating to brain drain and brain drain mitigation
- The most significant projects belonging to the sub-category are rather preparatory in nature or at a relatively early stage of implementation
- The typology of implementers involved was unnecessarily broad in an area where linkage with Government structures at high level is clearly essential.
- Impact in the area of brain drain and brain drain mitigation is a long-term question when progress depends on a process of change involving stakeholders at origin and destination over a protracted period of time.

Recommendations

- The Call for Proposals procedure is not the most effective option for addressing an area where specialized international organizations have a comparative advantage due to their ability to develop linkages with Government structures at high level and their established and authoritative presence in the countries of origin and destination; moreover they are able to create and coordinate the required synergies at the technical and operational level.
- Future initiatives would need to build upon research already undertaken (for example by developing adequate incentives for return) and should include practical applications of circular migration models targeting qualified and highly skilled migrants.

Sub-category 5 – Temporary and Circular Labour Migration

- These projects were quite successful and in one case (MIGR/2006/120-237) unique in its approach of integrating co-development as an essential project strategy in order to generate economic development in the areas of origin.
- Regrettably, they were not substantially² replicated elsewhere or taken over by other implementers as best practice and useful lessons for building workable schemes. In this regard, only one project belonging to this sub-category was funded under TP MIGRAS (MIGR/2008/153/780). This project, however, appeared too small-scale and hampered by a complex conceptual and institutional environment to be considered as a potential model.

Recommendations

- Further develop the range of existing temporary and circular government-managed labour migration initiatives.
- Support the review and analysis of existing successful models outside Europe (such as the Employment Permit System of the Republic of Korea, and recent pilot G2G schemes between India and the Philippines and the United Arab Emirates).
- Studies aiming to identify best practices included in traditional and informal ways of exchanging work, skills etc.

Conclusions of the general and cross-cutting questions

The two programmes mark a considerable advance in labour migration management in general.

- Ownership of the projects at the national level is clearly seen.
- At the regional level, the programmes have been able to create new partnerships and synergies.
- The labour migration projects had an indirect but considerable effect in reducing illegal migration on a qualitative ground by informing on risks and on possible legal mobility rather than reducing directly the quantity of illegal migrants. Labour migrant force has acquired more visibility through the projects by its inclusion into the national economy and the development process.
- Still much has to be done on local community level as decisions to migrate with illegal channels are part of the local social networks.
- A significant contribution to reduce illegal migration is to include informal economy – which is a constant feature – into social networks of Trade-Unions. This shall help to shift progressively from informal economy into formal ways and still more progressively regulate illegal activities.
- The local needs and problems have been addressed through important and valuable studies and reports. These are however shared internally and not shared at all externally.
- The Call for Proposals system has been an important mechanism to broaden the migration activities and stakeholders. It is may be high time for capitalisation of these efforts by directing some of them toward more direct systems of project agreements with a longer time-frame.
- The geographical coverage has not been well balanced although all the flows are represented.
- The absence of transit countries in labour migration projects.
- Gender aspects have also been quite absent together with other vulnerable groups such as migrant child labour.

² The Cartaya project was partially replicated in France and is being currently adapted to the specific requirements of the agricultural sector in Almería.

- Risks – economical recession, natural disasters, political upheavals or just bad harvests – have not been sufficiently included in the projects' and the programmes' strategies.
- In general, the need of coordination was observed at many levels: at the country level, the need for coordination of projects financed under the two programmes, the need to coordinate these projects with other projects working on the phenomena to capitalise efforts and results. There is a need of coordination at the regional level and a follow-up in order to enhance dialogue. Finally, there is a need of better dissemination and capitalisation of the knowledge produced within projects.

General Recommendations

- Gender-aspects have not been well represented. The Guide to Gender-Sensitive Labour Migration Policy (OSCE, 2009) presents several recommendations with a right-based approach shall serve as guideline.
- Migrant child labour should be included as a priority in all the migratory flows. In specific areas such as recruitment regulations, welfare support services (protection of certain rights, representativeness, support for decent work conditions etc.) or migrant workers' protection, more flexibility should be allowed in designing interventions to enable more comprehensive responses involving both origin and destination.
- NGOs' role is essential in expanding outreach at the community level where migration decisions are taken. Strong operational partnerships should be developed from the outset and become a pre-requisite for financial support.

Recommendations for the Call for proposals

Mechanisms and design:

- The need for a more precise categorisation of implementers in relation to the intervention.
- Better definition and balance of the geographical coverage.
- Specialisation of the fields covered by the Call for Proposals, and exclusion of areas where progress would best be achieved through carefully designed interventions to be implemented with direct agreements modalities:
 - Areas where more longer-term approaches and global vision are needed, like high level policy dialogue.
 - Areas where direct follow-up for applying lessons learned is needed.
 - Areas that need more long-term and constant interventions and approach:
- More specific definitions and prioritisation of some fields of intervention:
 - In the field of VET and skills trainings where the need is on highly professional grounds.
 - In the field of bilateral/multilateral relations, dialogue and agreements with Trade-Unions.

Absence of issues that shall be included in the priority actions and geographical areas:

- Vulnerable groups, especially migrant child labour, should be included as a priority area.
- Transit countries should be included as priority areas for labour and legal migration projects.
- Gender-aspects should be included in labour migration priorities in accordance with the recommendations of the OSCE guidelines related to this aspect.
- Crisis and other risks shall be an integrated part of all projects strategies and activities.
- Future Call for Proposals should include specific sections covering south-south migration (with dedicated budget allocations especially in the Arab world following the Arab Spring) in order to stimulate the formulation of concrete response. Emphasis should be put on transit countries in this respect.

General recommendations for an enhanced coordination and capitalisation

- Regular rounds of consultation between the EU Delegation and the partners in the migration field, in order to facilitate their coordination and, if required, to support the interaction with the Government.
- Furthermore, a higher degree of coordination and learning exchange with specialized agencies in the field of migration to enable cross-fertilization of ideas, sharing of research. EU Delegations could play a catalytic role in this respect.
- On a regional level, together with EU delegations, the International Organisations shall play this role of coordination and offer platforms for dialogue.
- An assessment study on the geographical level is needed in view of capitalizing all the efforts, results and achievements, of accelerating the process for translating knowledge and best practices into policy and defining new priorities.

Coordination and capitalisation of the knowledge tools produced within projects funded by the two programmes is needed. A classification is needed in order to have a knowledge-database, and make it accessible (through a website for example). The Call for Proposals can include it as tasks when a study is produced.

2 – Evaluation Framework and Methodology

2.1 Brief background and purpose

The Evaluation of the Concrete Results Obtained Through Projects Financed Under AENEAS and the Thematic Programme for Migration and Asylum (TP MIGRAS) focuses on projects covering the specific sub-sector of Labour Migration, including Circular Migration.

The specific objectives of the evaluation include also the analysis of circular labour migration movements from third countries to Europe and for this reason a fifth sub-category has been introduced in the evaluation in order to separately assess issues pertaining to temporary and circular labour migration (insofar this is allowed by a degree of overlapping among the different categories and strands).

All these labour migration projects were/are financed under two major thematic programmes (AENEAS and TP MIGRAS) which addressed a whole range of migration issues and sub-sectors, in addition to legal and labour migration, having a wide geographical coverage - structured according to the migratory « route » and migratory « flows » concepts - and with activities spread over a long period from 2005 to 2011. For this reason, while some projects have since long been completed, others are presently ongoing and at different stages of implementation.

For the purpose of this evaluation, a total of 24 projects – 11 funded under AENEAS and 13 under TP MIGRAS – have been selected (see Annex 2).

2.2 Phases of the evaluation, evaluation questions and methodological approach

2.2.1 - Inception

The inception phase started with a preparatory meeting, which took place in Brussels on 11 February 2011 with the Reference Group. During the meeting, the Terms of Reference were discussed in detail and methodological aspects relating to the evaluation were presented by the evaluation team. The list of projects to be studied (see Annex 2) was also finalized.

During the inception phase, the evaluation team has reviewed the general documentation already made available and has provisionally classified them, on the basis of the information available, according to the five sub-categories identified. A decision was taken to consider separately the two projects (out of 24) relating to Mobility Partnerships with the EU - which are therefore not included in any sub-category – as they appear to encompass several themes and strands at the same time.

This exercise was eventually completed during the implementation phase, as soon as additional project information was gathered or received, and as a result (Chart 1 below) the following categorization was used during the evaluation:

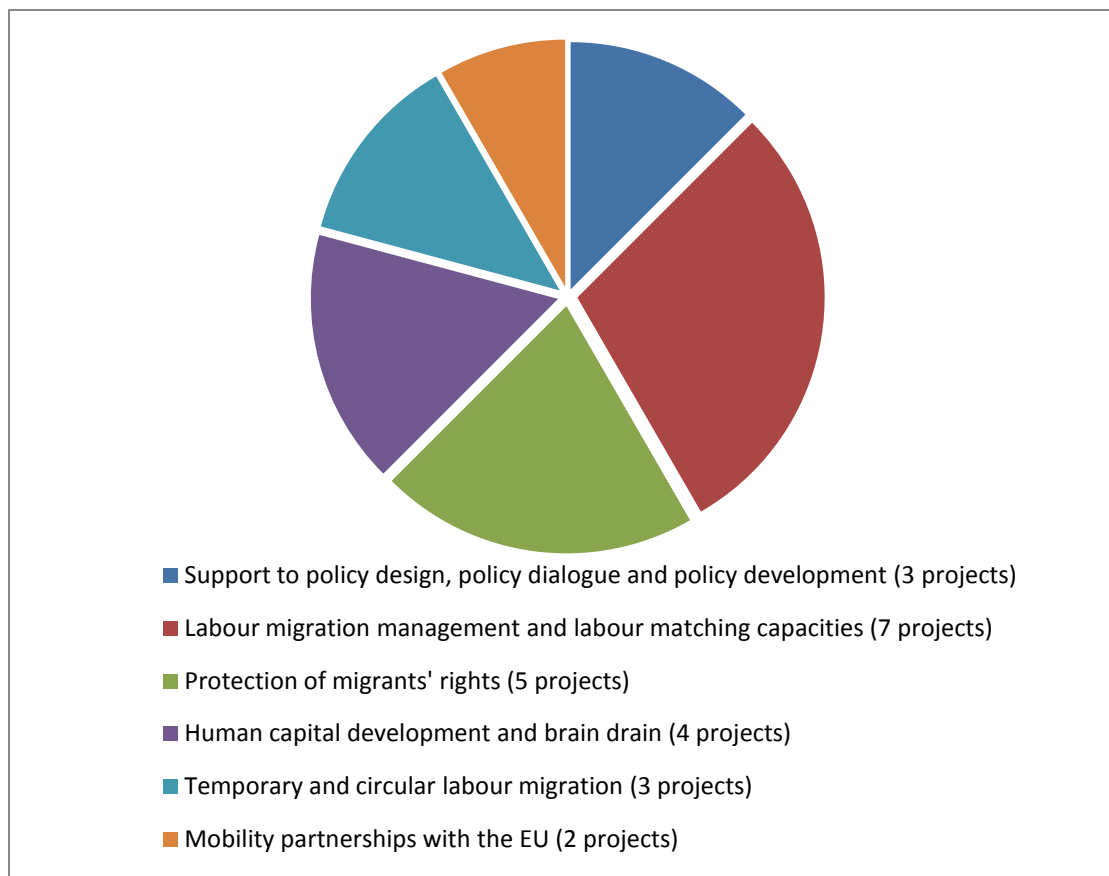


Chart 1

During the Inception Phase, the evaluation team has also developed a project fiche format/grid to be used during the desk study and the field visits in order to summarize the most significant information on the projects to be studied/ visited. This format/grid has proved particularly useful during the implementation phase in facilitating the elaboration of evaluation questions and for comparing different initiatives throughout the assignment. Project fiches of visited projects are also annexed to this report.

2.2.2 - Implementation Phase

a) Desk study and formulation of evaluation questions

As soon as all the relevant project documentation had become available, the evaluation team proceeded to analyse projects and issues according to the five main evaluation criteria (relevance and design, efficiency, effectiveness, impact and sustainability) as well as having regard to the most relevant cross-cutting issues (gender issues, visibility etc.). Categorization of individual projects was further refined (see Chart 1 above), but the result should be seen as a practical tool providing guidance for further analysis rather than as a definitive and exclusive answer since projects often tend to address more than one strand or theme.

It should be noted here that, in the AENEAS and TP MIGRAS context, overlapping of sub-sectors with respect to international migration - and of sub-categories within the Legal/Labour migration dimension – is rather frequent. Circular migration projects, in particular, have alternatively been considered either within the migration and development and/or the labour migration sub-sectors as a further demonstration that exact categorization is sometimes elusive. For instance, projects funded under the two thematic programmes and classified under migration and development would better fit in some cases into the labour migration category. To reinforce this point, at least three projects included in the

scope of this evaluation were not classified as labour (or legal) migration projects in official programme documentation but are studied here as such in light of their apparent predominant focus. All of the above has posed some methodological challenges, which did require the adoption of a flexible approach in the course of the assignment.

At a relatively early stage of implementation, the Team has elaborated evaluation questions, in order to determine the actual focus of the evaluation and contribute to improve its usefulness for the EC and other stakeholders. Draft evaluation questions were submitted to the EC Reference Group for comments and approval. Evaluation questions were revised in order to make them more specific and additional questions were included. However, given the small number of field visits (and consequently of projects to be visited) foreseen under this exercise, some of these questions could not be answered consistently by project stakeholders since they were not fully applicable to their specific projects. For this reason, some questions were either regrouped with others or simply not retained for further analysis in the final reporting stage.

Several specific questions of thematic nature were elaborated, and then revised, to specifically analyse - in line with the described methodological approach - the five labour migration sub-categories identified. These questions were then used during the desk study and in the course of the field visits in order to extrapolate views from relevant stakeholders as well as to enable the experts to draw possible linkages and comparisons on issues of particular relevance to the sub-categories.

In addition, eight general and cross-cutting evaluation questions were developed, which take into account and are complementary to the questions used and results obtained for the AENEAS evaluation and the Mid-term Evaluation of TP MIGRAS (the list of the questions is in annex 1).

b) Field visits

In line with the Terms of Reference, the team has undertaken field visits to four beneficiary countries, identified and selected in consultation with the EC in view of their significance in terms of labour migration interventions, including typology, and concerned migratory route. These countries are:

- Armenia
- Bangladesh
- Moldova
- Morocco

A field visit to Russia, in combination with the mission to Armenia, could not take place due to delays with visa formalities and difficulties in matching availabilities of key interlocutors. Consequently, the visit focused on Armenia only.

In addition short and cost effective field visits were undertaken to a few locations in Europe in order to interview implementing organizations and complement information gathered in the field or, quite significantly, to assess more directly a few projects which could not be visited on site due to budgetary constraints and the political instability in North Africa which prevented the inclusion of additional countries in that region.

Visits/interviews in Europe took place to:

- Andalusia (Spain) for MIGR/2005/103-564 and MIGR/2008/152-804
- Geneva (Switzerland) for MIGR/2006/120-072 and MIGR/2008/153-705
- Milan (Italy) for MIGR/2008/153-614
- Paris (France) for MIGR/2007/129-786, MIGR/2008/150-904 and MIGR/2008/152-834

Through the above combination, the evaluation thus targeted specifically 14 projects while assessment of the remaining 10 projects was limited to the analysis of essential project documentation by means of a desk study (annex 2). It should however be noted that a few projects that could not be visited this time were assessed in the field during the Evaluation of the AENEAS Programme or during the TP MIGRAS Mid-term Review and substantial information had been produced in those occasions.

The experts were relatively free to adopt their preferred techniques (direct collection of monitoring data, structured and semi-structured interviews during the field visits, e-mail exchanges or phone interviews, use of questionnaires etc.) a project fiche/format grid was developed, as mentioned, for the purpose of evaluating individual projects and to ensure harmonization in the presentation of findings and conclusions from individual assessments. It should be noted that a few implementing organizations or other interlocutors did not respond to the questionnaires sent or were not otherwise available in order to provide their input to the evaluation.

From a methodological point of view, the Team would have preferred not to concentrate all field visits at the end of the implementation phase but to pursue an approach combining desk studies and field visits in such a way so as to be able to test in the field theoretical models and concepts elaborated from the desk study. This has not really been possible due to delays in the choice of countries to be visited and logistical constraints with the result that not enough time has remained at the end for drawing up substantial conceptual modifications emerging from practical exposure to the visited projects.

c) Reporting and dissemination phase

Once field visits were completed and their findings and conclusions had been translated into project fiches according to the agreed format, the evaluation team proceeded with the drafting of the final report which was submitted to the European Commission for comments on 14 June 2011³. The main findings and recommendations will be presented and debated at a Round Table to be held in Brussels on 30 June 2011 (see agenda at Annex 3).

³ The Final Report was further discussed at a debriefing seminar in Brussels on 16 June; comments were integrated and the necessary changes made in this present version.

3 – Context: overview of EC and International policies and objectives

3.1 Overview of the general international context

3.1.1 - The “3Ds”

The Global Commission on International Migration was launched by the United Nations Secretary-General and a number of governments on December 9, 2003 in Geneva. As independent entity, it had the mandate to provide the framework for the formulation of a coherent, comprehensive and global response to the issue of international migration.

In 2005, the Global Commission described the driving forces in international migration in terms of “3Ds”: development, demography and democracy. In its report “Migration in an Interconnected World: New Directions for Action”, the Global Commission stressed the need for greater coherence, cooperation and capacity to achieve a more effective governance of international migration. It presented 6 principal actions and 33 related recommendations that can serve as a guide for the formation of migration policy. This report led to the establishment of the Global Migration Group (GMG), an inter-agency group, which meets at head-of-agency level was formed early 2006. Its aim was to provide an operational response to the opportunities and challenges presented by international migration.

This was important in placing international migration in the global agenda and focus, at the global level, on the linkages between international migration and development, with the UN High-level Dialogue in Sept. 2006.

The General Discussion on Migrant Workers led by ILO in 2004 was a precursor in the area of migration and its direct link with labour more than with economy. The related ILO plan of action and the 2006 Multilateral Framework on Labour Migration for migrant workers elaborated an approach to migration from a labour market and decent work perspective. “Decent Work for all” (ILO, 2007) became an important framework based on the vision of migration for employment, where a rights-based approach to labour migration is adopted and the promotion of a tripartite participation (governments, employers and workers) in migration policy. This was further developed to include in its 2008 Declaration on Social Justice for a fair Globalization, guidelines for governments, social partners and other stakeholders in labour migration policy and practice.

3.1.2 - EC context, policies and objectives related to migration and labour migration in particular

In May 2005, the Council Conclusions and Policy Coherence for Development (PCD) recognised migration as one of the 12 policy areas identified in assisting developing countries in achieving the Millennium Development Goals. The Community’s work priority gave more focus to the objectives of better managed migration flows to the EU. Soon after, in Dec. 2005, the Council adopted the Global Approach to Migration, which initially focused on Africa and the Mediterranean region, applied later, to the Eastern and South-Eastern regions neighbouring the EU and then further enlarged towards Latin America and the Caribbean and some Asian countries.

The Global approach aimed to strengthen dialogue, cooperation and bring together migration, external relations and development policy to address the broad migration agenda in partnership with third countries.

Thematically, the framework of the Global Approach has been developed to cover three main areas of policy intervention for cooperation with non-EU countries. These areas are:

- better organising legal migration;
- reinforcing the prevention and fight against irregular migration;
- maximising the mutual benefits of migration for development.

The 2009 Stockholm Programme and Action Plan for the future development of the Global Approach to Migration provided initiative on maximising the positive and minimising the negative aspects of migration on development and on the effects of climate change on international migration, including its potential effects on immigration to the European Union.

A very recent evaluation of the global approach to migration underlines five weaknesses out of which it is observed that the EU has had more success in the East than the South, in terms of mobility partnerships (considered a clever tool for dealing with the complexities of the legal framework) visa facilitation and readmission agreements.

Concerning labour migration more exclusively, the Commission re-launched the debate about the 'added value' of common rules on labour migration with the 'Green Paper on an EU Approach to Managing Economic Migration' presented in 2004. Although most of the civil society actors who participated in the consultation process were in favour of a more skilled-transversal/horizontal and human rights-based approach, the majority of EU-MS expressed their support for a policy that prioritises measures to attract highly qualified migrants over others. In the Policy Plan on Legal Migration the introduction of a list of actions and legislative initiatives with respect to the "coherent development of EU legal migration policy" cover directives related to 4 specific categories of third-country nationals: highly skilled or qualified workers, seasonal workers, intra-corporate transferees and remunerated trainees. Whilst it foresees common rules on the social and legal rights of economic migrants, Member States remain fundamentally free to set admission volumes and conditions of entry. The risk is that the EU's important demand for low- and semi-skilled labour may continue to be largely addressed by undocumented migrants, while the highly skilled have not yet fully benefitted from the "EU Blue Card", adopted in May 2009, to obtain a special residence and work permit.

3.1.3 - Circular and Temporary Migration⁴

Circular migration patterns are based on transnational networks showing a relatively recent recognition of the significance of migrant transnational practices and more and more emphasis is put on the issue.

The Global Commission on International Migration recommends that countries of destination should provide mechanisms and channels to promote circular migration. IOM considers that more circular migration could bring benefits, especially to developing countries (IOM 2005), while the World Bank suggests that managed circular migration might increase broad opportunities for trade and investment, reduce 'brain drain' by facilitating the international transfer of skills.

In 2005, the European Commission recognised that circular migration policies could play a key role in fostering the transfer of skills to the developing world in its 'Communication on Migration and Development'. The Commission's "Policy Plan on Legal Migration", outlined within the list of actions and legislative initiative, possible measures for managed circular migration systems like long-term multi-entry visas or residence permits for returning migrants.

⁴ The main consulted document: Circular migration: the way forward in global policy, Steven Virtovec, Working Paper N°4, Int. Migration Institute, Oxford Univ. 2007.

This effervescence has not yet been followed by a common or international policy framework and for the time being the relevant and most successful actions stem from bilateral agreements for temporary or seasonal migration.

3.2 AENEAS and Thematic Programmes

The objective of these two programmes on migration and asylum is to help Third Countries to better manage all aspects of migratory flows. AENEAS was issued on the basis of the Regulation (EC) N° 491/2004 that established a programme for financial and technical assistance to third countries in the area of migration, while the Thematic programme's implementation is based on the Article 16 of the EC Regulation of 1905/2006 establishing the DCI⁵. This latter programme is complementary to financial instruments such as the ENPI, EDF and the geographic programmes of the DCI.

Its predecessor is the AENEAS programme from 2004 to 2006 that had replaced the B7-667 budget line. This latter was the first thematic intervention in the area of migration between 2001-2003 with fifty projects for a total amount of € 57 million. Between 2004-2006, AENEAS financed 118 projects in the area of migration and asylum for an amount of €120 million.

The Thematic Programme does not address the root causes of migration but emphasises capacity building and encourages cooperation initiatives in which countries of origin, transit and destination develop and share experience and working methods on various aspects related to migration.

The new strategy for the period 2011-2013 follows the thematic⁶ and the geographic⁷ approaches under which global and multi-regional initiatives are launched, with an indicative funding of € 179 million. The new strategy puts an emphasis on the Southern-Mediterranean flows together with Northern-African, Sub-Saharan and Eastern-European including the South Caucasus and the Central Asian republics. Two important new sectors are however introduced in this new strategy: minor migrants and vulnerable groups focusing also on trafficking of women and migration influenced by climate change.

⁵ This article mentions that the Thematic Programme should contribute to the realisation of objectives set out in the Conclusions of the Council held in Brussels in 15-16 Dec. 2005, namely to intensify Community financial assistance in areas concerning or related to migration in respect of its relations with 3rd countries.

⁶ The thematic component closely follows the five dimensions of the migration phenomenon: fostering links between those who are working on migration and development issues, developing tools to better manage labour migration, fostering ratification and implementation of the Geneva Convention and Protocol, promoting the implementation of the Palermo Convention and its Protocols, facilitating technical cooperation with Third Countries for preventing and managing illegal immigration.

⁷ The geographic component is nuanced by the differences introduced with "Migratory Flows" having considered that the concept of "Migratory Routes" approach was complex and not exhaustive as dozens can be identified and divided into sub-routes. These are: the Southern migratory flows, south-north migration including transiting flows of Northern and Sub-Saharan Africa. The Eastern migratory flows, dealing with East-West flows of Eastern Europe, South Caucasus and Central Asia. Flows from the Middle-East and the Gulf countries. Flows from Southern and Eastern Asia and the Pacific. Flows from Latin America and the Caribbean.

For the Thematic Programme the labour migration priorities are:

- Create sources and system of statistical info.
- Reinforce administrative services responsible for labour migration management so as to enable them to provide information to potential migrants on the risks linked to illegal migration as well as available channels for legal migration including entry requirements to the foreign labour markets.
- Build capacities of the national employment services and support the development of intermediation establishments.
- Train potential migrants, including their specific rights and duties.
- Create administrative services that ensure the protection of migrants and their families.
- Promote and facilitate temporary circular migration;
- Create mechanisms for better evaluating competences and making better use of human capital of migration.
- Migrants' rights protection.
- Support administrative reform process in the area of migration.

Between 2004 and 2006 19 projects were financed on the sector of Legal and Labour Migration accounting for almost 18% of the total AENEAS projects. As for the Thematic Programme, Labour migration represents 17% of the amounts allocated for the period 2007-2009 and 18.5% of the projects selected through the call for proposals 2009-2010.⁸

The rate of labour migration projects in the two programmes is constant and seems to be low. However, we have to bear in mind that as the labour migration cycle is approached globally in the projects from pre-departure training to return, the sub-sectors are not very distinct from one another and projects dealing with labour migration are not necessarily listed as such. This applies mainly to the Thematic Programme. Here, labour migration is the least represented, while the combination of migration development with labour migration is quite important and characteristic for the Eastern Migratory flow but also for Northern African countries.

- Migration and development is the sub-sector that has the most important number of projects for the Southern flow, whereas in the Eastern, although well represented it is never as a sub-sector by itself. It has also a relative importance in the Latin American route.
- Irregular migration is another sub-sector that is well represented in both Southern and Eastern migratory flows. It is often combined with trafficking, labour and migration and development.

In AENEAS the distribution is somehow similar although the projects are more focused on one sub-sector.

The assessment showed that the 4 sub-categories of labour migration are well covered by the projects although some have benefitted more efforts.

⁸ Between these two periods we can observe some interesting features: the reduction of illegal migration projects from 31 to 24.6%, as well as that of migration and development from 28 to 14.7% while migrants' protection increases from 9 to 24.7%.

4 – Findings

4.1 Evaluation questions - Answers by sub-category

Sub-category 1 - Support to policy design, policy dialogue, policy development

EQ 1 - Can it be said that projects funded under AENEAS and TP MIGRAS resulted in changes to any labour migration policies? Or, did they trigger, within the involved relevant authorities, reflections concerning related policy areas, such as domestic labour policy and vocational training policy? Has any bilateral agreement been signed between EU MS and the Third country as result of LM projects?

Although very few labour migration projects funded under AENEAS and TP MIGRAS have as their predominant focus the support to policy design and policy development, several did in fact exert significant influence on the formulation of labour migration policies at the national level or have the potential to do so in a significant way. While some projects have been recognized internationally as best practices in their specific field and have served as a basis for the elaboration of relevant policies and for the replication of its activities elsewhere, the extent of the impact clearly varies depending on the specific situation of a country or area. For instance, as pointed out already in the Mid-Term Review of the Thematic Programme, the integration of migration issues into development and labour-related policy making appears to be quite strong in countries benefiting from Mobility Partnerships (Moldova and Cape Verde).

In Moldova, specifically, the Mobility Partnership is fully functional and successfully supported by the Thematic Programme through MIGR/2008/165-058 implemented by the Swedish Public Employment Services. An important project component is to support relevant authorities in negotiating bilateral agreements pertaining to labour migration and social protection with EU Member States. Support consists of assistance in the identification of target countries, training in negotiating techniques, and preparatory work and support to the negotiation process. As regards social protection, four bilateral agreements have already been signed and negotiations are ongoing with an additional eight EU Member States (a firm schedule already exists for the conclusion of these agreements during 2011 - for instance the agreement with the Czech Republic is in its final stage awaiting ratification from the Parliament). With respect to labour migration, agreements have been signed with Veneto Lavoro (regional government, Italy) and Bundesagentur für Arbeit (Germany). A major Labour Migration agreement is expected to be signed with Italy in Rome in May 2011 while others are presently being negotiated. The entire process is closely monitored and supported by the project which is directly impacting on policy making in general and has certainly triggered reflections within the relevant authorities concerning the need to improve domestic labour policy (with respect to social dialogue, for example) and vocational training policy (regarding the need to create a more structured dimension by linking up with training institutions in EU MS for conducting specific training for returning migrants and for prospective emigrants, as well as by upgrading and reforming the national VET system). As it is the case in most situations, the project should however be seen as an investment that need to be further cultivated to enable progress in these and other related areas which have been supported for only a short period of time.

This is clearly the case of MIGR/2008/152-804 (Migration of Health Professionals between Latin America and Europe: analysis and generation of opportunities for shared development). Although we cannot really say that this action is directly determining changes in labour migration policies in the targeted countries, it is nevertheless reinforcing dialogue on relevant issues at a high level (Working Group of the Ministries of Health of the targeted countries) and helping with an interiorisation process, and by further sensitizing and accelerating a process for translating knowledge and best practices into

policy. The project can be defined as a start-up exercise to systematize best practices but it is basically part of a process that has just started. However, even here, practical applications of theoretical advancements can be detected, for example the influence being played on the forthcoming bilateral agreement between Uruguay and Portugal for the provision of doctors on temporary basis (with Portugal providing additional training and the doctors committing themselves to return to Uruguay at the end of the contract).

MIGR/2005/103-523, an IOM regional project funded through AENEAS and targeting several countries in Asia, although dealing mainly with labour migration to EU member states, was able to extend the outreach of its activities to GCC countries as well, which are the main destinations for labour migrants from the targeted countries. As a direct result of the project, agreements relating to migrant workers' rights were signed by the United Arab Emirates (UAE) with India and the Philippines, a major achievement by itself. In due time however, the project also had an influence and indirectly contributed to India and Denmark signing in 2008 a Labour Migration framework on mobility (the practical application of which was however affected by the economic downturn).

In a subsequent project, MIGR/2008/153-434, IOM further expanded and consolidated activities - for instance by establishing Market Research Units (MRUs) for the purpose of collecting information and reporting on emerging labour markets and skills required – which had an impact on labour migration policy formulation in three countries (Bangladesh, India and Sri Lanka). MRUs were clearly instrumental in Sri Lanka to the conclusion of Government to Government (G2G) agreements with Canada and Libya. In India, managed migration, regulation of recruitment agencies, provision of correct info to migrants and up-skilling of the labour force in order to benefit from labour agreements to be negotiated, are all very visible impacts directly or indirectly associated to the project. The first Migrant Resource Centre (MRC), set up through AENEAS in Hyderabad, was recognized by the Government as such an important and useful tool that it is now mandatory in India (newly adopted policy) for every State to set up MRCs based on the IOM model - a fully-owned process. More generally, the zero tolerance policy on illegal migration taken up recently by Gol, which was substantially influenced by the two IOM projects and the Colombo Process, is now a mandate of the Government, who is actually providing critical input to IOM in this area. In Bangladesh progress has been slower. The country has no bilateral agreement as such but MoUs (which require additional contractual agreements to enforce concrete actions and obligations) with GCC countries and South Korea. Nevertheless, the project is influencing the process and there is currently the possibility of entering in an agreement with Italy for the provision on a pilot basis of skilled workers (nurses). Further possibilities are being explored on the basis on information and research supplied by MRUs. Likewise, the action is instigating possible changes as regards labour policies in general, including vocational training policies, as a result of the increased understanding that very few migration channels exist at all in EU MS for low skilled migrants from non-EU countries and that skills development should gain a predominant role if these markets can be legally accessed in future.

If we consider changes in labour migration policy at the country level, Armenia has made considerable progress in this sense. The country has benefited from 3 projects financed under AENEAS and TP MIGRAS regarding labour and legal migration (MIGR/2005/103-475, MIGR/2006/120-072 and MIGR/2008/153-705), which, together with other efforts from other organisations and donors (DFID, UNDP, OSCE etc.) have changed the perception and shifted it from “security” into migration management and development. Until recently migration issues were dependent of the Police and the dedicated service had the status of an agency. In 2009, the agency became a State entity within the Ministry of Territorial Administration, participating to all government meetings and part of the National Assembly. This service is now elaborating its Policy Paper and drafting the Action Plan where 14 spheres of migration are identified. Objectives are defined for each of these areas followed by mechanisms, methods and directions of actions. The draft shall be ready in the first half of June 2011 and circulated officially to all ministries by the end of June.

The importance and potentialities of temporary and circular labour migration (TCLM) models introduced through AENEAS in Colombia/Spain ([MIGR/2006/120-237](#)) and between the Province of Huelva in Spain and Morocco ([MIGR/2005/103-564](#)) have been recognized at a very high level by the authorities concerned and have produced significant impact on policy formulation and the negotiation of bilateral labour agreements in those countries. In Colombia, the model elaborated by IOM in cooperation with FAS and PAGESOS SOLIDARIS has been reflected in the National Development Plan and in local development plans of selected areas for 2008-2012.

It has been pointed out in several occasions that more could have been done in the areas covered by this evaluation question. While this is always a valid argument, the main mechanism adopted for generating ideas and identifying interventions under AENEAS and TP MIGRAS – that is the launching of Call for Proposals - has clear limitations in an area where more precise (and therefore restricted) categories of implementers could possibly be called upon to elaborate more focused, specific and ambitious initiatives rather than allowing for a more open solution which allows wider participation but also a somewhat diluted and possibly less effective response.

In general terms, an important constraint being experienced while supporting policy changes by Third Country governments as regards international labour migration, domestic labour and other related areas, in line with internationally accepted standards and best practices, is the AENEAS and TP MIGRAS focus on migration to Europe. This is compounded in many cases by what is perceived as an excessive subservience of “neutral” or developmental-oriented activities, to be displayed at the origin, to the predominant concern on the European side for illegal migration issues. With very few exceptions, for instance, the two thematic programmes have not addressed in a significant manner the crucial dimension of South-South migration, particularly in Africa where intra-regional movements and internal migration (rural/urban) are vastly predominant. This can be explained by the fact that the focus on flows towards Europe is imposed by the legal basis of the thematic programme. The highly relevant and well balanced [MIGR/2009/153-183](#) (Migration of Physicians within and from Sub-Saharan Africa: Internal, Regional and International Movements), implemented by the World Bank, is clearly an exception in this regard. However, the project has only recently started and it is not possible to elaborate significantly at this stage. An excessive focus on migration to Europe would necessarily affect ownership and impact in projects targeting other regions as well. In Latin America and the Caribbean, where the major destination is North America, and in Asia (see the case of Bangladesh for [MIGR/2008/153-434](#)) where migration flows to GCC countries, predominantly, but also to North Africa (prior to the current crisis), the Middle East and selected countries in East and South-East Asia, as well as sub-regional labour migration within South Asia, are alternatively and constantly put at the forefront of the migration discourse.

EQ 2 - Have policy dialogue and coordination among relevant stakeholders increased in the domain of legal labour migration, and at what level, as a result of specific projects funded under AENEAS and TP MIGRAS?

Has the range of stakeholders involved in policy dialogue and coordination on labour migration been broadened as a result of specific projects?

While there have been only a few projects aiming at promoting high level policy dialogue at regional and international level on legal/labour migration, most did at least instigate enhanced interaction and dialogue at a lower (individual project) level. Depending on the specific situation of each project, increased - or newly established - interaction and dialogue have often found expression in the creation of new mechanisms through which constructive input is channelled for the purpose of improving the management of legal and labour migration. Plenty of evidence has surfaced, from this evaluation as well as from earlier exercises, that AENEAS and TP MIGRAS have enabled a very substantial

broadening, in quantitative and qualitative terms, of the range and type of stakeholders participating in policy dialogue and coordination processes in the domain of legal and labour migration. However, as noted in the Mid-Term Review of TP MIGRAS, this positive advance “has not always been translated into enhanced policy dialogue at a higher level”. It has, in other words, failed to take off from narrower project perspectives and reach out at the macro level, meaning beyond the specific objectives and scope of individual projects. In addition, positive lessons learnt have not been sufficiently shared and disseminated and the risk is there that they might be forgotten when projects come to an end.

Having said that, projects where high level policy dialogue and coordination was promoted and supported include the Mobility Partnership initiative in Moldova (where [MIGR/2008/165-058](#) has seen a significant level of involvement of 11 EU Member States in project activities and there are multiple opportunities for policy dialogue), IOM regional initiatives in Asia ([MIGR/2005/103-523](#) and [MIGR/2008/153-434](#)), and the regional project [MIGR/2008/152-804](#), implemented by EASP in cooperation with PAHO, which covers Latin America (see also EQ1 above). For the South Caucasus and Central Asia, the two ILO projects ([MIGR/2006/120-072](#) and [MIGR/2008/153-705](#)) have promoted dialogue and broadened the circle of stakeholders. This has led to achieve bilateral agreements between State migration agencies, Trade-Unions and Employers’ Unions of receiving countries that are the Russian Federation and Kazakhstan and sending countries like Armenia, Tajikistan and Kyrgyzstan.

As regards IOM, the two projects have supported from 2006 until now the Colombo Process (a very important Regional Consultative Process on migration involving 11 countries in Asia) and by linking it up with EC MS through the Asia-EU Dialogue on Labour Migration platform have enabled a broadening of relevant interlocutors and set in motion processes that are certainly leading to improved coordination among actors, exchange of best practices, opportunities for policy dialogue and the translation of these reflections in public policies having a dual benefit basis. The projects have supported two meetings of the platform so far and brought together senior labour migration officials from Colombo Process countries, EU institutions and EU MS. Substantial progress has been witnessed in the more recent event (February 2011) which has gone beyond intellectual exchange and sharing of information by producing clear recommendations at the national, bilateral, regional and international levels. These recommendations can represent, if properly used and translated into practice, valuable tools for stimulating and monitoring progress by all committed parties in specific areas related to labour migration. It is also significant, in regards to this, that all stakeholders have felt the need to intensify participation in the process by requesting for a third meeting to be organized already in 2012. This should be seen as a very positive indication in an overall context where third countries had not been “always eager to engage in a dialogue that they perceive to be too oriented towards EU policies and regulations”, as noted by the Mid-Term Review of TP MIGRAS.

EQ 3 - Was field research, data gathering and analysis of migration flows supported by the projects sufficient to enable progress in policy design, policy dialogue and policy development and, if no progress has been witnessed, what are/were the main obstacles?

Field research, data gathering and analysis of migration flows have indeed come to represent significant clusters of activities for several projects. Whether the outcomes of these analytical efforts (which are generally of high quality) have actually been used, shared or appropriately disseminated in order to influence policy making and policy dialogue, beyond the architecture and scope of individual projects, is more difficult to determine. Obstacles are sometimes conceptual (flaws in project design) or generated by “proprietary attitudes” with respect to information produced, in light of existing competition, uneasy coordination and diversity of objectives among key stakeholders. While sharing “externally” appears to be a problem, field-based evidence suggests that circulation of information and research developed through project activities amongst relevant project stakeholders (that is

“internally”) is by no means guaranteed. For instance, research publications produced through [MIGR/2007/130-078](#) (Brain-Networking) have not been shared with local partners and relevant authorities in one of the target countries (Moldova) one year after the end of the project.

A few projects stand out for the potential significance of the research undertaken and information gathered through AENEAS and TP MIGRAS.

[MIGR/2009/153-183](#) (Migration of Physicians within and from Sub-Saharan Africa) is basically a research project aiming at comprehensive data collection and analysis on brain drain in the specific field of the migration of health professionals. It is particularly relevant to this evaluation question given the fact that the substantial original data that will be collected, and solid empirical analysis to be carried out, are expected to lead to the design of appropriate policy tools, including for providing African physicians with the incentives that will increase voluntary retention in their home countries as well as in rural areas. Unfortunately, the project is just at an initial stage and could not be assessed as far as the achievement of results is concerned.

The already referred to [MIGR/2008/152-804](#), concerned with similar themes in the Latin America context, has a very strong research component, which has been fully implemented. It is meant to fill the existing information gap in most target countries regarding human resources in health, particularly about the needs for new resources, which result from the emigration of health personnel. This is achieved through the creation of a regional network of analysis of health personnel migration which is feeding relevant information to health authorities in the region to enable them provide a better input into their human resource planning processes. As a concrete example, the project has developed specific tools such as good practices for the management of professional migratory flows and a methodological guide on human resources planning which will be disseminated in Latin America and among selected health ministries in the EU.

[MIGR/2008/152-970](#) (Improved local management of flows of migrant domestic workers from Bolivia, Colombia, Ecuador and Peru to the EU, primarily Spain) is the only project to focus exclusively on domestic migrant workers and has been studied under Sub-category 3 – Protection of Migrants’ Rights. It is still ongoing but has already produced very valuable research and information which should enable civil society organizations that are supporting migrants, at the origin and destination, to better interact with local authorities, share with them the newly acquired knowledge and information and encourage them to take evidence-based decisions on policies and programmes aimed at migrants, including by providing them with adaptable examples of good practices carried out by other public authorities in comparable circumstances.

Project [MIGR/2006/120-072](#) initiated important research studies with in depth analyses and precise recommendations that became altogether the basis of the activities for the succeeding project ([MIGR/2008/153-705](#)). A continuation of activities was thus ensured. For example, the study entitled “Handbook for Armenians Abroad” helped the Ministry of Diaspora of Armenia tackle differences between “re-integration” and “repatriation” and consider next to its “traditional” diaspora⁹, a new diaspora of economical nature composed of labour emigrants.

Finally, [MIGR/2008/153-614](#) (Promoting safe migration and local development in four districts in Bangladesh through awareness raising, skills development and institutional capacity building), has produced - in addition to research outputs which should find translation into concrete actions and policy making in the longer term (such as a study on the social impact of international migration on

⁹ The traditional diaspora is not economical. It consists of all persons of Armenian origin and all Armenian communities, in Europe for example, whose background is related to the Ottoman Empire.

those left behind, family members etc) - an impressive amount of data and information collected at the community level through household registration in migration-prone districts. This is quite an achievement in Bangladesh where important information relating to migration (such as migration cost, money management, use of remittances, social aspects at the level of the individual families including gender, migration channels etc) has rarely been collected below district level. Thorough analysis of this information will enable the implementing organizations – Terre des Hommes, Italy and the local partner WARBE - to better understand migration dynamics at the village level and facilitate integration of problems and constraints which have emerged at the grassroots into more comprehensive and coherent policy design and policy development at central level.

If the knowledge produced has been essential to achieve progress within a project, it has not always been capitalised and shared by others, as underlined above. For example, Tajikistan and Kyrgyzstan have benefited from 3 TP MIGRAS projects, under Labour Migration in the same Call for Proposals ([MIGR/2008/153-830](#), [MIGR/2008/152-834](#) and [MIGR/2008/153-705](#)). All three have produced research of good quality that have directed and prioritised the activities and the methods of intervention. While being complementary, these researches have not been shared among the projects and there has been no coordination or joint actions, which would have better anchored the impact of the results on one hand and enhanced the visibility of the two programmes on the other.

Sub-category 2 - Reinforcement of labour migration management and labour matching capacities (data collection, profiles assessment, pre-selection, recruitment, cooperation with countries of destination, reintegration in the labour market of returnees)

EQ 4 - Which new tools were developed or introduced by the projects to better manage international labour migration? How effective and sustainable have they been?

Several tools were developed by the AENEAS and TP MIGRAS projects in order to better manage international labour migration. These include information centres for migrants (such as Migration Resource Centres, Emigration Information Bureaus, Info-points etc.) established by most projects in order to facilitate collection of information pertaining to migration and to provide would-be emigrants with reliable and up-to-date information on legal migration opportunities and on the risks associated with irregular migration thus contributing to a better understanding of possible options (described in detail at EQ 9).

Support from the thematic programmes has proved essential in allowing introduction (and a degree of experimentation, albeit not always successful or sustainable) of information systems for the management of labour migration, run for the most part during the life of the projects by implementing organizations and characterized by different levels of ownership and participation of beneficiary institutions. Among the most significant and promising experiences is the new information system for the management of labour migration in Moldova (SOFT) which has been technically supported by [MIGR/2008/165-058](#). This information system is meant to record all Moldovan citizens working legally abroad and boasts all the necessary technical features to ensure security, data protection, reliability etc. With a view to improve the overall quality of labour migration management in the country, it is expected to become (by July 2011 according to the work plan) a fully integrated system connected with all relevant State institutions. This will give the entire network of the National Employment Agency (NEA) online access to 13-14 other databases of government institutions dealing with different aspects of labour migration and greatly improve its capacity to provide comprehensive and qualitative services to different categories of migrants and job seekers. In general terms, the project is very strong in the area of IT development, as it is evidenced by widespread capacity building activities in this area and technical improvements to existing applications such as the JOBLESS information system.

MIGR/2007/130-328 (Capacity building of governmental and non-governmental agencies to manage emigration in Egypt) implemented by the Greek NGO "Development and Education Centre European Perspective" has introduced EUROACCESS, an integrated mechanism for the provision of quick information and data on EU vocational training and employment opportunities including reliable data about the legal and social framework. The EUROACCESS system is meant to become a practical and advanced tool for a quick matchmaking of potential job positions and training courses relative to the profile of the Egyptian would-be emigrants. Similar tools, as well as simpler modalities, have been used by selected target groups for detecting and assessing current labour shortages and possibly projecting future manpower needs in countries of destination and for exchanging this information with counterparts at the origin for the purpose of filling identified gaps. Activities of this kind were experimented for Morocco and Egypt in MIGR /2006/120-199.

Among these experiences, the computerized system for managing the supply and demand of jobs introduced in Cartaya (Spain) through MIGR/2006/103-564 is still very much in use, has been updated to reflect changes on the ground and includes applications which are now fully managed by the counterpart at origin (ANAPEC). From the original SINCO, which was elaborated to have computerized information on the selection process of the temporary migrant workers, new applications have been developed to differentiate, for instance, information required and procedures to be fulfilled according to the status of the migrant workers (*genericas* – who participate for the first time in the circular migration scheme – versus *repetidoras* – who have already successfully participated in the programme and returned to Morocco at the end of their contract). This new simpler application (SINCO.doc) has been developed in the French language as it is handled exclusively by ANAPEC in Morocco and allows, among other things, to export all the information required to issue work visas at local consulates. Another application - SINCO-PS, managed in Cartaya for the entire Province of Huelva – has enabled users to draw very useful reports and timelines on the project, including on the historical records of individual workers (training courses done; names of employers; type/dates of contract; whether contracts were fulfilled or not etc – see also EQ 12).

Again in the context of temporary and circular labour migration, considerable work was done through MIGR/2006/120-237 (one of the most successful projects under AENEAS) in order to make co-development an effective tool for connecting the benefits of migration with productive development in the country of origin. For this project, a solid and articulated partnership crossing over the two target countries and involving a leading intergovernmental organization in the migration field as implementing organization, employers' associations in Spain, the UN system, government at all levels, civil society and the private sector in the country of origin/return, has made it possible to adopt a comprehensive approach which encompassed: training programmes at the origin and destination for the migrant workers, the design of productive projects, the promotion of technological transfer and know-how, the identification of community leaders and their training as co-development agents, the promotion of community projects as an alternative to individual initiatives, constant technical follow-up and accompaniment of family members of migrant workers in implementing co-development initiatives, the provision of psycho-social assistance and so on.

An innovative and potentially very important tool has been introduced by the relevant governmental agency in Bangladesh (BMET) within the framework of MIGR/2008/153-434: the SMART Card – Emigration Clearance Card currently being issued to all labour migrants leaving the country which is connected to an information system and data base directly accessible at international departure terminals and throughout the network of BMET offices. Use of the SMART Card provides relevant authorities with full identification and information (including fingerprints) on the departing labour migrants and will allow (once the info automatically-generated at departure is fully complemented with data to be collected upon return from earlier migrants who had not been previously equipped with SMART Cards) an overall picture of labour migration flows in Bangladesh as well as to progressively link the use of the cards to entitlements for migrants at all phases of the migration process.

There has been a considerable transfer of professional know-how and expertise regarding the facilitation of international mobility through projects [MIGR/2007/129-786](#) and [MIGR/2008/153-904](#) in 4 Western and 1 Northern African country. The two lead implementers, Pôle Emploi and GIP International, have worked with their direct counterparts, which are public state institutions for employment: ANETI in Tunisia, ANAPEC in Morocco¹⁰ ANEJ in Senegal for youth employment, APEJ in Mali and the National Fund for Employment in Cameroun. The main focus was to develop and sometimes create within these institutions the international sector. For example in Tunisia ([MIGR/2007/129-786](#)) ANETI was formerly divided into 4 departments dedicated to employment seekers, future promoters, head of companies and investors. A fifth sector was created for international mobility with the training of 8 persons and the necessary support. This includes the complete cycle of the migration process from pre-departure to return by offering trainings both for skills development and management. Focus was also put on creating links and networks with embassies of EU/MS and other receiving countries.

The International sector of Pôle Emploi was the basis of all networking. However, ownership of the activities from ANETI began during the project period with contracts signed and employment relations established with the Gulf countries without the mediation of any implementing partner.

Finally, in South Caucasus three projects under AENEAS and TP MIGRAS ([MIGR/2005/103-475](#), [MIGR/2006/120-072](#) and [MIGR/2008/153-705](#)), created labour migration information resource centres. The centre in Tbilisi, established by IOM ([MIGR/2005/103-475](#)) was well functioning during the life of the project but the country did not have the capacity to continue due to its unstable political situation, while in Armenia the centre was directly created within the State Employment Service and is functioning, the corresponding website has been upgraded and TV spots have been produced. The two ILO projects further developed two other centres in rural areas in the country as one of the studies showed that labour emigration had shifted from urban to rural areas. Despite these, the information on opportunities, possibilities and ways to attain them are still communicated in an informal system through individual and personal relations.

EQ 5 - To what extent employers seeking for foreign labour and would-be migrants seeking for jobs abroad have been facilitated, through specific LM projects, to find the appropriate candidates/vacancies? Which constraints emerge in this specific area of intervention?

All these projects intervened at a preliminary stage of labour migration management. That is, at a stage where the very first devices had to be created such as the international services within the employment agencies with all the training and networking activities. These are the first steps to facilitate the interaction between the local supply and the international demand. In the projects, all of these devices were accompanied by communication strategies to attract the potential labour migrant and offer legal migration possibilities. It is probably too early to assess the extent to which these are effective and the extent to which the elaboration of these tools in the different countries is creating practices and changes in behaviour. Given that informal means co-exist as they are embedded within social relationships a daily habits shifting from the social to the administrative or the institutional mechanisms proposed within these projects, would require more time. And, the institutional here is “international” or extra-national the least. A long-term assessment is not yet possible although the two programmes offer an important time span that helps us have a “meso-level” overview. The very existence of these devices go a long way towards changing perceptions and habits amongst a society

¹⁰ The second project accompanying ANAPEC Morocco was financed under MEDA 2. This project has been an initiator in the sector international mobility in North Africa. Project [MIGR/2007/129-786](#) under AENEAS, Tunisia was elaborated following a demand coming from Tunisia. With the call for Proposals of 2009-2010, Pôle Emploi will continue the same actions in Egypt and Mauritania as a response to demands coming from both countries. In this latter project, ANAPEC is an implementing partner, having now acquired substantial expertise.

where illegal movements were thought to be the only possible ways for international mobility. Most importantly, these projects help illustrate that legal movements are also possible, available, and that the migrant is not isolated.

An observation is important to make at this stage. The success of the initiatives covered by this evaluation question depends also on the type of implementer. State Employment Agencies in beneficiary countries can receive technical support but in order to change attitudes, to be capable to introduce new services, establish networks with embassies and other international organisations, the status of the implementer has often proven to be invaluable. If Pôle Emploi or GIP International were able to have the availability of all their interlocutors and counterparts it is because they are state and public services too. This observation reiterates what has already been pointed out in the evaluation question 1, namely the need of a more precise categorisation of the implementers based on their different possibility of access to governmental counterparts and local interlocutors. Each actor has its own specificities and, in a nutshell, we can say that national institutions have a better access to their counterparts, international organisations have more overarching capacities and NGOs have direct relation with grassroots level interlocutors.

Finally it is important to underline the limitations of such an evaluation with short field visits. Given the short time span, assessing this kind of impact is often difficult at best as the outcome requires behavioural changes – from social habits to institutional practices – which inevitably take more time. Furthermore, a short stay in a country does not always give the possibility to contact a sufficient number of migrants (and more particularly would-be migrants which is a concept already difficult to identify) in order to have consistent qualitative data that can allow for a generalised evaluation result.

EQ 6 - To what extent pre-departure information/vocational training modules are useful to bridge the gaps in the professional profiles of migrant workers and allow them to make full use of their skills and/or simply to smoothly integrate into the labour market and society of the country of destination?

Several projects have incorporated various types of pre-departure modules and vocational training for the above-mentioned purposes and to improve the comparability between the qualifications of third country workers and the skills demanded on the EU market. Language courses offered to prospective migrants are also pertinent to this evaluation question.

Generally speaking, the main limitation is the inability of most implementers to successfully mediate between Governments in reaching the conclusion of agreements for the provision of manpower in a specific sector. In some cases, even if vocational training modules of good quality have been designed and provided at origin, there is no guarantee that beneficiaries will actually succeed in migrating or making full use of the acquired skills at destination. These vocational training courses might very well be based on a correct analysis of the type of broad sectors where manpower shortages in general terms have been identified in a given country but the link with actual availability of a comparable job within an appropriate timeframe is always difficult and dependent upon external factors which are not usually predictable by the project immediate environment (shifting demand or changes of policy at destination, impact of economic recession etc).

In some cases, corrective measures can be taken in the course of implementation. MIGR/2008/153-614 had initially foreseen the upgrading of existing vocational training modules offered by the Government of Bangladesh in the manufacturing sector which were dropped from the project as a result of the findings of the research on labour market in Italy, carried out at an earlier stage of implementation. As it happens, employers in Italy would look more at aspects relating to motivation and work adaptation rather than at the acquisition of specific skills prior to, and as a condition for, departure. They would usually provide initial intensive and company-specific on-the-job training to

migrant workers having the 'right profile' and would therefore not find particularly useful an investment on broader training in the country of origin as a condition for securing employment. However the reality of the example presented – which seems to apply to other EU MS as well – is indicative of difficulties facing implementers in this specific field. Even if the project is now correctly focusing on the provision of vocational training in areas confirmed by the labour market research (VETs for the Catering Sector and for Care Givers), it is not possible to say that these migrants would actually migrate to Italy once training has finalized - and not to Gulf countries for instance - in the absence of a “functional system” incorporating all the necessary requirements in terms of coordination at the receiving end.

It should be noted the difficulty of organizing effective pre-departure training in Bangladesh. Participation has not been very high. This possibly because it is difficult to identify the right users given the fact that migrant categories are not easily defined (returnees for instance may include very different profiles depending on the region of return – Gulf, South-East Asia, East Asia, Europe, North Africa- but also circumstances of return, length of earlier and future intended stay abroad, individual and/or family migration patterns etc) and that the demand is subsequently different. More significantly, reduced participation has to do, in Bangladesh as well as in other countries, with the absence of a transparent system that “functions”, as explained above, and therefore provides a clear legal channel to migrants' aspirations in a specific labour sector.

Evidence gathered through the evaluation points to the fact that there is a long way to go to support EU MS in developing a workable systemic approach. The two thematic programmes have enabled a high degree of experimentation but only few solid experiences. Ideological debate and political considerations have largely prevailed to the search for technical solutions which are beneficial to both sending and receiving countries, as well as the migrants themselves. This systemic approach is possible as it is shown by the Employment Permit System (EPS) of the Republic of Korea which involves 15 labour sending countries in Asia (including Bangladesh, where it works very well) cooperating closely through designated agencies in a very transparent recruitment process involving: preliminary training at origin in Korean language and culture and on the specifics of the applicable trade in the Korean context; online examinations and final selection process by the RoK Human Resources Development service; matching of employers and candidates by Korean job centres; specific and tailored employment training upon arrival (as well as further language training and orientation on local customs and laws); recognition of equal rights as Korean nationals; provision of insurance, accidental compensation and minimum guaranteed salary as well as possibility to change employment up to three times over the standard contractual period of three years.

EQ 7 - To what extent capacity building initiatives and specifically tailored training supported by the projects have helped in building expertise and practical know how in the management of labour migration? How, and in which specific operational areas are these newly acquired capacities utilized at present?

Both the AENEAS evaluation and the TP MIGRAS Mid-Term Review have recognized that the technical assistance provided for the labour migration sub-sector has been of “high quality and to a large extent successful in building capacities of national counterparts in the public, but also in the civil society sector”. Furthermore, it was “often complemented by information and training structures put in place by EU Member States partnering in projects”¹¹. Capacity building and training in migration management techniques, and on specific themes of particular concern to a given project, have played a fundamental role for all initiatives undertaken for this sub-sector. Relevant activities have obviously taken many forms and targeted a varied audience but in general it can be said that substantial efforts

¹¹ As stated in the Mid-Term Review of the Thematic Programme

have been made by the implementing organizations in carefully identifying the target groups, in tailoring training activities to the actual needs and requirements of the selected beneficiaries and in developing appropriate tools and well elaborated modules in order to deliver the product.

MIGR/2008/165-058, within the framework of the Mobility Partnership with Moldova, supports an impressive array of training and capacity building activities, carried out by project personnel and experts from EU MS, targeting different categories of beneficiaries. These activities are well conceived/elaborated and of very good quality. They are not limited exclusively to technical aspects but attempt to inspire changes in ways of thinking and of doing things, bringing to fruition innovative approaches and new operational modalities. Progress in this area is compounded by the introduction of new tools, sustained IT development and other technological improvements, as explained in EQ 4. Furthermore, target groups do benefit from exposure to practical experiences of selected EU Member States in these areas. One important aspect is the clear understanding of the need to further disseminate the outcome of the capacity building initiatives implemented to a wider audience of relevant beneficiaries, in order to increase sustainability and impact. This applies to activities targeting national administrations but also to other initiatives such as the successful pilot action co-funded by Italy on vocational training (30 trainees) in the wine sector – traditionally very important in Moldova – the results of which have been disseminated in four regions of Moldova and eventually benefited some 250 people from a considerable number of wine companies, covering all relevant technical and managerial aspects from production to quality control and market promotion.

There could be many examples of best practices in terms of capacity building initiatives implemented under the project sample. A good concentration of these can be analysed in the regional projects implemented by IOM to support the Colombo process (MIGR/2005/103-523 and MIGR/2008/153-434). The latter in particular has seen, in addition to more traditional activities, workshops for sensitizing the media on how to portray safe and legal migration; capacity building for a Vigilant Task Force (VTF) created for the purpose of monitoring the recruitment procedure for labour migrants in Bangladesh, sensitization and training targeting essential interlocutors from the complex world of private recruitment in that country, which should lead to the adoption of a Code of Conduct for Recruitment Agencies; and (although not directly supported by the project but influenced by the general understanding of critical issues it has generated) specifically tailored training for labour attaches from selected Bangladeshi diplomatic missions dealing with large numbers of Bangladeshi migrant workers.

MIGR/2008/153-904, by focusing on four western African countries, was able to create internal synergies within the four countries for mutual activities and the capitalisation of the enhanced capacities and potentials in these countries. As south-south migration and migration within Sub-Saharan countries is of a much higher scale than migration to European countries, this capitalisation of capacities, potentials and information among the four countries is an important achievement, replicable to other countries. Another important point to underline is the continuation of bilateral efforts and building upon bilateral work, in this case with France. These bilateral efforts existed before the TP MIGRAS project was initiated and they became the basis to the identification and the elaboration of the project: PADE programme in Benin with the decentralisation of actions, with the National Employment Fund of Cameroun etc. Intervening on 4 countries together and acting as a mediator between the countries and the international employment sphere on one hand, and on the other, initiating and establishing multilateral links and synergies among the institutions of these countries was made possible by the regional access TP MIGRAS offered. “At the end of this project the bilateral efforts will start again in order to continue the work and ensure the sustainability of the actions”¹².

¹² The director of GIP International.

Sub-category 3 - Protection of migrants' rights

EQ 8- Have authorities or employers in destination countries come to propose some agreements or contractual conditions that take into consideration migrant workers' rights, which are due to an increase of awareness fostered by projects funded under AENEAS and TP MIGRAS? And on the other hand, to what extent do migrants demonstrate, as a result of the projects, increased knowledge of their labour rights and understanding of labour-related administrative procedures, ability to interact with local authorities and other key stakeholders and benefit from associative opportunities in the countries of origin, destination and/or return?

The Mid-Term Review of TP MIGRAS had underlined the need of organisations specialised in labour to be more involved in projects related to labour migration. The presence of ILO is a response to this observation. And, if ILO's and other specialised organisations' input in this sector is rather on labour issues, there is considerable progress regarding labour related rights for migrants. This progress is important but it is surely too early to see to what extent these rights are applied from a country to another.

The major contribution related to this sub-category is the inclusion of labour migrants in the agenda of labour Trade-Unions. Where, labour becoming a common denominator, the migrant is recognised through his work and not by the mere fact of being a migrant, The Trade-Unions (of both origin and destination countries) provide also services related to migrant workers' rights. Project [MIGR/2008/153-705](#) has its focus on this issue. This project is the continuation of the previous actions financed under AENEAS, [MIGR/2006/120-072](#) whose second objective was to "promote decent work and enhance protection of migrant workers". This project covered two Central Asian Republics-Tajikistan and Kyrgyzstan and Armenia from the South Caucasian Republics. All three are sending countries to the Russian Federation and Kazakhstan.

In the Central Asian Republics the studies aimed at legislative issues but also on the employment of migrant workers in Kazakhstan in the informal economy and the rights of irregular migrants and their access to safety. These projects worked closely with the Confederations of Trade-Unions profiting from several important aspects: the fact that the confederation is represented in all parts of the countries, the solidarity ties among different Trade-Unions and finally, for the CIS countries, a general agreement on cooperation among the different confederations. This latter project gives an intra-regional and inter-regional coverage.

The implementation of the recommendations of these studies continued in South Caucasus with project [MIGR/2008/153-705](#)¹³ where Armenia is a sending country to the Russian Federation. Both Confederations of Trade-Unions in Russia and in Armenia adopted a resolution to include Labour Migration in their agenda and become active in migration governance issues.

In Armenia the Confederation of Trade-Unions was first reluctant to deal with migrants, as they were not considered as "workers" and the mere fact of being a migrant was more popularly equated with being an unemployed person. But then they concentrated their actions in two directions: rights and information with regards to migrant workers' rights. For the first, an agreement is being signed soon, mid June, with the workers' Trade-Union of Volgograd where migrant labour forces from Armenia is massive. The agreement will entitle Armenian migrant workers to be involved in the local Trade-Unions and benefit from the Union's support by paying 2% of their income. Irregular migrants can also be involved under some conditions. The support provided by Trade-Unions is in advocacy, in obtaining due form contracts, insuring pensions and conditions for decent work.

¹³ For the Central Asian Republics a third project is implementing the recommendations and this is out of the scope of the present evaluation.

As for the second activities related to information dissemination on legal work abroad, the Confederation of Trade-Unions in Armenia benefitted from its centres in remote areas to reach the potential migrants by addressing to the unemployed persons.

It is important to underline that the overall legal and cultural migratory context of a given country matters when it comes to defining legal and illegal migration. The situation in CIS countries illustrates well the relative nature of these categorisations. Armenia is a non-visa country for the Russian Federation so the illegality starts when an Armenian works without any contract or in the informal sector. But then, the informal sector is not considered locally as a totally illegal sector and many migrant workers who have legal employments do not have legal contracts. In many countries contracts are verbal customary agreements, and have more social values than written documents.

The Union of Employers in Armenia has also been active to combat trafficking through the elaboration of a Code of Conduct targeting the private companies or persons that can be involved in forms of trafficking, mainly in obtaining false visas or travel documents.

An interview with a returnee migrant from the Russian Federation shows how much the gap is deep between these challenges and the realities of the street. The main emphasis the migrant worker put was on personal security and not on rights in Russia stressing that to be a legal migrant worker with all the necessary documents is not enough to prevent arrest, police misbehaviour and corruption.

This sub-category counts five projects with the focus on protection of migrants' rights. They are implemented in different ways, concentrating on country-level or regional issues or on provinces. The important issue is to underline the engagement of the civil society be it confederations, or CBOs. International organisations like ILO has an important input through its professional know-how and has an overarching position at least for CIS countries of Central Asia and the Caucasus, while NGOs work on the local level. And, if the national and regional level is important in achieving agreements and in bringing together legislative issues, the grass root level is directly linked with the informal, the social relations and can have a considerable influence on the whole migration cycle and more specifically at the decision taking level.

In the above sub-categories, we mentioned the necessity for the Call for Proposals to define in a more accurate way the categories of implementing agents at least for an enhanced professional efficiency and better access to the counterparts. In this sub-category the implementing agents are international organisations or NGOs and while they are addressing the same issues, each has also a specific intervention territory and method that can only be complementary.

EQ 9 - To what extent are would-be emigrants in third countries better informed, as a result of the projects, on the possibilities of legal migration, on labour needs in Europe and on the risks inherent to illegal immigration ? And how were these migrants better equipped to enable them pursue legal channels of migration?

Provision of information to would-be emigrants on the possibilities of legal migration and the risks inherent to illegal immigration features prominently in a wide range of initiatives belonging to most sub-sectors, not exclusively only to legal/labour migration. This is an area where considerable efforts have been done under AENEAS and TP MIGRAS. However, in order to pursue effectively a strategy to promote legal migration and discourage irregular migration, it was felt that, in addition to information, "some prospects must also be shown to recipients", and that, in this connection, "labour protocols need to be signed in order to promote at the same time job placement in some countries", for which frequently "another project is required in order to follow up information and awareness with concrete

steps”¹⁴. It is apparent that while as regards the first part of the question much progress has been done, the second part still requires considerable attention, as explained also in other sections of the report.

Correct information to migrants has been extensively provided by IOM, frequently in correlation with other services, in various countries worldwide through Migrant Resource Centres (MRCs) and similar facilities (for example Migrant Service Centres and “Sportele Migracioni”, established in the Western Balkans region under [MIGR/2007/130-069](#)). While many MRCs have been set up through AENEAS and TP MIGRAS, the creation of special offices dispensing information on-demand to migrants and their families, has become an overall approach of the organization. These offices are for the most part incorporated from the outset within government structures, or appropriately handed over to ensure sustainability.

Migration information centres providing this type of services to prospective labour migrants have been established by a variety of organisations, including NGOs, in most projects assessed under this evaluation such is the case of the six Emigration Information Bureaus (EIBs) established in Egypt under [MIGR/2007/130-328](#) by European Perspective.

The multiplier effect of these initiatives is quite evident at various levels. We have already mentioned that in India it has become mandatory for every State to set up MRCs based on the IOM model; in Bangladesh the network of MRCs supported through [MIGR/2005/103-523](#) and [MIGR/2008/153-434](#) will further be expanded with 10 additional offices to be established with UN Women support. Potential migrants are now better informed on the pitfalls of illegal migration, related aspects and possible alternatives, although more should be done to reach out to the communities where migration decisions are formed. As a matter of fact, the Government of Bangladesh is now better capacitated and structured at district level but still unable to spread information at the lower “upazilla” level and in migration-prone villages where civil society can instead play - if cooperation mechanisms can be institutionalized - a very important role, as evidenced by [MIGR/2008/153-614](#) implemented by Terre des Hommes – Italy. This project has made it possible, among other achievements, to spread for the first time realistic information on migration directly at the doorstep of grassroots communities where protection of migrants from the exploitation of middlemen is crucial and so far not effectively assured by relying exclusively on a centralised approach.

Provision of information to migrants on the risks of illegal immigration (including those associated with trafficking) and on rules concerning legal entry, stay, working/living conditions and opportunities in Europe are more directly linked with each other and cohesively disseminated in [MIGR/2008/165-058](#), supporting the Mobility Partnership with Moldova, than elsewhere. Here the main strategy has been to reinforce the information capacities of the National Employment Agency (NEA) and its ability to support prospective migrants and reach out to returnees. This is done directly through the NEA network of offices in the country, the newly established Call Centre and the Job Expo Centre in Chisinau. The new information system for the management of labour migration in Moldova (SOFT) supported by the project is expected to become a fully integrated system connected with all relevant State institutions (by July 2011 according to the work plan). This will give NEA online access to 13-14 other databases of government institutions dealing with different aspects of labour migration and greatly improve its capacity to provide comprehensive and qualitative services to different categories of migrants and job seekers. It is interesting to note that in the same country (as well as in Ukraine) a pilot initiative conceived and funded under AENEAS ([MIGR/2007/130-367](#)) has led to the establishment of Info Points - run by Trade Unions through locally trained operators - which are meant

¹⁴ Personal interview with Nicoletta Giordano, Chief of Mission, IOM Tirana, 16 June 2009 (Luca Aiolfi, Collected Notes, unpublished)

to provide similar services (including job matching) to potential candidates wishing to migrate to Italy for labour purposes. It appears clear that synergies should be established between the projects in Moldova to ensure the sustainability of info points by creating operational links with existing public structures.

Sub-category 4 - Human capital development and brain drain

EQ 10 - To what extent have projects funded under AENEAS and TP MIGRAS addressed the issue of the migratory outflow of highly skilled people from third countries and the relating developmental challenges for those countries? What lessons can be highlighted as regards brain drain mitigation, mobility of competencies and transfer of know-how and expertise which could have an impact on the countries of origin?

The issues inherent to this question are closely related to the migration and development sub-sector and were therefore addressed through various projects not included in the labour migration sample being assessed for this evaluation. This is the case for instance of the JMDI initiative which has brain drain as one of its focal areas as well as, among others, some actions funded under AENEAS, notably MIGR/2007/129-730, DIAS de Cabo Verde - DIASpora for Development of Cape Verde, a rather comprehensive effort to implicate the Cape-Verdean diaspora in development, either by helping suitable migrants to identify investment opportunities in the country of origin or by providing to skilled and high skilled beneficiaries opportunities to exploit their human capital if they choose to return (either on a circular basis or permanently).

Some of the promising activities introduced by MIGR/2007/129-730 were meant to be sustained through specific objective 2 of MIGR/2008/165-065 (Strengthening the Cape Verde capacity to manage labour and return migration within the framework of the mobility partnership with the EU) albeit in a somewhat diluted form. The project however suffered from a range of conceptual and structural problems (design flaws, lack of ownership, excessive articulation of partners and associates in the implementation, need to create capacity building “internally” to the detriment of activities focusing on beneficiaries, etc.), which have put effectiveness, sustainability and impact at risk. More than anything, initial indications showed a decrease of interest and engagement from diaspora associations and highly skilled potential returnees when compared to the earlier AENEAS initiative. This assessment is however limited by the fact that no visit was foreseen and project documentation presently available only covers activities up to 30 August 2010.

Some projects have rather ambitiously attempted to address the issue of brain drain through the introduction of models – to be tested through piloting initiatives – to be used in facilitating return and reinsertion of highly skilled migrants. By and large these experiences have not been successful, either because artificially designed to prove the validity of conceptual models frequently elaborated out of a one directional perspective (that is, without taking into account realities at the level of the country of origin) or because piloting has in fact been too small scale to warrant any conclusions (or a combination of both). MIGR/2007/130-078 (Brain Networking), facilitating the circulation from Moldova and Ukraine to the EU and back of 40 medium and highly skilled young people benefiting from on the job-training opportunities in Europe, is a case in point.

Some projects have addressed brain drain as one aspect of a broader involvement in migration issues. This is the case of MIGR/2008/165-058 supporting the Mobility Partnership between Moldova and the EU where job fairs are used to sensitize Moldovans abroad about opportunities for skilled workers who decide to return home. Three job fairs have so far been organized (Berlin, Padua and Rome) but paradoxically these events have been more successful in other areas (such as providing

opportunities for more productive interaction between authorities at the bilateral level including an ideal venue for signing agreements, for developing synergies with other relevant stakeholders such as IOM and CIM, Centrum für International Migration und Entwicklung, and in general for allowing a cross-fertilization of ideas emerging from different initiatives being pursued in the given context) rather than for the stated objective of actually attracting back suitable candidates.

As mentioned before, few projects address issues relating to human capital development and brain drain in the health sector. Three out of four projects belonging to sub-category 4 under this evaluation have health as their exclusive focus. These are [MIGR/2009/153-183](#) (potentially very significant but unfortunately at a very early stage of implementation to enable us to indicate specific lessons learned) and [MIGR/2008/152-804](#).

While impact in the area of brain drain and brain drain mitigation is clearly a long term question and quite difficult to assess anyway, particularly when visible progress would appear to depend on a process of change involving stakeholders at origin and destination over a protracted period of time (which goes beyond the life of individual projects), [MIGR/2008/152-804](#) is potentially a very serious action laying the groundwork for further progress in this area. There is a very serious deficit in the planning of human resources in the health sector in Latin America and clearly there is no shortage of potential opportunities to capitalize the results of the project and in particular the political and institutional synergies that have been created. It is evident that conditions should be created to mitigate brain drain and setting up successful models of circularity for high skilled workers in the health sector, which are lacking in the AENEAS and TP MIGRAS LM and MD packages where the only substantial and solid TCLM models appear to target temporary/seasonal agricultural workers. To do that, intense coordination with EU MS would logically be required in a follow-up action, but it is nevertheless felt that the impact of this project would be more visible if, in due course, the research undertaken could find practical application through the piloting of specific circular migration initiatives.

EQ 11 - To what extent Circular migration projects contribute or shall contribute to mitigate brain drain/brain waste?

As mentioned in the previous answer, the two most significant temporary and circular labour migration initiatives supported so far (through AENEAS) were in the specific area of seasonal agricultural labour migration and therefore involved predominantly unskilled or low skilled migrant workers.

Although much theoretical analysis and some small scale piloting has indeed taken place under the two thematic programmes, fully developed models for the circular migration of highly and medium skilled people - which could and should represent an important tool in the mitigation of brain drain - have not really been put in practice under the two thematic programmes.

On the one hand, the most serious projects belonging to the sub-category were rather preparatory in nature and did not foresee this kind of translation into practice; on the other, the circular migration concept needs to be further developed as it appears that incentives for return are not sufficiently strong, while this should always be the case for qualified and highly skilled migrants. Here, we are stepping on looser grounds since, historically, return of professionals and high skilled people to developing countries have only succeeded when accompanied by carefully designed reintegration packages (which do not need to be exclusively monetary but have nevertheless a high cost) even when return had not been conceived as permanent (not an enforceable condition anyway) but linked at best to a contractually binding period of time to be spent in the country of return (a minimum of two years for example). Support to return in the form of incentives has been a *conditio sine qua non* for the success of projects dealing with the movement of qualified people in pioneering strategies and

projects such as TOKTEN¹⁵ focusing on short-term return, and the more comprehensive EC-funded Return of Qualified Human Resources to Africa/Return of Talent program targeting qualified African nationals returning home from EU Member States in the late 1980s. The question is whether financial thresholds in force for projects selected through Call for Proposals under AENEAS and TP MIGRAS¹ would allow for well structured practical applications of circular migration models targeting qualified and highly skilled migrants.

In this area, there has been a tendency to try to do too many things at the same time and perhaps an excess of improvisation. In some cases the impression remains that the typology of implementers involved was unnecessarily broad in areas where linkages with Government structures at high level, established and authoritative presence in the countries concerned and ability to bring key specialized international agencies into the conception and implementation of this type of initiatives is clearly essential.

Although projects funded under the two thematic programmes have only scratched the surface in terms of mitigating brain drain mitigation, evidence gathered in the field (see project fiches) suggest that selected organizations - provided they shall be working under the synergic conditions explained above - are now able, on the basis of available better information and acquired expertise, to design, support (through intense coordination with EU MS and third countries) and implement concrete circular migration interventions benefiting this category of migrants and addressing both brain drain constraints back home and demand issues in EU MS. Future EC programming would need to consider how to carve an appropriate niche for developing suitable interventions along the above lines which could become models for future consolidation and replication.

Sub-category 5 – Temporary and Circular Labour Migration

EQ 12. To what extent circular migration projects promoted real circular mobility (back and forth)?

The AENEAS project MIGR/2005/103-564 - Programme de Gestion Intégrale de l'Immigration Saisonnière entre la province de Benslimane (Morocco) et la province de Huelva - a misleading title, since migrant workers started to be recruited from other Moroccan provinces at an early date - is most significant in order to assess actual circularity, given its magnitude in terms of beneficiaries moved. Better known as the Cartaya project, it basically covered the three agricultural seasons between 2006-2008 in the province of Huelva and made possible the definition and consolidation of a temporary and circular labour migration scheme which has been studied extensively, particularly as regards its potential replicability. This fully sustainable scheme has been run as from the conclusion of the AENEAS project by FUTEH (Fundacion para Trabajadores Extranjeros en Huelva) in cooperation with the Municipality of Cartaya. It continues to play an essential role in order to meet the quite demanding requirements of local employers for temporary migrant workforce in the strawberry sector for which Huelva is the second largest producer in the world.

The project scored very high under almost all perspectives during the EC monitoring exercise conducted in April 2007, in spite of the fact that it was still at a relatively early phase of implementation and all necessary mechanisms for managing this migration flow were not yet firmly in place. Further progress was witnessed later on including after the end of the project.

Under AENEAS the number of female migrant workers contracted at origin in Morocco steadily increased: 1.783 (2006), 4.632 (2007) up to 11.930 (2008). Currently, the intake has been reduced as a result of the economic crisis (5.000 migrant workers estimated for the 2011 agricultural season).

¹⁵ Transfer of know-how through Expatriate Nationals.

Disappearances at a different stage of their stay in Huelva were high prior to AENEAS and during the first year of implementation reaching an estimated 35% of total workers (*incumplimiento de contrato* for unjustified reasons represented however 23% of the contracted workforce and actual return upon finalization of the contract was therefore a clear problem area).

In spite of the huge increase in the intake of migrant workers witnessed in 2008, progress was considerable with a rate of return of about 93% and unfulfilled contracts (unjustified) down to 5,71%. There are indications that rate of return could be as high as 97% in the post-AENEAS phase since migrant workers who have fulfilled their contract obligations but do not show up to avail themselves of organized return transport by bus, are not necessarily staying behind as illegal immigrants. Given the fact that visas are often still valid at the end of the contract, a percentage of workers does not return immediately with organized transport but actually do return on an individual basis later on. At that point, however, they must proceed on their own to obtain official certification of return, a necessary condition to participate in the TCLM scheme in the future. It should be said that such a high return rate cannot be understood without examining the pre-departure selection process and the profiling criteria followed (women having children, age-group, rural background etc).

If we exclude the above project and MIGR/2006/120-237, there is not much to say in terms of real circular mobility supported through AENEAS and TP MIGRAS. A few early projects (MIGR/2007/130-078 and MIGR/2007/130-367, for instance) included piloting attempts of circularity involving project trainees and/or university graduates which were too small-scale – although quite costly - and cannot serve as indicators of an acquired functionality and/or possibilities to apply such models in a wider context. MIGR/2006/120-199 (Sharing learning for a better migrating life) was characterized by good quality activities which however could not eventually lead to the placement of Egyptian and Moroccan migrant workers in Italy because of shortcomings in the validation process to assess and certify skills and experiences of prospective labour migrants, as well as the need to fine tune the system in order to make it fully usable by Italian employers. The more recent Temporary and Circular Migration project between Portugal and Ukraine (MIGR/2008/153-780) appears again too small-scale (targeting only 35 Ukrainian temporary workers for Portugal) as well as hampered by a complex conceptual and institutional environment and by external factors (see EQ 13).

EQ 13 - What lessons have emerged in terms of quality, impact, cost-effectiveness and potential duplication of TCLM models introduced and/or consolidated through AENEAS and TP MIGRAS?

The Temporary Circular Migration project between Portugal and Ukraine (MIGR/2008/153-780) offers an interesting perspective in order to evaluate the difficulties in “formalising” temporary labour migration in the absence of any real common or agreed legal framework. The project had the objective to elaborate a framework that would act as a replicable model for recruitment, “a catalyst of the process”¹⁶ in the field of temporary circular migration. This is also the reason of having IOM and the World Bank as implementing agencies together with national partners.

The project is based on an agreement on “Temporary Migration of Citizens of Ukraine for Working in the Republic of Portugal” signed in 2003 between the two countries. The Agreement is considered as a “win-win opportunity” for Ukraine, as a country of origin, Portugal, as a destination State, and for Ukrainian temporary labour migrants. The initial aim was the recruitment of 50 Ukrainian workers for temporary work in Portugal for periods from 3 to 12 months. The project’s secondary objective was to reactivate this temporary labour migration agreement that was at a stalemate suffering from the global economical crisis. The project too suffered from the crisis and could only recruit 35 Ukrainian workers instead of 50. The difference is not much and the question is to know to what extent 50 or 35

¹⁶ Annex 1, Action, p. 3.

recruitments can offer a replicable model? The objective of a small number is to allow for small scale testing and propose a framework and a formal methodology for the management of temporary small-scale migration scheme. This takes the whole cycle into consideration and focuses also on return and reintegration by providing vocational training modules in Ukraine to facilitate the return in the Ukrainian labour market. “Properly managed recruitment programmes can benefit both countries of origin and destination and can improve the well-being of both workers and their families”¹⁷.

The project however faced difficulties due to shortage of offers in particular from the Portuguese side related to the crisis. This is an important point related to the economical crisis that comes across many of the projects of this period that have not seriously been considered in the preparatory phase. Other difficulties and delays, due to the fact that the project was quite dependent on ministerial and administrative procedures, made the exercise quite complex.

The project will have a second phase in order to test all the actions around the roadmap and attain its main objective, that of offering a tested methodology for temporary migration.

In this case, it is too early for duplication and too early to draw lessons on the project as a whole. The lessons learnt from this first phase of 24 months insist on the difficulties the project had to face, despite the existing Agreement, to put forth such a framework. Apart from practical difficulties of timing and delays, of finding recruiters in need of external labour force and match the demand - which was possible only in the agricultural sector - the difficulties faced were also administrative and legislative. For example, the legislation on access to social security in Portugal considers a period of 24 months of stay whereas the contract that could be signed did not exceed 12 months, or, the amount of certificates required for obtaining a visa complicated the issue. The question is to know to what extent the policy discourse on circular migration shared at international level is applicable to temporary migration, especially for seasonal agricultural work, which has always existed. The project shows clearly how complex the recruitment has become while it was done in an informal¹⁸ way before. To what extent the project can create a sense of ownership when the recruitment process has become so complex? Isn't it rather becoming an incentive for informal recruitment? What is then the approach to informal labour and how this can be included in the labour migration perspective? These questions are not presented here to show the failure or the success of the project but to underline the fact that there is a need for a more flexible and practical legislation or facilitation of this kind of mobility that - again it should be underlined - has always existed and some lessons are to be learned from the way it was “informally” managed before. This habits and practices are also related to transnational moves, to ecological differences and the way these are locally managed between different economical activities: sedentary agricultural people and pastoral nomads for example. More precisely, these informal sectors are part of local economies and before seeing them through “international” categories it is important to understand them locally.

Finally this project poses the question of cost-effectiveness. Firstly, one could question the representativeness of 50 contracts to act as a model, as discussed earlier. Secondly, one could wonder if the involvement of two major international organisations for such a “small-scale” pilot project has been the most appropriate implementation choice. In this kind of small-scale projects partnerships with local NGOs may create better links and be intermediaries between grassroots and the national levels.

¹⁷ Annex1, Action, p. 3

¹⁸ Informal and illegal are not to be confused. Informal is general based on exchanging habits, customary ways of agreeing that are not illegal. It is important to recognize these differences and see how the informal can become progressively “formal”.

The two projects ([Cartaya MIGR/2005/103-564](#) and [MIGR/2008/153-780](#)) are similar in their objectives and are both relevant as they are built on bilateral existing agreements and already existing informal practices. The management of 35 versus 11500 temporary workers has not been the same and here the important role played by ANAPEC and the technical support it had from the MEDA II project (see below) is significant. Even more significant is the active role played by the Province of Huelva as the demand was coming from there. The very essence of the Cartaya project was this demand and the need of external workforce, which [MIGR/2008/153-780](#) had instead to find and look for in a difficult period where demand was almost non-existent. In this way, these two projects show how much the needs of the receiving country are primordial in defining the process. On the other hand, it is important to consider that “informal” does not mean “illegal” and a middle way with much flexibility is needed policy wise.

As regards Cartaya again, the project can surely be considered as a real success in promoting circular mobility. But here the question is not the success of this specific project but to see to what extent seasonal agricultural projects – which are not a new phenomenon - targeting mainly unskilled persons, can become representative of Circular Migration as a whole.

The next step was to be the management of the return through a migration and development project.

EQ 14 - Did the projects generate an increase in the awareness on the potential of Circular Migration as a tool for transferring know-how, skills, expertise and new ways of thinking – through the contribution of return migrants – in the countries of origin? To what extent did the projects enhance the capacities of the country of origin relevant authorities to recognize such contribution acquired abroad and to harness this potential upon return?

From what has been presented in answers relating to Circular Migration (EQs 11, 12, and 13) as well as elsewhere in the report, not much evidence has surfaced in the evaluation on the impact the two programmes had in increasing the capacities of countries of origin to harness contributions of return (circular) migrants which are not strictly speaking financial.

This has to do with a number of factors: the very limited number of workable circular migration schemes put in place; the fact that these have not targeted medium to high skilled migrants who could de facto more easily transfer know-how, expertise and new ways into the local milieu; that pilot initiatives were either very small scale - and for this reason not owned by local authorities - or not successful (in view of conceptual flaws) or clearly “artificial” - that is attempting to create circularity in the absence of firm demand at destination.

Paradoxically, with a few exceptions, increase of awareness of the potential of circular migration in the countries of origin was determined more by access to theoretical analysis and research outputs produced by the projects, or to enhanced dialogue among relevant stakeholders, rather than from practical tangible experiences.

The most significant exception has been [MIGR/2006/120-237](#) (Temporary and Circular Labour Migration between Colombia and Spain) where, since the “mechanics” of the provision of temporary workforce had already been working satisfactorily in the pre-project situation, attention of implementer and main partners could focus on wider issues and devise mechanisms for improving the linkage between migration and development. Co-development was thus elaborated as an essential project strategy (see EQ 4) by introducing new social and economic elements, and increasing project outreach by focusing more precisely on migrant workers from carefully identified vulnerable communities, in order to generate economic development in the areas of origin. The success of these

complementary activities lead to the creation of considerable awareness of the potential of TCLM models at many levels in Colombia and had significant impact at policy level which, at times, went beyond expectations (see EQ 1)¹⁹.

General and cross-cutting questions²⁰

GQ 1 - Did the projects generate a strong sense of ownership at the level of national institutions involved in the management of labour migration? If not, why?

Ownership is a long-term process and it suggests that external features, perceptions, ways of thinking and doing, become internally adopted and have an impact on behavioural change. Here, the process relies on recognition. The projects under the two programmes have been able to bring a certain level of “recognition” related to aspects of migration management and governance, whereby national institutions, having acquired capacity (thanks to the projects’ activities), are continuing and pursuing the efforts of the projects and building upon them.

Labour migration is attaining this recognition mainly in two ways:

- By recognising labour migrants as workers and including them within the different aspects of national economy: labour market, trade-unions, employers’ unions, VET etc.
- By enlarging the range of labour possibilities in countries and introducing international employment in the labour markets of sending countries and matching demand and offer. Also, by putting an emphasis on return through training of skills and business management and other development issues altogether in both sending and receiving countries.

Ownership has been achieved to certain extent on policy level in a direct way, when national institutions have completely adopted the issue of migration by developing their own Policy Paper on Migration with its Action plan or by upgrading the Migration Agency into a State Agency (ILO/Armenia). For sure this is a first step in recognizing migration issues and the efforts should be maintained further.

On the national level, the ownership of the programmes is seen clearly when decisions are taken at a governmental level being the result of collective inputs from many actors. Bilateral agreements are also the fruit of these efforts and very often these are signed as a result of a specific project. Very often, these results are achieved through several phases. Indeed, ownership is a long-term process but with the two programmes covering several cycles of projects over six to eight years, results start to be visible and also operational.

On a regional level, ownership is more visible when new partnerships are created and synergies developed. The GIP International project targeting four Western African countries is a good example. While empowering the national agencies and introducing the international employment sector, it has created such a sense of ownership that these agencies are cooperating among others.

Create a sense of ownership on a regional level needs still longer-term overviews and can be done through projects that have been continued or have had several phases through AENEAS and the Thematic Programme. And, if ownership on a regional level is more difficult to assess also because

¹⁹ See Evaluation of the AENEAS Programme: “The model introduced by MIGR/2006/120-237 has been successful to the point of being included in the National Development Plan of Colombia. The TCLM model has become an option of strategic relevance for Colombia within the context of orderly and regular migration and as such it is part and parcel of the recently developed integrated migration policy (Política Integral Migratoria) of the country, which was awaiting final approval at the time of the evaluation visit”.

²⁰ These general and cross-cutting questions take into account and are complementary to the evaluation results and the questions of AENEAS Programme 2004-2006 and the Mid-term Evaluation of the Thematic Programme.

the counterparts are diverse and many, some of the projects evaluated and visited within the present exercise have been successful in creating a sense of ownership within the region and inter-regions: developing dialogue and agreements between GCC States and Southern-Asian countries through the two IOM regional projects ([MIGR/2005/103-523](#) and [MIGR/2008/153-434](#)) supporting from 2006 until now the Colombo Process.

Ownership can also be underlined when bilateral or multilateral dialogue and agreements are held within or beyond the limits of a project between sending and receiving countries but also between sending countries on maximizing the effects of migration.

In a more general way, the sectors of labour migration, migration and management together with migration and development have, through all the activities of the programmes, certainly changed the perception of migration by making the migrant actively participate to the development features of the country of origin and also of destination. By targeting the whole migration cycle from pre-departure decisions to returnees with management skills, the projects have built upon this concept of labour migration issues that are more related to development. In this way labour migration, is now being more and more related to “development issue” rather than a “security” issue.

GQ 2 - Have the projects created new partnerships and synergies between institutions at either the national or international level? If so, which ones? Are these partnerships and synergies likely to be sustained in the longer term in order to consolidate results, follow-up any plans or activities and pursue common objectives?

Labour migration is a specific sub-sector in both programmes but it was more frequently defined as Legal Migration (as opposed to illegal migration) in AENEAS. Subsequently, this term has come to be increasingly replaced by that of “labour” making the latter a central point in defining the positive aspects of migration. This can be considered as a significant progress with the two programmes and this progress has broadened the range of stakeholders and created new partnerships and synergies at the same time, by offering venues and platforms where international organisations, national institutions, NGOs and the Private Sector in general can cooperate.

Further, AENEAS and TP MIGRAS have the potential advantage of addressing a very wide range of stakeholders from national to the very local actors and representatives. The range covers urban and rural regions in a country ensuring in this way the participation of remote areas in networks and establish new partnerships. The range covers also other issues not directly related to migration but emanating from the “development” sphere as in most of the projects the whole of the migration cycle is targeted from pre-departure training, support, return and re-integration, information and awareness on rights etc.

New partnerships have meant to include labour migration issues into sectors where usually or traditionally migration is not part of. This also means that these sectors interact all through the cycle and responsibilities are shared.

Although more cooperation is needed among projects in the same country financed under the two programmes, significant synergies have taken place related to the sense of ownership discussed above. For example in Western African countries where an exchange of know-how related to international employment management are transmitted among countries and new relations built upon the newly acquired techniques (GIP International project in Benin, Senegal, Cameroun and Mali).

“Cette question de coopération sud-sud était seulement inscrit dans le cadre du projet. Notre bilatéral a fait que cela devient du bilatéral entre eux (the 4 African countries)”²¹

Further, mutual capitalisation of work methods, synergies between national institutions of different countries, sometimes due to projects working on a regional level or on several countries, but also through the country's own enhanced capacities, are observed. For example, ANAPEC that had its international employment service created (through the MEDA 2 project but in close relation with the Cartaya project) is now an implementing partner in an upcoming TP MIGRAS project to establish similar services within the national employment agencies in Egypt and Mauritania.

A wider range of stakeholders means more collective work. It also means the multiplication of partners through multilateral agreements and a better representation and application of international standards and practice. The Mobility Partnership Initiative in Moldova involving eleven EU Member States is significant in this sense, as it is the linking of the Colombo Process with Europe through participating Member States in the Asia-EU Dialogue.

GQ 3 - To what extent the program had any influence on reducing illegal employments and channels in countries of destination, or, any influence in creating new legal labour possibilities in these countries? What are the lessons learned?

This is possibly the area where the two programmes were the most successful in the sector of legal-labour migration. By insisting on labour migration, by making legal forms of migration available and changing perceptions of the migrant and behavioural patterns towards the migrant, a certain shift is occurring that considers the migrants' participation in the general economy of the receiving country. This is a positive impact, which has its positive counterpart: foreign labour opportunities together with information on legal forms of migration are now made available through many ways like State Employment agencies', websites, TV adds, Migration Resource Centres, to the “potential” emigrant. At the same time, the proximity of “spoilers” promoting irregular migration options is to be underlined. In some regions and countries – the CIS, or Bangladesh for instance – social relations, family strategies and social history play an important role and affect decision making at the individual level where constant promotion of irregular/illegal options is frequently at play. Projects working at the community or household level (MIGR/2008/153-614, MIGR/2008/152-834) are often combining well defined set of activities including: data gathering and research, information and awareness raising, skills' training, establishing information centres etc. In this sense, the dissemination of information, awareness raising on the risks of illegal migration are effective on the local level, provided that these initiatives are very carefully designed and follow a feasibility study as underlined earlier.

Moreover, by including irregular/illegal/informal migration in the bulk of the economic migration or giving them a place in the general economy is a first step towards regularisation. By giving some visibility within the sphere of “economy” as well, instead of confining it only to the sphere of “security”. Illegal migration exists and its legalisation or regularisation is an important step. Some stones have been thrown in this direction, although very few, they are at a starting point²² (MIGR/2006/120-072, MIGR/2008/153-705).

Informal economy has been only marginally addressed in some of the ILO projects through the Trade-Unions. This has to be carried on in a way to include it in formal labour issues.

²¹ Mr Hakam el Asri, GIP International, project manager: “the issue of south-south cooperation was only included in the project and it is “our” bilateral (the department) in the French MOL that made bilateral actions possible among the African countries”.

²² These issues become more tangible with interviews and field visits rather than by reading the standard implementation reports where there is little space given to observations.

At the same time, in CIS countries, the Trade-Unions involvement in migration governance is a good example of changing attitudes and shifting perceptions. The migrant was first of all considered as unemployed and jobless and so there was no reason why workers' Trade-Unions would be involved in the issue or why legal and official workers' Trade-Unions would be involved in informal labour or with irregular migrants. The Code of Conduct elaborated by the Armenian Union of Employers to condemn the private agencies involved in trafficking is another step forward.

Efforts have been significant in three directions: make the legal-labour migration more visible, include them in Trade-Unions, make labour opportunities more accessible by include progressively informal and irregular migrant workers in the labour market – which is a first step toward regularisation – and also combat trafficking perceived as the “employers’” responsibility. It is by enhancing legal migration through labour that illegal migration can be reduced.

GQ 4 - In general, to what extent awareness campaigns, information dissemination, flyers, videos, other media communication, have been efficient and effective when they are not done with a specific focus resulting from a feasibility study?

Well-focused campaigns resulting from feasibility studies or identification of focus groups after a research/study have a significant positive impact because there is an identification made beforehand of the destination of the activities, the activities' relevance and the possible results. AENEAS and TP MIGRAS have produced very valuable studies, as it has already been underlined. These studies have been essential to guide specific “dissemination” activities within projects, which, in many occasions have been “owned” by the institutions involved.²³

The dissemination of these studies out of the explicit projects, their capitalisation as knowledge-products, especially when they refer to countries and to remote areas where little is known, is another issue that does not fall under this question and will be treated afterwards.

On the other hand, when the production of flyers and information campaigns films and videos have no specific focus, than that of providing information on the risks of illegal migration or awareness raising on the possibilities of legal migration, are addressed to persons assumed to be potential migrants.

The lack of a specific target, the absence of a definition or the portrayal of the potential migrant makes everyone a potential migrant and these activities are then addressed to everyone. In this very general situation there is a serious need to understand what the effects and the impacts are on the vulnerable persons, the unemployed and in rural areas. The risk may be – if we push the assumption a little far - that when very few options exist locally these “advertisements” may become push factors. There is a need of an evaluation of the results and an assessment of the impacts of this kind of activities²⁴.

“Potential migrant” is a useful concept but does not represent a well delimited and defined category of person. The same applies to the migrant. And the whole issue of shifting from illegal to labour migrant shows how these categories are flexible and sometimes not relevant. The risk here is to construct a category and fix it. ANEAS and TP MIGRAS have enabled a certain flexibility, which is anyhow imposed by the field realities because the perceptions from a receiving country are different than those from a sending country and the categories are mixed. The new partnerships created and the sense of ownership in both situations –receiving and sending- is very important achievements in this respect.

²³ For example the publication entitled “Handbook for Armenians Abroad” was given to the experts by the Ministry of Diaspora as one of their publications and not by the project manager.

²⁴ Unfortunately, the evaluation of a whole programme through two field-visits does not give the possibility to undertake this kind of assessment, which needs a more anthropological and even a psychological approach on the household level and in remote rural areas.

As for example the inclusion of migrant workers in the trade-unions agendas, making these latter actively participate in labour migration governance. The employers' unions interest in trafficking or simply the use of migrants' workforce without contracts is a first step into managing decent migrant work. A migrant working in the informal sector in Russia is not an illegal migrant because he is a non-visa resident and he works "legally" without a contract because the contract does not have the power of a document as elsewhere.

There are categories of migration but migrant shifts in the migration process, from one category to the other²⁵. The success of the Cartaya project ([MIGR/2005/103-564](#)) together with the two projects on professional (health) and domestic workers is more on the fact that they are addressing work categories rather than migrant categories ([MIGR/2008/152-804](#) and [MIGR/2006/120-237](#)).

GQ 5 - Bearing in mind the political objectives, priorities and strategies of the EU in the thematic area, and the fact that the projects are implemented by different types of implementers and involve a wide range of stakeholders with different needs and priorities, to what extent did the projects address the needs and problems which are prevalent in specific regions ? What are the problems the implementers have faced, for instance in policy development and dialogue, especially for regional projects?

In AENEAS and TP MIGRAS projects related to labour migration the national institutions, ministries and agencies are well represented. EU member States have been very active in the sub-sector. Approaches to manage domestic and international labour as developed in European countries addressing their own nationals have successfully been transmitted to some countries of Northern and Western Africa, while adapting to the local situations. The choice of the counterparts and partners in each country and the adaptation of the activities to the existent capacities, together with training modules and capacity building, have been important elements to ensure success. This latter can be seen and measured by the fact that the countries are now creating internal synergies and are cooperating together. Some examples to support this observation are the projects mainly implemented by Pôle Emploi, GIP International from France, the involvement of the Ministry of Labour of Italy or the Portuguese Immigration and Border Service²⁶. The involvement of national governmental institutions is very often based on prior agreements between countries or it is leading to new agreements and bilateral cooperation. When several countries are involved there can also result some multilateral cooperation agreements.

Bilateral cooperation prior to the project, direct access to national and governmental counterparts and professional know-how are the three important elements when national institutions are concerned.

For international organisation the situation is quite similar. The previous experience acquired in targeted countries, access to the institutional national and international representations and their know-how are important contributions to the countries and regions where they work. In this respect IOM projects in South Asia and ILO projects in Central Asia and the newly started initiative with the World Bank²⁷ are good examples. The adaptation of the projects and activities to the local needs, the problems and the capacities rely also on studies that the projects produce at the first stage of their activities. As underlined earlier, these studies are of good quality and the recommendations define and direct the coming activities of the projects. International organisations are also active on the regional

²⁵ "The issue is not only to build up tools but to find the migrant". A discussion with J-P Alix, Executive Secretary of WAPES. In another evaluation exercise, AENEAS 2004-2006, a project had put on site offices or persons on main roads waiting for the refugees/illegal migrants to come in order to propose help or inform them of risks etc.

²⁶ Respectively, MIGR/ 2007/129-786, MIGR/2008/150-904, MIGR/2007/129-742 and MIGR/2008/153-780.

²⁷ MIGR/2005/103-523, MIGR/2008/153-434 and MIGR/2006/120-237 for IOM, MIGR/2006/120-072 and MIGR/2008/153_705 for ILO and MIGR/2009/153-183

level and very often have a regional vision and have the capacity to organise regional cooperation offering venues and platforms for dialogue. For the IOM and ILO projects the progress made in this regional dialogue and cooperation efforts have been stressed already (see above remarks on the Colombo Process and the beginning of the coordinated action for Central Asia)²⁸.

These efforts are seconded by the NGOs' inputs to achieve cooperation among countries.

The NGOs have sometimes difficulties to access the national institutions and their major contribution is in the access they have through their own counterparts to more local level issues and offer, at this level, important platforms for dialogue.

The grassroots, the social or the household levels represent the other facet of migration where decisions on the individual level are taken and depend of local social relationships and strategies. The contribution of the NGOs is at this level and hence it should be given more importance in the programme. When the projects in this case are based on studies directing the actions through recommendations, then the progress is important. ACTED and IFRC in Central Asia and Terre des Hommes (Italy) in Bangladesh come to complement actions taken at a higher level. At this level, the two programmes, through the NGOs' or other organisations have produced important studies both in their quantity and quality. These studies need coordination and capitalisation for a better use and for sharing knowledge on specific countries, regions but also on situations related to migration.

The contribution of NGOs may be less visible than that of national and international institutions because they address levels and groups that are less visible. This may impact on cooperation and dialogue especially when coordination is lacking among projects.

GQ 6 - Regarding the different categories of implementing agents, were there any difficulties in implementing elements of the 4 sub-categories of labour migration and, in the affirmative, which solutions have been envisaged? What are the points or sub-categories that are difficult to implement or follow, especially with governmental institutions of third countries?

The two programmes are open to different categories of implementers. They may be grouped into three clusters: a) UN/International Organisations; b) EU-MS national institutions or ministries; c) Non-State Actors (NSAs) including international and national NGOs, Trade Unions, Chambers of Commerce, research centres and universities.

In a general way, the objectives of the projects, the design of the activities and their implementation correspond to the know-how of the implementer and in this sense there is a "natural" selection that has occurred where, generally speaking, the counterparts and the partners have the same "status". This "natural" selection concerns also the themes in general and the sectors of migration.

The 5 sub-categories (including Circular Migration) have not been equally targeted on a quantitative basis. For example, sub-category 2 counts seven projects whereas sub-category 1 related to policy formulation and policy dialogue counts three projects (two of which are contiguous). The answer is related to know-how and expertise but also to the development of a field that needs organisation and management, that of international mobility.

The labour migration cycle is often addressed in a global way from pre-departure training to return. Each project include different combinations of separate set of activities relating also to migration and development, the protection of migrants' rights etc, and variations are determined by leaning a little

²⁸ The press Communiqué of 31 March 2011 entitled: Central Asian governments, Labour and Employers Officials call for Coordinated Action on Migration. "Call for a harmonised approach to regulate labour migration" in Kazakhstan, Kyrgyz Republic, Tajikistan and the Russian Federation.

more on one aspect or the other depending on the “status” of the implementer, its professional expertise and/or partnership issues. For this reason it is not easy, if at all possible, to generalise. On the other hand, analysis of difficulties encountered in the implementation of specific elements of the above-mentioned combinations – and of the solutions envisaged by implementers - have been presented on a case by case basis while answering relevant sub-category questions and are further detailed in the annexed project fiches of visited projects.

GQ 7 - Has the design of the TP MIGRAS past call for proposals allowed implementers to cover the full range of possible labour migration interventions or limitations of some kind can be detected in the call (for example in terms of typology of activity, combination region-activity, financial thresholds, choice of partners)? What were the difficulties faced?

On a practical ground implementers have faced two main set of problems related respectively to financial aspects and to procedural aspects of the Call for proposals.

Financial thresholds: The first is more common with NGOs and other small organisations that have difficulties in financing the 20% contribution. This is sometimes perceived as a barrier to the participation of local NGOs. However, national institutions at various levels (municipalities, for instance) and EU-MS departments have also faced this problem. When the 20% contribution should be covered with public funds, changes in the budget lines from a year to the other become real obstacles.

Design of the Call for Proposals: Difficulties related to the design have been felt by the international organisations, international NGOs and national EU-MS institutions. These organisations have their own procedures and administrative requirements that sometimes may be in contradiction with the EC requirements and they feel that often they are repeating the evaluation or monitoring. On the other hand, an independent evaluation concerning international and national organisations is also sometimes felt to fail to take into account their proper functioning and put the emphasis on cost-efficiency and less on the relevance of the action. Conversely projects are extended without strict follow-ups or rapid mid-term evaluations that are sometimes necessary.

The time schedule of the Call for Proposals has been also seen as a difficulty. The time span of the project does not correspond to reality. There are also delays related to the timeframe but also related to the operational features and the reactivity of counterparts that sometimes are bound to internal and administrative requirements²⁹.

In general, the design of the Call for Proposals is more appropriate to NGOs and project based institutions than to two other major groups of implementers because the objectives are specific and one should abide to them, while somehow losing a long-term vision.

This is also true for the timeframe of a project where the biggest output is three years, which does not represent a long-term action. The possibility to continue is unpredictable as it relies on the next call. In this way, one of the main issues underlined is the fact that the Call for Proposals approach does not give the possibility to have a long-term approach.

The geographical coverage: Here, the issue is not much the identification and the definition of the migratory flows and the countries they cover, but again that of coordination and balance.

On a geographical level the sub-categories are not always well balanced and they are sometimes repetitive. For example several implementers may end up in doing the same activities and achieving

²⁹ The problems faced by the project Ukraine/Portugal is a good example but not the only one.

the same results. They do not complete each other in a sequential way, which would help enhance the complementary actions and achieve better results and the general perspective beyond the project. Here too the Call for Proposals procedure does not help to have a long-term vision on a country and in a more crucial way on a region. The Call for proposals, being dependent on “proposals” sometimes has failed to cover certain countries or regions and treated others in an excessive way. It has also failed to cover transit countries’ labour migration issues leaving it totally to the sector treating illegal migration, smuggling and trafficking. The priorities defined for each migratory flow in the Strategy Paper and in the Annual Action Plans are not covered in a well-balanced way. The same goes for regions or for countries.

It has been noted previously in similar exercises that the two programmes have not addressed sufficiently and in a significant manner the crucial dimension of south-south labour migration particularly in Africa where intra-regional movements and internal migration –rural/urban- are vastly predominant. Central Asia and Eastern Europe are better covered in this respect.

Choice of the most appropriate implementer: There is a need to better identify the most appropriate implementer for certain activities on the basis of an assessment of capacities, networks and access to counterparts of each different category of implementer. NSAs do not have always the necessary and sufficient access to governmental institutions and sometimes to regional ones. They do not always have the possibility to intervene in administrative and policy aspects. Their importance lies on the work done on the local level and the role of intermediation they can have between the grassroots and the administrative levels. Sometimes project proposals are too ambitious and the difficulties – and not risks – are not taken into consideration sufficiently, especially when NGOs are involved. For example on the capacities of an NGO to perform some tasks, which are also related to enhancing relationships, contacts and access. Difficulties arise at the implementation phase and objectives have to be changed.

The Mid-Term Review had also underlined the absence of regional organisations (ECOWAS, IGAD, COMESA, ASEAN etc.) that have a major role on the migratory flows. For the labour migration sector, these organisations are not completely absent but are not actively involved in the projects. This is also related to an absence of propositions and an absence of partnerships with the implementing organisations.

The Call for Proposals procedure does not help take into account other migration projects sufficiently (like the “Facilité des pays ACP”, or the Migration Profiles, the migration Observatories etc.), where coordination between two initiatives ensures better success. The “sequentiality” concerns also the results that have to be complementary from one project to the other but also from one programme to the other. In this way AENEAS and TP MIGRAS have not been sufficiently able to coordinate with other financing instruments’ projects.

GQ 8 - How can the relevance of the gender aspects and aspects related to other vulnerable groups (e.g., children) be improved in the implementation of the LM projects? Which are the most successful measures/actions and partners for facilitating this purpose?

While women make up almost 50 per cent of international migrants, gender aspects are not well represented in both AENEAS and TP MIGRAS. Only two projects focus exclusively on female migrant workers ([MIGR/2005/103-564](#) - “Cartaya” and [MIGR/2008/152-970](#) - Improved local management of flows of migrant domestic workers from Bolivia, Colombia, Ecuador and Peru to the EU, primarily Spain)³⁰. A couple other projects ([MIGR/2008/152-804](#), for instance) partially address women migrants as part of a more general approach.

³⁰ The whole aspect of female domestic migrant workers from South and South-East Asia is absent from the two programmes.

No conclusive evidence has emerged from the relatively few field visits undertaken that can contribute towards explaining this occurrence. Since the main instrument chosen for implementing the programmes is the Call for Proposal, we cannot rule out purely casual factors. However, lack of emphasis given to these issues in relevant CfP Guidelines is certainly to blame. The Guidelines for Applicants to the Restricted Call for Proposal 2007-2008 for TP MIGRAS does not contain a single reference to migration of women and related issues for all sub-sectors in general and the labour sub-sector in particular. The only (rather weak) exception being the indication of women among vulnerable groups in need of protection against exploitation and mistreatment, racism and xenophobia ("the situation of women employed in domestic service and children merit special attention") in the context of the cross-cutting category "Protection of migrants' rights", and only for Lot 4 – Asia.

ANEAS and TP MIGRAS need to give more emphasis on women labour migration and give some guidelines in order to include gender-aspects and gender-oriented projects. The important report on "Gender-Sensitive Labour Migration Policies" (OSCE, 2009) gives some very simple recommendations in this regard that have to be included in the coming strategies and Action Plans as part of the thematic approaches (see annex 4).

4.2 Visibility

In general, visibility is well taken into consideration in the implementation of the action and there is evidence that the "Communication and visibility manual for EU External Actions" (2009) has been followed by the projects. The EU logo is displayed in projects' signboards and banners, in all EC materials as well as in project reports, surveys and relevant publications. By and large, there is compliance with EC visibility rules. This is clearly evident for specific activities such as those relating to the Asia-EU-Dialogue on Labour Migration and the national and regional workshops. Visibility is also ensured through the projects' website or other websites developed by the projects.

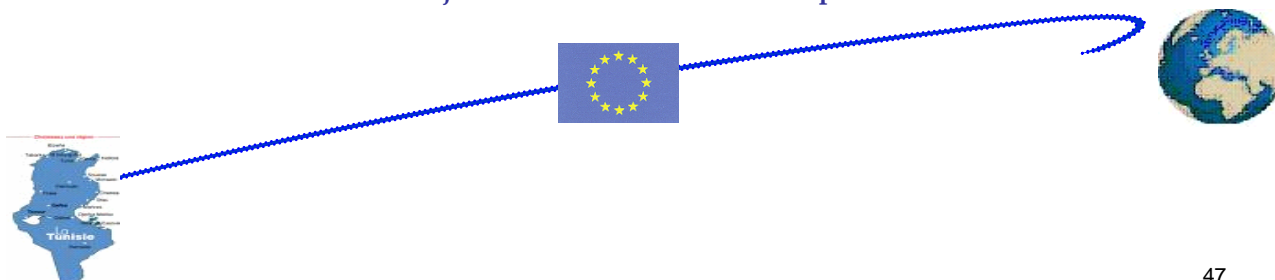
In general, awareness and communication strategies have been developed and find expression in a broad range of well articulated activities. These include initiatives addressing issues that go beyond migration per se (such as a very visible campaign on gender equality in Moldova).

However, the visibility tends to be rather diluted occasionally when international organisations (IOM, ILO) and NSAs are recipient of funding from other important donors such as DFID, SDC, UN Women etc. for projects that are quite related to those being funded under AENEAS and TP MIGRAS (and these projects have their own separate visibility requirements).

Finally, when it comes to words and in interviews the name of AENEAS, representing the EC's migration programme, is always remembered whereas the Thematic Programme is not. Sometimes it even represents in a general way EC's activities on migration issues because the name is more appealing and has a symbolic weight.

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5 – Conclusions and Recommendations

5.1 Conclusions

5.1.1 - Conclusion 1 - Sub-Category 1 Support to policy design, policy dialogue, policy development

Although there have been very few labour migration projects with a specific focus on support to policy design and policy development and the promotion of high level policy dialogue at regional and international level, several projects belonging to various sub-categories did in fact exert significant influence on the formulation of labour migration policies at the national level or enabled a very substantial broadening, in quantitative and qualitative terms, of the range and type of stakeholders participating in policy dialogue and coordination processes in the domain of legal and labour migration.

While some projects have been recognized internationally as best practices in their specific field, and have served as a basis for the elaboration of relevant policies and for the replication of its activities elsewhere, the extent of the impact clearly varies on a case by case basis. Impact is however limited, from a programmatic viewpoint, by the low number of AENEAS and TP MIGRAS initiatives addressing these areas.

The following observations should be made:

- Policy change and policy development appear stronger when there are possibilities to sign bilateral agreements and in the context of Mobility Partnership frameworks.
- Positive advances in terms of interaction between key stakeholders have not always been translated into enhanced policy dialogue at a higher level. It has, in other words, failed to take off from narrower project perspectives and reach out at the macro level.
- Information, data analysis and research have not been adequately shared “externally” and, to a certain extent, “internally”. The capitalisation and circulation of the knowledge produced by the projects is often not guaranteed and hampered by lack of coordination.
- An important constraint being experienced while supporting policy changes by Third Country governments as regards international labour migration and related areas is the AENEAS and TP MIGRAS focus on migration to Europe which appears to affect ownership and impact in regions where South-South migration is instead at the forefront of the migration discourse. South-South migration, specifically, has not been given sufficient attention in the two thematic programmes.
- The main mechanism adopted for generating ideas and identifying interventions under AENEAS and TP MIGRAS – that is the launching of Call for Proposals - has clear limitations in an area where more precise (and therefore restricted) categories of implementers could possibly be called upon to elaborate more focused, specific and ambitious initiatives rather than opting for a more open solution which allows wider participation but also a somewhat diluted and possibly less effective response.

5.1.2 - Conclusion 2 - Sub-Category 2: Reinforcement of labour migration management and labour matching capacities (data collection, profiles assessment, pre-selection, recruitment, cooperation with countries of destination, reintegration in the labour market of returnees)

Support from the thematic programmes has proved essential in allowing the development and introduction of a wide range of tools used by implementers and target groups to improve the management of labour migration. Experimentation in this regard has been noteworthy. Although a certain level of improvisation was detected in a few AENEAS initiatives, more recent endeavours under TP MIGRAS have proved very effective and potentially sustainable.

While capacity building and training in migration management techniques targeting national administrations in beneficiary countries has been by and large of high quality and has generated substantial expertise and practical know-how in the management of international labour migration, mixed reactions have emerged as regards the success of pre-departure modules and vocational training, imparted through various projects, in order to improve the comparability between the qualifications of third country workers and the skills demanded on the EU market.

In this regard, the main limitation seemed to be the inability of most implementers to successfully mediate between Governments in reaching the conclusion of agreements for the provision of manpower in a specific sector. Most of the time, positive clusters of activities could not lead to the expected final result because the necessary link with actual availability of a comparable job within an appropriate timeframe has proved elusive, dependent as it is upon external factors which are not usually predictable by the project immediate environment.

In spite of improvements in specific areas, evidence gathered through the evaluation points to the fact that there is a long way to go to support EU MS in developing a workable systemic approach - which goes beyond small-scale piloting initiatives - enabling comprehensive technical solutions for the actual recruitment and management of migrant labour which are beneficial to both sending and receiving countries, as well as the migrants themselves.

5.1.3 - Conclusion 3 - Sub-Category 3: Protection of migrants' rights

Projects belonging to this sub-category are quite different one from the other and it is difficult to draw conclusions which are valid for the entire project sample. Out of five projects, three are implemented by NGOs, one by IFRC and only one by a specialized inter-governmental organization (ILO). Here too, the distinction by sectors and sub-categories is quite misleading and the titles of the projects do not necessarily cover all the actions.

The major contribution related to this sub-category is the inclusion of labour migration into the agendas of workers' Trade-Unions and Employers' Unions. The former represents the workers and by including migrant labour force it ensures official recognition and protection of rights. The latter's involvement has a direct effect "upstream" on prevention of trafficking and irregular migration by affecting private agencies involved in these issues. These actions are very important to give visibility to the migrant workers as full participants of the receiving country's economic development.

In parallel, substantial progress has been witnessed in the provision of information to migrants on the risks of illegal immigration (including those associated with trafficking) and on rules concerning legal entry, stay, working/living conditions and opportunities in Europe. Potential migrants are now better informed on the pitfalls of illegal migration, related aspects and possible alternatives, although more should be done to reach out to the communities where migration decisions are formed. Only very few projects have in fact departed from a centric approach and reached out directly at the doorstep of grassroots communities.

In some countries in particular where local opportunities are really rare and poverty rates important, especially in rural or remote areas, in order to pursue effectively a strategy to promote legal migration and discourage irregular migration, it is necessary to follow up information and awareness with concrete steps which take into account local push factors and promote at the same time the signature of labour protocols leading to job placement opportunities.

5.1.4 - Conclusion 4 - Sub-Category 4: Human capital development and brain drain

There have been few projects addressing specifically issues relating to brain drain and brain drain mitigation (particularly in the health sector) among those included in the project sample. In addition, some others have looked at these themes more on a general level as part of a broader involvement in migration issues.

Impact in the area of brain drain and brain drain mitigation is clearly a long-term question and quite difficult to assess anyway, particularly when visible progress would appear to depend on a process of change involving stakeholders at origin and destination over a protracted period of time.

The most significant projects belonging to the sub-category are rather preparatory in nature or at a relatively early stage of implementation; they are for the most part research projects aiming at comprehensive data collection and analysis on brain drain in the specific field of the migration of health professionals which is expected to accelerate a process for translating knowledge and best practices into policy as well as into concrete examples of circular migration options for health professionals.

While this has not happened so far (as explained under EQ 11), the groundwork has been laid and it is felt that selected organizations (provided they have an established and authoritative presence in the countries concerned, the capacity to link up with Government structures at high level and the ability to associate with key technical international organizations) should now be ready and able - on the basis of available better information and acquired expertise - to design and implement well structured practical applications of circular migration models targeting qualified and highly skilled migrants, thus filling a gap in an area so far dominated by seasonal agricultural circular migration models.

5.1.5 - Conclusion 5 - Sub-Category 5: Temporary and Circular Labour Migration

The two most significant temporary and circular labour migration initiatives supported so far (through AENEAS) were in the specific area of seasonal agricultural labour migration and therefore involved predominantly unskilled or low skilled migrant workers.

One of these projects presents a case unique in its approach of integrating co-development as an essential project strategy in order to generate economic development in the areas of origin. Although analysed in detail, it was not adequately replicated elsewhere or taken over by other implementers as best practices and useful lessons upon which to build workable schemes.

Experimentation has instead ensued, sometimes translated into pilot initiatives which proved to be either very small scale - and for this reason not always owned by local authorities - or not successful (in view of conceptual flaws) or clearly “artificial” in their attempts to create circularity in the absence of firm demand at destination.

In spite of the fact it is generally recognized that EU MS will face in future the highest concentration of labour shortages in terms of professionals and high skilled workers, AENEAS and TP MIGRAS projects did not so far put in place circular migration schemes targeting these categories.

A number of constraints hamper progress in this area. The current EU framework does not appear ready enough to regulate circular migration. While there is broad intellectual agreement within EU MS that circular (including seasonal) migration represents a very good tool for addressing labour shortages, and contextually ease unemployment in sending countries in accordance with the economic cycle, there has not been sufficient willingness to amend existing practices in order to accommodate more extensively this concept. While sending countries seem to prefer G2G (bilateral) agreements – which incidentally have proved the most successful in other parts of the world - in the EU, where the recruitment process is by and large “employer-led”, MS seem to prefer more “flexible procedures”³¹ which however are not fully consistent with TCLM success stories.

5.2 Observations

Several aspects and problems have been observed during the whole exercise, which were not necessarily foreseen in the evaluation questions. Although they have been included in the individual project fiches, the observations that are presented here have a more general character and are recurrent in the projects. Some might result in practical recommendations others are left at the stage of observation.

5.2.1 - Overlapping of sectors

The first observation is related to the overlapping of the different sectors and the different categories, which was already stated in the Inception Report. Labour migration projects tackle the whole cycle of migration and in this way ensure the success of the results. The focus on labour migration for this present evaluation was sometimes a barrier to have a global view of the issue on a thematic and geographical ground, although in the list of 24 projects samples to be studied 3 at least are officially categorised as Migration and Development projects.

5.2.2 - The Global Financial Crisis of 2009 and its effects on the projects

As labour migration is directly linked to the global, regional and national economic situation, several projects in the list have been affected, as far as achievement of results is concerned, by the major financial crisis. This impacted directly the labour migrants and increased their vulnerabilities.

« Impacts in these issue-areas reinforce each other. Reduced overall demand for labour affects the employment and migration opportunities of migrant workers as well as their terms and conditions of work. These, in turn, have repercussions on the volume of remittances migrants send home. At the same time, reduced demand for labour results in perceived or actual competition with nationals... (Global Economic Crisis and Migrant Workers: Impact and Responses, p. VIII, ILO, 2009)

EU-MS like Spain or Portugal had to give priority to their national work force thus reducing the demand for temporary migrants. The Russian Federation has tightened the system of quotas and many migrant workers returned from Kazakhstan. Further, the economic crisis has slowed down the identification of labour needs and recommendations of some studies have not been followed or implemented because of the prevailing situation.

This crisis was not foreseen of course, and the projects had to find a way through. In the sample studied few projects worked on the impact of the crisis directly³².

³¹ As stated by EU MS representatives at the Asia-EU Dialogue on Labour Migration, Brussels, 8-9 February 2011 (Proceedings – Session 6, pp. 14-15).

³² MIGR/2008/152-834, on remittances of migrant workers in Kyrgyzstan.

In less extreme situations, other external factors of risk such as natural disasters and unfavourable climatic conditions that affect agricultural production (bad harvests etc.) are not considered as possible risks and little mitigation measures are foreseen. This is more directly the case of temporary-seasonal-agricultural migration projects. It has been already noted how the demand for temporary migrant women in the Province of Huelva fell drastically from 2008 to 2009, and how the Ukraine-Portugal³³ project could only obtain the signature of 35 contracts (out of the foreseen 50, which was already a low threshold), because the sectors of tourism and construction, originally covered by the agreement on temporary migration, ended up not presenting any demand at all.

The risk of different sorts of crisis should be a transversal issue and can be linked to Climate change (following Stockholm Action Plan). Risk mitigation measures in a project should at least tackle the issue of how the projects can be affected and can react in order to reduce the impact on vulnerable issues.

Projects dealing with agriculture and migrant labour force have to consider bad harvests as a major risk and define mitigation measures³⁴.

The recent upheavals in the Arab countries give another example of risks that have to be tackled by the projects. It is a difficult task to define mitigation measures beforehand without taking the risk of introducing some biases, but the fact of “naming” the risks is important especially for migration issues and more specifically for economic/labour migration which is becoming more and more a global issue directly affected by major crisis.

The evaluation has noted that some issues have not been addressed:

5.2.3 - Issues relating to vulnerable groups and the migration of non-accompanied minors

Labour migration of non-accompanied minors is completely absent from the projects and is addressed in the two programmes within the sub-sector of illegal migration and human trafficking. As in many countries minor migrants are also workers, labour migration projects should also address this issue.

As noted already, very few projects targeted women migrant workers (see GQ8), which is also quite surprising as women migration represents almost 50% of the phenomena. The Guide on Gender-Sensitive Labour Migration Policies (OSCE, 2009) gives several very simple recommendations on how to take into account gender-aspects related to foreign labour workforce in general and more specialised labour for women.

5.2.4 - Absence of transit countries

Labour migration projects have not tackled transit countries, which represent a “section” that needs more attention. And, although related to labour and more closely to economic aspects, transit countries do experience informal ways of including the migrants into the national economies. They are treated more under illegal migration, smuggling and trafficking where truly informal and irregular economy is dominant.

³³ MIGR/2008/152-780

³⁴ - The Province of Huelva was for a long time a labour sending province and in few decades it has become a major receiver. This shift is quite recent. If we would continue to try to consider this example as a model or a best-practice for Circular Migration then it is also necessary to understand this change and see how it is going to be permanent as it is built on a monoculture that could be less competitive one day. While promoting circular mobility, and in spite of the success of the whole process and the positive effects, temporary-seasonal-agricultural migration addresses an immediate need while creating dependencies.

These aspects: minors and women migrant workers and transit countries labour migration issues should also be included in the agenda of labour/legal migration and not be treated exclusively as part of illegal migration or the result of human trafficking.

5.2.5 - Coordination and capitalisation - a major need

Coordination has been the watchword of this exercise and its lack has been underlined on different levels:

- On country level: among AENEAS and TP MIGRAS projects themselves, and with other projects financed under other instruments. Coordination on this level depended also from the actual involvement of EC-Delegations that was not always ensured or successful. This lack of coordination was a major barrier to capitalise all the synergies produced by the projects, but also at the programming phase where the activities have not always been complementary. With a sustained decentralisation process, Delegations will be more empowered to follow the implementation of projects and ensure the necessary coordination and also programme several interventions' complementary actions.
- At a regional level coordination is clearly more difficult and almost absent when does not rely on the efforts of a single project. Constraints are therefore more pronounced and the need to overcome these shortcomings is particularly intense. There is however little "space" for coordination at this level for the Delegations and the question remains pendent.
- In the area of programming, coordination is necessary at country and regional level also with respect to the capacity of these to absorb projects, when sometimes they have too many.
- Activities are quite scattered but must nevertheless be coordinated since projects are increasingly acting on the whole cycle of the migration phenomenon and high degrees of inter-dependence can be detected.
- Coordination and capitalisation of the studies and the produced knowledge of the two programmes. It was noted that the results are hardly capitalised internally and that, externally, these studies are not shared. There are two categories of key documents produced by the projects: a) reports (final, interim, flash, monitoring and evaluation) that are directly related to the implementation of the project and b) studies and research of general nature or dealing with specific topics that represent an important bulk of knowledge produced. Some of these researches are conducted on the field in remote areas, happen to fill important gaps in terms of migration information, and can be more productively used for general knowledge and by Think Tanks for policy development.

5.3 Recommendations

5.3.1 - Recommendations to Sub-categories

Sub-category 1 - Support to policy design, policy dialogue, policy development

Policy development is a long-term process and more efforts should continue in this sense. However, this continuation should not be done in a "random" or a "scattered" way, as this is the impression left throughout the evaluation. There is a need to coordinate all the efforts – studies, recommendations, best-practices and lessons learned – in order to translate them into policies. There is a need to capitalize with the efforts done under other instruments on policy ground.

High-level policy dialogue supported through AENEAS and TP MIGRAS (such as the EU-Asia Dialogue within the framework of the Colombo Process and opportunities arising from the Working Group of the Ministries of Health of Latin America and from Mobility Partnerships) should continue.

In addition, the EC should support further participation in other Regional Consultative Processes focusing on labour migration, for instance the Puebla Process. Contextually, there is a need to follow-up high-level policy dialogues with more frequent endeavours at the technical level, in order to progress towards applying lessons learned and best practices in specific themes and regions. There should be a clear mechanism in place to allow constant feedback between the described technical sphere and policy makers. Progress in the whole area would best be achieved through carefully designed interventions to be implemented with direct agreements modalities.

Sub-category 2 - Reinforcement of labour migration management and labour matching capacities (data collection, profiles assessment, pre-selection, recruitment, cooperation with countries of destination, reintegration in the labour market of returnees)

While the fact of taking the whole migration cycle has been considered as a positive result the pre-departure trainings and those offered to returnees need to be better defined. As there can be no guarantee that the beneficiaries will actually succeed in migrating and in making a full use of the acquired skills, being dependent upon external factors, the trainings should be part of the sending country's national VET system and a means to upgrade and reform it. They should not be only "answers" to immediate and specific demands but long-term assets.

The trainings addressed at the pre-departure state and to the returnees need to be part of and included in the national VET systems and have the double objective of preparation to departures or to return but also provision of a solid, long-term skills, adapted to international demands but also to the needs of the country and the region.

Progress can be achieved by:

- Consider these trainings as real development activities to enhance skills in sending countries.
- Including within VET systems specific training modules in line with "international" standards.
- These trainings shall be considered as transfer of know-how and knowledge and have to be elaborated and delivered by professional parties.

Sub-category 3 - Protection of migrants' rights

The work done with Unions, both workers' Trade Unions and Employers' Unions is very significant for the protection of migrants' rights. This should be continued by enhancing the Trade-Unions, creating more possible relationships with European ones, or with other receiving countries' representatives in order to establish a platform for dialogue related to the inclusion of labour migrant work force in the Unions' activities.

Efforts shall continue also in view of including certain aspects of informal economy into the Trade-Unions activities.

- Empowering the Trade-Unions to enable them include migrant work force.
- Inclusion of some aspects of informal economy and work in the Trade-Unions' activities.
- Inclusion of migrant labour market in the local economies.
- Inclusion of migrant labour in the social aspects of employers' Unions.

While continuing information and awareness campaigns in more focused ways, progress would best be achieved through carefully designed interventions in partnership with the Unions.

Sub-category 4 - Human capital development and brain drain

As regards this sub-category, the typology of implementers involved was unnecessarily broad in an area where linkages with Government structures at high level, established and authoritative presence in the countries concerned and ability to bring key technical international agencies into the conception and facilitation process of this type of initiatives is clearly essential.

The Call for Proposals procedure is probably not the most effective option for addressing these themes. There should be a careful review of initiatives being conducted by selected organizations in this area (not necessarily and/or exclusively under AENEAS and TP MIGRAS), sustained by internal brainstorming and consultation (involving Delegations), in order to prioritize specific key areas which should then be addressed through direct agreements modalities.

Ideally, these would need to build upon research already undertaken (for example by developing adequate incentives for return) and should include practical applications of circular migration models targeting qualified and highly skilled migrants.

Sub-category 5 - Temporary and Circular Labour Migration

It is necessary to further develop the range of existing government-managed labour migration schemes by supporting concrete temporary and circular labour migration initiatives between countries of origin and destination. Future allocations of TP MIGRAS could support the review and analysis of existing successful models outside Europe (such as the Employment Permit System of the Republic of Korea, G2G schemes between India and the Philippines and the United Arab Emirates, Canada's Temporary Foreign Worker Programme and Live-In Care Giver programme etc); encourage exchange of information and dialogue with EU MS, at both policy making and technical level, on possible adaptation of successful models; and launch concrete projects to test existing, as well as identify new, best practices for managing temporary and circular labour migration.

Studies should also be directed on informal temporary migration with the identification of best practices included in traditional and informal ways of exchanging work, skills etc.

5.3.2 - General Recommendations

South-South migration has not been given sufficient attention in the two thematic programmes, due to the focus imposed by the DCI Regulation on migration to Europe. Future Call for Proposals should include specific sections covering these themes (with dedicated budget allocations) in order to stimulate the formulation of concrete responses - based on carefully devised priorities and criteria - from a wide spectrum of potential applicants. Emphasis should also be put on transit countries in this respect.

Gender-aspects have not been well represented. The Guide to Gender-Sensitive Labour Migration Policy (OSCE, 2009) presents several recommendations with a right-based approach to ensure equality of treatment and non-discrimination for women and men migrant workers, safe recruitment and better integration in their workplace. In order to develop policies there is a need of more data on gender issues and the corresponding labour market, a capitalisation of gender best practices and a mainstreaming of institutions. There should be also activities related to return and reintegration of women into the economical markets and social networks.

Migrant child labour should be included as a priority in all the migratory flows. (These two issues have been included in the Strategy of 2010-2013 but not in the sector of Labour Migration.)

Some projects have suffered for the impossibility to include activities in EU receiving countries which were deemed necessary to complement those executed in beneficiary countries. Likewise, it has been difficult to enforce measures taken at origin without the cooperation of destination countries. In specific areas such as recruitment regulation, welfare support and migrant worker protection, more flexibility should be allowed in designing interventions to enable more comprehensive responses involving both origin and destination.

NGOs (international and national) have an important role to play in the labour migration sub-sector, albeit it would be more productively channelled to only a couple of sub-categories (notably protection of migrants' rights as a whole and elements of Sub-category 2) and/or specific clusters of activities. Their role would be essential, for instance, in expanding outreach at the community level where migration decisions are formed (for delivering information, raising awareness, providing training and gather information or conduct research at the local level). To do that effectively, strong operational partnerships should be developed from the outset and become a pre-requisite for financial support. Furthermore, mechanisms should be put in place to enable positive and constructive interaction between NGOs and the State so as to transfer achievements at the local level into the overall dynamics. Association with leading specialized organizations having the capacity to understand and reconcile approaches at the central level and at the grassroots will be crucial, as it would be the political back up and initiative of EU Delegations for supporting effective synergies.

5.3.3 - Recommendations for the Call for proposals

Mechanisms and design:

- The need for a more precise categorisation of implementers and the definition of their areas of intervention and priorities. Taking into account the "specialisation fields" of each category of implementer and their status (International, national, NSAs etc.).
- The projects shall cite their sources of information and consult systematically the CSP and RSPs and other relevant documents.
- The Call for Proposals shall define better the geographical coverage. This, not by changing the flows and their definition but by ensuring that all areas are covered in a balanced way.
- Specialisation of the fields covered by the Call for Proposals, and exclusion of areas where progress would best be achieved through carefully designed interventions to be implemented with direct agreements modalities:
 - Areas that need more long-term and constant interventions and approach and global vision,
 - Areas that need more direct follow-up and more technical endeavours in order to progress towards applying lessons learned and best practices in specific themes and regions:
 - Most particularly in the fields of high-level policy dialogue and development. There should be a clear mechanism in place to allow constant feedback between the described technical sphere and policy makers through direct projects.
- More specific definitions and prioritisation of some fields of intervention:
 - In the field of VET and skills trainings where the need is on highly professional grounds.
 - In the field of bilateral/multilateral relations, dialogue and agreements with Trade-Unions.

Priority areas that may be included in future actions within enlarged geographical areas:

- Vulnerable groups, especially migrant child labour, should be included as a priority area.
- Transit countries should be included as priority areas for labour and legal migration projects.

- Gender-aspects should be included in labour migration priorities in accordance with the recommendations of the OSCE guidelines related to this aspect.
- Crisis and other risks shall be an integrated part of all projects activities: economical crisis but also natural disasters and their effects. Political upheavals shall also be confronted with some mitigation measures related to migration. In this case, the next Call for Proposals shall have a special section on the impact of Arab Spring revolts and give priorities to migration and development issues as they include also labour migration.

5.3.4 - Recommendations for enhanced coordination and capitalisation

Need of coordination among AENEAS and TP MIGRAS projects.

- Although actors in the migration field are relatively few, they appear to be in quite strong competition with each other. In order to address this aspect an enhanced role of EU Delegations is required: there should be regular rounds of consultation (at least quarterly) between the EU Delegation and the partners in the migration field (in addition to individual meetings) in order to facilitate their coordination and, if required, to support the interaction with the Government with a view to avoid duplication of activities and enable practical synergies at project level. Similar developments have been witnessed for other thematic programmes (NSA/LA, for example) and should be introduced also here.
- Furthermore, a higher degree of coordination and learning exchange with specialized institutions and Think Tanks in the field of migration (even if not involved operationally in ongoing projects) would be desirable to enable cross-fertilization of ideas, sharing of research, tools and manuals and expand synergies in areas of mutual concern. EU Delegations could play a catalytic role in this respect.
- On a regional level, together with EU delegations, the International Organisations shall play this role of coordination and offer platforms for dialogue. This can be within their mandate when they are implementing more than one EU project in a region.
- An assessment study, an evaluation exercise like the present one, on the geographical level, is necessary in view of capitalizing all the efforts, results and achievements, of accelerating the process for translating knowledge and best practices into policy and defining new priorities.
- Coordination and capitalisation of knowledge produced by the two programmes. The studies and research reports, important and valuable both by their quantity and quality, need to be capitalised and should be made more widely accessible to relevant stakeholders. They can be used for identification of other programmes and projects, for evaluations and for research. A classification is needed in order to have a knowledge-base and a compilation. This classification shall include:
 - An abstract of the study with certain remarks and a short analysis of the recommendations. An update of the observations if they are still available.
 - A system of typological classification.
 - Access through a website.

These can be included in the Call for Proposals as tasks when a study is produced and also as priority actions by countries and regions in order to build this knowledge-database and make it accessible.

6 – Annexes

Annex 1 - Specific evaluation questions for the Sub-categories

Sub-category 1 - Support to policy design, policy dialogue and policy development

EQ 1 - Can it be said that projects funded under AENEAS and TP MIGRAS resulted in changes to any labour migration policies? Or, did they trigger, within the involved relevant authorities, reflections concerning related policy areas, such as domestic labour policy and vocational training policy? Has any bilateral agreement been signed between EU MS and the Third country as result of LM projects?

EQ 2 - Have policy dialogue and coordination among relevant stakeholders increased in the domain of legal labour migration, and at what level, as a result of specific projects funded under AENEAS and TP MIGRAS?

Has the range of stakeholders involved in policy dialogue and coordination on labour migration been broadened as a result of specific projects?

EQ 3 - Was field research, data gathering and analysis of migration flows supported by the projects sufficient to enable progress in policy design, policy dialogue and policy development and, if no progress has been witnessed, what are/were the main obstacles ?

Sub-category 2 - Reinforcement of labour migration management and labour matching capacities (data collection, profiles' assessment, pre-selection, recruitment, cooperation with countries of destination, reintegration in the labour market of returnees)

EQ 4 - Which new tools were developed or introduced by the projects to better manage international labour migration? How effective and sustainable have they been?

EQ 5 - To what extent employers seeking for foreign labour and would-be migrants seeking for jobs abroad have been facilitated, through specific LM projects, to find the appropriate candidates/vacancies? Which constraints emerge in this specific area of intervention?

EQ 6 - To what extent pre-departure information/vocational training modules are useful to bridge the gaps in the professional profiles of migrant workers and allow them to make full use of their skills and/or simply to smoothly integrate into the labour market and society of the country of destination?

EQ 7 - To what extent capacity building initiatives and specifically tailored training supported by the projects have helped in building expertise and practical know how in the management of labour migration ? How, and in which specific operational areas are these newly acquired capacities utilized at present?

Sub-category 3 - Protection of migrants' rights

EQ 8 - Have authorities or employers in destination countries came to propose some agreements or contractual conditions that take into consideration migrant workers' rights, which are due to an increase of awareness fostered by projects funded under AENEAS and TP MIGRAS ? And on the other hand, to what extent do migrants demonstrate, as a result of the projects, increased knowledge of their labour rights and understanding of labour-related administrative procedures, ability to interact with local authorities and other key stakeholders and benefit from associative opportunities in the countries of origin, destination and/or return?

EQ 9 - To what extent are would-be emigrants in third countries better informed, as a result of the projects, on the possibilities of legal migration, on labour needs in Europe and on the risks inherent to illegal immigration? And how were these migrants better equipped to enable them pursue legal channels of migration?

Sub-category 4 - Human capital development and brain drain

EQ 10 - To what extent have projects funded under AENEAS and TP MIGRAS addressed the issue of the migratory outflow of highly skilled people from third countries and the relating developmental challenges for those countries? What lessons can be highlighted as regards brain drain mitigation, mobility of competencies and transfer of know-how and expertise which could have an impact on the countries of origin

EQ 11 - To what extent circular migration projects contribute or shall contribute to mitigate brain drain/brain waste?

Sub-category 5 – Temporary and Circular Labour Migration

EQ 12 -To what extent circular migration projects promoted real circular mobility (back and forth)?

EQ 13 - What lessons have emerged in terms of quality, impact, cost-effectiveness and potential duplication of TCLM models introduced and/or consolidated through AENEAS and TP MIGRAS?

EQ 14 - Did the projects generate an increase in the awareness on the potential of Circular Migration as a tool for transferring know-how, skills, expertise and new ways of thinking – through the contribution of return migrants – in the countries of origin? To what extent did the projects enhance the capacities of relevant authorities in countries of origin to recognize such contribution acquired abroad and to harness this potential upon return?

General and cross-cutting evaluation questions

GQ 1 - Did the projects generate a strong sense of ownership at the level of national institutions involved in the management of labour migration? If not, why?

GQ 2 - Have the projects created new partnerships and synergies between institutions at either the national or international level? If so, which ones? Are these partnerships and synergies likely to be sustained in the longer term in order to consolidate results, follow-up any plans or activities and pursue common objectives?

GQ 3 - To what extent the program had any influence on reducing illegal employments and channels in countries of destination, or, any influence in creating new legal labour possibilities in these countries ? What are the lessons learned?

GQ 4 - In general, to what extent awareness campaigns, information dissemination, flyers, videos, other media communication, have been efficient and effective when they are not done with a specific focus resulting from a feasibility study?

GQ 5- Bearing in mind the political objectives, priorities and strategies of the EU in the thematic area, and the fact that the projects are implemented by different types of implementers and involve a wide range of stakeholders with different needs and priorities, to what extent did the projects address the needs and problems which are prevalent in specific regions? What are the problems the implementers have faced, for instance in policy development and dialogue, especially for regional projects?

GQ 6 - Regarding the different categories of implementing agents, were there any difficulties in implementing elements of the different sub-categories of labour migration and, in the affirmative, which solutions have been envisaged ? What are the points or sub-categories that are difficult to implement or follow, especially with governmental institutions of third countries?

GQ 7 - Has the design of the TPMA past call for proposals allowed implementers to cover the full range of possible labour migration interventions or limitations of some kind can be detected in the call (for example in terms of typology of activity, combination region-activity, financial thresholds, choice of partners) ? What were the difficulties faced?

GQ 8 - How can the relevance of the gender aspects and aspects related to other vulnerable groups (e.g., children) be improved in the implementation of the LM projects? Which are the most successful measures/actions and partners for facilitating this purpose?

Annex 2.1 - List of projects visited and studied in a more detailed way

N.	Year	Contract number	Contracting party	Title	Geographic Sector	Labour migration main sub-category
1	2005	103-523	INTERNATIONAL ORGANIZATION FOR MIGRATION	Regional Dialogue and Program on Facilitating Managed and Legal Migration Between Asia and the European Union (EU)	Asia and Central Asia (D)	1. Support to policy design, policy dialogue, policy development
2	2005	103-564	AYUNTAMIENTO DE CARTAYA	Programme de Gestion Intégrale de l' Immigration Saisonnière » entre la province de Benslimane et la province de Huelva	Southern Mediterranean and Middle East (A2)	5. Temporary and Circular Labour Migration
3	2006	120-072	INTERNATIONAL LABOUR ORGANIZATION	Towards sustainable partnerships for the effective governance of labour migration in the Russian Federation, the Caucasus and Central Asia	Europe and Neighbourhood Policy (A1)	1. Support to policy design, policy dialogue, policy development
4	2007	129-786	POLE EMPLOI	« Améliorer les conditions pour la circulation qualifiante des travailleurs »	Southern Mediterranean and Middle East (A2)	2. Reinforcement of labour migration management and labour matching capacities
5	2007	130-038	CAMARA OFICIAL DE COMERCIO INDUSTRIA Y NAVEGACION DE OVIEDO	Fit for Europe - Training for a positive migration	Southern Mediterranean and Middle East (A2)	2. Reinforcement of labour migration management and labour matching capacities
6	2007	130-078	UNIVERSITA DEGLI STUDI DI ROMA LASAPIENZA	BrainNet-working	Europe and Neighbourhood Policy (A1)	4. Human capital development, brain drain
7	2007	130-367	ISTITUTO SINDACALE PER LA COOPERAZIONE ALLO SVILUPPO ONLUS	"Safe bridges for migrant workers": pilot initiatives in Moldova and Ukraine	Europe and Neighbourhood Policy (A1)	2. Reinforcement of labour migration management and labour matching capacities
8	2008	150-904	GROUPEMENT DE INTERET PUBLIC POUR LE DEVELOPPEMENT DE L ASSISTANCE TECHNIQUE ET DE LA COOPERATION INTERANTIONALE	Partenariat pour la gestion des migrations professionnelles Union Européenne – Bénin, Cameroun, Mali, Sénégal	ACP Countries (C)	4. Human capital development, brain drain
9	2008	152-804	ESCUELA ANDALUZA DE SALUD PUBLICA SA	Migration of Health Professionals between Latin America and Europe: analysis and generation of opportunities for shared development.	Latin America (B)	4. Human capital development, brain drain
10	2008	152-834	AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT	Adding value to Central Asian Migration: Awareness, Capacity Building and Networking for maximizing the impact of migration on growth and development	Asia and Central Asia (D)	2. Reinforcement of labour migration management and labour matching capacities 3 – Protection of migrants' rights
11	2008	153-434	IOM	Regional programme and dialogue on facilitating safe and legal migration from South Asia to EU	Asia and Central Asia (D)	1. Support to policy design, policy dialogue, policy development
12	2008	153-614	FONDAZIONE TERRE DES HOMMES ITALIAONLUS	Promoting safe migration and local development in four districts in Bangladesh, through awareness raising, skills development and Institutional capacity building.	Asia and Central Asia (D)	3. Migrants' rights
13	2008	153-705	INTERNATIONAL LABOUR ORGANIZATION	Increasing Protection of Migrant Workers in Russian Federation and Enhancing Development Impact of Migration in South Caucasus through Policy Dialogue, Capacity Building, Partnerships and Pilot Actions	Europe and Neighbourhood Policy (A1)	3. Migrants' rights
14	2008	165-058	KONUNGARIKET SVERIGE	Strengthening the Moldova capacity to manage labour and return migration within the framework of the mobility partnership with the EU	Europe and Neighbourhood Policy (A1)	Mobility Partnership with EU

Annex 2.2 - Table of the complete list of studied projects

N	Contract year	Contract number	Contracting party	DEL in charge	Entity in charge	Contractor's sign. date	Starting date	End date of Activities
1	2005	103523	INTERNATIONAL ORGANIZATION FOR MIGRATION		AIDCO F	12/12/05	13/12/05	31/01/09
2	2005	103564	AYUNTAMIENTO DE CARTAYA		AIDCO F	10/12/05	09/12/05	11/06/08
3	2006	120072	INTERNATIONAL LABOUR ORGANIZATION		AIDCO F	14/11/06	15/11/06	13/06/10
4	2006	120199	IT MINISTRY OF LABOUR		AIDCO F	20/11/06	31/02/2008	21/01/06
5	2006	120237	INTERNATIONAL ORGANIZATION FOR MIGRATION		AIDCO F	27/12/06	28/12/06	28/06/09
6	2007	129742	REPUBBLICA ITALIANA		AIDCO F	11/12/07	01/03/08	31/05/10
7	2007	129786	POLE EMPLOI		AIDCO F	19/12/07	01/03/08	28/06/10
8	2007	130038	CAMARA OFICIAL DE COMERCIO INDUSTRIA Y NAVEGACION DE OVIEDO		DEVCO/D3	04/12/07	05/12/07	05/10/11
9	2007	130078	UNIVERSITA DEGLI STUDI DI ROMA LASAPIENZA		AIDCO F	07/12/07	08/12/07	07/06/10
10	2007	130328	KENTRO ANAPTYXIS KAI EKPAIDFSIS EVROPAIKI PROOPTIKI		AIDCO F	06/12/07	15/01/08	14/12/10
11	2007	130367	ISTITUTO SINDACALE PER LA COOPERAZIONE ALLO SVILUPPO ONLUS	Ukraine	DEVCO/H	10/12/07	15/02/08	14/09/11
12	2008	150904	GROUPEMENT D INTERET PUBLIC POUR LE DEVELOPPEMENT DE L ASSISTANCE TECHNIQUE ET DE LA COOPERATION INTERANTIONALE		DEVCO/D3	18/12/08	01/01/09	31/08/11
13	2008	152804	ESCUELA ANDALUZA DE SALUD PUBLICA SA	Uruguay	DEVCO/G	09/12/08	01/01/09	30/06/11
14	2008	152834	AGENCE D'AIDE A LA COOPERATION TECHNIQUE ET AU DEVELOPPEMENT	Kazakhstan	DEVCO/H	16/12/08	01/01/09	30/06/11
15	2008	152970	OXFAM GB LBG	Bolivia	DEVCO/G	16/12/08	01/03/09	31/08/11
16	2008	153319	RAKS THAI FOUNDATION	Thailand	DEVCO/H	23/12/08	01/03/09	28/02/12
17	2008	153434	IOM	Bangladesh	AIDCO D	29/12/08	01/02/09	31/05/11
18	2008	153614	FONDAZIONE TERRE DES HOMMES ITALIAONLUS	Bangladesh	DEVCO/H	10/12/08	15/04/09	14/04/12
19	2008	153830	FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE	Kazakhstan	AIDCO D	08/12/08	09/12/08	09/06/10
20	2008	153705	INTERNATIONAL LABOUR ORGANIZATION	Russia	AIDCO A	12/12/08	13/12/08	13/06/11
21	2008	153780	REPUBLICA PORTUGUESA	Ukraine	AIDCO A	10/12/08	11/12/08	10/12/10
22	2008	165058	KONUNGARIKET SVERIGE		DEVCO/D3	19/12/08	01/02/09	31/01/12
23	2008	165065	REPUBLICA PORTUGUESA		DEVCO/D3	23/12/08	19/12/08	31/12/11
24	2009	153183	THE WORLD BANK GROUP		DEVCO/D3	23/12/09	23/12/09	23/12/12

Annex 3 – Seminar Agenda

The Roundtable aims to present the findings and the operational recommendations of the evaluation to the key stakeholders concerned with labour migration within the framework of external assistance. The purpose is to outline the strengths and weaknesses of the actions supported so far, to identify areas for improvement and to guide the relevant decision-makers to better design future actions.

AGENDA

9:00-9:15 **REGISTRATION**

9:15-9:30 **INTRODUCTION**
Mr. Geza Strammer, DG DEVCO, D3

9:30-10:00 **SUMMARY OF EVALUATION REPORT**
Ms. Anna Charpin, Independent Expert
Mr. Luca Aiolfi, Independent Expert

10:00-12:30 **SESSION 1**
Chair: Mr. Geza Strammer, DG DEVCO, D3

10:00-10:30 **Support to Policy Design, Policy Dialogue and Policy Development**

Key findings related to this sub-category: examples from projects

- Ms. Anna Charpin, Independent Expert
- Mr. Luca Aiolfi, Independent Expert
- *To what extent labour migration projects have resulted in changes to national policies or regional strategies? Have policy dialogue and coordination among the relevant stakeholders increased in the domain of labour migration, as a result of specific projects?*
- *Have labour migration projects triggered, within the involved relevant authorities, reflections concerning related policy areas, such as domestic labour policy and vocational training policy? Are labour migration interventions perceived by the relevant authorities as coherent with national strategies?*
- *Can some specificity related to south-south migration be identified in this area of intervention?*

10:30-10:45 **Coffee Break**

10:45-11:30 **Labour Migration Management and Labour Matching**

Key findings related to this sub-category: examples from projects

- Ms. Anna Charpin, Independent Expert
- Mr. Luca Aiolfi, Independent Expert
- *Which new tools were developed or introduced by the projects to better manage international labour migration? How effective and sustainable have they been?*
- *To what extent employers seeking for foreign labour and would-be migrants seeking for jobs abroad have been facilitated, through specific projects, to find the appropriate candidates/vacancies? Which constraints emerge in this specific area of intervention?*
- *To what extent pre-departure information/vocational training modules are useful to bridge the gaps in the professional profiles of migrant workers and allow them to make full use of their skills or simply to smoothly integrate into the labour market and society of the country of destination?*
- *Which specific challenges emerge in the area of reintegration into the labour market of returnees?*

11:30-12:30 Debate and Q&A

Moderator: Mr. Patrick Taran, ILO, Senior Migration Specialist

12:30-14:00 **LUNCH BREAK**

14:00-16:30 **SESSION 2**

Chair: Mr Carlos Cardao, DG Home

14:00-14:45 Migrant's Working Rights Protection

Key findings related to this sub-category: examples from projects

- Ms. Anna Charpin, Independent Expert
- Mr. Luca Aiolfi, Independent Expert
- *To what extent are would-be emigrants in third countries better informed, as a result of the projects, on the possibilities of legal migration, on labour needs in Europe and on the risks of illegal immigration?*
- *To what extent have projects increased awareness of relevant authorities, general public and employers in the country of destination on migrant workers' rights?*
- *Which lessons can be drawn on the effectiveness of awareness campaigns and information dissemination through different media?*

14:45-15:00 **Coffee Break**

15:00-15:45 Circular Migration, Human Capital Development and Brain Drain

Key findings related to this sub-category: examples from projects

- Ms. Anna Charpin, Independent Expert
- Mr. Luca Aiolfi, Independent Expert
- *To what extent have circular migration projects contributed to remove obstacles to circular mobility or improved awareness of these obstacles among the relevant stakeholders?*
- *Did the projects increase awareness on the potential of circular migration as a tool for transferring know-how, skills, expertise – through the contribution of return migrants – in the countries of origin?*
- *Did the projects enhance the capacities of the country of origin relevant authorities to recognize the skills acquired abroad and to harness this potential upon return? To what extent circular migration projects contribute to mitigate brain drain/brain waste?*

15:45-16:30 Debate and Q&A

Moderator: Ms. Anna Platonova, IOM, Independent Network of Labour Migration and Integration

16:30-17:00 **CONCLUSIONS**

Mr. Jonathan Chaloff, OECD
Ms. Hélène Bourgade, DG DEVCO

Annex 4 – Roundtable minutes

The evaluation exercise focused on labour migration projects funded under the AENEAS and Thematic Programme. The debates during this roundtable were of a much larger scale and shifted the discussions onto the general issues of labour migration that go beyond the specific projects' results or objectives of the two programmes.

1. INTRODUCTION

Mr. Geza Strammer, from the European Commission, welcomed the participants and presented the context of the evaluation. The overall purpose of this exercise is to assess to which extent the projects on labour and circular migration funded by TP MIGRAS and former AENEAS programme have achieved the set policy objectives and how the effectiveness of similar interventions can be improved in the future. The results of this independent assessment will serve as guidance for the European Commission in order to fine-tune the future planning of the migration thematic instruments with regard to this specific sector. The Roundtable aims to present the findings and the operational recommendations of the evaluation to the key stakeholders concerned with labour migration within the framework of external assistance for an informal exchange of experiences and lessons learnt.

24 projects, amounting to over 30 € millions, have been analysed by the experts and 14 have been visited.

The experts, Ms. Anna Charpin and Mr. Luca Aiolfi, have been invited to present the findings of their evaluation. Their presentation can be found in Annex 1 of this document.

2. KEY ISSUES DISCUSSED DURING THE DEBATE

Support to Labour Matching

A general concern raised in relation to labour matching relates to the fact that job offers from European Member States are currently very limited and the European legal framework concerning admission of migrant workers is fragmented. Consequently, whereas the interventions supported through the two programmes have significantly improved labour migration management capacities and tools in origin countries, concrete results of employability in the EU depend on external factors that could not be addressed by the projects. The considerably improved capacity of third countries to inform about legal migration rules and to accompany potential migrants is somehow frustrated by the current narrow avenues of legal migration towards the EU as well as by numerous constraints arising from the different national frameworks.

Pre departure training and information

It has been stressed that providing would be migrants with pre-departure vocational training with no direct link to job opportunities may entail the risk of raising expectations and frustration.

The recommendation of the evaluators is to include these trainings within the national VET system and not consider them only as immediate responses to international demands.

Participants observed in this regard that this is a very ambitious task as in many cases VET systems themselves in origin countries are in need to be reformed in order to reduce skills mismatches not only with destination countries needs but, first and foremost, on the domestic labour market.

It has also been highlighted the fact that today vocational training and labour matching represent a huge business; corruption and abuses may occur.

A clear distinction has been made between pre-departure vocational training and pre-departure information. The latter entails fewer concerns and proves to be an effective way to protect migrants' rights.

It has also been observed that for a receiving country the greatest added value of pre-departure training is attached to language training.

Categorization of the implementers

The evaluation highlights the need to identify the most appropriate implementer for different activities. While NSAs do not always have the capacity to effectively intervene on policy aspects, the impact of international organisations in this sub-sector can be stronger, given their ability to deliver on regional/global objectives with the support of sizable qualified human resources and strategic partnerships with public stakeholders. The importance of non state actors and civil society organisations lies on the work done at grassroots level.

This opinion was not accepted by all participants. It was pointed out that migrants and civil society can participate in policy dialogues and influence policy developments.

Social dialogue

The experts observed that the inclusion of labour migration into the agenda of trade unions is one of the largest contributions of projects in terms of migrants' rights protection.

Participants observed that in some regions, such as former Soviet Union countries, the most acute need is to reinforce Employers' organisations and to get them involved in labour and labour migration issues.

Role of employment services

Participants remarked that migration projects offer the opportunity for an overall reinforcement of employment services in third countries, which allows to go beyond *strictu sensu* migration related needs and to address broader labour governance issues.

Despite the economic crisis, a demand for foreign labour exists even nowadays, but is mainly channelled through informal (not necessarily meaning illegal) channels. Governments are unwilling to engage in active recruitment schemes.

3. CONCLUSIONS

OECD, Mr. Jonathan Chaloff

- OECD Governments are increasingly asking for policy recommendations on migration management and labour migration matching;
- Labour markets are increasingly deregulated, the role played in labour intermediation by formal institutions is reduced, less and less OECD governments see themselves as in charge of bringing workers at the door of employers;
- Labour migration is a business; migrant workers are willing to invest and to pay, and they mainly bear the risks of their personal migration project;
- Raising false hopes for migrants or for the public institutions involved in a project is a serious risk that needs to be properly addressed;
- To exert direct influence on policy formulation, and especially on migration policy, is one of the most difficult challenges.

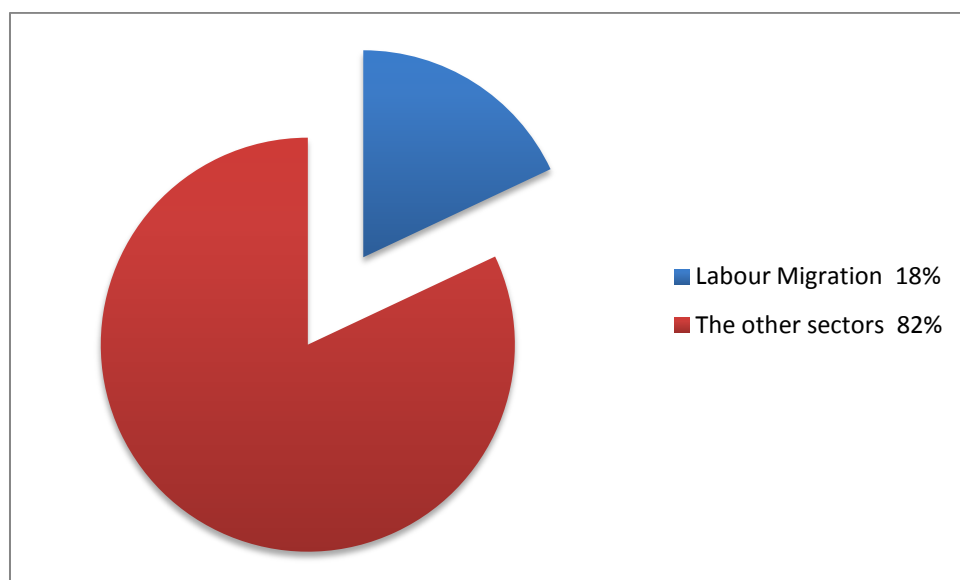
European Commission, Mrs. Helene Bourgade

- The round table confirmed the relevance of the findings and recommendations of the evaluation as well as the added value of a public event aimed at sharing the results;
- The EC will take into account the findings of the evaluation when designing the next call for proposals of the thematic programme for migration and asylum and the future strategies, project managers are encouraged to do the same when drafting and implementing future interventions, especially as far as information sharing and capitalisation are concerned;
- The thematic programme for migration and asylum is appreciated because of its flexibility and adaptability when faced with political/social/economic changes that affect project implementation;
- The need to ensure that the institutional level and the operational one feed each other, surfaced throughout the debate, has to be properly addressed;
- Insufficient sharing of the information and knowledge tools produced by the projects is another area of concern that emerged and where more efforts are needed;
- It is crucial to reinforce the capacities of employment services and the synergies among migration, vocational training and employment policies in development strategies;
- Policy coherence for development remains a key issue, the impact of labour migration on the development model chosen by many countries, both sending and receiving ones, should be better reflected and worked upon.

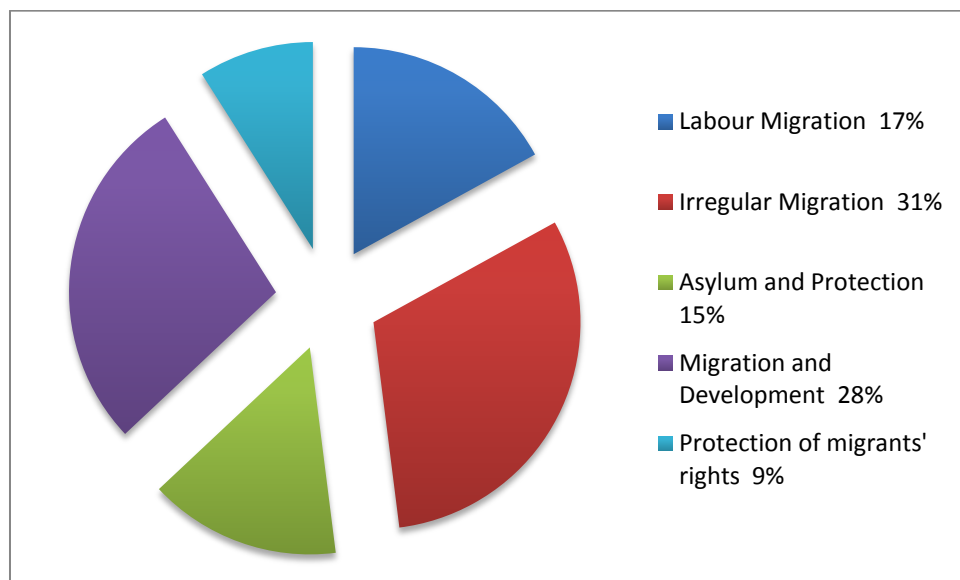
Annex 5 – Labour migration in the thematic budget lines

These graphs show the ratio of labour migration projects in AENEAS and in the Thematic Programme.

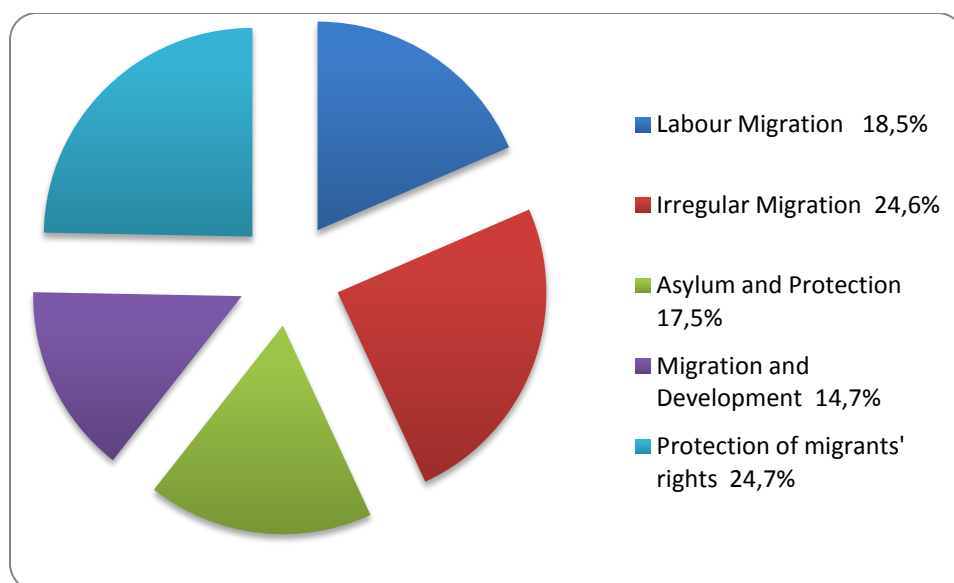
Percentage of Labour Migration projects within the whole of the AENEAS Programme (2004-2006)



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Thematic programme : projects 2009 - 2010



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