



Evaluation Unit (EVAL)

Evaluation Title Page

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Increasing Protection of Migrant Workers in the Russian Federation and Enhancing Development
Impact of Migration in Armenia, Azerbaijan and Georgia

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Independent Final Evaluation

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List of Abbreviations

RF – Russian Federation
CGT – Confédération générale des travailleurs
JMIDI – Joint Initiative for Migration and Development
MRC – Migration resource Centres
IOM – International Organisation for Migration
EC/AENEAS – European Commissions programme for migration
EC/MIGRAS – European Commission’s Thematic programme for migration
TU – Trade Union
FNPR – Russian Federation of Independent Trade Unions
KTR – Confederation of Trade Unions
FMS – Federal Migration Services
RSPP – Russian Union of Industrialists and Entrepreneurs
TIG – Targeted Initiative Georgia
GEA – Georgian Employers’ Association
PEA – Private Employment Agency
AAR – Ajari Autonomous Republic
ATUC – Azerbaijan Trade Unions confederation
GTUC – Georgian Trade Unions Confederation
CTUA- Confederation of Trade Unions of Armenia
SESA – State Employment Service of Armenia
RUAE – Republican Union of Armenian Employers
SMSA – State Migration Service of Armenia
SMAA- State Migration Agency of Armenia

1. Executive Summary

1.1 - Project Background

«Increasing Protection of Migrant Workers in the Russian Federation and Enhancing Development Impact of Migration in Armenia, Azerbaijan and Georgia» is a project that is co-financed by the EC and coordinated by the ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia. It addresses issues of labour migration under the ILO's overarching framework of decent work and social justice with its tripartite structure, involving governmental institutions, employers, migrant workers and social partners. The present evaluation is at the final stage of the project that has already been extended twice on a non-cost basis and ended in April 2012.

Russia ranks top as a country of destination for labour migrants from South Caucasus, moving mainly for economical reasons and hence labour migration is the main trend. Despite the non visa-regime for CIS countries' citizens, the quota system installed, the facilities to obtain work permits or to register, the majority of migrant workers in Russia are still in an irregular situation regarding permits and contracts. Migrant workers and their employers are not well informed on registration and work permit procedures. Irregular migrants are vulnerable to labour exploitation and abuse and labour and human rights of many migrants are violated. They are also largely remaining outside of the overall revenues and tax system, which has adverse effects on public systems. At the same time, labour migration provides a vital source of income and boosts economic development of the host and sending countries while it drains the South Caucasus of its most useful workforce. Effective governance of labour migration in the Russian Federation is a priority. Information is essential. Informing and protecting labour migrant's rights is a priority in order to maintain social cohesion and avoid as much as possible discrimination.

1.2 - Project objectives

The overall objective of the project is to increase the protection of migrant workers in the Russian Federation and promote well-managed labour migration in the region and enhance the development impact of migration in Armenia, Azerbaijan and Georgia. The project employs strategies that build on the current ILO work in the region and its institutional strengths and partnerships. Effective international practices, including from European Union member states and ILO experience, were drawn upon.

The specific objectives of the project are as follows:

- Ensure that migrant workers in target areas and sectors in Russia and in countries of origin have access to information on admission rules and procedures, rights and access to trade union services and participation;
- Increase awareness of employers in target areas and sectors in Russia, facilitate their recruitment of migrant workers in shortage areas, and improve employment and working conditions of migrants in construction;
- Increase capacity of governments in both countries of origin and destination (Russia) to effectively govern labour migration and increase cooperation;
- Development of a migration and development strategy in countries of South Caucasus and creation/strengthening of mechanisms for migrants, diaspora and returnees to contribute to development in their country of origin.

The project activities were aimed at:

- Improving access to information for migrant workers on admission rules and procedures
- Ensuring trade union services and participation for migrant workers

- Increasing cooperation and capacity of governments to regulate labour migration
- Supporting the development of migration strategies
- Strengthening mechanisms for migrants to contribute to their country of origin
- Raising awareness on labour migration and ILO Conventions
- Adapting objectives/activities to the needs of ILO partners
- Developing instruments for cooperation between partners
- Identifying common goals – across borders
- Adoption of strategies and action plans by partner organizations
- Cooperation with other international organizations and EU projects
- Building social partnership through the involvement of social partners in all project activities
- Making concrete steps towards change
- Promoting tolerance and cross-cultural communication
- Looking for sustainable solutions

The total budget of the project is \$3,416,557 (Euros 2,388,173.19), of which 80% is an EC contribution financed under the Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum, from the budget lines 2009-2010 of Call for Proposals. The total duration of the action was 30 months extended to 40. The project started in December 2008 and the chief technical advisor was identified in September 2009. The project ended in April 2012.

1.3 - Methodology of the evaluation

The present evaluation is an independent final evaluation. It aims to improve further programming, inform organizational decision making, ensure transparency and accountability to the donor.

Its objectives are to determine the extent to which the outcomes of the project have been achieved, the changes produced, its impact and the intended and unintended effects of the project. It is also to obtain feedback from the national partners and provide suggestions, recommendations to better target the next steps, future strategies and new areas of technical cooperation.

The evaluation covers the project as a whole, from its starting date of December 2008 to its end in April 2012. The methodology of the evaluation is based on document reviewing, assisting to major and final events, field interviews and meetings. The exercise follows the OECD/DAC criteria for evaluating development assistance.

1.4 - Main findings and conclusions

Project figures in brief:

- **40 months of work (2009-2012)**
- **160 events**
- **6000 participants**
- **More than 35,000 labour migrants received assistance and were informed**
- **More than 100,000 printed publications**
- **Widespread information campaign**

Through the ILO's tripartite structure, the project worked closely with an important number of stakeholders representing the social partners and governmental institutions. Many changes have occurred during the project – new EU agreements, migration policies – that were external but needed the project's support. Many changes occurred also stemming from the projects activities – agreements, action plans – that show clearly that the project's activities are sustainable and the goals are attained and shall be continued. Through the empowering of the social partners, building capacities and creating important networks the project was able not only to change perceptions but also attitudes that gave way to new strategies and policies.

The project's contribution to migration management in general through an intensive work on the recognition of labour migration is important to underline.

1.4.1 – Relevance

- The objectives of the project are relevant and valid and address real needs of the countries in an adapted manner.
- The activities and outputs of the project are consistent with its overall goals and attainment of its objectives and empower the different partners to continue the work.
- The project objectives and goals are relevant to the EC Thematic Programme's main lines.
- The implementing agent and its main partners are the most adequate for the realisation of the project activities. The tripartite structure together with the ILO approaches and different instruments are the right tools. They give recognition to labour migrants and to their contribution to the development of the economy of the receiving country.
- The activities and outputs of the project are consistent with the intended impacts and effects.
- The activities and outputs of the project have a double approach: they are common to all the countries covered by the project and at the same time they are adapted to each situation. The project's flexibility helps achieve this adaptation.

1.4.2 – Efficiency

The project has a clear coordination structure through the national project coordinators and the establishment of the Country Project Advisory Groups (PAGs) in all countries involving all constituents. The project has an efficient work methodology that has facilitated, improved and enhanced its impact.

Activities were cost-efficient and some of them were multiplied with the partners' own resources. The objectives did achieve on time and the project created momentum, but was also pulled by rapidly changing situations that highlighted the issues of migration and underlined its transversal character in all the four countries involved.

1.4.3 – Effectiveness

The project has been fully effective for the first component, which represents its major objective that is the protection of labour migrants' rights and the promotion of a well-managed migration. This has been achieved by the full and active participation of all the stakeholders who have now included «migration» issues in their broad agendas. The second component is in continuation of the first where the major and most important basis has been prepared through quality research studies.

Different important factors influenced the course of the project like the advent of various agreements with the EU and the Member States. The direct influence of these factors was the shift of migration issues from «peripheral», «invisible» spheres to the centre of socio-economic and political life.

1.4.4 - Impact and sustainability

The direct impact of the project on migrants is a long-term issue, but on a short run many positive results of the project leave important impacts: on policy level, information wise and also on behavioural changes of attitudes and perceptions leading to elaboration of strategies, action plans and even new draft laws.

Around 6,000 persons have been directly affected by the project as migrants, potential migrants or returnees. This number is much more when we consider the trainings, workshops, study tour visits and discussion seminars. This number is still more when the publication material is taken into account; booklets explaining risks and rights, flyers in airports, guidelines etc.

The project was successful in establishing a strong sense of ownership among its partners which is very important for the sustainability of the results. Direct, the agreements signed among different constituents and stakeholders are to continue the project's basic activities on mutual basis, common understanding and shared activities. Indirect, the creation of commissions for migration and elaboration of action plans, the drafting of the new migration policy and the project's comments can be considered as the main indicators related to the contributions of the project in raising and acquiring «ownership». Ownership has an important place in this project's main achievements. The management of migration - mainly through the labour migrants and returnees - has become one of the main missions and driving force of the social partners as well as the governmental structures.

1.4.5 – Recommendations and lessons learned

The overall recommendation is the continuation of activities with the same approach that «offers a platform where all stakeholders can meet, share competences and work together». More activities are needed in the following areas:

- 1) Information dissemination and awareness raising;
- 2) Sharing experiences and information with EU- MS on migration management;
- 3) Spreading information on international conventions and practices;
- 4) Improving professional qualifications and raising standards to match the market demands;
- 5) Brain drain is an important issue together with loss of work force and brain loss in sending countries. More emphasis should be put on this issue related to “migration and development”, especially in relation to the Readmission agreements and Mobility Partnership Programme with the EU MS;
- 6) Integration of returnees in a general “migration and development” framework;
- 7) More research analysis on diaspora organisations and their role in labour migration management.

Lessons learned

- 1) Flexibility of project design and approach:
Thanks to the flexibility of the design and the methodology, the very efficient approach and the high quality of the technical assistance, the project has been able to give the necessary support to the stakeholders taking account of changing realities.
- 2) Regional (multi-country) programming:
The project design that brings the four countries together, creating clusters of sending and receiving countries through agreements, mutual understanding and common priorities, improves its overall effectiveness. Sending and receiving countries have been working on equal grounds and sharing responsibilities.
- 3) Social cohesion approach:
The whole objective of the project has the enhancement of social cohesion - between labour migrants and workers - as its common denominator. The recognition by the sending countries of their own citizens who are not only perceived through the remittances or their participation in co-development actions, but also through their rights that should be protected is one of the important achievements of the project. Due to this approach, in quite

a short time span, the project was capable to bring together different stakeholders, different countries and have them realize mutual priorities and needs.

4) Sound migration management:

Labour migration as the basis of sound migration management is what the project puts forth through its activities and efforts. Sound management of migration is a positive development issue and this has become possible through the project's approach to labour migration.

Best practices

- 1) Confidence-building: The project was able to build confidence among various stakeholders and bring a better understanding of concerns related to labour migration and the role of social partners in each of the countries through its flexibility to adapt to each situation and raise in each of them awareness and capacity. As it was underlined during a meeting in Georgia, the project has created new partnerships and new «social» dialogues where there were none and where the stakeholders did not know that they could be involved in migration issues, for example like most of the trade unions. Confidence-building relies on taking and sharing responsibilities, which is one of the strong points of the project. It gave way to ownership.
- 2) Raising visibility of migrants: Labour migrants, when they were not considered as threats, had been invisible. Through its activities and all its approach, the project has contributed to a change in perceptions and attitudes regarding labour migrants and migrants in general as part of socio-economic development of both sending and receiving countries. From a negative or «invisible» record labour migrants have become - at least starting with the tripartite constituents and their partners - actors, active participants in the labour market, recognised workers having their share of rights and responsibilities. Migrants have become visible and their contribution to the economy of the receiving countries has started to be acknowledged.
- 3) Recognition of migrants as diaspora related to the recognition of the migrants' «back home»: The project has promoted recognition of migrants as diaspora. This is not only the recognition of a migrant as a «remittances» provider, but also as a representative of the country of origin.
- 4) Returnees and more humanistic approaches to their integration: Returnees are not only those migrants who come back to invest, nor the invisible ones - they are also those who have suffered, need employment etc. The project was capable to tackle this issue through the social partners whose capacities have been enhanced.
- 5) Multiplier effect: Many initiatives of the project were multiplied with other partners, other countries. For example, the agreements signed with the trade unions were then signed with other partners, other countries. The seminars and booklets were replicated with other funds and resources.

2. Introduction

2.1 Project Background

The present evaluation concerns the project entitled «Increasing Protection of Migrant Workers in the Russian Federation and Enhancing Development Impact of Migration in Armenia, Azerbaijan and Georgia». It is co-financed by the EC coordinated by the ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia. It addresses issues of labour migration under the ILO's overarching framework of decent work and social justice with its tripartite structure, involving governmental institutions, employers and migrant workers. The evaluation is at the final stage of the project that has already been extended twice on a non-cost basis and shall end in April 2012.

The project is built on the former ILO project (2007-2009) “Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia”, that brings together the Russian Federation, Central Asian countries of Kazakhstan, Kyrgyzstan and Tajikistan and Armenia from the Southern Caucasus. Both projects are co-financed by the EC under the AENEAS and Thematic Program of Cooperation with Third Countries in the Areas of Migration and Asylum¹ and implemented by ILO and its partners.

The former project stands as the predecessor of the present one giving a deep understanding of the region's migration patterns, governance and legislative frameworks acquired through policy-oriented research. It has identified the existing expertise and knowledge gaps through its workshops, seminars and publications and enabled develop a national and regional process of policy-dialogue. The main areas of contribution have been in: establishing and supporting the tripartite national structures for multi-sectorial policy dialogue; assisting the private sector on procedures and recruitment of migrant workers; strengthening the local research infrastructure and capacity building of local institutions and social partners².

This former project has in a sense prepared the ground for the design of the present project which focuses mainly on the three South Caucasus countries and the labour migration trends to the Russian Federation.

Background and needs analysis

In the last decade, the Russian Federation has become the second destination country in the world. It is simultaneously the centre of attraction of the foreign labour force from the CIS countries, mainly from the South Caucasus and Central Asia, and the migratory transit for migrants from the Asian and African countries. It is clear that Russia reduces the migratory pressure to the European Member States by providing access to its labour market to migrant workers from the CIS countries. It is also clear that due to its economic and demographic situation, the Russian labour market has the capacity to absorb this available labour force.

Estimates from the present project indicate that 15 million people come to Russia every year. Out of this figure between 5 to 10 million are migrants. The Ministry of Health and Social Development announces 8.6 million. The figures vary according to the information source and there is surely a need for better statistical information and monitoring. In 2007, only a small proportion - 2 million³ - had work permits and were regular, the rest constituted this invisible mass of irregular migrants

¹ Reference: EuropeAid/126364/C/ACT/Multi, Budget lines 19.020101 and 19.020102.

² A. L. Colleo, Final Independent Evaluation Report, Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia, ILO, Jan. 2010.

³ The project proposal.

working in the shadow, vulnerable to labour exploitation and abuse. This constantly increasing irregular immigration into the Russian Federation has become one of the most topical problems for the society and the State.

Until 2009 migration issues were pushed to the background at the political level in Russia mainly due to the financial crisis and fears by the government and social partners for another long-lasting economic downward spiral. In spite of this, significant changes in migration legislation in 2007 and 2009 have led to increased numbers of migrant workers registering and applying for different types of work permits.

Very recently however migration management has become a major government priority. In July 2010, a radical reform is adopted allowing for domestic workers to formalize themselves and for high-skilled workers to gain easier access to the Russian labour market. However, the general concerns in Russia are remaining on the following issues:

- Increasing skill mismatches in its regional labour markets;
- Low internal mobility;
- Low average level of skills of foreign migrant workers.

As for female migration, the gender balance has shifted over the last decade from being predominantly male-dominated to a more equal proportion between male and female migrant workers. Current migration legislation does not respond to these changes and therefore family members (including children) are often in an irregular situation.

In terms of assessing the need for foreign employees, a system of quotas is still in place, which is based on employers' applications for migrant workers without other analysis and without taking into consideration the labour market's needs. This employers' demand is evaluated at the regional level by a State commission that includes representatives of the Federal Migration Service and the State Employment Service. The contribution of social partners to this process is very uneven across the Russian Federation.

Russia ranks top as a country of destination for labour migrants from the South Caucasus. Apart from historical links and practices, language facilities, existing diasporas and networks and the visa-regime, migration to Russia for Armenians, Azeri and Georgians (before the countries withdrawal from the CIS) is a low-cost process that does not imply long-term departures or «non-return» decisions.

Labour migration to Russia is rather in the form of circular migration with important seasonal and temporary moves mainly in the fields of construction and agriculture. Short or mid-term stays are more important than permanent establishment, which implies temporal integration processes where «return» is an essential part.

From the three Southern Caucasian countries Armenia has a long history in terms of labour migration to the Russian Federation and is still active with approximately 180 000 labour migrants working in Russia every year (Armenian State Migration Service, 2011). The labour market in Armenia is depressed and for men in certain regions of the country temporary work in Russia is often the only real opportunity to support their families. Notwithstanding the reliance on remittances and recurrence of this type of employment, often in construction, many Armenian workers have an irregular status in the Russian Federation.

The overall environment for migrants from Georgia who has remained in the Russian Federation has become somehow more difficult after the withdrawal of Georgia from the CIS.

Migrant workers from Georgia are now heading more towards other countries and many of them are (mostly informally) employed in Greece, Italy, Spain, Germany and Turkey. Belarus is a transit country for Georgians leaving either to other EU countries through Poland or to the Russian Federation. Georgia seeks closer ties with the EU and the Mobility Partnership which adds new challenges and opportunities for the country. Around 1,000,000 Georgians work abroad.

Azerbaijan was a country of origin at the time of the break-up of the Soviet Union and until recently it was at a leading position in supplying labour force to the Russian Federation, which is sustained by a well-established diaspora. While there is still a large migration flow to the Russian Federation, especially from the Northern parts of the country, today the country itself has also become a destination country for migrants from Turkey, Iran, the Balkans, Central Asia and other parts of Asia. Thanks to its flourishing gas and oil industry, the economy is growing rapidly and this is reflected in the construction boom and a complete overhaul of the country's infrastructure.

In 2010, 10 000 migrant workers in Azerbaijan received work permits, but it is thought that the number of irregular migrant workers is much higher. An annual quota is established by the Ministry of Labour, but without the participation of employers and trade unions. Dependence on highly skilled foreign workers in the oil, gas and construction sector demonstrates the need for improvement of vocational training for national workers.

Migration to Russia from South Caucasia is mainly for economic reasons and hence labour migration is the main trend. Its positive consequences are dual. It provides a vital source of income and boosts economic development by raising local incomes and demand in the home country and offers a major contribution to the economy and labour market of the host country. At the same time, it drains the South Caucasus of its most useful workforce. The main category of migrants remains young men within 20-35 of age, even if women represent an important percentage. This leaves a big gap in the workforce back home and consequently makes small towns and villages across the South Caucasus dismal semi-abandoned zones⁴ despite the fact that remittances form an important bulk of the GDP. In Armenia, for example, there seems to be a correlation between having a migrant and running a family business. Migrants' earnings can provide small capital for business investments and support to the development of the private sector in the region. The priority is to harness savings and investment potentials related to development of remittances while recognising the private nature of such flows.

Mobilising the South Caucasian diasporas⁵ in the Russian Federation, or rather working with the migrants' associations and making them intermediaries for migrants' protection, on the one hand, and facilitating contacts and returns, on the other, are essential.

Despite the non visa-regime for CIS countries' citizens, the quota system in place, the facilities to obtain work permits or to register, most migrant workers in Russia are still in an irregular situation regarding work permits and contracts. Migrant workers and employers are not well informed of registration and work permit procedure. Irregular migrants are vulnerable to labour exploitation and abuse, and labour and human rights of many migrants are violated. They are also largely remaining outside of the overall tax system, which has adverse effects on public systems. Protection of rights cannot be taken into account alone without the implementation of obligations as well.

⁴ - Thomas de Waal, South Caucasus 2020, ENUT, «Migration Process in the South Caucasus: Azerbaijan, Armenia, Georgia, Results of sociological Research, 2008-2009».

⁵ - Diaspora is used nowadays and to indicate migrants' associations in host countries. Although «diaspora» cannot be reduced to this definition because it implies other situations and groups: their start is related to a drastic change like a catastrophe, they include all stages and representatives of the society on foreign land etc. In this report, the term diaspora will be used in its reduced form pertaining to migrants' associations or groupings.

In reaction to this overall situation, the main Russian trade union organizations (FNPR and KTR) have taken a principal position towards the inclusion and protection of migrant workers, even if the rate of trade union membership of migrant workers is low for the time being.

Effective governance of labour migration in the Russian Federation is a priority. This includes problems relating to large number of irregular workers vulnerable to labour exploitation by employers and harassment by petty officials, poor occupational health and safety, particularly in sectors like construction, low trade union membership of migrant workers, low technical and administrative capacity to plan and regulate labour migration, limited role and capacity of private recruitment agencies in promoting legal and labour migration and lack of collective agreement on portability of social security. There are also economic driving forces behind this, which should be mentioned, as the number of employers who practice informal employment neither the informal workers are contributing to public funds. The informal market is at the basis of irregular migration and the violation of rights is a consequence.

Low level of awareness on rights and obligations on the part of both migrant workers and employers is an important factor behind the violation of rights and irregular employment. Information is essential in this regards. Neither migrants, nor the employers are well informed of registration and work permit procedures. Informing not only migrants, but also employers and private persons who often employ migrants for domestic work is a priority in order to maintain social cohesion and avoid as much as possible discrimination and xenophobic acts.

Project objectives

The overall objective of the project is to increase the protection of migrant workers in the Russian Federation and promote well-managed labour migration in the region and enhance the development impact of migration in Armenia, Azerbaijan and Georgia.

The project employs strategies that build on the current ILO work in the region and its institutional strengths and partnerships. Effective international practices, including from European Union member states and the ILO experience, are drawn upon.

The specific objectives of the project are as follows:

- Ensure that migrant workers in target areas and sectors in Russia and in countries of origin have access to information on admission rules and procedures, rights and access to trade union services and participation
- Increase awareness of employers in target areas and sectors in Russia, facilitate their recruitment of migrant workers in shortage areas, and improve employment and working conditions of migrants in construction
- Increase capacity of governments in both countries of origin and destination (Russia) to effectively govern labour migration and increase cooperation.
- Development of a migration and development strategy in countries of South Caucasus and creation/strengthening of mechanisms for migrants, diaspora and returnees to contribute to development in their country of origin.

Project funding and implementation modalities

The total budget of the project is \$ 3,416,557 (2,388,173.19 Euros), of which 80% is an EC contribution financed under the Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum, from the budget lines 2009-2010 of Call for Proposals. The total

duration of the action was 30 months extended to 40. Started in December 2009 and the chief technical advisor was identified in September 2009, the project will end on the 12, April 2012.

The project is implemented through the ILO Decent Work Technical Support Team. The project is hosted in the Country Office for Eastern Europe and Central Asia in Moscow where the CTA and the NPC for the Russian Federation and the administrative assistant are established. In the three South Caucasian countries the project is implemented through a national project coordinator.

The project rests on the strategies that build on the current ILO work in the region and its institutional strengths and partnerships. The main partners are the Federation of Independent Trade Unions of Russia (FNPR) and the Coordination Council of Employers' Unions of Russia (KSORR). The national counterparts are: the Ministry of Healthcare and Social Development of the RF; Federal Migration Service of the RF; Ministries responsible for labour migration and diaspora in Armenia, Azerbaijan and Georgia; Private recruitment agencies in Russia and South Caucasus; NGOs; Banks and Micro-finance institutions in South Caucasus; Diaspora organizations related to South Caucasus; Employers and trade union organizations in South Caucasus.

Tripartite project advisory groups were established in the target countries to monitor activities and provide advice on project implementation strategies and approach.

ILO's Rights-based approach⁶

The main approach of the project is to tackle labour migration addressing it as an employment and labour market issue. The approach rests on ILO's rights-based approach, which is essential for the protection of migrant's rights and promotion of social dialogue. Migration for employment is very much a part of the global agenda of the ILO, which is based on the vision of Decent Work for all and expressed in its 2008 Declaration on Social Justice for a fair Globalization.

Following the rights-based approach, a multilateral framework on migration has been developed by the ILO as an Action Plan. To this, two key instruments/guidelines should be added. The first in the importance is a set of the existing international normative instruments and conventions on migration, particularly the ILO Conventions N° 97, 143 and 181, their ratification and implementation and the way they are addressed. The second is the tripartite constituents' structure that includes labour migrants' rights and ensures social dialogue. These form the backbone of the project, define the main lines of its approach and identify the main partners⁷.

⁶ - ILO, «International labour migration A rights-based approach», Geneva, 2010.

⁷ - ILO, the Multilateral Framework on Migration. Non-binding principles and guidelines for a rights-based approach to labour migration, Geneva, 2006

Project implementation and main milestones

Having the main guidelines for the project's action in ILO Conventions 97, 143 and 181 for private agencies, together with the ILO Multilateral Framework on Migration, the project followed its objectives by adapting them to the needs of each country and of the ILO partners.

The project is integrated in the ILO Country Programmes / Decent Work Country Programme, using ILO Technical capacity within ILO DWT/CO Moscow and other departments and regions. It is built on ILO Action against Discrimination addressing the need for tolerance and cross-cultural communication. It is also built on social partnership through the involvement of social partners in all project activities.

The ILO Multilateral Framework on Migration:

- addresses the major issues faced by migration policy makers at national, regional and international levels.
- is a comprehensive collection of principles, guidelines and best practices on labour migration policy, derived from relevant international instruments and a global review of labour migration policies and practices of ILO constituents.
- addresses the important themes of decent work for all, governance of migration, protection of migrant workers, promoting migration and development linkages, and expanding international cooperation.
- is a nonbinding framework which clearly recognizes the sovereign right of all nations to determine their own migration policies.
- accepts the crucial role of social partners, social dialogue and tripartism in labour migration policy.
- advocates gender-sensitive migration policies that address the special problems faced by women migrant workers.

Priorities

- Building partnerships and trust with old and new partners
- Raising awareness on labour migration issues and ILO Conventions/values in this field
- Creating an enabling environment for cooperation
- Developing instruments for exchange of information between partners and institutions
- Identifying common goals – across borders
- Adoption of strategies and action plans by partner organizations
- Making positive steps towards change
- Having impact so as to build interest for future action
- Using ILO strategies that are policy oriented

Challenges

- The financial crisis made governments and social partners more sensitive to migration (positive and negative). Due to the financial crisis the governments have less resources to address national employment issues and migration is seen as a way to “export” the lack of jobs.
- The Georgian-Russian conflict added an additional EU dimension to the project: many Georgians now seek employment in Turkey and EU countries.
- Migration is a new field of activity for the ILO in Georgia and Azerbaijan – there was a range of non-traditional partners and networks that needed to be built.
- The approach of the Georgian Government with regards to the Labour Code and lack of employment policy created a difficult environment for promoting labour migration management.
- Due to the large number of activities and partners the project results could have become too fragmented – there was a need to involve social partners every step.
- Migrant workers in the project countries are often irregular and hard to reach.
- ILO is not a donor organization and mostly provides policy advice and technical guidance, whereas this project delivered capacity building and awareness raising on a wide scale.

The main activities of the project were envisaged as follows:

Protection of migrant workers and well-managed labour migration (destination country – Russia)

- Awareness building and information dissemination among migrant workers and employers: In three regions (Moscow, St. Petersburg and a third region) resource centres will be strengthened or established to provide information and advice to migrant workers and employers on rules and procedures for entry, stay and employment, rights and obligations. Workshops will be organised in the three regions among employers and trade unions in the construction and public utilities sectors. The purpose of these workshops will be sensitise employers and trade unions on rights of migrant workers; rules and procedures for employment of migrant workers and obligations of employers; enrolment of migrant workers in trade unions. Information materials will be developed.
- Building the capacity of trade unions, employer organisations and NGOs as resource centres for provision of information and advice to migrant workers and employers: The activities undertaken are:
 - Mapping of organisations engaged in the provision information to migrants and employers concerning migration rules and procedures, rights and obligations.
 - Provision of one training to such organisations (NGOS, trade unions and employer bodies) on legislation and procedures governing employment of migrant workers and rights and obligations.
 - Creation of model resource centres in each of the three regions to provide information and advice to migrant workers and employers. The resource centres will advertise its services by directly contacting employers, trade unions and FMS as well in material developed and used in pre-departure orientation.
- Development of information materials: A basic facts booklet will be produced on migrant’s rights and obligations regarding entry, stay and employment. This will be disseminated through the resource centres, NGOS, recruitment agencies, trade unions and FMS in Russia and through resource centres, pre-departure orientation and airline check-in counters in countries of origin. One documentary will be produced on migrant workers in the

construction industry in Russia, illustrating both good and bad practices and contribution of migrant workers. This will be utilised for sensitisation of employers as well broadcast over television for public awareness.

- Web-based information dissemination: The resource centres (and those in South Caucasus) will be linked together through a web-site providing information to labour migrants. The site will be developed and maintained by resource centres, with one of them taking the lead.
- Trade union support in protection: During information dissemination, above, migrant workers will be made aware of the benefits of association and collective bargaining and simultaneously trade unions will be sensitised through two workshops on the need to enrol migrant workers and provide support services. Support services will be put in place and include information provision, advice and counselling, conciliation in disputes with employers and legal aid. These activities will be implemented in the construction and public utilities sectors in three regions. A focal point will be appointed by the trade unions in the construction and public utilities sector, respectively, for membership drive and support services.
- Employers' support in protection and managed migration: Based on a study in 2007 by EBRD, KSORR and ILO, two stake-holders workshops will be organized to discuss, prepare and agree a code of conduct and reporting mechanism for employers in the Russian construction industry. Monitoring indicators will be developed and an annual report made and disseminated. Consultations will be facilitated on organised recruitment of workers involving interested employers private recruitment agencies and government bodies.
- Enhancing the role of private recruitment agencies in well-managed labour migration: Private recruitment agencies need to create demand for their services among employers and job seekers. A training will be organized with resource persons from EU MS on marketing and placement services. Technical assistance will be provided by ILO on the drafting of legislation underway in Russia on private employment agencies.
- Capacity building in labour migration governance: The Ministry of Health and Social Development of the RF and its Federal Service on Labour and Employment will be assisted in two aspects – planning for labour inflows and labour inspection (for employment and working conditions of migrant workers). Based on methodologies developed in the predecessor ILO-EC project⁸, pilot implementation on assessing labour demand will be carried out in one region. An MOU with relevant federal and local authorities on development, role and implementation of labour migration governance approaches will be sought.
The project will participate in the development of tools and format for data collection, including information systems, provision of training for data collection and analysis, data gathering, analysis and identification of shortage occupations, preparation of recommendations on shortage occupations and foreign labour inflow.
- Integrating migration issues into OSH practices: Utilising ILO's occupational health and safety work in the subregion as an entry point, following discussions and an agreement with the Federal Service, curriculum and materials will be developed for the sensitization of labour inspectors on integrating pertinent labour migration issues during the inspection process. Three training of trainers cum sensitization workshops will be carried out,

⁸ Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia, 2007-2009

benefiting 60 labour inspectors. The curriculum and training will be incorporated as part of the government's training of labour inspectors.

- Capacity building of the Federal Migration Service of the RF: The Federal Migration Service (FMS) will be assisted in the effectiveness of the implementation of the new immigration legislation, capacity building on the regulation of private recruitment agencies and implementation of organised labour migration programmes. With regards to the first, based on the project's direct contact with migrant workers and employers in the resource centres, feedback will be provided to the FMS on gaps in design or implementation. With regards to the second, training will be organised on regulation of private recruitment agencies in the context of destination countries. Consultations on organized labour migration programmes will be provided.

Protection of migrant workers and well-managed labour migration (origin countries Armenia, Azerbaijan and Georgia)

- Information dissemination: A mapping of information materials developed, organisations engaged in information dissemination and gaps will be done. Migrant resource centres will be strengthened or established to provide accurate information and advice on labour migration to EU MS on rules and procedures and risks of irregular migration as well as labour/human rights and trade union membership.
- A curriculum for pre-departure orientation for RF will be developed. Potential trainers from the state migration agencies, NGO's and trade unions will be trained and the course made available for migrant workers. The government and the employers will be encouraged to cover the cost of the course.
- Enhancing the role of private recruitment agencies in well-managed labour migration: Private recruitment agencies need to create demand for their services among employers and job seekers. A report will be prepared identifying how private employment/recruitment agencies (PEAs) can be made active in promoting legal labour migration. Training will be made with resource persons from the Philippines on marketing and placement services. Best practices will be disseminated on the regulation of PEAs based on the ILO Guide for PEAs, and legislation on regulation of PEAs drafted.
- Strengthening state support services for migrant workers through Labour Attaches: A curriculum will be developed and consular officials in destination countries (EU MS) sensitized and trained to provide on-site counselling and support to labour migrants.

Migration and development

- Study on migration and development: An assessment on trends and patterns in emigration and return will be carried out. The study will also gather data on the diaspora and make a typology of diaspora initiatives as well as make an assessment on trends and patterns in skilled emigration and measures required to mitigate any adverse impacts on service delivery in the health and education sectors and productivity in key industries and sciences. In addition a review of current policies to attract investment, savings, and technology transfer from migrants as well as policies for the return of qualified will be done. This study will also contain a description of effective practices that have been developed internationally.

- Study on remittances and development: A survey of remittance backed savings and economic investments by migrants and families of migrants and potential savings and investment from remittances will be made. The survey will indicate what proportion of migrant remittances goes into savings and investment, whether this can be increased and under what conditions. A survey on financial products to attract savings and economic investments from migrants will also be done.
- National workshops, consultations and development/adoption of migration and development strategy: Based on the first set of studies and consultations, including a national workshop in each country, development of recommendations and a road map for meaningful policy measures aimed at enhancing development impact of migration and mitigating adverse consequences will be done. This will include identifying key development priorities and concrete projects as a part of a common agenda of the diaspora and country of origin.
- National workshops, consultations and design of financial products and mechanisms to leverage remittances for enhanced development impact will similarly follow the national workshops and consultations on migration strategy.
- Pilot projects: A small fund will be created to co-fund and start pilot projects leveraging diaspora contribution to development in Georgia (which has recently created a diaspora ministry). Similarly, a fund will be created in Armenia and Azerbaijan for registered micro-finance institutions and banks to create savings and loan products for migrants and their families.
- Monitoring of recruitment of health professionals and teachers: A periodic survey of key informants (recruitment agencies, concerned ministries, universities) will be made to monitor any significant outflows of health professionals and teachers. Corrective measures (without impinging on freedom of movement) will be taken if necessary, namely regulation of recruitment as per good practices and promoting bilateral agreements on ethical recruitment.

Protection of migrant workers and well-managed labour migration (inter-state cooperation)

- Regional consultations involving the EU/ILO experts, Russia and countries of the South Caucasus will be organized to discuss extension of social security to migrant workers through multilateral and bilateral agreements between governments including promotion of ILO Convention 118. An action plan will be drafted as a result. Government officials will be trained on agreements negotiation skills. Social partners from the countries of origin and destination will be consulted and mobilised to support the initiative.
- Ratification of relevant ILO Conventions on protection of migrant workers and well-managed labour migration (in particular Conventions 97, 143, 181 and 118) will be promoted and guidelines for rights-based approach to labour migration in the ILO Multilateral Framework on Labour Migration disseminated.

2.2 - Evaluation background and methodology

The project started its activities in September 2009 although the formal start date is December 2008. It has been extended until 12 April 2012 on a non-cost extension basis. The present evaluation is an independent final evaluation. It is to improve further programming, inform organizational decision-making, and ensure transparency and accountability to the donor.

The evaluation's objectives are to:

- Determine the extent to which the outcomes of the project have been achieved, the changes produced its impact and the intended and unintended effects of the project
- Obtain feedback from the national partners
- Provide suggestions, recommendations to better target the next steps, future strategies and new areas of technical cooperation

The evaluation covers the project as a whole, from its starting date of Sept. 2009 to its end in April 2012. The field visits took place in Moscow and Tbilisi mainly. Since the project results in Armenia have been already assessed in the framework of a broader EC-mandated Thematic evaluation of labour migration projects (May-June 2011), the evaluation extensively uses the findings of the EC thematic evaluation. As for Azerbaijan, it is covered through interviews with the Trade Unions representatives assisting a conference in Moscow and their counterparts. It is completed by other interviews with the project's technical assistance and observation of the project events.

The evaluation serves the following - external and internal - clients groups:

- ILO tripartite constituents and project implementing partners in the target countries
- Ultimate beneficiaries of the project – migrant workers and their families
- The Donor
- ILO management and technical specialists at the ILO/Moscow and the Headquarters
- Project staff

Methodology

1. Evaluation criteria

The evaluation follows the OECD/DAC criteria for evaluating development assistance. It will address the following aspects of the project:

Criteria	
Relevance and quality of design	<p>The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. It is related to the coherence and complementarity between the design, the needs and the priorities as well as the means.</p> <p>To what extend are the objectives of the project still valid?</p> <p>Are the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?</p> <p>Are the activities and outputs of the project consistent with the intended impacts and effects?</p>

Criteria	
Efficiency and implementation	<p>Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs. It is an economic term, which signifies that the aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted.</p> <p>When evaluating the efficiency of a programme or a project, it is useful to consider the following questions:</p> <p>Were activities cost-efficient?</p> <p>Were objectives achieved on time?</p> <p>Was the programme or project implemented in the most efficient way compared to alternatives?</p>
Effectiveness	<p>A measure of the extent to which an aid activity attains its objectives. In evaluating the effectiveness of a programme or a project, it is useful to consider the following questions:</p> <p>To what extent were the objectives achieved / are likely to be achieved?</p> <p>What were the major factors influencing the achievement or non-achievement of the objectives?</p>
Impact and sustainability	<p>The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors, such as changes in terms of trade and financial conditions.</p> <p>When evaluating the impact of a programme or a project, it is useful to consider the following questions:</p> <p>What has happened as a result of the programme or project?</p> <p>What real difference has the activity made to the beneficiaries?</p> <p>How many people have been affected?</p>

2. The methods used:

Document review: Project Document, National policy documents, Work plans, TORs, Progress reports, Mission reports, Reports on specific activities, Research, studies, analytical papers produced, Training tools produced, Publications and promo materials, Policies, regulations, management systems developed as a result of project interventions, Report of the independent evaluation on the impact of the labour and circular migration projects funded through AENEAS and the Thematic Programme on Migration and Asylum, commissioned by the EC and performed in May – June 2011.

Observation of project events and meetings: Assisting to certain events that gave a global overview and enabled to assess the impact of the project and give an insight of the progress achieved:

In Moscow (13-17 March 2012):

Trade Unions regional conference «Sub-regional Consultation of Trade Unions for Migrants» under the auspices of the Federation of Independent Trade Unions of Russia. Apart from the general conferences and discussion papers, personal interviews and consultations with the representatives of Armenia and Azerbaijan, Adjara/Georgia and of Yekaterinburg, Tula and St Petersburg.

In Tbilisi (17-23 March 2012):

Workshop: Local Employment Services: More and Better Jobs Ahead, with the participation of the Georgian government: Ministry of Labour - Health and social issues and Programme Division, Ministry of Education and Sciences, Ministry of Economy and Sustainable Development. The Tbilisi City Council - Organisational department and Municipal Employment Service and Social services and Culture issues department - Municipal and regional government representatives, Georgian Employment Association (GEA), Georgian trade Unions' Confederation (GTUC), the Targeted initiative Georgia (an EU project), delegation of The EU in Georgia and ILO representatives.

Meetings: at the Tbilisi City council with the Municipal employment Service, the GEA, GTUC and the ILO DWT/CO-Moscow.

Final project Advisory group meeting at the Health and Social issues and Programme Division, Ministry of Labour.

Interviews and meetings: Interviews and meetings took place with representatives and main stakeholders⁹ in Moscow and Tbilisi. Formal (semi-conducted) and informal interviews (during meetings and other events) directed by the objective of having an insight of the general impact of the project. This impact can be direct: common actions, agreements and resolutions, MOUs among different stakeholders. They are also indirect like changes of perceptions and attitudes, ownership and more so by undertaking new resolutions and elaborating new strategies or Action Plans by governmental bodies.

The evaluation results and conclusions rely on the analysis and referencing of information received during the interviews, meetings and workshops together with the written material of the project. They rely also on personal observations of situations related to labour migration, of changes of attitudes, progress and new actions between 2009 (previous visits of the consultant to Georgia and Armenia) and the present.

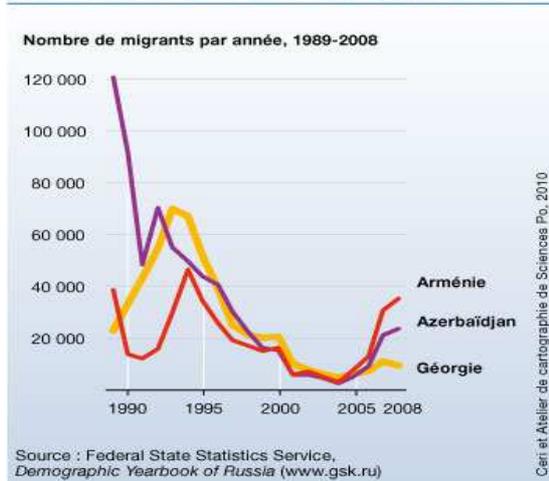
The present exercise will also try to give some appreciation regarding the vision, the activities and the policy level of the project related to each country.

⁹ - The list is given in Appendix 6.1.

États et territoires du Caucase



Migrations du Sud Caucase vers la Russie



« LES IMMIGRÉS SUD-CAUCASIENS EN FÉDÉRATION DE RUSSIE : DES NOUVELLES MINORITÉS INTERMÉDIAIRES », Adeline Braux, CERISCOPE.

3. Main Findings

Within 40 months the project organised almost 85 events in the four countries and took part in more than 80 activities of partners and other international organization, where the ILO view on labour migration was represented or project results were shared. 6000 participants have been directly in contact with the Project staff and more than 35000 potential migrants received pre-departure information. 100,000 publications in the form of booklets, comic-strips, flyers and other communication instruments (video) have been distributed together with a widespread information campaign in press, Internet and through the communication networks of partners.

Project Statistics in Brief:

- 40 months (2009-2012)
- 160 events
- 6000 participants
- 35 000 labour migrants received assistance and were informed
- 100 000 publications
- Widespread information campaign

Through the ILO's tripartite structure, the project worked closely with an important number of stakeholders representing the social partners and governmental institutions. Many changes have occurred during the project – EU-agreements signed, migration policies adopted – that were external but needed the project's support. Many changes occurred also stemming from the projects activities – agreements, action plans – that show clearly that the project's activities are sustainable and the goals are attained and shall be continued. Through the empowering of the social partners, building capacities and creating important networks the project was able not only to change perceptions but also attitudes that gave way to new strategies and policies.

The project's contribution to migration management in general through an intensive work on the recognition of labour migration is important to underline.



Russia

The draft concept of national policy on migration is an important document that shows clearly the role and the contribution of the project, be it in an indirect way to change the perceptions of migration on the governmental level and achieve policy requirements. The ILO made its comments by underlining certain aspects that have to be further developed or need clarification.

The document underlines and recognises the positive role of the migration process that «accelerates human capital to support economic growth» and the importance of «development of systems for adaptation and integration of migrants, protection of their rights and freedom». It also recognises that «the existing migration law does not meet the current and future needs of economic, social and demographic development interest of employers and of the Russian society in general». This draft is very recent and first phase of preparation of the law will start in 2012 and will last till 2015. This concept Note is in itself an important ownership of the project's results.

Social partners have substantially raised their attention towards migration issues in 2010-2011. Most of the social partners - mainly the Federation of Trade Unions, the Private Employment Agencies' association as well as the Employers' are ready to support labour migrants and include labour migration within their activities and priorities. This in itself is an important contribution to reduce irregular migration.

Agreements on cooperation for the protection of migrant workers' rights were signed between Russian, Armenian, Georgian and Azerbaijani trade unions respectively, both at regional and national levels and pilot projects started to be implemented.

By including labour migration within their agendas, the trade unions were inclined to bring certain important changes to their own charters and activities. This represents a new challenge to the trade unions, gives new perspectives, creates new networks and leads to signing new agreements.

At the vision level

As underlined above, the project's contribution is on the changes of perceptions, attitudes and the preparation of different documents: qualification systems, agreements, inspector's manuals where labour migration is part of the whole issues related to labour in general, basic services' rights and protection. The tripartite constituents are now ready to work on migration and with labour migrants.

At the technical level and the level of activities

The project worked on many regions of the Federation, associated with many constituents and other partners enhancing social dialogue and partnership in general and around labour migration in particular. Information was well prepared, adapted and disseminated. The participants and other stakeholders of the different events set up networks of activities, hotlines, MOUs or other forms of partnership, which sustain all the activities. There was also good coordination with other projects related to migration.

At the policy level

The draft law on migration policy is an indirect achievement, but work was also done in relation to qualification systems and many other actions were elaborated with different partners.

Expressed main needs

The partners expressed the following main (remaining) needs:

- More information dissemination
- More exchange and experience sharing with partners from EU Member States: for trade unions, private employment agencies and employers' associations
- More knowledge of international tools and instruments to manage migration
- Statistics related to migration and labour
- Informal and part time employment issues

Georgia

In Georgia, a State Commission on Migration was created in December 2010 and a working group on labour migration was set up with the participation of the main involved ministries: Foreign Affairs, Justice, Diaspora, Labour, Refugees together with the main social partners. This is one of the main achievements of the project in the country.

The second achievement is the demand expressed by the Tbilisi City Council for the creation of an employment centre including returning migrant's employment.

At the local level and in particular in Tbilisi and Adjara (Batumi) the local authorities have taken the initiative to set up a local employment service, to assist both those remaining and returning due to economic crisis in European countries workers. Reducing pressure on the labour market in Georgia has a direct link to the reduction of irregular migration to the European Union. It is also an important step forward for the Georgian authorities to recognize that active labour market policies are needed to respond to the skills and needs gaps in the Georgian labour market. ILO will work with these services on employment policy.

The Georgian Private Employment Agency Association (of private employment agencies) was set up with the support of the project in April 2011 and adopted the Code of Conduct on 29 September 2011.

A successful cooperation with the Ministry of Diaspora Issues has been established, which results in an information campaign, including a website (www.iamgeorgian.com) and distribution of leaflets in airports and embassies. These leaflets contain names and addresses of «diaspora» organisation in the most popular destination countries for Georgian migrants.

An agreement between the Georgian Trade Union Confederation and the French trade union CGT was signed in Tbilisi on 3 February 2012. Although this event is separate, it is linked to the discussions related to the bilateral agreement between Georgia and France. Another agreement was signed with the Belarusian trade union BGT. Belarus is a transit country for Georgian migrant workers both to the Russian Federation and to Europe. A third agreement was signed with the Azeri trade union ATUC. These agreements are parts of the overall GTUC migration strategy and they were signed within this framework.



remember your beautiful Georgia ¹⁰

¹⁰ - website : iamgeorgian

At the vision level

The project was able to strengthen social dialogue and partnership while working in a not very receptive environment. Issues related to labour were seen from the government side as being non-consistent with a liberal economy. Through labour migration the project was able to introduce related aspects of labour relations in a period where the Georgian government was signing important international agreements where labour issues were at a stake (The EU readmission agreement; The Mobility Partnership; Bilateral agreement with France).

According to the EU Delegation representative in Tbilisi, the project was able to wrap the issue of labour in other topics and it was accepted.

At the technical level

There was a high degree of involvement of all the stakeholders to all the events of the project. The project established a very good coordination with other ongoing technical assistance projects. Information sharing and technical visibility were strong.

At the policy level

The creation of the State Commission for Migration with a special working group on labour migration lays solid grounds for the continuation of work and sustainability at the policy level.

Expressed main needs

- Trainings for employers on their responsibilities and obligations, training for job seekers and returnees on qualifications, business start-up skills etc.
- Returnees and their integration
- Professional qualifications, vocational education and skills
- More capacity building of the social partners
- Practical and field oriented projects: for example, employment in the agricultural sector for returnees and migrants

Armenia



(Russian FMS Office in Armenia- Yerevan, Nouvelles d'Arménie, Aout 2011)

The Armenian State Migration Agency presented its Migration Policy to the Government in December 2010. It was adopted and a National Action Plan was elaborated during 2011 and adopted by the government in December 2011. In the Action Plan most ministries involvement, roles and responsibilities are defined as well as those of the social partners. These documents were elaborated with the ILO support.

The State Employment Service of Armenia (SESA) created a new service (migration resource centers) for potential migrant workers in the regions with high incidence of labour migration. Such Migration Resource Centres have been set up in collaboration with IOM within the State Employment Service in Ashtarak (ILO), Erebuni (IOM) and Ijevan (ILO). These centres are integrated in the employment service office, where trained staff inform potential migrant workers about Russian and other countries migration regulations. 10,000 potential migrants have received pre-departure information up-to-date.

Negotiations on a new labour migration agreement between the Russian Federal Migration Service and the Armenian Migration Service were initiated in 2010 and continued in 2011 with ILO support. Regular exchanges of migration statistics were agreed on the basis of an inter-governmental agreement between the Armenian Migration Service (AMS) and the Russian Migration Service (FMS).

In 2011, the Confederation of Trade Unions of Armenia signed an agreement with the Federation of Independent Trade Union of Russia (its regional branch in Volgograd) on migrant workers' protection and cooperation. The CTUA adopted a migration strategy and will continue to develop information campaigns in villages for potential migrants, since it has been recognized to be a promotional tool for the trade union as such. The TUs in Armenia have been empowered and became very active in migration issues while this was very new for them. They started to work also on refugees from Nagorno Karabagh and in-migrants from different regions together with the outflows to Russia. Thus «promotional campaigns ended up in being promotional to the trade unions» themselves.

An Association of PEAs was created in September 2010, under the patronage of the RUEA and adopted the Code of Conduct (20 organizations are member of this Association to date). The RUEA also further developed its youth employment strategies, in cooperation with SESA.

Extensive awareness raising campaign were launched in 2010 and continued in 2011 and good cooperation with different ministries was established.

At the vision level

The tripartite structure was the most well placed and adapted one to tackle the issues related to economic migration. All the constituents in Armenia have been active and empowered. The project helped to bring labour migration at a priority level, especially when important agreements were signed with the EU (Mobility Partnership, April 2011).

At the technical level

The activities were well coordinated and cooperation was good with all the partners. A high and active participation of all stakeholders should be noted. The project facilitated good information sharing and visibility.

At the policy level

The Migration policy and its Action Plan were prepared, drafted and presented to the government. Creation of a new service within the structure of the employment service for migrants, which will be expanded to other regions, is another significant achievement.

Expressed main needs

- Work on returnees' integration, especially with the Readmission agreement
- Brain drain is identified as a priority issue for action in Armenia, especially in relation to agricultural workforce (There are certain social movements (like HIMA movement) advocating against the departure of the skilled migrant's workforce to the Russian Federation.)
- More information dissemination
- More pre-departure preparation for potential migrants
- Sharing information and experiences with other countries.
- More focus on villages and remote areas where there is no access to Internet, to main towns or other facilities

Azerbaijan



(migrants in Azerbaijan)

In Azerbaijan, the main objective of the project has been to develop the capacity of its partners on labour migration issues. And this was a success with the Trade Unions Confederation that became very active and multiplied the project's activities with its own resources. According to a TU representative, this project helped the TUs to include migration in their activities and be included in the migration management process. It resulted in the adoption of migration strategy by the Azerbaijan Trade Union Confederation in December 2010 and creation of three information centres in regional offices of the Union in February/March 2011. 3,000 potential migrant workers received information through the centers.

At the vision level

As Azerbaijan is now both a sending and receiving country, the project's objectives were welcomed, especially, by the Trade Unions Confederation that became very actively involved and in its turn involved government institutions. The result is work done on governmental level regarding the development of national migration strategy.

At the technical level

The project produced a multiplier effect and generated national ownership of its approach and activities. This is a very important input of the project. The partners continued and multiplied the

project's activities - mainly the workshops and publications - at their own expense and expanded the project's outreach and impact.

At the policy level

Drafting of a national migration policy and strategy is the most significant policy outcome of the project. The Trade Unions Confederation adopted the migration strategy, created three information centres and equipped them with informational materials.

Expressed main needs

- Further cooperation on labour migration frameworks with the ILO and other countries of the subregion
- Access to information on international and European experiences

Summary overview: cooperation with governments

In general cooperation with the governments of the target countries has been taking place on the following issues:

- More and better cooperation between countries of origin and destination
- Informing potential migrants and assistance the returnees
- Labour inspections for decent working conditions for labour migrants
- Improved exchange of statistics between countries
- Adopting National Migration Strategies
- Social partners' participation in migration policy development
- Joint information campaigns by Diaspora, State and social partners
- Cross-cultural training programmes for municipal workers
- Improved protection of migrant workers' rights and legislative reforms

Below are the highlights of the key outputs and results of the project in this area:

In Armenia

National Migration Strategy adopted in December 2010

National Action Plan on Migration adopted in December 2011

State Employment Service of Armenia (SESA) created a new service for potential migrant workers.

Recognized best practice - will be expanded

Negotiations on a new labour agreement between Armenia and the Russian Federation initiated with ILO support (2010-2011)

Regular exchanges of migration statistics agreed between the Armenian Migration Service (AMS) and the Federal Migration Service of the Russian Federation (FMS)

Handbook for Armenians Abroad updated and published

In Azerbaijan

Support for the improvement of data collection provided to the Ministry of Labour of Azerbaijan

Technical support provided to the Azerbaijan State Employment Service on their role in labour migration

Promotion of ILO Conventions on labour migration

In Georgia

State Commission on Migration was created in December 2010; social partners are members of the working group on labour migration

Technical support provided to the State Commission on Migration

Technical assistance provided to the Tbilisi Municipal Employment service

The Ministry for Diaspora Issues developed a campaign, including information on labour migration

A pilot project was launched that links migrants in the destination country to their hometown aiming to develop social investment projects.

In the Russian Federation

Government Commission set up to develop a national migration strategy in 2011. ILO provided comments.

Significant changes made to migration legislation 2009-2011, ILO comments provided and integrated

ILO Manual for Labour Inspection and Migrant workers prepared

A curriculum for social workers on labour migration designed. This training manual was piloted with the Social Policy Committee of St Petersburg.

Summary overview: cooperation with trade unions on labour migration issues

In general cooperation with the trade unions of the target countries has been taking place on the following issues:

- Trade union cooperation agreements on protection of migrant workers' rights.
- Information campaigns by trade unions for potential migrants.
- Organising migrant workers in trade unions.
- Cooperation with Diaspora organisations.
- Trade union's strategy development on labour migration.

In Armenia

The Confederation of Trade Unions of Armenia (CTUA) signed an agreement with the Federation of Independent Trade Unions of Russia (FNPR) on protection of migrant workers' rights and cooperation in Volgograd, involving diaspora organizations. CTUA adopted a migration strategy and conducts information campaigns for potential migrants in Armenia.

In Azerbaijan

Adoption of migration strategy and action plan (2011-2013) by the Azerbaijan Trade Union Confederation (ATUC)

Creation of four migration information centres in regional offices of ATUC

Wide information campaign for labour migrants coming and leaving Azerbaijan launched (2011-2012)

Agreements signed by ATUC with the Russian Federation of Independent Trade Unions (FNPR) at the national level and a pilot project for cooperation on the protection of migrant workers' rights in Yekaterinburg, involving Diaspora organizations. Cooperation will be expanded to other large cities in the Russian Federation.

In Georgia

Georgian Trade Union Confederation (GTUC) developed a migration strategy, agreements signed with French trade union CGT, Belarusian trade union BGT, Azerbaijan trade union ATUC.

In the Russian Federation

Information and training events were held in all Russian super-regions (okrugs) for regional and branch trade union leaders of FNPR on trade union action on labour migration. New best practices identified.

Summary overview: cooperation with employers' associations

In general cooperation with the employers' organizations of the target countries has been taking place on the following issues:

- Youth employment strategies to curb brain drain
- Employers' involvement in reintegration of returnee migrants
- Reform of the system of qualification standards with the participation of the social partners
- Code of Conduct on hiring migrant workers
- Raising standards of private employment agencies

In Armenia

The Republican Union of Armenian Employers (RUAE) further developed its youth employment strategies, targeting the need for improved professional orientation, business incubators and job fairs.

In Georgia

The Georgian Employers' Association works on reintegration of returning migrants with ILO support.

In the Russian Federation

Russian employers (RSPP) received technical support on best practices related to qualification standards revision and formulation. Under the law on self regulated organizations RSPP adopted a code of conduct that includes the protection of labour migrants' rights.

In Armenia, Azerbaijan and Georgia

In Armenia, Azerbaijan and Georgia, Associations of Private employment agencies were created in 2010 – 2011. They adopted a Code of Conduct (based on CIETT model and C181) with the aim to raise standards in this industry.

4. Evaluation

4.1 - Relevance of the project and quality of design

The objectives of the project are relevant and valid.

The project is the continuation of the former project «Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia». Both projects were financed up to 80% from the EC/AENEAS and Thematic Programme for Migration.

Labour migration from South Caucasia and Central Asia to Russia represents the most important inflow. The estimates of migrants to Russia announce between 5 to 10 million of migrants on a yearly basis. Only a small proportion - 2 million - have work permits and are regular. The rest constitutes the invisible mass of irregular migrants working in the shadow.

Extreme vulnerability of these «irregular» or regular labour migrants, whose number is increasing every year specially with the financial crisis and the recession, is the first focus of the project with the overall objective of protecting and ensuring the rights of economic migrants. In this sense, the project promotes migration management in a region of the world where the flows represent important numbers making the Russian Federation the second destination country in the world. Migration here is mainly economic and labour is the main purpose. The project concentrates mainly on labour migration then and through this theme it covers most of the migration issues.

Management of labour migratory flows or effective governance of labour migration requires legislative and policy inputs but also the active and crucial participation of all stakeholders. As a non-binding principle, this policy development can be achieved through the promotion of a well-managed migration and the protection of migrant's rights. This objective is highly relevant because it focuses on an urgent necessity, which is the protection of rights in order to reduce vulnerabilities, which in its turn installs a well management of migration issues. There is a cause-to-effect situation, which gives to migration issues a needed positive perception.

The activities and outputs of the project are consistent with its overall goals and attainment of its objectives.

The project's objectives are divided into two main components: first, protection of migrants' rights and well-managed labour migration in Russia, which is the destination country, and in the 3 South Caucasian countries, which are the countries of origin, and, second, migration and development in the sending countries.

Both components are valid and correspond to the real needs. However, the relation between the two components is not very clear and the activities related to each do not seem to complement one another. This is not a negative point. Rather, it seems that component two is the continuation of component one which does represent the main objective. In the Project Proposal it-self «migration and development» is not well defined. In the project implementation activities this component is mainly approached through studies that are quite complete but need implementation.

In contrast to the above, «protection of migrants' rights» through their integration into the labour market and the recognition of the contribution of their workforce to economic development is well designed and elaborated. In fact, this first component acts like the result of the second: the protection of migrant's rights and their inclusion and active participation in the labour market is a «migration and development» issue in itself.

Information dissemination and awareness campaigns are the main means for the activities to be realised. This has a double effect: it empowers the implementing agents who are the partners of the project, gives a sense of ownership and at the same time it informs and sensitises the recipient. This double effect can be considered as one of the important contribution of the project: empower its implementing partners who are the stakeholders, actors and beneficiaries at the same time.

Several elements have to be considered while assessing the extent to which the overall activities suit the priorities and the policies of the target groups and the beneficiaries.

The project was co-funded by the EC under the Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum, from the budget lines 2009-2010 of Call for Proposals. It is also important to assert that the project's objectives and goals are relevant to the Donor programmes and address the main priorities identified for the region as a whole. Development of legal migration, migration and development and improved management of labour migration are the main lines of the project in line with the work programme and the call for Proposals.

The implementing agent and its main partners are the most adequate for the realisation of the project activities.

The ILO as an international organisation plays an important role on different grounds. The ILO's tripartite constituents' structure resting on social partnership and enhancing social dialogue, its instruments for Decent Work and rights-based approach, the elaboration of a Multilateral Framework on Migration together with the main Conventions are the best tools for this enterprise. They constitute the project's basis on which the activities and the main inputs are built. In this way, all labour migration issues are considered as being part of the labour issues in general, including the labour market, and require the same rights and obligations. All the stakeholders and actors participate on an equal basis and integrate migration issues into their own work-plans.

By integrating migration issues within the major framework through the tripartite approach, the project gives recognition to labour migration and makes the labour migrant an active participant of economic development of the destination country. The Concept Note of the National Migration Policy of the Russian Federation drafted and approved lately (end of 2011) underlines this recognition. It considers that migration plays a «positive role in the socio-economic and demographic development of the RF». This draft is a major contribution of the project on the highest level, which recognises the fact that «the existing migration laws do not completely meet the current and future needs of economic, social and demographic interests of employers and Russian society in general». Policy development and change of laws were not envisaged as being the direct objectives of the project. They are its direct achievement and a necessary step in order to promote a well-managed labour migration.

The tripartite constituents are governmental bodies in charge of labour issues (typically, Ministries of Labour, government employment centres) and social partners represented by the trade unions and employers. In this respect the Trade Unions' role is essential. The Federation of Independent Trade Unions of the Russia (FNPRR) and the Coordination Council of Employers Unions of Russia (KSORR) are the main partners of the project. Through their different regional and sectorial representations they cover almost all the regions of the Federation and can be active in areas where migrant workforce is a majority. Furthermore, through the agreements signed and through mutual actions, they have created partnerships with Trade Unions of sending countries of South Caucasus.

The target groups include the main ministries and other governmental bodies and NGOs. They are included in the tripartite structure as partners and as beneficiaries. The differentiation is not very clear because the partners are also beneficiaries and the target groups are also partners. This is however consistent with the idea of «social partnership» where the roles of each partner are clearly defined and at the same time can overlap with others.

The project has benefitted from the input of a team of high-quality, which is essential to the success of the project and of its activities. The team was able to mobilise all the partners and create the necessary environment for them to adhere to the project's goals and objectives. The Chief Technical Advisor together with the national coordinators succeeded in building confidence and ownership in a quite difficult environment, enhance social dialogue and bring the partners cooperate actively to the project. This quality of the team was underlined by the programme manager of the EU Delegation in Tbilisi.

The activities and outputs of the project are consistent with the intended impacts and effects.

The activities and outputs of the project have a double approach: they are common to all the countries covered by the project and at the same time they are adapted to each situation. The project's flexibility helps achieve this adaptation.

All the 85 events of the project have achieved the intended impacts. The social partners are empowered, have created different networks, have worked together on an equal ground and have been able to define common priorities and identify equal needs. «The project offered a kind of platform where all the stakeholders met, found each other and helped accumulate information» (FNPR).

The project's activities and outputs had the following effects: empowering the social partners, creating networks on all levels: national and regional and among countries, confidence-building and creating a sense of ownership that gave way to the elaboration of action plans, strategies, creation of commissions like the Georgian National Commission for Migration, working groups or signature of MOUs and agreements. These are the effects of the activities and outputs. They contribute to the protection of migrants' rights and the promotion of a well-managed migration.

4.2 - Efficiency

The project started with some delays in September 2009. It was first extended until December 2011 and a second extension brought its end to April 2012. Both extensions were non-cost extensions. The project team is composed of National Project Coordinators in each of the four countries, the Chief Technical Advisor or Team Leader and an Administrative Assistant. The project is based at the ILO DWT/CO Moscow. It benefits from quality financial management support, as well as technical support from the ILO Decent Work Team Specialists in Moscow. It has received important technical support and assistance, as required, from the ILO Headquarters in Geneva.

The National Project Coordinators are in some cases supported by additional local staff and share offices with other projects run by the ILO. The National Project Coordinators are very experienced managers and have a deep knowledge both of the countries' priorities regarding migration policies and practices, and of labour migration issues, ILOs Conventions and approach. The Chief Technical Advisor's input is of high quality that has ensured the success of the activities and achievement of the main objectives.

The project has a clear coordination structure through the National Project Coordinators and the establishment of the Country Project Advisory Groups (PAGs) in all the countries involving all the constituents. The project has an efficient work methodology that has facilitated, improved and enhanced the following:

- Communication and information flow
- Decision making process and activity planning
- Relations with national counterparts

- Sharing responsibilities and information through regular meetings in order to measure progress, discuss advancements, and revise the Action Plan accordingly

The project worked in a horizontal way, where each stakeholder had its role and responsibilities and shared them with the rest on an equal basis in order to achieve the goals.

Activities were cost-efficient.

The project's activities were cost-efficient and even more because the project organised more events than originally planned (because the need to raise awareness and political commitment towards the project's goals were high).

The project made considerable cost-savings on different grounds: office costs, rent and equipment, events organised at venues belonging to partners, or sharing with other constituents and other projects. It even made savings on per-diems when inter-regional events were organised.

Activities related to information dissemination, mainly publications were re-edited through other private funds thus multiplying the published material. The same applies to seminars or events that were replicated by the participants at their own expense. For example, in Azerbaijan, the Trade Unions organised 100 seminars and round-tables in the course of 2 years following the 10 seminars of the project.

Apart from these direct quantitative effectiveness, the project was very cost-efficient qualitatively. Some planned activities were not realised, because after discussion and study they appeared not to be relevant or sustainable, like a study on remittances in Georgia, since a similar comprehensive research was already carried out by IOM. Or, the creation of new resource centres in Russia seemed not to be opportune or sustainable after discussion with all the partners. Instead, the project opted to support the existing centres that operate in a responsive manner. While in Azerbaijan, the TUs organised three resource centres and partly equipped them with their own funds.

It can be considered that objectives did achieve on time.

The objectives did achieve on time even if the project had two extensions, as these were non-cost ones. In this way, to «achieve on time» does not necessarily mean to respect the dates as they were planned but to obtain the major results and their outcomes over the lifetime of the project.

The project faced some real challenges and had a hard environment at the beginning, which explains also some delays to achieve objectives. For example, at the «policy» level, the environment was not very receptive. At the beginning of the project, migration issues in Russia were pushed to the background of political interest due to the financial crisis. And, in Georgia, all issues related to labour policy were considered non-opportune in a liberal context.

To reverse this situation has also been a challenge. The project created such momentum and interest of the parties so that even more events took place and additional activities have been introduced, like integration of labour migration into the agenda of labour inspectors training and the elaboration of a simplified methodology and manual in Russia. Or, as another example, the commitment of the Tbilisi City Council to the creation of an employment service and programme to address labour migration issues. This latter result is to be considered as a very important «outcome» of the project built on the way information and knowledge was shared and the way the project managers worked and how confidence was built.

During the course of the project other events became also real challenges. Russia drafted its new National Migration policy, Georgia created its State Commission for Migration and Armenia elaborated its Migration strategy and Action plan. In this respect, the project's contribution and support need to be continued.

Georgia signed in June 2010 the Visa Facilitation and Readmission Agreement with the EU. This changed the whole image and perception of migration whereby returnees and local employment for return migrants became an important issue.

The project created momentum, but was also pulled by rapidly changing situations that highlighted the issues of migration and underlined its transversal character in all the four countries. Thanks to the flexibility of the design and the methodology, the very efficient approach and the high quality of the technical assistance, the project has been able to give the necessary support to the stakeholders.

The project has been implemented in the most efficient way because of all the momentum it created and all the support it did bring to changing situations. The project's design that brings the four countries together, creating clusters of sending and receiving countries through agreements, mutual understandings and common priorities improves its effectiveness.

4.3 - Effectiveness

The project has been fully effective for the first component, which represents its major objective that is protection of labour migrants' rights and promotion of a well-managed migration. This has been achieved by a full and active participation of all the stakeholders who have now included migration issues into their overall agendas.

The tripartite constituents included labour migration into their agendas.

According to the Trade Unions' counterparts, «migration issues were new for the Trade Unions and they did not know how to approach them» (CT Armenia, CT Azerbaijan, TU of agriculture). «The project helped the TU understand the problems related to migrant workers because labour migration is not included in the Charter» (TU Azerbaijan). Also, the TUs had difficulties to identify migrants who were «hidden» and finally the sectorial and professional specialisations did not always match. And, they had to bring changes to their Charter to include migrants, as temporary or seasonal workers, and accept double memberships. Apart from the acceptance of labour migrants as a new «type» of members, the changes related to the trade unions are multifaceted: changes of charter, changes of sectorial and professional specialisations, transit or double memberships etc. Before, «the trade unions were more prompt to defend social benefits than social rights».

As a result of the project and the events it organised - trainings, workshops, tours and round tables - the Trade Unions included migration into their own agendas. This concerns: medical assistance and First Aid training, equal working conditions and payment, attention to occupational health and safety. They started to provide legal assistance to labour migrants and resolve conflicts related to non-payment of wages, seizing passports etc. «By involving migrants in the TUs they come to overcome stereotypes in the TUs and raise awareness» (TU representative, Yekaterinburg/Russia).

The integration of migration issues became a new re-invigorating challenge to the Trade Unions. They became more active, created networks and in Russia a hotline for all the regions. Different agreements that were signed between the TUs of the countries created ties that went beyond migration issues. The example of Yekaterinburg region in Russia and Azerbaijan is very relevant in this matter where the President of Azerbaijan went on an official visit to Yekaterinburg once the agreement between the TUs was signed.

The TU in Azerbaijan signed similar agreements with Georgia, Bosnia and Serbia; discussions are under way with Turkey and Ukraine. A multiplier effect in many senses has been achieved with other countries, but also within the trade union's internal structure and mission. «This project helped the TUs to include migration in their activities and be included in the migration debates process» (TU representative from Azerbaijan).

From the Employers' side, the project worked in different ways with the employers' associations. In Russia, KSORR had already its own Charter that included migrant workforce, so there was no need to adopt the ILO's Code of Conduct. Therefore, with the project's help, KSORR focused on the elaboration of a National System of Qualifications and Certification of Professions that shall be applied to migrants as well (from low to high skilled). In this sense, employers are well equipped to assess qualifications of migrants and have an indirect effect on reducing irregular migration. While the government of Russia has also its own qualifications system, which is different and more related to the pension system, the project organised events and trainings where all the partners participated and learned about international experiences on qualifications systems, their relationship with labour migration and a comprehension for a common system.

In Georgia, the Georgian Employers' Association (GEA) acquired its first «migration» experience by working with returnees through another project financed under the Thematic-MIGRAS/JMDI. With the present project, collaboration was more related to the field itself and was more practical. This collaboration helped the GEA introduce new activities and work in close collaboration with «returnees», which was new to them. Now, the GEA works on qualifications and trainings with returnees and on social responsibility with employers.

The capacity of these associations was raised as well as their awareness on the issues of migration. While often working with migrants was a new skill, these associations have developed through the project their own programmes and action plans. These include trainings to upgrade professional experiences and work on qualifications matching labour market demands. Having an intermediary role between the job-seeker/migrant and the employer, the associations are also responsible for informing the employers on their social responsibilities and obligations.

With regards to the Associations of Private Employment Agencies (PEAs), the project supported the national stakeholders in their creation of associations of PEA's in Armenia, Azerbaijan and Georgia which subsequently signed a Code of Conduct based on the CIETT Code and ILO's Convention 181.

The PEAs Association in Russia was already 20 years old. It has had a quite broad experience with outflows of migrants and has recently started working with inflows of migrants. This association is for sure an important driving force that can support and push forward the newly created ones in the sending countries.

For the three South Caucasian countries the creation of these private recruitment agencies associations is considered as an important achievement. Through the associations, the project's input was to help the agencies become part of a communication network, gain credibility and recognition. In Georgia, where there is no public employment service, the work of the PEAs is especially important. After the Readmission Agreement, these agencies have become more concerned with the returnees who come back with skills, whereas the local job seekers have a major problem of qualification.

The Russian PEAs worked with the project at another level. They elaborated a model of law where the ILO Convention 181 is reflected and which is to be adopted by the inter-parliamentary assembly

of CIS countries. This is a non-binding law, which aim is to promote harmonised legislation and cooperation with other CIS countries. The purpose of this law is also to create in the RF and the CIS countries mutual understanding and the service provision sphere as a sector of market economy through a public-private partnership.

The Russian PEA's experience should be shared by the others. The project needs to continue its activities with all these associations in order to regulate and harmonize the mechanisms and promote the idea that common rules must exist to regulate the small and medium ones and be transparent and not stay informal or sometimes hidden.

One of the issues the project faced was informal labour. The great majority of migrant workers are in the informal sector if not irregular. The need to include the informal sector in the tripartite structure agenda is a necessary next step and a challenge that needs much study, research as well as field experience. It also needs more cooperation with the European Union Member States and sharing experiences and lessons learned on this issue.

Different major factors influenced the course of the project. As already stated above, the main factors, external to the project, are the different agreements with the EU and the member states for the three South Caucasian countries and mainly Georgia and to a lesser degree Armenia (Mobility Partnership, Visa Facilitation, Return and Readmission agreement, Bilateral agreements with EU-MS: Georgia/France).

The direct influence of these factors was in the shift of migration issues from «peripheral», «invisible» spheres to the centre of socio-economic and political life. The situation is most relevant in Georgia with the Georgian returnees and also in Russia as a receiving country of labour migrants. The Draft Concept note of the Russian migration policy outlines this situation in a very clear way. And, since migration is a phenomenon that is linked to many others and is transversal, it has become a global and holistic issue. This has induced behavioural changes that will be discussed later to which the project brought a major contribution.

The other factors that can be considered as indirect results of the project have had their influence on the project in their turn. These are all the policy development issues on national and regional levels: various agreements, MOUs, but also the creation of the State Commission for Migration (Georgia), draft policy on migration (Russia) or State Strategy and Action Plan (Armenia). The project contributed to their “eclosion” and supported them in a direct way.

4.4 - Impact and sustainability

Direct and indirect impacts of the project on economic migration issues in the South Caucasus and the Russian Federation are several:

- Inclusion of labour migration through the tripartite constituents in the mechanism of the labour market, which will exist after the end of the project and sustain the outcomes of the project work. This means that labour migration is now recognised as a positive phenomenon and its contribution to the economy and the labour market is underlined. The draft Concept note on Migration Policy is the best example of the achievement.

This has its effect on the labour migrant: his/her contribution is recognised and so are his/her rights and obligations. The labour migrant is perceived first as a «workforce». Henceforth, the migration phenomenon is better perceived through the «labour» component than through the «migrant» component and the «irregular» situation, the latter being more imperceptible. Conversely, the migration phenomenon is reduced to its one component, which is labour

migration that covers all the other aspects of migration in this project. This is again a positive issue because it contributes to a better management of migration flows especially when they are «economical».

- The project contributed to a change of partners' perceptions of labour migrants. Having been considered as threats, foreign presence, dumping local wages etc., now they are perceived as human beings, who are active in the labour market, but vulnerable and need protection. The project contributed to making migrants become actors, recognised workers and active participants of economic life.
- Through labour migration, the project was able to tackle difficult questions of labour in a country like Georgia where labour was seen only through liberalist viewpoint.
- Through labour migration the Trade Unions found an opportunity to renovate their systems, charters, target groups and sometimes working methods and become more credible.
- The project has also had its impact for the ILO, which could be considered an outcome. The project's results were registered as "achieved" in the ILO's implementation report for 2010-2011, which means that they are therefore disseminated within the ILO. At the same time labour migration is now part of the draft Decent Work Country Programmes for Armenia and Azerbaijan and has an important place in the Programme of Cooperation between the Russian Federation and the ILO. In this way labour migration has become a key issue for the constituents in their ongoing cooperation with the ILO.
- The impact of the project is in the elaboration of new laws, in the creation of new mechanisms (commissions) and elaboration of action plans. And here the impact is twofold: it is in their creation, but also in the messages they contain. Migration is viewed as playing a positive role in three aspects of social life: «socio-economic, human capital and demographic (the draft concept).
- Around 6,000 persons have been directly affected by the project as migrants, potential migrants or returnees. This number is much more when we consider the trainings, workshops, tour visits and discussion seminars. This number is still even more when the publication materials are taken into account, e.g. booklets explaining risks and rights, flyers in airports, guidelines etc.

However, the way is long and the real difference in the life of a migrant is difficult to assess, especially in Russia. Labour migrants from the CIS countries into the RF come by any means because of economic pressure. Family networks help them find work. These moves are self-regulated, not formal, they are going through the diaspora groups and the main financial flows are in a shadow. The project needs to better highlight what a diaspora group is and how the tripartite constituents shall work with a diaspora group, especially when the motivation of the group is not assisting migrants nor seeking jobs for them. In the project, diaspora groups are taken as a closed entity, uniform and similar. The reality is very different and there needs to be a better assessment. But, it is also clear that this would be a target for a second phase that should follow the present project. It is a near future activity that stems from present activities and shall be included in a next phase.

The sustainability of the impact of the project on migrants is a long-term issue to assess, but on a short run many positive results are likely to be sustained: on policy level, information wise and also on behavioural changes of attitudes. The impact of this project alone is also part of the cumulative

impact of the programmes through the different projects financed which is considerable in changing attitudes, behaviours, introducing new policies and action plans and new agreements.

5 – Conclusions

The project worked in different countries addressing different situations. It brought together these countries by working on common issues and by adapting its approach to each of the countries. This is a contextual situation where - following the end of the Soviet Union - mostly all of the sending countries' aim is to differentiate themselves from what was once the «centre» and work on the same ground. The project was able to take into account these differences and surpass them.

The sustainability of the project lies also in its “added-value” and best practices. They have been very important in the context of this project where different countries featuring different approaches to the migration phenomenon, on the one hand, and to labour, on the other, were involved on a common ground of labour migration.

5.1 - Best practices

1. Confidence-building: Through its activities and the way they have been implemented, that is enhancing social dialogue and partnership through equal participation of all the stakeholders, the project has been very successful in confidence-building. The tripartite structure is an element that has contributed to this issue but not the only one. The professional quality of all the coordinators and the technical assistance has also been essential, together with the quality of the work materials and the support provided by the ILO.

The project was able to bring a better understanding of concerns related to labour migration and the role of social partners in each of the countries through its flexibility to adapt to each situation and raise in each of them awareness and capacity. This was achieved during a period where the migration phenomena became a priority issue in the four countries concerned. The need was there and the project not only could respond to it but also make each of the stakeholders a responsible body capable to work with partners and create new partnerships. As it was underlined during a meeting in Georgia, the project has created new partnerships and new «social» dialogues where there were none and where the stakeholders did not know that they could be involved in migration issues, for example like most of the trade unions. Confidence-building relies on taking and sharing responsibilities, which is one of the strong points of the project and of its team. It gave way to ownership, which is the following element adding value to the whole exercise.

The fact that confidence-building and ownership are «best-practices» and added-value of this project is well defined by Mr. David Okropiridzé of the Ministry of Labour of Georgia in the following statement at the final Project Advisory Group meeting: «(Before) donors were preparing the agenda, now we are sharing.»

2. Multiplier effect: As a result of skilful management and sound approach, many initiatives of the project were multiplied with other partners, other countries. For example, the agreements signed with the trade unions were then signed with other partners, other countries. The seminars and booklets were replicated with other funds and resources.

3. Raising visibility of labour migrants: Labour migrants, when not considered as threats, were often invisible. All this mass of people and workers - present yet ignored, active yet invisible - are the main object of the project. Through its design, activities and all its approach, the project has contributed to a change in perception and a «behavioural» change regarding labour migrants and

migrants in general. From a negative or «invisible» record the labour migrant has become - at least starting with the tripartite constituents and their partners - actors, active participants in the labour market, recognised workers having their share of rights and responsibilities.

The perception of labour migration as part of socio-economic development is another contribution of the project. The labour migrants' «positive role in the socio-economic and demographic development of the RF», which goes beyond the economical development of the receiving country, and is represented as «a prerequisite for accumulating human capital» (The Draft concept of National Migration Policy of the RF) is an important change to which the project has its share.

4. Recognition of migrants as diaspora: this is another issue that has to be underlined where the project has brought a major contribution. In the modern migration literature and especially with international organisations, diasporas are often and mostly viewed through the «remittances» or «co-development» actions. In this way, a migrant if not «invisible» or «irregular» is measured through his/her participation to the «remittances» sent to the country of origin for consumption or development and diaspora groups are often understood only through this economical aspects.

The changes that occurred and the contribution of the project produced an important «behavioural» change in this respect related to the recognition of the migrant «back home». This is a recognition of a migrant not only as a «remittances» provider, but as a representative of the country of origin. If Armenia has its Ministry of Diaspora it is mainly for historical reasons, but it recognises its «new diaspora». Georgia has also established a Ministry of Diaspora and started to cooperate with different diaspora associations. The booklet published by the Georgian Ministry of Diaspora with the addresses of the diaspora groups abroad, or the website: www.iamgeorgian.com , or the «Handbook of Armenians abroad» of the Ministry of Diaspora of Armenia have all been realised with the project's support.

5. Returnees and more humanistic approaches to their integration:

During the lifespan of the project several factors related to migration have occurred and needed the project's support. The EU Readmission Agreement signed with Georgia is one that brought to the country the issue of returnees, together with the problems of Adjarian labour migrants in Turkey. Within this difficult situation the integration of returnees has become an important issue. Returnees are not only those migrants who come back to invest, nor the invisible ones, they are also those who have suffered, need employment etc. The project was also capable to tackle this issue through the social partners whose capacities have been enhanced.

5.2 - Lessons learned

1. Flexibility of project design and approach:

The project created momentum, but was also pulled by rapidly changing situations that highlighted the issues of migration and underlined its transversal character in all the four countries. Thanks to the flexibility of the design and the methodology, the very efficient approach and the high quality of the technical assistance, the project has been able to give the necessary support to the stakeholders taking account of changing realities.

2. Regional (multi-country) programming:

The project design that brings the four countries together, creating clusters of sending and receiving countries through agreements, mutual understanding and common priorities, improves its overall effectiveness. Sending and receiving countries have been working on equal grounds and sharing responsibilities.

3.Social cohesion approach:

The whole objective of the project has the enhancement of social cohesion - between labour migrants and workers - as its common denominator. The recognition by the sending countries of their own citizens who are not only perceived through the remittances or their participation in co-development actions, but also through their rights that should be protected is one of the important achievements of the project. Due to this approach, in quite a short time span, the project was capable to bring together different stakeholders, different countries and have them realize mutual priorities and needs.

4.Sound migration management:

Labour migration as the basis of sound migration management is what the project puts forth through its activities and efforts. The project's input to the migration phenomenon relies in the fact that it made labour migration a recognised issue through which a sound management of migration flows is possible and it is a positive issue for both sending and receiving countries. And more, that the nexus «migration and development» can be apprehended through this approach to labour migration.

5.3 - Recommendations

The continuation of the project's activities with the same approach of «offering a platform where all stakeholders can meet, share competences and work together» and empower all the social partners to have the capacity to include «migration» in their agendas is the first recommendation. The project's information activities should also be continued on several grounds:

1. Information dissemination and awareness raising:
2. Sharing experiences and information with EU-MS for the Private Recruitment Agencies, the Trade Unions as well as the Employers' associations and the other tripartite constituents.
3. Spreading information and raising awareness on international conventions and practices.
4. Professional qualifications is a major issue not only for migrants or returnees but also for all job-seekers. More work is needed to raise qualifications that do not match the market demand. These have to be accompanied by interventions related to vocational education that are somehow out of the ILO's framework but can be built in partnership with a specialised institution.

As underlined earlier, the second component of the project related to migration and development needs to be better defined and designed although the project has been active in this way too.

5. Brain drain is another issue that has been tackled very rapidly in this project or in its design. It could have been part of the second component but then the project had to last for at least 60 months. Brain drain is an important issue especially since the Russian Federation emphasizes the need of having a more qualified labour migration. Brain drain, skills, professional qualifications or vocational all matching the market demand is important for sending and receiving countries, as well as for the integration of returnees and economic development. Together with brain drain, the departure of the main workforce – especially in remote areas and villages - of sending countries, like Armenia, has to be taken into account. Brain loss, loss of work force are the important issues that have to be taken into consideration in relation to the Readmission agreements, the Mobility Partnership programme as well as all the issues related to the returnees in a general «migration and development» frame.

6. Working with diaspora organisations is another issue that needs more in-depth research and preparatory work. Diaspora organisations do not see themselves as having a role in securing the

rights of migrant workers. Sometimes these organisations may be involved in trafficking or in informal labour. The project has made considerable progress on the issue of diasporas that are not regarded only as «money senders» but representatives of their countries abroad. Diaspora groups have other objectives and the role of «intermediary» or of «representation» needs prior preparation based on research analysis.

5.4 - Conclusive remarks

Through this present project and its predecessor the ILO has made an important contribution to the general management of migration issues and more specifically to economic migration. It has brought labour migration issues to be part of labour market policy, underlining that labour migration contributes to the development of the economy of the receiving country.

The project initiated many actions and events that had a direct impact on the changed perceptions of labour migration. It empowered the social partners and engaged them to new commitments. Social dialogue has been enhanced and new partners introduced, credibility and recognition of different partners and stakeholders was enhanced.

The project approach, its results and impacts deliver a major contribution to improve migration management in general. Labour migrants' contribution to the local economies is also acknowledged. This helps the labour migrant to become more visible and promotes social cohesion.

The project should be able to continue its work now that it has created a dynamic process, put the main lines and started the main actions. By empowering the social partners, the project promoted the notion that migration is not only “manageable” but can have its positive effects on countries' economies and social practices.

6. Appendices

6. 1 Meetings and interviews:

14 March, 2012

Ms Marina V. Moskvina – Director on Labour Relations, Russian Union of Industrialists and Entrepreneurs (also representing KSORR)

Ms Veronika Zaharova, Head of Unit of Social Partnership, Ministry of Health and Social development of the RF

15 March, 2012

Trade Unions' Regional Conference :

Ms Galina Yurova, Trade Union of the agricultural sector.

Mr Vassily Derkach, TU of Yekaterinburg.

Mr Andrey Vetluzhskikh, TU of Yekaterinburg.

Mr Agil I. Dadashov, Vice-chairman, Azerbaijan Trade Union Confederation

Mr Namig Husseynov, Department manager, Azerbaijan Trade Unions confederation.

Mr Andranik Hagopyan, TU, Armenia.

Ms Helen Manassarian, TU Armenia.

Ms Dodo Mekvabishvili, Chairperson, Trade Union confederation of Adjara Autonomous Republic.

Mr Oleg Victorovitch Artamonov, Federal Migration Service.

Mr Vladimir Leonidovich Kouznetsov, Federal Migration Service

16 March, 2012

Mr Nikolai V. Kourdyounov, President, Private Employers Association, affiliated to IALM

Mr Sergueï I. Boldorov, Programme Director, Private Employment Association, affiliated to IALM.

Mr Oleg Sokolov, President, FNPRR.

Georgia :

19 March, 2012

Office of the State Minister of Georgia for Diaspora Issues :

Mr Nikoloz Avaliani, Deputy State Minister,

Ms Mariam Kebura, Advisor to the State Minister,

Georgian Employers' Association:

Mr Konstatine Nanobashvili, executive director.

Ms Elgudja Meladzé

Mr Mikhail Kordzakhia

20 , March 2012-04-16 Workshop:

EU Delegation in Georgia

Ms Ketevan Khutsishvili, programme manager.

21 March, 2012 : Planning session for TBS Municipality , Tbilisi City Hall :

Mr Avdantil Phavlenishvili, Head of organisation Department, Tbilisi Mayor's Office.

Ministry of Refugees and Accommodation: Mr Zaza Imedashvili, Head of Migration Department.

Mr Koda Razmatze, Division of Migration.

Ms Maia Tseretelli, Executive Director, Employment Agency Association.

22, March 2012, Project Advisory Group final meeting, Ministry of Labour Health and Social Affairs
Mr David Okropiridze, Head of Social Affairs at the Ministry of Labour.
Ms Marika Chumburidze, Advisor of Migration issues to the Head of Civil registrar Agency.
Ms Eteri Matureli, Vice-president of the Georgian Trade Unions Confederation

6.2 Bibliography (apart from all the project documents, reports and studies related to the project)

A. L. Colleo, Final Independent Evaluation Report, Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia, ILO, Jan. 2010.

Thomas de Waal, South Caucasus 2020, ENUT, «Migration Process in the South Caucasus: Azerbaijan, Armenia, Georgia, Results of sociological Research, 2008-2009».

ILO, the Multilateral Framework on Migration. Non-binding principles and guidelines for a rights-based approach to labour migration, Geneva, 2006

ILO, «International labour migration A rights-based approach», Geneva, 2010.

ILO, ACTRAV, In search of Decent Work, Migrant Workers' rights: A Manual fro Trade Unionists, 2008.

6.3 Terms of Reference of the evaluation:

TERMS OF REFERENCE FINAL INDEPENDENT EVALUATION OF THE PROJECT

Project Title: Increasing Protection of Migrant Workers in the Russian Federation and Enhancing Development Impact of Migration in Armenia, Azerbaijan and Georgia (RER/08/05/EEC)

Sub-region: Eastern Europe and Central Asia

Lead Office: ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia (formerly called ILO Sub-regional Office in Moscow)

Duration: January 2009 – December 12, 2011; 36 months in total

Target countries: Russian Federation, Armenia, Azerbaijan and Georgia

Donor agency: the European Commission (EuropeAid)

Budget: \$ 3,416,557 (80% contributed by the EC)

Partners: Federation of Independent Trade Unions of Russia (FNPR), Coordination Council of Employers' Unions of Russia (KSORR)

National Counterparts: Ministry of Healthcare and Social Development, Russia; Federal Migration Service, Russia; Ministries responsible for labour migration and diaspora in Armenia, Azerbaijan and Georgia; Private recruitment agencies in Russia and South Caucasus; NGOs; Banks and Micro-finance institutions in South Caucasus; Diaspora organizations related to South Caucasus; Employers and trade union organizations in South Caucasus

Introduction and Rationale for Evaluation

The final independent evaluation of the project is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making and support constituents in forwarding decent work and social justice.

Brief Background on Project and Context

The design of the project was well grounded on cumulative experiences gained through the implementation of the ILO's previous projects and activities, including, most importantly, the EU-ILO project "Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia" in 2007-2009. Deep understanding of the region's migration patterns, governance and legislative frameworks enabled to design a tailored approach, which addresses some of the most topical needs of partners and beneficiaries in the area of migration.

Development objective of the project

The overall objective of the project is to increase the protection of migrant workers in the Russian Federation, promote well-managed labour migration in the region and enhance the development impact of migration in Armenia, Azerbaijan and Georgia.

Specific objectives of the project

The specific objectives of the project are:

To ensure that migrant workers in target areas and sectors in Russia and in countries of origin have access to information on admission rules and procedures, rights and access to trade union services and participation.

To increase awareness of employers in target areas and sectors in Russia, facilitate recruitment of migrant workers in shortage areas, and improve employment and working conditions of migrants in construction.

To increase capacity of governments in both countries of origin and destination (Russia) to effectively govern labour migration and increase cooperation.

Development of Migration and Development strategy in countries of South Caucasus and creation/strengthening of mechanisms for migrants, diaspora and returnees to contribute to development in their country of origin.

In the course of implementation, the project approach has been refined in response to the changing realities and in accordance with different components of the project in order to address the varying needs of the target groups in sending and receiving countries, as well as the inter-state component of the project.

Project activities were organized around the following four thematic clusters:

Protection of migrant workers and well managed labour migration in countries of South Caucasus

Protection of migrant workers and well managed labour migration in Russia

Protection of migrant workers and well managed labour migration through inter-state cooperation channels and mechanisms

Migration and development

To ensure adequate implementation, extensive collaboration and networking ties were established with a broad range of local partners, including resource centers for migrant workers in Moscow and Saratov, social centers of the City of St. Petersburg, the Committee for Social Affairs of the City of St. Petersburg, the public utilities union (federal and Moscow level), Armenian and Azeri diaspora organizations in the cities of Yekaterinburg and Volgograd, etc., to name a few.

Some of the main outputs of the project to date are as follows:

Working in Russia: Guidance for migrants (in Russian language)

Translation of ILO manual for Trade Unions “In search for Decent Work: the Rights of Migrant Workers” (into Georgian, Azeri, and Armenian)

Translation of relevant ILO Conventions and related materials into national languages

Report on Migration and Development

Flyers for migrants coming to Azerbaijan

Training programs on qualification standards (RUS), on C118 for government officials (ARM), on bi-lateral labour agreements / ILO Multilateral Framework on Migration (AZE),

Series of publications on legal migration to Russia, both training and information materials

Capacity building training for migrant resource centers staff (ARM)

Comparative analysis of statistical data collection on migration in RF and Armenia

Situation Analysis on Migration in select regions (AZE)

Purpose, scope and clients of the evaluation

The purpose of the evaluation is to improve further programming, inform organizational decision making, ensure transparency and accountability to the donor.

The objectives of the evaluation are to:

Determine the extent to which the outcomes of the project have been achieved, what kind of changes produced, what are the intended or unintended effects of the project;
Obtain feedback from the national partners: what is working, what is not and why;
Provide suggestions, recommendations to better target the next steps, future strategies and new areas of technical cooperation.

The evaluation covers the project as a whole, 2009-2011. Since the project results in Armenia have been already assessed in the framework of a broader EC-mandated thematic evaluation of labour migration projects¹¹ (May-June 2011), the evaluation will extensively use the findings of the EC evaluation, and field research will therefore focus more on the other countries that have not been covered by the EC evaluation to the same extent as Armenia.

The evaluation will serve the following - external and internal - clients groups:

ILO tripartite constituents and project implementing partners in the target countries
Ultimate beneficiaries of the project – migrant workers and their families
The Donor
ILO management and technical specialists at the ILO/Moscow and the Headquarters
Project staff

Evaluation Questions

Evaluation will address the following aspects of the project:

1. Relevance and Quality of Design, which relates to the logical framework (i.e. is the original design well conceived? how well has the project adapted during implementation?)
2. Efficiency and implementation with respect to project outputs and activities (including cost efficiency, sound management, flexibility of the project in adapting to external factors, etc)
3. Effectiveness (i.e. impact, synergies with national initiatives, synergies with other donor supported projects, project visibility)
4. Potential sustainability (i.e. what is the level of policy support provided and the responsiveness of the recipients? How is the project contributing to long-term institutional and capacity building? What is the likelihood of sustainability of the outcomes after the end of the project?)
5. Lessons learned and good practices (What are the main lessons learned, good practices, innovations? To what extent are the good practices documented and shared with the broader community? Are there any areas where difficulties have been experienced? What are the reasons? Are there any alternative strategies which would have been more effective?)
6. Recommendations (Are there any suggestions, recommendations for the follow up activities? What would be the most appropriate next steps?)

Note: OECD/DAC Criteria for Evaluating Development Assistance will be used to interpret the answers to the evaluation questions.

Methodology

Document Review: The evaluator will review project background materials before conducting any interviews or trips to the region:

¹¹ Evaluation of Labour Migration projects funded through AENEAS and the Thematic Programme on Migration and Asylum, commissioned by the EC

Project Document
National policy documents
Work plans
TORs
Progress reports
Mission reports
Reports on specific activities
Research, studies, analytical papers produced
Training tools produced
Publications and promo materials
Policies, regulations, management systems developed as a result of project interventions
Report of the independent evaluation on the impact of the labour and circular migration projects funded through AENEAS and the Thematic Programme on Migration and Asylum, commissioned by the EC and performed in May – June 2011.

Pre-mission Briefing: The evaluator will have a pre-mission briefing with the ILO representatives and project team. The objective of the briefing is to reach a common understanding regarding the status of the project, key evaluation questions and priorities, available data sources and data collection instruments, and an outline of the final assessment report. The following topics will be also covered: status of logistical arrangements, schedule of meetings, project background and materials, roles and responsibilities of the assessment team.

Observation: If scheduling permits, the evaluator will attend and assess an activity of the project in the target countries (e.g., tripartite discussion on legal regulation of foreign labour migration in Russia or regional consultations).

Individual Interviews and/or Group Interviews: Individual or group interviews will be conducted with the following stakeholders:

Project CTA, Project Staff, ILO DWT CO Moscow Specialists
Representatives from the following groups:
Project Advisory Groups members
Project partners from FNPR and KSORR
Government staff who have worked with the project
Employers' groups, unions, NGO's, migrant resource centers, individual experts who have received training or otherwise worked with the project
UN, regional and international organizations
Where pertinent - migrant workers and their families who have participated in training or directly benefited from the project

Field Visits: The evaluator will visit at least Russia and one South Caucasus country. Meetings and interviews will be scheduled in advance of the field visits by the ILO project staff, in accordance with the evaluator's requests and consistent with these Terms of Reference.

Debrief in the Field: Upon completion of the field research, the evaluator will present preliminary findings and conclusions to the constituents and the ILO field staff. Partners will be provided with an opportunity to have a briefing meeting to discuss and validate the findings. The draft report will subsequently be shared with the ILO field staff and constituents for comment.

Post-Trip Debriefing: Upon completion of the report, the evaluator will provide a debriefing to the ILO/Moscow on the evaluation findings, conclusions and recommendations.

Main Outputs (Deliverables)

- A. Initial Draft Report in English (in electronic format);
- B. Final Report in English (in electronic format);
- C. Translation of the Final Report into Russian (to be provided by the project).

SUGGESTED REPORT FORMAT

The evaluation report will follow the below format and be no more than 20-25 pages in length, excluding the annexes:

Title page

Table of Contents

Acronyms

Executive Summary¹²

Background and Project Description

Purpose of Evaluation

Evaluation Methodology and Evaluation Questions

Status of outcomes

Overall findings, conclusions and recommendations

Annexes (list of interviews, meetings' notes, relevant country information, policies, regulations or any other documents demonstrating the impact of the project)

Management Arrangements

EVALUATION TEAM

The evaluation team will be comprised of: (i) one External Evaluator (the team leader); (ii) possibility will be provided to the donor representative (the European Commission) to participate in the evaluation mission, if applicable.

Interpretation will be provided to the evaluation team by the project during the mission to the target countries.

REQUIREMENTS

The External Evaluator will have experience in the evaluation of development or social interventions, expertise in the subject matter, an understanding of the ILO's tripartite culture, and knowledge of the region. The evaluation team will be guided by high professional standards and principles of integrity in accordance with the guiding principles of the International Program Evaluation Network (IPEN) <http://www.eval-net.org/index.php?id=3>

The External Evaluator (team leader) should have an advanced degree in international development or social sciences, training on evaluation methods, and knowledge about migration issues and ILO approach. Full command of English will be required. Working knowledge of Russian and/or other national languages will be an asset.

¹² In accordance with EVAL guidelines the Executive Summary should include: a brief description of the subject being evaluated; the context, present situation, and description of the subject vis-à-vis other related matters; the purpose of the evaluation; the objectives of the evaluation; the intended audience of the report; a short description of methodology, including rationale for choice of methodology, data sources used, data collection and analysis methods used, and major limitations; the most important findings and conclusions; main recommendations.

The final selection of the evaluator will be done by the Director of the ILO/Moscow based on a short list of candidates from the Evaluation Manager, prepared in consultations with the ILO technical specialists, including the International Migration Programme/HQ.

The final selection is subject to approval by the Regional Evaluation Focal Point, ILO/EUROPE.

ROLES AND RESPONSIBILITIES

The External Evaluator is responsible for conducting the evaluation according to the terms of reference (TOR). He/she will:

- Review the TOR and provide input, propose any refinements to assessment questions, as necessary.
- Review project background materials (e.g., project document, progress reports).
- Develop and implement the assessment methodology (i.e., prepare interview guide, conduct interviews, review documents) to answer the assessment questions.
- Conduct preparatory consultations with the ILO prior to the assessment mission.
- Prepare an initial draft of the assessment report.
- Conduct briefing on findings, conclusions and recommendation of the assessment.
- Prepare the final report with due consideration of the feedback and comments on the initial draft report.

The ILO Moscow Evaluation Manager is responsible for:

- Drafting the TOR;
- Finalizing the TOR with input from colleagues;
- Preparing a short list of candidates for submission to the ILO/Moscow Director for final selection;
- Hiring the consultant
- Providing the consultant with the project background materials;
- Participating in preparatory consultations (briefing) prior to the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents);
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluator;
- Reviewing the final draft of the report;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The Project Manager (Chief Technical Advisor) is responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced;
- Participating in preparatory briefing prior to the assessment mission;
- Scheduling all meetings and interviews for the field research;
- Ensuring necessary logistical arrangements for the field research (hotel reservations, travel);
- Reviewing and providing comments on the initial draft report;
- Participating in debriefing on findings, conclusions, and recommendations;
- Making sure an appropriate follow-up action is taken.

TIMEFRAME

The following is a tentative schedule of tasks and anticipated duration of each:

Tasks	Work Days	Travel Days
Preparatory Research	4	Before trip
Field Research	7	
Travel days (depending on residence)		3
Initial Draft Report	8	After trip
Finalization of the report	4	
Total:	23 + travel	

Overall duration: 4-5 weeks