

Rights of Migrants in Action

Final Evaluation

for

**International Federation of the Red Cross and Red
Crescent Societies**

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List of Acronyms

ACM	Afrique Culture Maroc
ANPPCAN	Association for National Planned Program for Vulnerable Children in Need
CCRDA	Consortium of Christian Relief and Development
CPU	Central Programme Unit
CSO	Civil Society Organisation
DG-DEVCO	Directorate-General for International Cooperation and Development
GBV	Gender-based violence
ICMC	International Catholic Migration Commission
IFRC	International Federation of the Red Cross and Red Crescent Societies
ILO	International Labour Organization
IOM	International Organization for Migration
MDW	Migrant Domestic Worker
PADet	Professional Alliance for Development, Ethiopia
ROMIA	Rights of Migrants in Action
UNHCR	United Nations High Commission for Refugees
VOT	Victim of Human Trafficking

A note on terminology

For this document, the following terminology will be used:

- 'The IFRC' will be used to refer to the collective work of National Societies and the IFRC Secretariat.
- 'National Societies' or 'NS' will be used to refer exclusively to the work of National Societies.
- 'The Secretariat' will refer to the work of the IFRC Secretariat in Geneva, including the CPU.
- 'Regional Offices' refers to IFRC office in regions.

Executive Summary

Overview

The Rights of Migrants in Action Project was a complex, multi-year programme aimed at providing assistance, protection and advocacy for the rights of migrant domestic workers and victims – or potential victims – of trafficking. Under the management of the International Federation of the Red Cross and Red Crescent Societies (IFRC) and with the participation of 15 National Societies, the project was delivered in partnership with nearly 50 civil society organisations (CSOs).

The action was carried out in 15 countries in five regions: Africa (Benin, Ethiopia, Zimbabwe), the Americas (Ecuador, Guatemala, Honduras), Asia (Indonesia, Nepal, Thailand), Middle East and North Africa (Jordan, Lebanon, Morocco) and Russia and Central Asia (Kazakhstan, Russia, Tajikistan). As this list illustrates, the range of migration contexts and issues was extensive, touching countries of origin, transit and destination. Migrants supported by the project included indigenous people, children, adolescents, victims of violence, returnees, sex workers, and people living in poverty.

The 43 grants (or sub-grants) included a wide range of activities, such as direct assistance (emergency shelter, health, medical care and accompaniment, psychosocial care, etc.), vocational training and livelihoods support, and a range of protection interventions, including legal advice and assistance to survivors of violence, including gender-based violence (GBV). The project also had substantial advocacy and public awareness components, aiming to influence both public attitudes and the laws and policies that keep migrants safe.

Did the project deliver?

The project's theory of change was that migrant domestic workers and victims of trafficking, being largely invisible and lacking protection, could be most successfully assisted through the intervention of CSOs working closely with the community. In delivering direct assistance, CSOs would gain access to and develop relationships with migrants, providing a solid evidence base for advocacy for their rights. Support from the IFRC and National Societies would help build and strengthen this work by giving CSOs the technical skills that they needed, by facilitating their access to influencers and decision-makers, and by fostering a coordinated approach to the protection of migrants' rights.

Overall, the logic was sound and the project delivered results. Some of the results were not quite what was expected, and some aspects of the project surpassed expectations, while others fell short. Below is a summary of some of the key findings.

Component 1: Coordination

Connecting organisations and actors working with and on behalf of migrants is important in helping identify needs, fill gaps, avoid overlap and exchange good practice. It helps provide a consistent and coherent approach to issues, which is an asset in developing strong advocacy and better protecting rights. It facilitates contact between people seeking change and those with the power to make it.

On these levels the project proved useful and valuable, though its benefits did not always flow in the anticipated direction. At the national level, it was often Red Cross and Red Crescent National Societies that benefitted most, exposing them to new ideas and ways of working, and introducing them to new networks of actors working on migration. The benefits were not all one way, however,

as National Societies were also sometimes able to facilitate access for CSOs to decision-makers or create opportunities for them to develop their work in new areas.

The project could bring most value to the work of CSOs at the regional and international levels, helping create new networks based on similar interests and activities, or simply leveraging the IFRC's international standing to create new openings for CSO engagement. This was hugely beneficial where it took place, but could have been taken farther, perhaps with the aid of dedicated support from the policy team to the project.

Transmission of learning and best practice could have been increased by stimulating more active exchange through tools like the Facebook group and newsletters. Some planned initiatives, like the regional conferences, offered good value for those that participated and a final, written product captured learning. A stronger dissemination strategy would have ensured better sharing of this learning, however.

Some very interesting outputs of the project in terms of shared learning were entirely unplanned, such as the Children on the Move initiative, which brought together the work of CSOs with support from the Canadian Red Cross to extract lessons. These were developed into a report, but also fed into the development of a Massive Open Online Course (MOOC). Lessons from a wide variety of ROMIA partners were also fed into a new IFRC project to share best practice, the *Smart Practices that Enhance the Resilience of Migrants* report and database.

Component 2: Access to services

Although not necessarily the most sustainable aspect of the project, access to services were unquestionably its core, and the anchor for everything else. The project's efforts to quantify results were overwhelmed by the scale and diversity of outputs and activities, and its systems and procedures did not manage to create an archive of monitoring records that was sufficiently robust to obtain a sense of quality.

This is unfortunate, because the overall impression from a review of the available documentation and interviews with internal and external actors is that the project did deliver, and delivered well.

The project was relevant – the target groups identified were vulnerable and in need of assistance – and appropriate, in that they generally provided assistance that migrants deemed useful and adapted to their needs. To get an idea of quality, CSO reports were reviewed using a set of proxy indicators, including evidence of use of technical standards, evidence of age and gender-sensitivity, indications of a participatory approach, and whether referral networks and a holistic approach was taken to migrants needs.

Most programmes seemed to deliver appropriate assistance in a timely way to the people who needed it. If the project were to be replicated in future, it would be important to ensure that better systems were in place from the outset for tracking delivery and measuring quality of services provided.

The final aspect of Component 2 was advocacy, which nearly every project used to good purpose to achieve change for the population they served. Results were sometimes tactical and localised – ensuring migrants could get stalls in the local market, for example – and were sometimes more ambitious, like efforts to have legislation passed to enact ILO Convention 189 on migrant domestic

workers into national law. The project could probably have done more to give CSOs the tools to achieve policy change, but the emphasis on advocacy ensured it was part of CSO planning. This focus was not misplaced, as advocacy is vital to achieve durable and sustainable benefits for migrants.

Component 3: CSO Capacity-building

All the CSOs involved in the ROMIA project reported having learned a considerable amount. Most of this learning, however, came through the experience of implementing the project or through exchanges with other actors doing similar work. This is not to be minimised – these are important lessons – but the more formal learning that was intended in this component fell to the bottom of the priority list. This is unfortunate, as formal training, reinforced by practice, is the most effective way of learning, and building the capacity of CSOs also builds sustainability of their work.

Opportunities were given to partners to participate in online learning, including through access to the IFRC and JMDI Learning Platforms. Subjects included project management, monitoring and evaluation, migration, advocacy and communications, finance, human resources, and specialist subjects such as restoring family links, labour rights and human trafficking.

Unanticipated synergies were identified, however, that allowed CSOs to benefit from areas of Red Cross and Red Crescent expertise – first aid, for example – and the impact of the project on National Society capacity was considerable.

Systems, management and process

The ROMIA project came to the IFRC largely preformed; its focus, strategy and design already in place. The IFRC was essentially invited to make it happen. It was a valuable opportunity for the Federation to collaborate with the European Commission, in particular with the International Development and Cooperation Directorate General (DG DEVCO) and advance its work on migration, but it also created real challenges in building buy-in and ownership at all levels. A structure that emphasised partnership with and empowerment of National Societies might have been more effective in maximising the benefits of the project overall.

Implementation and delivery of the project posed enormous challenges to the IFRC both technically and culturally. The organisation not only had to adapt its thinking to take on the role of a donor, but had to also establish a whole set of new legal, financial and technical tools to make this possible. An emphasis on strong technical project management was praised for having delivered good results, on time, and without any major problems. This is no mean feat and is given due value. In future projects, however, it would be worth looking at how specific migration and policy expertise could be included at a more senior level in the team.

Conclusion

The Rights of Migrants in Action was an entirely new way of working for the IFRC. The project was successful in meeting its core objective of providing assistance and protection to migrant domestic workers and victims of trafficking, but was also more than the sum of its parts. The new relationships and ways of working not only had clear benefits for the IFRC, National Societies and CSOs, but was also welcomed by other external actors, like IOM, JMDI and MADE. The new opportunities that it has created offer the possibility of a much more integrated, coordinated and effective way of reaching the most vulnerable people on the move.

Introduction

Between 2013 and 2017 the International Federation of the Red Cross and Red Crescent Societies (IFRC) implemented the Rights of Migrants in Action (ROMIA) project in joint management with the Directorate-General for International Cooperation and Development (DG DEVCO) of the European Commission. The project focused on promoting the rights and protection of migrants with a focus on migrant domestic workers and victims, or potential victims of trafficking. The project was delivered through 43 projects in 15 countries in five regions around the world.

This independent evaluation was commissioned as part of the closure of the project and is intended to accompany its final report. Its terms of reference was to focus not only – or even primarily – on whether the project delivered on what it had promised, but on extracting lessons from the experience of delivering it. It was clear during the evaluation process that there are many to learn, and that the learning will continue to unfold for a long time to come.

The project was implemented by nearly 50 civil society organisations (CSOs) working in partnership with Red Cross and Red Crescent National Societies and the ROMIA team in the IFRC. They undertook a broad range of activities, including provision of basic assistance, livelihoods, social integration and targeted protection programming, including legal advice and assistance and specialised support to children and survivors of violence. This multiplicity of partners was supported by new systems, purpose-built by the IFRC for the project and intended not only to fund and monitor, but also to build sustainability by investing in coordination and capacity of CSOs.

In short, this was a complex piece of work to evaluate, and the range of work made it difficult to draw overall conclusions without delving into the specifics of each programme. An assessment of services was also constrained by limited data, reports or direct observation. Consequently, the report that follows is very process-oriented. We hope that it will nonetheless provide useful information, reflection and learning.

The Rights of Migrants in Action project was initiated precisely because these are so badly neglected in virtually every part of the world. The people who are the *raison d'être* for these projects are in terrible, urgent need every single day. They are domestic workers underpaid, abused and sometimes held hostage in people's homes. They are children fleeing the risk of being either recruited into gangs or murdered, knowing that their own flight puts their families at risk. They are manual labourers trafficked into 24 hour-a-day, 7-day-a-week work, under brutal conditions. They are youths that have been brutalised, risked their lives, and spent every cent that they and their families have criss-crossing multiple countries, only to end up squatting in a forest or in urban streets, delirious with hunger and fatigue, and unable to go either forward or back.

The organisations implementing these projects range in size, but many of them are small and dependent on the compassion of volunteers. They reflect a humbling level of commitment by individuals across the face of the planet to making their societies more accepting, humane and caring places. We are honoured to have had the opportunity to have been a small part of this process.

Methodology and approach

The evaluation had two broad analytical streams: a strategic analysis and a programme analysis. The purpose of the strategic analysis was to understand the logic and strategy that underpinned the project's approach, to query its assumptions, and to assess to what extent it delivered on its objectives. The programme analysis examined the effectiveness of the programmes in delivering results for the intended beneficiaries, in terms of the type, quantity and quality of services, protection and advocacy interventions provided.

Although these were initially conceived as parallel approaches, there was considerable overlap in the findings. The report therefore looks first at structural and procedural elements of the project, and then at programme-related findings, component by component. The key evaluation questions were:

Relevance and appropriateness:

- How was the structure of the IFRC suited or not suited to the demands of the ROMIA project? Did it succeed in delivering results? How could this have been improved?
- Was the selection of countries, projects and partners suited to the aims of the project?
- Was the project able to adapt to the changing environment? What more could be done to build flexibility into the design of the system, and to maximise opportunities?
- Were the interventions appropriate to the needs in each location? Did they capture the most vulnerable groups? How could this have been improved?

Effectiveness

- Was the structure of the project able to establish the necessary conditions (coordination, support and partner capacity) for migrants' rights to be promoted and services to be delivered as intended in the theory of change? How could this be reinforced? What were the key elements in promoting or reducing the effectiveness of the project?
- Was the provided assistance of good quality, delivered in a timely, accessible and acceptable way?
- What impact did CSO advocacy have on local or national government policy?

Impact

- How did the project affect relationships between partners, or with coordinating bodies? Did the project change the way that National Societies thought about or engaged on migration?

Coherence

- Was ROMIA consistent with the policy framework of IFRC, DG DEVCO and with international legal and policy frameworks?
- What was the nature of the interaction between the Federation, National Societies and CSOs, and how did this influence or was influenced by the Fundamental Principles?

Sustainability

- To what extent has ROMIA been implemented in a sustainable way?
- Which modalities adopted by CSOs were most effective in ensuring the ongoing provision of services or the continuation of a protective environment for the target groups?

The evaluation methodology included a combination of desk research, key informant interviews and direct observation. A wide range of documents were reviewed to understand the full inception, development, delivery and closure of the programme. These included terms of reference, emails, and contracts, as well as a systematic review of files showing the development of tools, templates and processes. Agendas and notes from the information session conducted in each country were looked at to understand the selection process, as well as CSO proposals and reflections of the Independent Evaluation Committees. To understand delivery, all final and many interim reports were reviewed, as well as evaluations and assessment and monitoring reports, where possible. Also consulted were the desktop studies and other research (e.g. Children on the Move), and newsletters and articles shared through the Facebook group, including videos and other promotional materials.

Interviews were conducted with staff from Geneva and Brussels, including the project's Central Programmes Unit (CPU) and other IFRC staff, as well as representatives of National Societies, including project Focal Points, where possible. Where feasible, CSO staff were interviewed and, during the field visit, some beneficiaries of partner activities were interviewed as well. Evaluation of the project was rendered more difficult by the fact that many of the project staff had already left. When the evaluation began, only two of the CPU staff were still working with the IFRC. Most of the Focal Points had finished their contracts and left the National Societies where they were based. In some cases, project staff hired by the CSOs had also left. Several people made themselves available despite having moved on, and this was extremely helpful. Thanks are due to members of the IFRC team and others who helped locate these people and facilitate interviews.

Due to time constraints, it was possible only to conduct one field visit, to Morocco. This was a very successful visit, including meetings with the National Society, all three of the implementing CSOs, speak to several current and past beneficiaries and even see some activities in progress.

The consultant attended the IFRC Global Migration Task Force meeting from March 14-16. This event brings together representatives of a significant number of National Societies, making it possible to consult with a wider range of stakeholders. This included representatives from Ecuador, Ethiopia, Honduras, Russia, Thailand and Zimbabwe, as well as IFRC regional representatives from Africa, Americas, Asia-Pacific and the Middle East and North Africa (MENA) region. The evaluator was also fortunate to have had the opportunity to attend the regional consultation in Bangkok in 2017.

The evaluation used quantitative data wherever possible, however sources were limited. The main source of delivery data was CSO reports and they were highly variable in quality. Despite the CPU's efforts to establish tools to facilitate reporting and comparability across the project, such as indicator tracking tables, comparison was rendered difficult by the wide range of activities undertaken by CSOs and the diversity of targeted beneficiaries. Finally, monitoring mechanisms were put in place at the beginning of the project, but monitoring reports were not systematically completed or archived and/or were not available to the evaluation team.

To accommodate these challenges, the evaluators did a broad, overall reading of final reports, presentations, articles and information from all the projects, then did a 'deep dive' into five countries, one in each of the regions of implementation. These were selected in consultation with IFRC staff and based on availability of information and key informants, as well as ensuring a range and mixture of contexts (origin, transit and destination) and types of activity. The countries selected were Ethiopia, Guatemala, Morocco, Nepal and Russia.

Background

Overview

In 2013 DG DEVCO approached the IFRC with a proposal to collaborate at a project aimed at “promot[ing] and protect[ing] the human rights of migrants in targeted countries, migration corridors and regions”. With a focus on migrant domestic workers and victims of human trafficking, it would be a 42-month project taking place in 15 countries and implemented through civil society organisations (CSOs), on the basis that, “[l]essons learned from previous projects indicate that the role of [CSOs] in promoting and protecting migrants’ rights is crucial, due to their facilitated access to migrants and their families.”¹

The opportunity was at once very welcome and a huge challenge for the IFRC. The organization had been keen to develop its relationship with DG DEVCO for some time, and the opportunity to undertake such a major, long-term project was not one to lightly refuse. There were, however, a substantial number of hurdles – both technical and conceptual – that would have to be passed first.

The project represented a departure from the IFRC’s way of working in a number of ways. Whilst partnership is very much a part of the identity and ways of working of the organisation, typically this is within the framework of a partnership between National Societies and with the IFRC. The kind of partnerships that the IFRC and National Societies have entered into with external actors are generally either as implementers, as with UN agencies or the Global Fund, or with shared responsibilities, as in the Global Road Safety Partnership. This partnership, however, saw the IFRC acting as a donor to external partners – a role it had rarely played at a global level.

This was not only a major conceptual shift – it had serious practical implications as well. Few of the practical mechanisms existed within the organization for managing this kind of project, and preparation required a huge effort of developing or modifying systems. The extent of this challenge was highlighted in interviews with members of the finance, legal, partnerships and audit departments of the IFRC, some of whom said the scale of the challenge was so large they felt obliged to advise against undertaking the project.

That said, the IFRC’s robust management systems was one of the reasons it was approached by DEVCO to be involved in the project. Another strong reason was its global reach and integration at the grassroots level. With presence in 190 countries and some 14 million volunteers, the IFRC was a good fit with the civil society orientation of the project, which will be discussed in more detail below. It is possible, however, that this choice was also based on a less than full understanding of the unique character of the Federation.

For example, in designing the project one of the strictures was that National Societies of the Red Cross and Red Crescent were not eligible to apply for funding. It was considered that this could constitute a conflict of interest. This shows a misunderstanding of the roles of the Secretariat and National Societies and, as illustrated in the text box, their legal relationship to one another. In fact, there is a long-standing system for the IFRC and ‘Partner’ National Societies providing funding to

¹ DG DEVCO *ROM report*, Evaluation of project *Civil society action for promoting the rights of migrants*. p. 2

'host' National Societies to implement programmes, and this works very effectively and provides good accountability. The disqualification of National Societies as implementers unfortunately had an alienating effect, with the result that in some countries National Societies simply did not engage, and valuable synergies were lost.

Ownership and leadership

The relationship between DG DEVCO and IFRC was positive, and there was clear mutual respect both during the project and at its end. However, the fact that the shape and structure of the project was largely pre-defined created some challenges.

Had the IFRC been at the beginning where it is today, it might have negotiated a shape and structure for the project more tailored to its unique structure. This would have ensured greater buy-in from all levels. Today's IFRC has less work to do to convince its own members of the importance of migrants as a target group and of migration as a cross-cutting issue. Today's IFRC also has less to prove to others² and, more importantly, to itself, about what it can and cannot manage. At the time, however, the organisation was too busy putting the systems in place and too apprehensive about the risks to start re-thinking or examining the project's logic.

The ROMIA project was no light undertaking as, from the beginning, senior management was keenly aware. Recognition must go to those who showed the courage and took the leap, even when many said the stakes were too high. However, the senior leadership changed during the project life-time, and the amount of desired support was not always extended as needed. This will be discussed in greater detail below.

A UNIQUE ORGANISATION

The Red Cross Red Crescent Movement is unique and complex. Many recognise the complexity, but few realise it is due to a distinct status enshrined under national and international law. Two aspects are key to the ROMIA project: auxiliary status and the federated nature of the IFRC.

Auxiliary status is a core part of the Red Cross and Red Crescent identity. It is permanent and intended to establish NS as voluntary aid societies with special legal status, rights and responsibilities in domestic law. This confers a special role in addressing humanitarian needs in the country, to: "...supplement or substitute public humanitarian services...", with a focus on risk reduction and disaster management; as well as public health, development and social activities.

The NS has an obligation to consider any role that the government asks it to undertake. This often creates tensions for NS, having at once a special relationship with the government and a responsibility to remain independent. While governments are expected to respect the Fundamental Principles, particularly neutrality, impartiality and independence, issues like migration, often very politically sensitive, create special challenges.

The IFRC is therefore not a single organisation with a headquarters in Geneva, it is a network of 190 independent organisations, each with a voice in the larger whole. While the IFRC has a key role as the hub of this massive network, it does not have authority over NS and cannot impose activities upon them or, indeed, act in their country without consent.

² Considerable time and effort was absorbed at the beginning of the ROMIA project in establishing that the IFRC could meet the requirements of its 'pillar assessment', proving that it had the internal controls required to manage EU funds on their behalf.

Context and policy coherence

There has been substantial change in the external global migration context over the course of the 3.5 years of the ROMIA project's implementation, and even during the last 1-2 years that partner CSOs were implementing. This has included physical, political and policy change from the highest international levels, to the most local. There has also been substantial organisational change within the IFRC, which has inevitably had an impact on how this project has played out.

Perhaps the most powerfully felt contextual change was the mass flow of refugees and migrants to and across Europe in 2015. This had a disproportionate impact on the global political context, notably resulting in the *New York Declaration on Refugees* in 2016 and the launch of the Global Compact processes. This has been paralleled by increased numbers of asylum-seekers from Central America's Northern Triangle countries – El Salvador, Guatemala and Honduras – and increased debate about how to manage the tensions governments have created in response.

Activities in each country were also affected – often profoundly – by local, national and regional issues and events. Some developments put the project itself in question, at least in some countries or regions. One of the most significant examples was the earthquake in Nepal, which had an important impact on every aspect of the project. Indeed, for some time even the status of the CSOs implementing the project was unclear, and their ability to continue the work seriously in doubt. In West Africa, the Ebola crisis made identification of a host country for the project more complex than it might otherwise have been.

Other emerging issues required that the project adapt in significant ways. This included a large influx of Ukrainians to Russia in 2014-2015 and complications resulting from large-scale failure to regularise their situation. Another example is the expulsion of Ethiopian migrant workers from Saudi Arabia that began in late 2013 and has only gathered pace. Ethiopians have responded not by staying home, but by going underground, which increases the level of risk that they face and required an adapted response from CSOs providing services. A number of countries, including Ecuador and Guatemala, reported that destabilisation resulted in high turnover in government ministries and created constraints in achieving advocacy objectives. In Lebanon, the issue of labour migration was deprioritised in favour of addressing the high numbers of Syrian refugees arriving in the country.

Context is also a vital consideration in examining policy coherence in this project. This is not least because the striking changes in the migration context over the lifetime of the project had a profound impact on both European and Federation policy, though by pushing them in different directions.

At the beginning, the ROMIA project was strongly aligned with the policy objectives of both partners. This is perhaps unsurprising from the perspective of DG DEVCO, who developed the Thematic Programme for Cooperation with Third Countries in the areas of Migration and Asylum (AAP 2013 part 1). For the IFRC, however, this alignment was more of a 'happy accident', made happier still by fortuitous timing that allowed the lessons learned during the project to aid in the development of further policy and programming approaches within the Federation.

For the European Commission, the primary framework for the ROMIA project is the *Global Approach to Migration and Mobility* (GAMM). The GAMM became the overarching framework for the EU's

approach to migration in 2005, and its main priorities are: better organising legal migration and fostering well-managed mobility; preventing and combatting irregular migration and eradicating trafficking in human beings; maximising the development impact of migration and mobility; and promoting international protection and enhancing the external dimension of asylum.

While the GAMM still exerts strong policy influence, the focus of the EU has shifted from one of encouraging safe and legal migration to a focus on controlling and reducing movement. Interviewees said this shift did not affect the project because its priorities, country and programme selection were already complete, but they could not fail to have an impact on the political and operating environment. For example, the reduction of opportunities for movement because of the EU-Turkey deal and more vigorous policing of the Libyan coastline, led to an increase in migrants attempting the crossing from Morocco to Spain. Although the scale of this movement remains considerably smaller, the increase and its cause is unmistakable and must necessarily influence the realities on the ground, including both the number of people in need and public attitudes.

As changes on the ground resulted in political and physical closure in many of the countries in which the ROMIA project was being implemented, however, it arguably had the opposite effect on the IFRC and National Societies. The Federation has a long history of working with migrants, but it had not previously done so at scale. The Federation was galvanised in 2015 and 2016 by the scale of the suffering they were witnessing; a tipping point was reached. At the same time, the ROMIA project began to illustrate to those that had been reticent that work on migration need not entail the kind of political and operational risk that they feared. The result was a substantial mainstreaming of work on migration and a considerable push forward from a policy perspective.

The chart below was taken from early project documents and outlines the framework for policy coherence developed by the IFRC. It gives an excellent overview of how migration policy was aligned, which ensures that it at least does not contravene other key existing policies on migration.

The IFRC could have taken this a step farther, looking at how well the project aligned with its overall direction of travel by assessing it in light of the Federation's *Strategy 2020*. It could also have strengthened its policy coherence in other areas, such as health, livelihoods and partnerships.

While partnerships are referenced in the migration policy, it does not go into the kind of detail that is contained in, for example, the Code for Good Partnership adopted as Resolution 14 at the Council of Delegates in Nairobi, Kenya in 2009. There are no major conflicts between IFRC policy and the way that the ROMIA project was rolled out, including in relatively newly emerged area of localisation. The IFRC has a strong voice globally on localisation, but to date it has largely used its influence to advocate for National Societies as local actors. It can, however, also use its voice to raise the different and complementary needs and roles of its ROMIA partners and organisations like them, using the learning from this project as reference.

In short, the project was very much coherent with migration policy in place at the time of its conception and does not conflict with other major policies. It might have served both the project and its partners well, however, to have gone through the exercise of considering policy around specific areas, reinforcing both the foundation and the execution of these areas of work.

Project components	Objectives	Link with IFRC Migration Framework and Strategy
Coordinated approach of CSO's towards the protection of migrant's rights	Promoting and raising awareness of migrants' rights and ensuring their protection at all levels, with a specific focus on vulnerable groups such as migrant domestic workers and human trafficking victims, through prevention actions, protection and assistance services, rescue operations, reintegration assistance, as well as facilitating prosecution of offenders.	<ul style="list-style-type: none"> • 30th IC Resolution 5 – paragraphs 7, 10 and 11. • 30th IC Declaration Together for Humanity – Humanitarian concern generated by international migration, elements a. humanitarian assistance and b. protection. • Migration Policy – Principles 4 and 5.
Launching a call for proposals for the selection of small scale projects awarded to CSO's benefiting migrants and their families	Supporting civil society organisations to voice migrants' concerns and contribute to the development of human rights-based and migrant-centred migration, labour and anti-trafficking policies.	<ul style="list-style-type: none"> • 31st IC Resolution 3 on Migration – operational paragraph 2. • Migration Strategic Action Plan components: <ul style="list-style-type: none"> - <i>Awareness raising/advocacy</i>: Raise awareness of the IFRC Policy on Migration and the Migration Resolution both within and outside the Movement. - <i>Capacity building</i>: Contribute to the strengthening of National Societies capacities for addressing the needs of vulnerable migrants. - <i>Partnership</i>: Enhance and strengthen internal and external partnerships with key actors on migration issues
Building the capacities of CSO's through the provision of technical assistance	Empowering civil society organisations by building their capacities to provide protection and assistance services to migrants and advocate at local and global level for the improvement of migrants' rights and conditions, and by enhancing their coordinated action and mutual cooperation at local and global level.	<ul style="list-style-type: none"> - <i>Awareness raising/advocacy</i>: Raise awareness of the IFRC Policy on Migration and the Migration Resolution both within and outside the Movement. - <i>Capacity building</i>: Contribute to the strengthening of National Societies capacities for addressing the needs of vulnerable migrants. - <i>Partnership</i>: Enhance and strengthen internal and external partnerships with key actors on migration issues

In the next section, we will look at the management systems that supported the project, how well they functioned, and how they could have been reinforced.

Management and coordination

The core of the ROMIA project was the Central Programme Unit (CPU) consisting of four staff members: Programme Manager, Policy Officer, Communications Officer (based in Geneva) and Liaison Officer (based in Brussels). The CPU was supported by a Financial Officer (half time) and ad hoc support from other departments, such as legal, finance, external audit, and partnerships and resource development. Technical departments such as social inclusion, community engagement and accountability (CEA) and Planning, Monitoring, Evaluation and Reporting (PMER) were involved to a lesser extent, and largely in an advisory role. Additional support was provided by other parts of the organisation with particular expertise, such as the Anti-Trafficking Network, though it is unclear how systematic the engagement was. The somewhat limited engagement of technical experts from other parts of the Federation was raised by many as a missed opportunity.

At country level, oversight of the project was delegated to Focal Points. The intention was that the National Society would take overall responsibility for ensuring the coordination, management and monitoring of the project, with the Focal Point acting as the main point of reference, as the name would suggest. In the event, this role was understood and implemented in a variety of ways, and this posed challenges. The expectation was that the Focal Point would support coordination, networking and capacity-building for the CSOs, would monitor the activities and troubleshoot, and would liaise with the CPU in Geneva. Her/his responsibility was also to review and give feedback on reports, to compile data for the indicator tracking tables at country level, and to submit compiled, organised reporting to the CPU in Geneva. The role of the Focal Point was central to the success of the project, and will be examined in more detail later in the report.

As can be seen from this description and the diagram below, the project was highly centralised, with IFRC regional offices given a very limited role. This was partly because the IFRC was creating entirely new systems for this project, and aimed to streamline them as much as possible. It is unfortunate,

The role of the EU Contracting Authority

At the headquarters level, collaboration between the EU Development and Cooperation Directorate General and the IFRC was strong and regular, with excellent collaboration through a variety of mechanisms, including the steering committee. At the field level, however, there was considerably more variability.

Although the presence of an EU Delegation was one of the factors in country selection, and although representatives of the Delegation were involved in project selection, the extent to which they were engaged with the project thereafter varied widely.

EU delegation representatives said that monitoring centrally-run projects was not the role of the delegation, and some interviewees said they did not receive field visits. In Russia, the Delegation did not wish to be involved at all in the project, as they felt that the politics were too complicated. By contrast, the Focal Point in Morocco said that they had close interaction with the EU Delegation and found the relationship very useful.

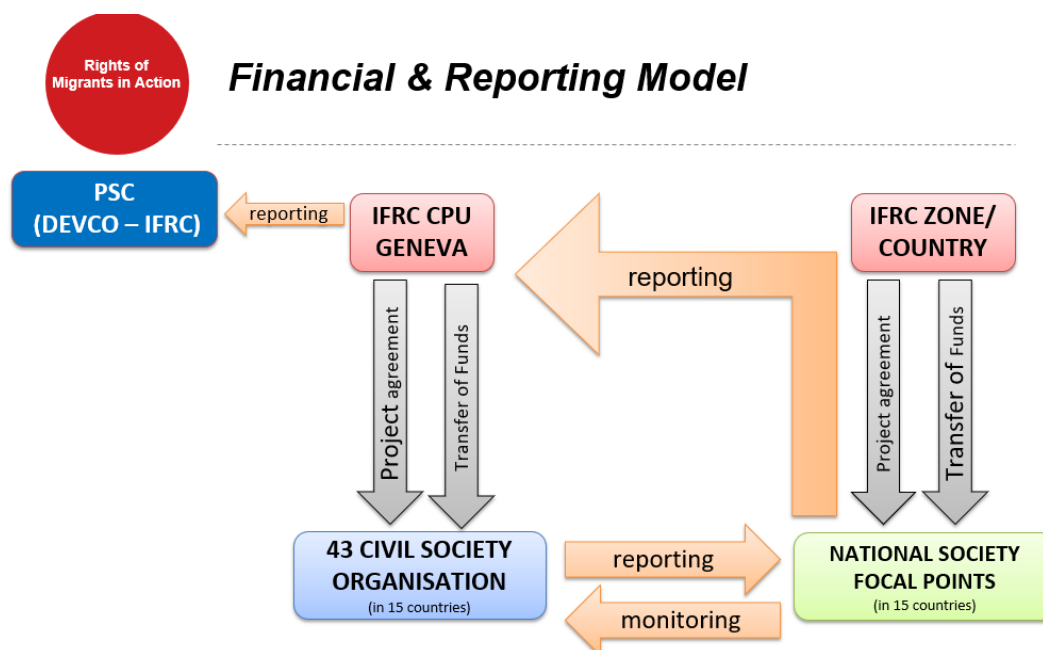
however, as they could have provided valuable support in looking at overall regional trends and identifying synergies between countries and opportunities for regional coordination.

As migration became a more important issue, some regional offices designated staff members as migration leads, or recruited staff members focused specifically on the issue. A number of these individuals were interviewed either at the meeting of the Global Migration Task Force in Istanbul or in subsequent calls, and most expressed frustration at having such a limited role in the project. Of concern was not just the missed opportunity for the project, but also for the IFRC in strengthening its internal mechanisms, reinforcing the role of the regional offices and strengthening their relationships with National Societies.

Financial and narrative reporting was channelled through the Focal Point in the National Society for review and compilation before being sent on to the CPU. Payments, however, went directly from the CPU to the CSOs. It was planned that National Societies would manage the payments, but they could not take a management or administrative fee and, as there was no perceived benefit and considerable responsibility, National Societies opted out.

Overseeing the entire project was the Project Steering Committee (PSC), consisting of a representative of DEVCO and a representative of IFRC. The PSC was intended to meet roughly twice a year and was responsible for strategic leadership, oversight and approval of major project choices.

The diagram below illustrates the planned flow of financial and narrative reporting for the project.



There were some challenges associated with the management structures that are worth briefly exploring here, as they provide a useful background to the rest of the evaluation.

The decision to put a very experienced project manager at the head of the team was strongly praised as having helped the project stay on course despite many issues and events that could have derailed it. However, it would be worth considering putting a content expert at a more senior level in the team, which could help add depth to some of the technical areas, and to the policy work.

The CPU was overstretched for a number of reasons, some of which might have been addressed through stronger internal coordination and facilitation of Focal Points. However, it would be worth re-examining both the size and composition of the team. The project could have benefited from dedicated resources in areas like capacity-building which, as will be discussed below, was somewhat neglected given their importance to the project. Inviting technical leads from other teams to sit on an in-house technical steering committee and to provide a fixed amount of time to the project could also reinforce the team and build ownership within the organisation.

In addition to the workload, which was substantial, there was the pressure of putting in place entirely new systems and procedures in the heart of an organisation described by many as risk-averse and resistant to change. It is perhaps for this reason that the ROMIA project was kept, to a great extent, to one side of the rest of the IFRC's activities. This was a disadvantage in many ways, as will be described, but also allowed the team to weather, relatively untouched, a major restructuring of the IFRC that created tension, anxiety and fear of lost jobs. Because ROMIA was a discrete, separately-funded project, it was sheltered from the worst of the storm.

Not being mainstreamed into the wider activities of the IFRC had its costs, not only for the project but also for the IFRC. Although the migration lead in the IFRC provided a critical link between the team and the rest of the organisation, it is too much for one person alone. Members of the team reached out to other departments when needed, but did not create sustained partnerships, nor did those departments seem to feel much ownership for the project. The senior leadership of the organisation, having started as a major champion of the work, had changed, and the new leadership did not prioritise creating the links between the organisation and the project that it probably needed.

Many people expressed that this was a missed opportunity both for the project and the organisation. Technical leads noted that it would have been useful to have extracted more learning from the project and to have integrated the lessons into the Federation's ways of working. From a policy perspective as well, the project could have been used more effectively and from an earlier stage to inform work on migration, including the Global Compact process but also, as noted above, the Federation's thinking on issues like localisation.

Despite these challenges, feedback about the project and the CPU, as individuals and as a group, was extremely positive. Colleagues described them as incredibly busy and sometimes stressed, a situation not helped by disruption caused by periods of illness, maternity leave and staff turnover. These are all normal occurrences, but can have a particularly large impact on a small team working to tough deadlines. Yet members of the CPU were praised by virtually everyone – from CSOs to Focal Points to colleagues in Europe – as helpful, friendly and a pleasure to work with.

Managing Risk

The issue of risk has already been raised a few times, and it is clear from both the risk register created at the inception of the project and discussions at Geneva level that certain categories of risk were clearly identified and considered. Perhaps because the scale of the possible reputational or financial risk was so high, however, there are other types of risk that don't seem to have had the same level of scrutiny.

Operational risks, for example, do not include the possibility of a failure on the part of CSOs to deliver effective programmes, that they might inadvertently do harm, or that lack of safeguarding within programmes might result in exploitation and abuse. Concerns were raised by National Societies early on about the extent to which being a donor meant also being responsible for the work or actions over external actors, and these may have been some of the specific issues that they had in mind, but there are no specific mitigating actions identified. Presumably the monitoring system would have picked up some of these issues, though it was not clear to the evaluators whether safeguarding, for example, was an area to be monitored. Other actions could have been taken, however, including requiring CSO staff to sign codes of conduct and establishing complaints and feedback mechanisms.

The risk-register also did not identify any fiduciary risk, e.g. the risk that CSOs might divert funds or fall prey to corruption. As with the first example, in the event, the financial reporting systems seem to have been sufficiently robust to capture diversion or corruption, including the unplanned commissioning of additional external audits, however it would be good on another occasion to ensure that these risks were identified in advance.

Communications and technical challenges

A final challenge came in the form of technological problems, which can be stressful at the best of times, but is even more so when teams are working at a distance. The Brussels-based member of the team was often frustrated by poor access to documents that the team in Geneva were readily able to access. FedNet was not sufficiently user-friendly to fill the gap, and although work-arounds were found when needed – the use of tools like Dropbox, for example – this is far from ideal. The weakness in systems must bear some of the responsibility for the challenge that team members have had in centralising all of the project documentation in the end.

Focal Points

Focal Points were crucial to the project. As the name suggests, they were intended to be the main centre of gravity for the project in-country, providing coordination, support, monitoring and feedback. The document describing the roles and responsibilities for Focal Points makes it clear that their role was not conceived simply as staff members based in the offices of National Societies but, in a sense, as the embodiment of the National Society's engagement in the project: "the National Society, via the designated focal point, will be overseeing the entire project implementation (coordination, management and monitoring) at country level."

In a number of countries, however, this role was not embraced by the National Society and the Focal Point received inadequate support. In these cases, instead of being the lead of a dedicated and committed support team, they were people with enormous jobs covering a wide range of skill sets – project management, report-writing, financial oversight, monitoring, coordination, policy and, last but not least, migration. Some on-the-job training and support/mentoring was provided by the CPU, but it was not always equal to the challenge, and sometimes the CPU picked up the tasks themselves rather than mentoring the Focal Point to do them, adding to their already-heavy workload.

Focal Points were intended to be 100% committed to the project, but in some countries National Societies gave them other responsibilities or assigned existing staff with other responsibilities to the post. This was flagged as problematic by some, including in the evaluation report of DG DEVCO, but may actually have added value, at least in some cases.

In Morocco and Russia, the Focal Point was a senior member of staff who took overall responsibility for the project whilst delegating day-to-day tasks to someone else. Although this led to Focal Points being pulled to some extent in two directions, their well-established, respected position in the National Society allowed them to command support and resources in a way someone hired from outside could not. It also meant ownership of the project at a high level, and exposure of senior staff members to migration programming, with the added benefit of increasing engagement with the issue within the National Society.

The use of existing staff can also help minimise the risk and impact of high turnover and might add to sustainability. In Ethiopia, for example, turnover was a significant problem, resulting in CSOs feeling disconnected from the Red Cross. Turnover and lack of engagement was also problematic in Nepal and Thailand and in both cases, it was the support of the in-country IFRC office that ultimately made the difference.

As in so many things, though, the success of the Focal Point often came down to the individual. Despite having no experience in migration or with the Red Cross, the Focal Point in Guatemala was praised as having done exceptional work in advancing the project and engaging senior leadership. In many cases, indeed, Focal Points were so passionate and engaged in their work that they may even have identified too closely with those implementing it and, as a result, failed to keep the objectivity needed to identify weaknesses and flaws.

Country and project selection

Many of the criteria for country selection had been established before the IFRC was even involved, leaving somewhat limited space for the Federation to apply its vision to the shape of the project. The number of countries and regions were already identified, and narrowed according to restrictions on use of EU funds to low and middle-income countries and whether or not they were prioritised in EU policies. Further criteria identified were:

- Relevance of human rights violations concerning the migrant population;
- Relevance of human trafficking issues, considering, where possible, the EU list of priority countries and regions;
- Relevance of migrant domestic workers issues;
- Possible synergies with ongoing projects addressing the same challenges at governmental level;
- Absence or weakness of public policies addressing migrants' issues of concern.

By the time these criteria were applied, the list of countries was already quite small. It might well have been intended by the DG DEVCO that the IFRC's room to manoeuvre would be slightly wider, but this would not consider the independence of the National Societies. The additional constraint of National Societies' interest and willingness to be involved in the project was an important one, particularly where they did not already have migration as a priority. Indeed, some took a very hands-off approach, like Thailand, which left it to the national IFRC office to host the project, while another – the Dominican Republic – withdrew entirely. Another National Society interviewed said that they did not know at the outset that they would not be allowed to apply for the funding and that, when they found out, they considered withdrawing as well.

Having opted in, however, National Societies were a very central part of the project selection process. This was a multi-phased process that began with country information sessions and calls for proposals in most countries in January and February 2015. Partner/project selection was done by an Independent Evaluation Committee, made up of at least three members, including one representative of the EU Delegation in-country, one representative of the National Society or ROMIA project – generally the Focal Point – and a representative of academia.

In order to be selected, both partners and projects had to pass a number of hurdles. These included a solid technical proposal relevant to both the priorities of the project and of the country and taking into consideration cross-cutting issues such as gender and environment, as well as evidence of good financial standing and having the systems in place to deliver the project. This included being able to generate or raise funding to cover 10% of the project costs, as per the contract with DG DEVCO.³

³ This 10% contribution posed challenges both for the Federation and CSO partners, and some partners seemed to struggle to understand what their financial obligations were. Other CSOs, however, said that it was perfectly clear what their responsibilities were.

Summary and conclusions

The ROMIA project was complex and demanding, and required considerable investment of time and ingenuity in the creation of new systems. It delivered well and ran smoothly, albeit with some inevitable hitches. The main constraint was that the project did not always have the level of support or ownership that it should have, and this was true at all levels. This was probably at least partly due to the very top-down nature of the project, which came to the Federation pre-designed and was passed down to each successive level without providing much opportunity to influence it. More should have been done to provide meaningful opportunities to shape the project and build ownership, however the team should be praised for bringing the project in on time and on-budget, building considerable goodwill both internally and externally. Importantly, and notwithstanding criticisms of a top-down process, the IFRC leadership deserves praise for having taken a risk, even in the face of significant discouragement. It has created a whole new way of working for the IFRC and its National Societies, and important new partnerships and opportunities.

Recommendations

- The size and composition of the CPU should be reviewed to strengthen support. Some key questions would include where migration expertise is placed in terms of priority within the team, and how to ensure that areas like capacity-building are not neglected.
- Regional offices should be brought into the project from the beginning and provided with a meaningful role in the delivery. A deliverable for the project might be a regional plan for future engagement, ensuring greater sustainability for the project.
- Establishment of a technical steering committee within the IFRC might have helped build ownership and provide better support to the CPU and should be considered in future.
- The role of the Focal Point is clearly key, and special efforts should be invested in making sure they are well-accepted and adequately embedded in National Societies. Ongoing training should be provided to help with monitoring and follow-up, particularly on cross-cutting issues, and mentoring of Focal Points should be a key part of the CPU's role.
- Safeguarding is a vital concern for all organisations working with vulnerable people. The IFRC and National Societies should ensure that they, and anyone working for them, is familiar with expectations around responsible behaviour and that mechanisms are in place to receive and follow up on complaints.

Component 1 – Coordination

Objective: To foster a harmonized and coordinated approach of civil society organisations toward the protection of human rights of migrants, in particular regarding migrant domestic workers and victims of human trafficking

In the conceptualisation of the ROMIA project, coordination played a vital role. Indeed, in terms of the theory of change, it was viewed as being foundational. Coordination between CSOs and between CSOs and government is expected to improve migrants' access to assistance and protection by:

- Establishing a solid understanding of the context and the challenges facing migrants in order to better design and target services and advocacy initiatives;
- Promoting the exchange of good practice in addressing the needs of migrants;
- Facilitating dialogue with authorities to increase opportunities for/impact of advocacy.

The logic behind this model seems clear. The benefits of coordination are well-recognised for its ability to identify gaps and reduce duplication. The analysis for this evaluation found little tangible evidence of the impact of coordination on the quality or effectiveness of partner CSO activities, but it is also unlikely that this would be immediately evident during the course of the project.

Partners attested to the veracity of the assumption that political or economic upheaval would stand in the way of achieving coordination objectives. Partners in countries affected by significant political or contextual issues reported that this seriously undermined their ability to coordinate, particularly with government. This was a particularly serious factor in Nepal following the earthquake, for example, and in both Guatemala and Ecuador as a result of high turnover in government agencies.

The impact of coordination is often elusive and hard to measure. In this case a number of specific issues complicated assessment. One is the lack of a baseline. It is not clear from the documentation to what extent coordination mechanisms existed and how engaged with them partners were. Indicator 1.3 – the baseline studies intended to have been conducted in each country – might have filled this need, but were not done in a timely enough fashion. These studies could potentially still be of value to actors working on migration in the contexts, including National Societies, CSOs and other partners, but investment would need to be made in planning and organising their dissemination.

Another challenge was that the tools for measuring whether this component achieved its objectives were either non-existent or inadequate. For example, indicators 1.1.1 and 1.2, which were intended to report the impact of coordination on government and CSOs respectively, cannot be reported because the planned means of verification – a survey – was not conducted.

Although impact was difficult to measure, however, it was clear from interviews that partners valued coordination, and particularly the opportunities that the project gave them at the regional or international levels. Meanwhile, although opportunities at national and sub-national levels were less valued by participants overall, for some they were very important. Indeed, these were perhaps most valued by Red Cross and Red Crescent National Societies, many of which lacked experience in working in migration, and/or did not have extensive networks in their own countries. Exposure to the issue allowed them to consider how they might expand programming and also, in some cases, to apply a 'migration lens' to existing work, like disaster risk reduction. This allowed them, in their future work, to ensure they consider migration as a cross-cutting issue.

The following is a summary of some examples of coordination benefits or issues encountered during the evaluation.

Global

Coordination at the global level happened on two levels. One was IFRC engagement with other organisations and actors to share information about the project and exchange ideas and views. The second was creating opportunities for CSOs to engage with global actors and to between themselves, allowing for a cross-fertilisation of information from one region to another.

The first of these seemed to be a success. The CPU reported engaging a wide variety of stakeholders at both the launch and closure of the project. They also conducted regular bilateral briefings with key actors to exchange information and experience. Some of the key interlocutors included ILO, OHCHR, IOM, UNODC, JMDI and the MADE Network, as well as various components of the Federation itself, including the anti-trafficking network. This helped create opportunities for some CSOs, such as participating in the GFMD, helped profile the IFRC as a migration actor, and created openness to share good practice. Based on interviews and discussions, it seems that members of this network or community are keen to retain a relationship, but it remains to be seen whether this is practicable if the IFRC does not undertake a similar project in the future.

The second area of work – the exchange of good practice and learning at global level – also was deemed a success by partners. Although it is difficult to measure to what extent CSOs were able to put it to use, they expressed appreciation for opportunities to engage at this level.

The most valued opportunities were undoubtedly participation at international events. For all of the implementing organisations, the Global Consultative Meeting, from 26-28 September 2017, was a highlight. This gave them opportunities to exchange with one another as well as with very high level external actors from a range of organisations. They had an opportunity to learn about the Global Compact and how they might influence it. The only criticisms of this consultation expressed to the evaluators were that some of the learning came too late to be incorporated into their work, and that more effort should have been made to bring CSOs face-to-face with policy and decision-makers.

A small group of participants also had an opportunity to participate in the ninth meeting of the Global Forum on Migration and Development (GFMD) in Turkey in 2015, in Bangladesh in December 2016 and in the GFMD's Civil Society Days in Berlin in the summer of 2017. Representing a range of countries, their reports and interviews reflect that they found this opportunity both inspiring and useful.

Finally, the project was able to facilitate the occasional 'one-off' opportunity that provided exceptional opportunities for participants. The best example is the research visit to Ethiopia, Bangladesh and Sri Lanka for Amel, a CSO from Lebanon. This will be discussed in more detail below.

Tools were also used to facilitate exchange at global level, including a Facebook group and quarterly newsletter. This evaluation did not ask specific questions about how useful these were. They were not spontaneously mentioned by any of the interviewees as something used regularly for information exchange, but that they were used is evidenced by entries on the Facebook page. These are not extensive, though, and there are few examples of exchange between participants.

It is likely that the newsletters and Facebook were mainly used by CSOs to promote their activities. Quite a few posted videos and photos, for example. This challenges the project to think through the

role of these tools. If they are for information exchange they should be closed so that participants have a safe space to exchange openly and make mistakes. Otherwise, they should be shared widely.

GLOBAL COORDINATION TOOLS

It is not clear to what extent CSOs used the Facebook group and quarterly newsletter. The statistics and an examination of the newsletter show that some participated much more significantly than others. Thailand, for example, had 15 articles over the life of the project, whereas Morocco and Ethiopia only contributed once. In addition, it was often the same people that contributed. For example, a third of Thailand’s articles were written by the Focal Point, an international staff member based in the IFRC office.

Those that contributed the most frequently seemed to be those with strong English, French or Spanish and got strong encouragement to contribute. It is notable that Russian and Arabic speakers are under-represented compared to English, French and Spanish. The silence of organisations like Morocco’s Mains Solidaires is particularly surprising, given their impressive communications capacity. Finally, although the tools are interesting and engaging, there is little interactivity.

Newsletter contributions

Country	Contributions
Benin	6
Ecuador	2
Ethiopia	1
Guatemala	7
Honduras	6
Indonesia	5
Jordan	11
Lebanon	2
Kazakhstan	7
Morocco	1
Nepal	6
Russian Federation	3
Tajikistan	4
Thailand	15
Zimbabwe	16



To achieve maximum benefit from these tools, CSOs should be explicitly commissioned and supported to create content, translation should be facilitated so that everyone has access to all materials, and a survey should be conducted to gauge their utility and usage. Efforts should be made on participatory platforms to encourage exchange on difficult issues or the development of joint strategies.

Although the coordination objective was primarily inward-looking, it generated additional projects that will serve a longer-term and wider purpose. For example, since noting that a significant number of projects focused on the needs of children and young people, the CPU requested reallocation of funding to launch a project, *Children on the Move*. This evaluated four projects focusing on children and drew out some of the good practice they exemplified. The final paper, which will profile five countries – Benin, Ecuador, Ethiopia, Guatemala and Indonesia – will add to the growing stock of knowledge about what works in providing services to people on the move. Moreover, the information has already contributed to the development of a Massive Open Online Course (MOOC) entitled *Appropriate Care Options for Children on the Move*.⁴

Regional

The core of ROMIA's work on regional coordination were the conferences held in Guatemala, Jordan, Russia, Thailand and Zimbabwe. These brought together CSOs and National Societies with external participants such as ILO, IOM, UNHCR, academics and government representatives. Each conference followed the same pattern, with a first day dedicated to exchange between CSOs, and the second day as an opportunity to synthesise information and to share with external participants in a participatory way. The learning from all of the conferences was brought together in a global findings document.

The regional conferences represented the most formal opportunity to exchange at the regional level, however other opportunities arose and were taken advantage of by CSOs, with the support and facilitation of the IFRC. This included, for example:

Country clusters and a route-based approach

Inherent in the design of the ROMIA project was the concept of working along migration corridors. This aligns with the IFRC's recognition in its Migration Policy of its unique capacity to "help bridge the gaps of assistance and protection for migrants" thanks to the presence of National Societies in virtually every country.

The 'country cluster approach', developed early in the project, was one attempt to achieve a route-based approach. This aimed to establish 'hub' countries as focal points for others with similar issues or along the same route. The aim was to facilitate better coordination, exchange of learning and identification of synergies, as well as create stronger networks. This would have expanded the reach of the project considerably, as the countries were not restricted to those selected for the project, but encompassed others with shared migration issues.

Thailand was at the centre of the cluster and representatives from neighboring countries like Vietnam and Cambodia were invited to attend the regional conference. This did not really go much beyond this, however. Although it was an innovative and interesting idea, it ultimately lacked sufficient momentum and local ownership to continue

⁴ See www.childrenonthemovemooc.com

- In December 2016 the Migration Research Centre organised a video-bridge for International Migrants Day, bringing together representatives from the Russian Federation, the USA, the Netherlands and Tajikistan to discuss the project.
- In July 2017 a teleconference on ‘Labour migration in the Eurasian Economic Union’ was held to discuss the availability of healthcare and education in EEU countries for labour migrants and their families, attended by Red Crescent Societies from Kazakhstan and Kyrgyzstan, the CSO Migration and Law (Russian ROMIA partner) and representatives of NGOs and government.
- The establishment of a *Coordination Team on Migration and Trafficking in the Northern Triangle of Central America* bringing together partners from El Salvador, Guatemala and Honduras.

While there was no opportunity to discuss these examples with participants directly, it was clear from context, participants and other conversations that they were inspired and, to some extent, facilitated by, the project or the National Societies in the countries. There are doubtless other initiatives to further regional coordination that have not been recorded.

Regional networking seemed to be most effective in the Americas, where CSOs in different countries were working not only with individuals and groups who had very similar needs, but often with the same people, particularly those working in the Northern Triangle. Similarly, in the European region CSOs had much to learn and share because they were often working with the same population of migrant workers. By contrast, the countries in Africa – Benin, Ethiopia and Zimbabwe – shared very little. The contexts, reasons for movement and routes taken were all very different, meaning that coordination offered considerably less long-term benefit.

Amel, a Lebanese organisation, was supported to conduct visits to Ethiopia, Bangladesh and Sri Lanka to gain a better understanding of the issues that migrants arriving in their country experienced in their countries of origin and return. This offered valuable learning for the organisation, created good networks and resulted in a report that could be shared to add to the evidence base on migrant

It is worth considering, then, whether focusing on the migration *route* rather than the region would be another approach to coordination for this type of project. This was particularly effective in the context of the ROMIA-supported research of Amel. Discussions in the Asian regional conference also highlighted the value of linkages between organisations to facilitate both the return of victims and the management of remittances. This kind of route-based coordination was highly valued, and is an area in which the Federation is particularly well-placed to add value.

National

Coordination at national level was at once very challenging and extremely rewarding. The project definitely stimulated in-country engagement between CSOs, National Societies and other civil society, governmental, non-governmental and even private sector bodies. The extent to which this was a new development depended on how well-established the CSO already was.

As noted elsewhere, a key barrier to national coordination was the fear of many National Societies that being associated with CSOs that were vocal on either or both migration and human rights might put them in a difficult position in terms of their auxiliary role or the principle of neutrality. Concerns of this nature were expressed by interviewees from the National Societies in Ecuador, Guatemala, Lebanon and Russia, among others.

The concern was not unfounded – in Ethiopia the name of the project actually had to be adapted to avoid use of the word ‘rights’. In most countries, however, there were no negative repercussions as a result of any of the work done under the auspices of the ROMIA project, and in many this has encouraged National Societies to be more daring in their advocacy.

But if, on some occasions, CSOs encouraged National Societies to step up their advocacy, in others the relationship of National Societies with the government was critical in allowing CSOs to engage in coordination and advocacy at all. In Russia, for example, there is very limited space for civil society, and advocacy with government – particularly on a subject like migration – is simply not feasible. Because the Russian Red Cross Society had a strong relationship with government, however, they were able to get access in a way that the CSOs could not. The benefits of this relationship did not flow only in one direction, however, as the practical, on-the-ground experience with migrants that allowed humanitarian diplomacy to be effective came entirely from the CSO partners.

In many countries both National Societies and CSOs said that involvement in the project and exposure to networks and issues in-country provided a point of entry for National Societies into working on this issue in their country. The Ecuador Red Cross Society, for example, has said that although their direct work on migration has finished with the closure of the project, they remain involved in national networks and aware of the importance of the issue as a key theme in their work. In Ethiopia, involvement in the project made the National Society aware of how much they were already doing on migration and how important a humanitarian issue it was. Despite relatively limited involvement during the project, they have gone on to develop their own migration strategy.

The relationships between CSOs were also complex and varied considerably from one country to another. In some they were able to maximise the benefit of complementary profiles and approaches. Although the consortium led by CAMEX in Guatemala came together out of necessity,⁵ working in this way provided significant advantages. A key one for CAMEX was the doors that were opened to government through partnership with a much older, more well-established CSO. They added that although the partners have all gone their separate ways, they remain in contact and can come together as needed. The representative also highlighted that, as members of the consortium normally worked in different ways with different target populations, they had learned a great deal from one another, and all of them had learned about migration as a cross-cutting issue.

In other countries, like the Russian Federation, the main migration issues are well-established and the community of organisations working on them have solid relationships and a shared understanding of the issues. The organisations involved in this project did not bring complementary approaches to it, but did have a range of interventions and a common way of working that they could build on in developing strategies and programming.

In Morocco, by contrast, although migration is by no means a new issue, CSOs did not seem to know one another as well as might have been expected, beyond the local level. Al Wafae, for example, which is well-established in Oujda, had very little profile at the national level. The project was a huge benefit to the organisation from that perspective. Surprisingly, however, although they undertake many of the same activities with a very similar target group (sub-Saharan African migrants), there

⁵ The organisations did not meet the criteria for inclusion in the project separately, but together they were eligible.

was not as much exchange of experiences and good practice with Mains Solidaires, based in Tetouan, as might have been expected. Indeed, at the time of the field visit, little effort had been made to extend this relationship. Nor had either organisation particularly pursued a relationship with Afrique Culture Maroc (ACM), in Rabat. This is unfortunate, as ACM seems to have more experience and an effective approach to advocacy that might have been an asset to the others.

Summary and conclusions

A great deal of very positive work took place under this pillar of the project, some of which was planned and some of which was a product of serendipity. Understanding better from the start what the aim of coordination is would help focus work in this area. As noted above, the measures of success in this area were at times not very helpful.

At the same time, it is important to recognise the value of simply meeting, even if there is no concrete immediate outcome. It is also crucial to maintain some flexibility in order to take advantage of opportunities when they arise. This is something that the project did very well, and although it has made measurement of success in this area extremely difficult, it is perhaps a small price to pay for the fact that the partners involved demonstrated creativity and a sense of empowerment in developing their own tools, approaches and initiatives.

Finally, it would be useful to learn from this project about what holds National Societies back from engaging with other actors more regularly at the national level, on migration and other issues. The benefits were so clear, and so clearly felt, during the ROMIA project that it may be worthwhile to use this evidence to address an internal culture that can sometimes be isolationist.

Recommendations:

- Develop clear strategies around the use of coordination tools such as the Facebook page and newsletters, including objectives and indicators and tools to measure their success.
- To support sustainability, develop plans at the national, regional and global level for how coordination will continue and with what aim.

Component 2 – Access to Services

Migrants access to social services of the targeted countries is enhanced through small-scale civil society organisation projects.

Component 2 might be considered the core of the project, containing the services and activities with most direct impact on the lives and experiences of migrants. It consisted of three main pillars:

- Direct social assistance and protection activities, e.g. healthcare, training, legal and psychosocial assistance, assistance on return and reintegration);
- Awareness-raising activities about migrants’ rights with migrants, would-be migrants and the wider community
- Advocacy for the purpose of policy change.

The evaluation asked questions about the relevance and appropriateness, effectiveness and sustainability of the assistance delivered or facilitated through the small-scale projects delivered by partners.

Relevance and Appropriateness

The relevance of the target group can hardly be in question given, as noted above, that the project countries were selected in part based on the importance of migrant domestic workers and victims of trafficking in those contexts. In case of doubt, however, all partners interviewed confirmed their view that these target groups were particularly in need of assistance. All interviewees in Ethiopia, for

Concept notes per country	
Countries	N° of concept notes
Benin	3
Dominican Rep.	4
Ecuador	17
Ethiopia	4
Honduras	8
Indonesia	29
Jordan	11
Kazakhstan	8
Lebanon	4
Morocco	12
Nepal	24
Tajikistan	21
The Russian Federation	11
Zimbabwe	16
TOTAL	172

example, stressed that the scale of need far exceeded in-country capacity to respond.

That said, the projects actually addressed a wide range of needs; so wide, in fact, that it begins to strain the logic and value of categorisation. The key issue is how to address the tension between maintaining a focus on the pressing needs of a specific group and expanding definitions to encompass the groups most in need.

This question arises because many countries ended up providing services to groups that did not necessarily fall neatly into the ROMIA project’s target groups of migrant domestic workers or victims of trafficking. Where these groups were not captured in either of the two

categories, it was often explained the group targeted was at risk of being trafficked, and that the project therefore focused on prevention. This included, for example, sex workers and workers in the entertainment industry (Benin, Guatemala), manual labourers (Kazakhstan, Russia), indigenous people (Ecuador) and children and youth in many countries. It also encompassed migrants who were destitute or vulnerable for other reasons, like returnees (Ethiopia) and migrants in transit (Morocco).

Prevention of human trafficking is a valid and important programme priority; however the boundaries of the category could be stretched indefinitely. Moreover, it was not always clear why

other groups that were potentially particularly at risk – street children in Ethiopia, for example, or Moroccan youth in their own country⁶ – were not targeted for assistance as well.

In any programme choices need to be made, and some groups will benefit while others are excluded. In Nepal, for example, is it more important to focus on a neglected group – migrants travelling to and returning from India – or on the largest group of vulnerable migrants – those travelling to Malaysia and the Gulf countries? Some of the choices may also have been made almost purely on the basis of the strength or weakness of the concept notes submitted and the CSOs that proposed them.

The conclusion of the evaluation is not that the project focus or the programmes selected were inappropriate, nor is it to suggest that the groups targeted were not vulnerable and in need of assistance. The evaluation team concluded that the relevance and appropriateness of the project was high. The experience of implementation in the project countries confirmed that, as suggested by DG DEVCO's preliminary research, domestic migrant workers and victims of trafficking are a particularly vulnerable and invisible group in need of specialised services. As noted above, however, there were significant adaptations in some countries or regions to meet the most pressing needs, including, at times, focusing on a slightly different group. This evaluation views those adaptations as a positive illustration of how project partners ensured that it was appropriate to the context. If the project were to be replicated, however, it would be worth asking whether:

- a) The shift in focus to other target groups was really due to the greater need of those groups, or whether it happened because the CSOs that were eligible for funding did not know how to find or address the needs of vulnerable migrant domestic workers and victims of trafficking; or
- b) The project logic should be revisited to expand the vulnerable groups under consideration.

The raising of these questions highlights the value of exercises like the desktop studies conducted in each of the project countries, and the importance of timing and sequencing of activities in a project like this one. Timely completion of high quality studies would have both aided the independent evaluation committees selecting projects to be more targeted in the issues that needed to be tackled, and would have helped the project to work more effectively with CSOs to strengthen their targeting of vulnerable groups.

Effectiveness

Based on the field visit, interviews and the desk study, this evaluation comes away with a strong perception that the work has been delivered, and delivered well. Unfortunately, it is virtually impossible to substantiate this. The following is an attempt to do so, using proxy indicators.

Quantity

We first asked whether the quantity of service and activities planned were delivered. This was difficult to gauge. Every CSO final report gave figures for what had been delivered, but it was not always clear what the target was or to what category of activity their work should be attributed. Although standard indicator tracking tables were developed to aggregate data, the massive range of

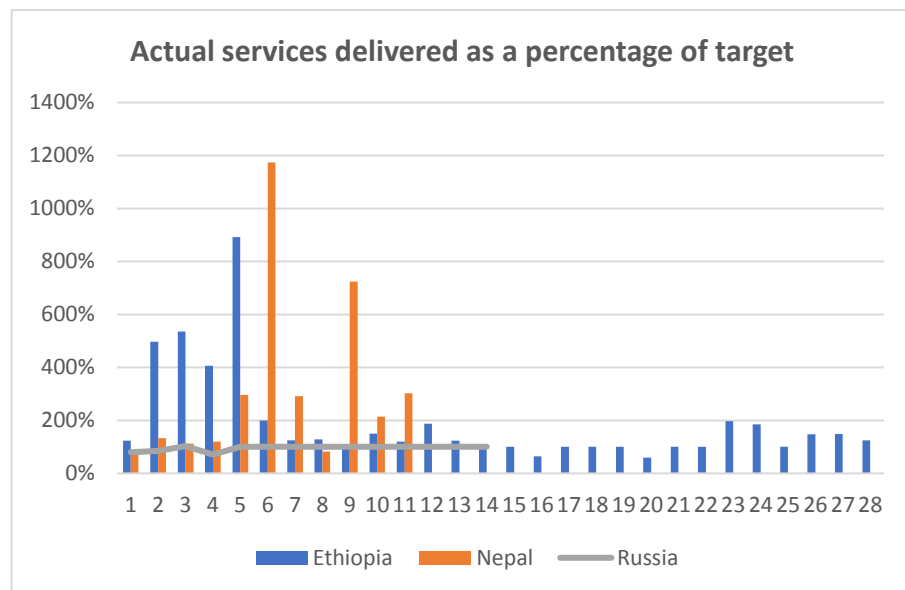
⁶ Statistics show that Moroccans are typically high on the list of arrivals in Spain, making up roughly 10% of the arrivals. There is also a history of domestic trafficking of young women into forced domestic labour. Yet none of the CSOs that worked with the ROMIA project in Morocco had considered the inclusion of vulnerable Moroccans in their targets for awareness-raising, protection or preventive programming such as livelihoods work.

activities made this extraordinarily complicated. The Project Manager explained that the intention was for Focal Points to translate the activities of the CSOs in their country so that they could be reported in the standardised format, but in most cases the reports were simply forwarded to the CPU as they were. Aggregation thus became an utterly overwhelming task and was not completed by the time this evaluation was conducted.

Even if the information was aggregated, however, it might be possible to have an overall idea of how many migrants received services of one kind or another, but this would be utterly without context. For example, the Focal Point from the Russian Federation said in an interview that the projects had provided services to more than 33,000 migrants over the course of the implementation period, but this included direct and indirect beneficiaries of services, and made no distinction between someone who received substantial legal support, for example, and someone who simply called the hotline. It is not clear that it would be possible to draw conclusions about how well the project performed against targets.

Moreover, a review of project targets against delivery shows such enormous variation that the evaluators could only conclude that the projections were often a ‘shot in the dark’ rather than an evidence-based estimate of what could be achieved with the programme. The data from three programmes in three different countries, represented the chart below, provides an imperfect illustration.

Both Ethiopia and Nepal had some results that fall within a reasonable range of the target (e.g. 82% or 120%), but most were quite far off target, ranging from 200% to 1174%. Where targets were reached, it was sometimes because the activity was finite – not a number of beneficiaries supported, for



example, but a number of workshops held or materials produced. This was the case with the figures from the Russian Federation. It is also important to note that the variability in the number of data entries is due in part to the fact that a number of organisations did not report against targets at all. This made it virtually impossible to put the final figures into any kind of context as, even if the original logframes were available, it would be necessary to review every quarterly report for every organisation to ensure that the targets had not been modified over the life of the project.

Where there were discrepancies – even very significant ones – it was rare that explanations for them were given. When the evaluators pressed for such explanations, the answers were often unsatisfactory. The Focal Point in Morocco, for example, spoke extremely highly of the work of one

of the CSOs but could not explain why they had fallen so significant short of target. When pressed for an explanation, he hypothesised that it was due to the high risk and sensitivity of working with victims of human trafficking. Although this could explain part of the problem, it failed to account for shortfalls in provision of services to migrant domestic workers, another part of the organisation's target group. Critically, it did not explain why the organisation had not anticipated challenges in outreach or, having recognised that these challenges had been underestimated, what modifications were made to make the programme more effective. Such feedback is absolutely vital in understanding how the programme was delivered.

Quality

This brings us to our second criterion for evaluation – the quality of the programming provided. This is also very difficult to gauge, as there is no consistent measure of quality available. While CSOs reported on their own activities, their views cannot be considered objective. Focal Points conducted monitoring, but visits were often inadequately documented or not documented at all. Reports rarely contained much qualitative reflection on the programmes. Moreover, as noted elsewhere, Focal Points sometimes identified too much with the programme and therefore lost objectivity. Finally, a small handful of evaluations were conducted and these were very useful, but quality was variable and not all were independent.

As a result, the evaluators had to rely on proxy indicators in order to get a sense of quality. This encompassed a wide range of criteria, including the following, as a few examples:

- Did services meet technical standards (were they assessed against technical standards);
- Were services delivered with gender and age-sensitivity;
- Was a participatory approach taken and/or migrants were consulted before/after receiving services;
- Were services delivered in a coordinated manner;
- Was a holistic approach taken to migrants' needs? Was there evidence of case management and referral mechanisms in place.

Although some of these indicators were referenced in reports, many were not. None were consistently mentioned. Therefore, it was very difficult to attach a metric to this that would actually capture the quality of the programmes. For example, one measure that was considered was a percentage of reports mentioning referral mechanisms or coordination. However, upon questioning some of the interviewees, it was clear that the absence of a reference in the report did not necessarily mean that something was not delivered, nor was a reference in a report a good indication of whether the work was being done well.

In general, what we were able to determine was this:

Technical Standards

Very few organisations mentioned using technical standards in designing, delivering or monitoring their programmes. It was rare that an effort was made to use objectively verifiable measures validated by a community of practice.

Gender and age-sensitivity

Gender disaggregation in reporting was a requirement, and most organisations did this well. Good age disaggregation was less common.

It was not always clear from reporting that CSOs used these figures to (re)assess their programme design even when, as was not-infrequently the case, programmes catering to both women and men/girls and boys fell short in reaching women. That said, a substantial number of programmes catered to specific age or gender groups, either deliberately – e.g. a focus on children or youth – or circumstantially – most migrant domestic workers are often women, for example. In these cases, there was sometimes a need to be more careful in looking at specific vulnerabilities, as it is often the exceptions that are most at risk.

In Morocco, for example, although there were some women living in the forests near Nador, Al Wafae did not have any female outreach workers in their programme. Their analysis, which was supported by the migrants interviewed, was that the most important issue for migrants was to have someone to speak to from their own community, which the organisation did. This does not obviate the need for a woman on the team, however, as the ideal is presumably to have some women from the migrant communities, if they can be identified. More field research would no doubt have identified similar issues in other countries. They did not appear to be captured in Focal Points' reports, based on those reviewed during the evaluation.

Participatory Approach

It is difficult to say to what extent the programmes used a participatory approach in designing programmes or modifying programme design. Certainly, there was rarely evidence of a formal process to do so. That said, reports often showed evidence of changes in the way that programmes were delivered that suggest that they were fine-tuned to better meet the needs of migrants. Most of the organisations involved in the project were relatively small and, as a consequence, there was considerable direct engagement on a daily basis with migrants who, as one interviewee said, are typically not shy about expressing their views.

Of course, this is not universally the case, and the value of a more formal process is that it deliberately seeks out the input of people whose voices might not otherwise be heard. A recommendation would be to require CSOs to report on how migrants are involved in programme conception, design and implementation on an ongoing basis.

Coordination and a holistic approach

Virtually all of the partners appeared to be working in a coordinated way with other actors. This is perhaps unsurprising; coordination was a key pillar of the ROMIA project and, in any event, most of the partners are small organisations working in a highly localised way.

Most reports and interviews showed partners had an impressive level of integration with other organisations, government and local communities, including private sector and state institutions such as schools, hospitals and so forth. In many cases this was because their core work focuses on facilitating access for migrants to healthcare and other social services, on supporting social inclusion through engagement with community structures, or on working with schools and other institutions to raise awareness, prevent trafficking or facilitate return.

For these same reasons, from what could be extrapolated from reports, most organisations scored very high in terms of a strong case management approach. Indeed, this was happening more or less organically. With limited resources, and working in tight-knit communities, organisations were mindful of the range of needs that migrants had and were working with partners to facilitate access to services. As noted above in the discussion of participatory processes, however, a more formal approach can help raise issues that might otherwise not surface or help flag where priorities might have been misunderstood.

The findings of the evaluation in terms of quality, then, were positive, whilst recognising the absence of a solid evidence base for the conclusion. The overall impression based on desk review and interviews is of a group of small organisations passionately committed to their work and delivering it to the best of their capacity. Based on assessment of proxy indicators and what third party information was available, this delivery showed an impressive level of conscientiousness and attention to detail. Most important, migrants' needs appeared to be kept very firmly at the forefront of their work.

Sustainability

This evaluation looks at sustainability in terms of the ongoing impact of the work established under the auspices of the ROMIA project. This is not the same as the sustainability of CSOs' work, though ideally the one will have a direct impact on the other. The impact of CSOs' work can therefore be taken as an indicator of sustainability but so, too, is the work that was done with CSOs to reinforce their own capacity.

That said, impact is a difficult thing to assess. A number of CSOs pointed out that migrants are constantly on the move, that migration corridors have continually changing population with ongoing needs and that therefore the needs are never filled. They raised this to illustrate the ongoing need for their services, pointing out that with each new cohort of migrants, there is a renewed need for services.

In reality, of course, all social programmes share this constant renewal of people in need. Even if the individual case of a homeless person or drug addict is resolved, for example, there will always be another waiting in the wings. In this regard the needs of migrants differ little from those of other marginalised groups in society. The point is well made, however, that a substantial amount of work undertaken in this project is not sustainable, but it is vital in helping keep people alive.

Sustainability of service-oriented programming was achieved through different strategies. These included the extension of project activities, the reinforcement and reintegration of project activities into existing work, and the handover of activities.

A number of CSOs used project funding to develop new elements to existing programmes that, once integrated into other activities, provided added value and additional benefits at minimal expense. This included the development of a mobile app for migrant domestic workers in Thailand, for example, or radio and television spots for awareness-raising and social integration that were developed using project funds but can be reused for years to come. Training of trainers was another strategy used by CSOs to ensure sustainability, including LIVE-Addis in Ethiopia, which provided a three-day training of trainers on migration issues to a variety of migration workers from different organisations and state institutions. In Zimbabwe the Development Practitioners of Zimbabwe Trust (DPZT) provided a training of trainers to teachers and religious leaders to improve sustainability of their programme.

Sustainability was also enhanced through joint working and coordination. The CAMEX consortium in Guatemala, for example, wound down the project at the end of the funding period, and all partners went their separate ways. However, they reported that working together meant that those CSOs who did not specialise in working with migrants had now learned to think about migration as a cross-

cutting issue. In Ethiopia, ANPPCAN used joint working as a strategy not only for programme support, but also for funding. By developing a larger project including a set of smaller, separately-funded projects, they are able to ensure that at least some elements of a larger and more complex project remain, even if some parts close down.

Handover of activities, particularly to government, was also an important strategy for sustainability. Virtually all of the activities in Ethiopia were handed over, for example. While only elements of them continue, and very likely at a lower rate of quality, this has at least ensured the continuity of these activities in the longer term. Similarly, in Benin the consortium Initiative pour un développement durable intégré (IDID) handed over to the municipality its monitoring, listening and counseling center for marginalized and vulnerable labour migrants.

Where programmes could not be handed over in their entirety, advocacy can help achieve the continuation of some activities through the work of government agencies or other organisations. Advocacy is also an important part of affecting policy change that can grant rights to migrants or render them less vulnerable and therefore less in need of services. Substantial advocacy was done by numerous CSOs during the ROMIA project, with many focused addressing the situation of migrant domestic workers through promotion of ratification and integration into national law of ILO Convention 189. Advocacy is discussed in more detail below.

One of the most consistent recommendations from interviewees was to increase the timeframe for implementation. Although the ROMIA project spanned nearly four years, the implementation period for most organisations was between 1.5 to 2 years. This was generally felt to be insufficient to allow organisations to get the projects up and running, evaluate and correct course if needed and identify either funding or handover partners.

Virtually everyone was frustrated that the funding did not continue, though some were more sanguine than others. This is partly a result of the project having a wide range of organisational partners with a diversity of experience. Organisations like ANPPCAN in Ethiopia, and Maiti in Nepal, for example, accustomed to running larger-scale projects in a variety of countries, foresaw and planned for the day when the money would finish. Others, such as ACM in Morocco, were receiving substantial, multi-year funding for the first time and did not have the capacity or experience to plan for how to replace it. As a consequence, at the time of the field visit, despite having achieved considerable success in the project, they were unable to capitalise on it.⁷

Some CSOs found that the project allowed them to raise funds from national and/or international organisations for an extension of their existing activities or the development of new ones. This was thanks to a variety of factors. The experience of writing proposals, budgets and narrative and financial reports stood them in particularly good stead in the application process and in illustrating capacity to prospective donors.

The mere fact of being operational is an asset in attracting funding, as donors tend to view projects already up and running as less expensive and less risky to fund. Moreover, CSOs often identified new needs during implementation which required new interventions and, in some cases, offered an

⁷ In fact, they had let go all of their paid staff – some six people – and said they were even struggling to pay rent for their office.

opportunity to tap into new or different sources of funding. Refugio de la Ninez in Guatemala, for example, was able to attract support from UNHCR for components of its work that were generated in conjunction with, but not funded under, the ROMIA project.

Advocacy

Advocacy is a critical part of ensuring a sustainable approach to migration programming. Advocating for migrants' access to services and legal rights was a fundamental part of most CSOs' programmes, generally using evidence derived from their activities to make the case.

As noted above, advocacy was also sometimes a controversial and challenging element of this project, and one with which many National Societies struggled. By the end of the project, however, almost all representatives of National Societies that had expressed such views and who were interviewed for the evaluation said that the experience of implementing the project had shown them that advocacy is not only a feasible, but also a desirable activity that can open doors and launch relationships. Critically, as mentioned above, it is a vital part of ensuring sustainability, as this interviewee pointed out:

...based on its principle of neutrality, the Guatemalan Red Cross does not carry out political advocacy, which in a country like Guatemala is totally necessary to provide better humanitarian assistance. The DEVCO project in Guatemala, through Women in Action for Our Rights, allowed political advocacy on the subject of the ratification of ILO Convention 189, which seeks to provide labour rights to migrant domestic workers. Although the project did not achieve the ratification of the agreement, it achieved a great advance in the reading of the bill that ratifies this agreement in the country. Meetings with deputies and other international agencies were held to support the ratification of this agreement. (QUOTE)

Despite the Guatemala Red Cross's initial hesitation and even despite practical issues that, at one stage, required the removal of the emblem from visibility materials,⁸ the GRCS was described by partners as having been engaged and supportive in the project.

As noted earlier in this report, in many countries National Societies were concerned about being associated with the more politicised activities of CSOs. That this concern was a legitimate one is attested to by other actors' similar concerns – the EU Delegation's reluctance to be involved with the project in Russia, for example. In the end, this case also illustrates how such issues can be overcome, as the Russian Red Cross Society and CSOs eventually formed a mutually beneficial relationship.

The IFRC reports that, "at the beginning of the implementation, 20% of the CSOs submitted proposal including advocacy activities. By the end of the implementation, 60% of them reported advocacy-related activities." This included influencing policy and legislation both directly and through networking and collaboration with other organisations to develop policy recommendations. Such influencing took place at all levels, from national to local government levels. The case study countries had a few examples of these, including:

⁸ The removal of the emblem and identification of the GRCS was apparently for legal reasons that prohibit the NS acting as a donor. The NS wanted to avoid a misperception of its role that could create difficulties for it later.

- In Guatemala, the CAMEX consortium helped get a piece of legislation to a third reading. Refugio de la Ninez also reported success in influencing attitudes and behaviour of government, both at national and municipal levels.
- In Ethiopia, ANPPCAN convinced the local government to give priority to returnees in assigning market places.
- Maiti Nepal held a national workshop which provided recommendations that helped develop programmes to address the needs of migrants, including some implemented by government.

As noted above, the time frame for implementation was felt to be too short to be able to see an impact of advocacy on policy change, and certainly to attribute such change to the project. Activities implemented during the project may well have given a push to activities already in progress, but attribution of the impact of advocacy work is always challenging.

Interviewees that reported success in influencing policy generally said that the campaigns had already been in progress well before ROMIA began. Those who were more frustrated were the ones that felt they had enough time to start to see an impact, but not enough to see the change through to completion.

The ROMIA project helped increase the voice of some CSOs at national, regional and international levels, supported by the established and confident role of the IFRC. The IFRC was able to add particular value at regional and international levels, as this is where many CSOs lacked the experience and weight to make their influence felt. The project's final report outlines a number of occasions when, sometimes in conjunction with the MADE network, the IFRC helped facilitate participation of small CSOs in regional or international forums. This activity was viewed as enormously valuable by CSOs and should be replicated in any future programming of this kind.

Providing opportunities for advocacy is not enough, however. While some tools were developed to support CSOs in influencing policy, not all received support in elaborating their plans. More support in developing strategy and mentoring could have made

CSO participation in regional/global advocacy

- Moroccan Red Crescent presented "Migrants matter for development: New actors and energies in a new development agenda" in the framework of the European Development days 2015, and a stand on "Migration and Development in Action" was displayed over 2 days of events.
- CSOs attended the Civil Society Days of the Global Forum on Migration and Development.
- IOM invited Amel, from Lebanon, to present the MENA region in its consultation aimed at influencing the Global Migration Compact. Amel also took part remotely in the 15th National Convention on Women's Studies hosted by the Centre for Women's Research in Sri Lanka.

The ROMIA Global Consultative Meeting in Brussels in September 2017 brought together CSOs and National Societies from all implementing countries, together with IFRC, European institutions and other relevant international actors to share experiences, improve cooperation and identify advocacy goals. CSOs also received training form and exposure to international organisations like ICMC, IOM, and UNHCR, as well as receiving information on the Global Migration Compact process.

this much stronger. Informal and organic support did get delivered in places like Russia and Guatemala, where consortium partners helped each other develop skills and networks. This informal exchange was invaluable, but could be further enhanced through more formal capacity-building and mentoring throughout the life of the project.

Summary and conclusions

One of the greatest weaknesses of the ROMIA project is probably its documentation or archiving thereof. This is unfortunate, as the existing reservoir of documents does not do justice to either the quantity or quality of work delivered.

Efforts made over the course of this evaluation to gather objective evidence on what was delivered largely failed, whether that was in assistance, protection or advocacy. Efforts at a general assessment by proxy indicator, however, give a broad indication that all is well. In general, everyone spoken to during the course of the project seemed satisfied with what had been delivered, from CSOs to National Societies to representatives of government and other organisations.

What is strikingly absent, unfortunately, is the perspective of migrants themselves. With the exception of the interviews conducted during the field visit, there is really no way to judge whether they received the right service at the right time, and whether they were of good quality, accessible and acceptable. The two strongest recommendations about component 2 of this project is to ensure that there are mechanisms to capture the satisfaction of migrants with the programmes.

Assistance and Protection

- Mechanisms must be put in place to capture beneficiary satisfaction with services. This could include exit interviews, focus groups or surveys, but it should be required that each CSO find a means of capturing this information.
- Tools such as the baseline studies/desk research should be conducted in a timely manner if they are to provide the support to the projects that is intended.
- Measures should be put in place to ensure that a participatory process is used in the design of programmes and in the process of monitoring.
- Monitoring must be done routinely and systematically documented and followed up.
- Capacity-building assessment should prioritise an evaluation of the level of experience of a CSO partner in identifying sources of funding, raising funds and managing donor relations. This can be practically applied to the task of ensuring the longevity of the project.
- Provide more support to CSOs in the early phase of developing their project to help ensure that they are asking the right questions and making the right assumptions. This would help establish better target indicators.
- Work from the beginning with CSOs to identify strategies for sustainability, including the identification of possible funding partners.

Advocacy

- Facilitation of CSO involvement in regional and international forums is invaluable in terms of both ensuring that this perspective reaches global policy levels as well as giving CSOs opportunities to learn, exchange knowledge and influence policy.
- The advocacy component of the project would be better served if training were offered at the beginning of the project and followed up with support in the identification of an advocacy target and development of a long-term strategy for attaining it.

Component 3 – CSO Capacity Building

Objective: To build and strengthen the capacities of civil society organisations to support the improvement of human rights of migrants, in particular regarding migrant domestic workers and victims of human trafficking.

Over the course of the implementation period, a considerable amount of learning was clearly done, most of it with real benefit directly, for recipients, and indirectly, for the wider system and for migrants.

At the same time, not all of this learning fulfils the objective in the logframe, which is specifically to build the capacity of civil society organisations to improve the human rights of migrants. It seems important, then, to measure the success of the project against its objective, and then to look at the additional benefits that came out of the project.

Efforts to measure results for Component 3 are complicated by similar problems to those encountered with Component 1 in terms of the indicators and sources of verification. The indicators are broken down into two main areas in which CSOs were supposed to have their capacity strengthened: project management and migration-related expertise. The records show no baseline, and the sources of verification, including a planned test on key migration issues, were either not conducted or not collected systematically.

Preparation

As with many other areas of the project, preparation for this component was meticulously done during the inception phase, and templates created during this period include guidance for Focal Points in conducting a capacity assessment, as well as a tool for collecting the information. The CPU reports that a ‘civil society organisational capacity assessment’ was carried out, in which CSOs were to identify training priorities and to assess their own capacity and technical knowledge.

Training and mentoring

Although the record of CSO evaluations shows that many of these online trainings were made available, it also shows that many CSOs did not participate. Of the 43, thirteen used none of the trainings at all, while an additional six took up only the migration and development training. It is not clear from the available information why some may not have received or taken up the offer of training, with the possible exception of Ethiopia, whose limited participation can be perhaps attributed to frequent changes in Focal Point.

A final one-day training was provided to all CSOs as part of the final Global Consultative Meeting in Brussels at the end of the project, which was organised by JMDI and facilitated by IOM. Appreciation of this training was expressed by a number of interviewees, but they regretted it came so late in the project.

Training on a variety of topics was provided at national level, often on the initiative of the Focal Point/National Society, or of the CSO itself. Some CSOs said that their work for the project motivated them to seek training and capacity-building from other agencies, such as IOM, though this was not facilitated by the project. Additional useful training was also provided by National Societies in some

countries, particularly First Aid, but also on migration and project management. Such trainings were organized in all of the countries in the Americas, in Nepal and in Thailand, for example.

No real mentoring scheme was put in place, but there are records of efforts made to stimulate capacity building in this way and initiate relationships, including by linking CSOs with other Red Cross and Red Crescent entities on thematic issues. One example was the involvement of the Federation's anti-trafficking network, while another was an effort to link an Ecuadorean CSO working on indigenous issues with the Canadian Red Cross, who were working on similar issues. These were largely ad hoc and while some achieved success, others faltered before they provided much benefit.

Additional benefits

Despite formal training and mentoring opportunities being somewhat inconsistent, CSOs reported having learned a great deal during the process of implementation. With only a few exceptions – larger organisations with considerable experience – the CSO partners were planning, designing, budgeting, monitoring and reporting on projects at a different level than they had before. The inevitable back-and-forth dialogue about programme elements and finance that take place around reporting deadlines provided them with opportunities to learn and strengthen their work.

Conferences, meetings and events, at the national, regional or international level, were also important learning opportunities. These are not alluded to here as a part of the capacity-building process because they are already reflected under Component 1, but they were mentioned by interviewees on numerous occasions as valued opportunities.

Finally, there was an unanticipated beneficiary of the project in the form of Red Cross and Red Crescent National Societies. Many had never previously worked directly on migration or done much work on migration as a cross-cutting theme. They also had generally worked only in partnership with the government or with United Nations rather than with CSOs. Exposure to the range and type of work that CSOs were doing was valuable to them, as was exposure to different ways of working and engaging with state and non-state actors.

Summary and conclusions

There seems to be little disagreement that capacity building was the weakest of the three components of the Rights of Migrants in Action project. This is no small matter as, conceptually, capacity-building is vital to both effectiveness and sustainability. It should provide tools that CSOs required in order to carry out their work (more) effectively, whether that be a better understanding of content, e.g. through trainings on law, policy or delivery from migrant-oriented organisations, or of process – project management, finances and the like.

Members of the CPU, National Societies and Civil Society Organisations all stressed that capacity-building should not be limited to the provision of a training or two. Neither should it be restricted to immediate needs connected with the project, such as training on how to fulfil the financial or narrative reporting requirements of a specific donor, for example. It should rather be a combination of formal and informal training, including mentorship and the creation of opportunities to stretch and grow. These should be tailored to the needs of the organisation and key individuals working within it, and should have rolled out over the duration of the project.

In planning and tailoring capacity-building support it is important in a project of this size and scale to take into account the range of experience of the organisations involved which, in this case, was significant. As noted above, some organisations had significant experience in managing relatively large projects, while others were receiving substantial, longer-term funding for the same time. In these cases, it is not possible to simply provide a 'one size fits all' set of trainings, as even if organisations have the same needs – project management, fundraising or advocacy, for example – different levels must be catered to.

An advantage of having a project like this led by a large international organisation is its capacity to think about cross-cutting issues, and to provide support in integrating these into existing work. This could and should include basic training on gender, prevention of sexual exploitation and abuse, accountability to affected populations, protection and the environment. This could ideally be done through tailored trainings provided in person in-country, which might also benefit national Red Cross and Red Crescent volunteers.

There was a strong recommendation that one person working at least half-time, if not full-time, be dedicated to working on the capacity-building workstream. This would prevent it from being deprioritised or pushed aside when emergencies arise. It would also facilitate the provision of both a consistent quality and content of trainings provided across all countries and a plan tailored to the needs of each CSO, in conjunction with the Focal Point.

Recommendations and lessons learned

- Capacity building should include an individualised plan for each participating organisation, taking into account the relative experience of the partners and the level of sophistication of the needs. Assessment was done for all CSOs, but not followed through.
- The capacity-building component should have dedicated staff from the beginning in order to ensure that it receives adequate and consistent attention over the life of the project.
- Different levels and types of support should be identified, including formal training as well as informal types of capacity-building, including mentoring.
- Where possible, efforts should be made to include migrants in capacity-building efforts.

Conclusions

As the introduction to this report warned, the bulk of the evaluation has been focused on how effectively systems worked, which ones should be replicated and which ones should be discarded. It is perhaps unsurprising this should be the case, as the majority of the project's 42-month lifespan was also focused on these systems, with only about 18 months actually providing services.

This is not a criticism. An effective project requires time to plan, organise and establish. It is important to get the right systems in place, to create ownership and buy-in and ensure that critical processes like selection of partners is done in the right way. Investing this time ensures that when the project is under way, it is not derailed by delays and technical barriers or undermined by bad management or misconduct.

The ROMIA project had its delays and difficulties, but they have been few and relatively minor. It had to convince partners at many levels that although the project and its design had been thrust upon them, it was worth doing and, for the most part, it succeeded. On the whole, it has won enthusiastic support. Even some who declined to participate in the project because they felt that migration was too sensitive a topic or didn't think the Federation should act as a donor have since publicly praised the project and/or developed their own thinking how their own programming can better integrate a migration perspective.

Most importantly, tens of thousands of vulnerable migrants around the world had access to services, information and support that they needed, when they needed it.

Nearly fifty civil society organisations are still working in the 15 countries included in the ROMIA project. In each of these countries, migrant domestic workers struggle to access their rights, and thousands of people in precarious circumstances – indigenous people, children, victims of violence, returnees, sex workers, and people suffering the results of poverty – are at risk of human trafficking. These are the people that the project set out to help and the conclusion of this evaluation is that it succeeded in doing so. A large part of this was through providing funding, but it was also through developing CSOs' capacity, supporting their advocacy aims and finding synergies with existing programmes. These can all be continued without substantial financial investment. And should be.

It may not be possible for the IFRC to resume or exactly replicate the ROMIA project, but the organisation should ensure that its lessons and opportunities are not lost. The systems are in place now to work in partnership with external organisations, so why not ensure they are widely understood? That way, when a National Society sees compelling needs but lacks the expertise to respond, they have options. Where synergies between National Societies and CSOs have been discovered, why not build on and continue them? These things may happen organically, but it can only be certain they will happen if they are planned and supported. Critically, when there is learning to be shared about how best to help vulnerable migrants, it should not be left to gather dust on a shelf because there is no plan for sharing it further.

The ROMIA project was a big leap for the IFRC, and it is one that paid enormous dividends in addressing pressing and neglected needs. Congratulations are in order. But what comes next?

The following case studies are 'deep dives' into the experiences of five countries in implementing the ROMIA project. They were selected based on the availability of written documentation and people to be interviewed, including CSO representatives, Focal Points and external actors. Other considerations in their selection were ensuring representation of each region, including countries of origin, transit and destination, and selecting countries that had experienced particular challenges or unique circumstances. The following summaries are a very broad overview of the circumstances in each country and aim primarily to give a context for some of the lessons that are extracted and included in the main report.

Case Study 1: Ethiopia

Context

Migration is an increasingly important issue in Ethiopia as the number of people on the move has grown, including both internal and international migration, regular and irregular. Ethiopia is a source and, to a lesser extent, a destination and transit country for men, women, and children, who are often subjected to forced labour and sex trafficking. Trafficking and smuggling networks and brokers are well organised and rooted in the communities of origin. Women and men of all ages are victims of forced labour, sexual abuse, withholding of passports, physical assault, and sleep deprivation.

With an estimated three million youth entering the labour force every year, and internal labour opportunities not keeping pace with need, many choose to migrate internally or externally. Sudan, South Sudan, Middle Eastern countries, and Djibouti are common destinations. Since 2009, roughly 500,000 regular migrants have left Ethiopia, the majority women domestic workers. There are no reliable figures of the number of irregular migrants, but it is thought to be significantly higher. Government policies to address migrants' rights are weak, necessitating strong action, and CSOs can play an important role in responding to these policy and programme implantation needs.

CSOs

ANPPCAN

Goal: To contribute to the prevention and response to risky migration and human trafficking at local level through a set of awareness raising, capacity building and economic rehabilitation measures in Dabat, Debark and Wogera Woredas of North Gondar Zone in Amhara National Regional State

Objective 1: To improve the knowledge and understanding of the community on the causes and consequences of risky migration, human trafficking and concerning the protection of children

Objective 2: To improve the capacity, commitment and engagement of key stakeholders at local level in the provision and coordination of services for the prevention and response to risky migration and human trafficking

Objective 3: To strengthen the economic capacity of girls vulnerable to migration and trafficking, their families and returnees from international migration through economic empowerment strategies so that they cope up with the pull and push factors of migration

CCRDA and LIVE-Addis

Goal: The prevention of illegal migration and human trafficking through integrated knowledge building, awareness raising and socio-economic empowerment for migrant domestic workers and victims of human trafficking in Addis Ababa. Type of beneficiaries included returnees from illegal migration and their children under the age of 10

Objective 1: To improve the knowledge and understanding of the targeted communities

Objective 2: To improve the capacity, commitment and engagement of key stakeholders

Objective 3: To strengthen the economic capacity of beneficiaries vulnerable to migration and trafficking, their families and returnees from international migration

PADet

Goal: Migration awareness in action activities implemented in North Wollo Zone, Amhara Region, for VOTs, communities, children and women, focusing on training, awareness raising, reintegration, and capacity building of partners, including the government

Objective 1: Strengthened capacity of the communities in general, and the most affected communities in particular, to prevent migration and trafficking

Objective 2: Support access to social services for VoTs and domestic workers, in collaboration with CBOs and local government

Objective 3: Partnerships and cooperation among government and community based institutions enhanced/increased

Overall findings

All CSOs identified the same needs that were highlighted in the initial assessment for country selection. It was perceived that networking and coordination were especially important, particularly with the government, and at all levels. Service delivery focused on awareness-raising, prevention, livelihoods development (income-generation activities), and referrals to other service providers. Programmes targeted those vulnerable to migration and returnees.

Coordination

The importance of networking and partnerships with various actors was stressed, most importantly with the government and local communities. Programmes focused on grassroots community engagement and on providing linkages with government and other actors, including the development of co-ordination forums between national and regional actors. There was a felt need to increase responsiveness by government at all levels, as it was thought that the government should play a key role in awareness-raising, prevention and service delivery. Public-private sector collaboration was identified as a priority by the CSOs, although it is unclear what this meant in practice. There was much to do to capitalise on these partnerships, but the timeframe of project was short and sustainability of programme gains was an issue.

Access to services

The following were the types of activities that were implemented:

- Awareness-raising and prevention through information-sharing, such as by returnees talking about the dangers of migration to those vulnerable to leaving
- Livelihoods development – Income Generating Activities (IGAs), for those vulnerable to migration and for returnees. Better mainstreaming of migration in development programming was identified as a need.
- Referrals, either to other programmes of the CSO or to other organisations or government.

Challenges:

- The government is a good partner in implementing activities, but not always quick or consistent in engagement
- There was a recognised need for holistic programming, but this was not always feasible, as funding often did not allow for a wide range of activities. Lack of health services was particularly identified as a huge gap.
- An evaluation identified the under-representation of women in some programmes as a result of socio-cultural barriers to reaching women
- LIVE Addis said that delays in starting programme implementation were caused by government bureaucracy and slowness of finalising donor agreements. The also complained of delays in receiving money because of the long chain of financial transfers: from IFRC to the CCRDA to them. Meeting targets on time was challenging due to delays.

Sustainability:

Continuity of funding was a major concern, and CSOs had to piece together funding from multiple donors. One response to this constraint was to plan for handover from the outset, as ANPPCAN did with the government. Another strategy, also used by ANPPCAN, was a system of cost-sharing by partners which increased the sustainability of the programme.

The CSOs were very well connected to and grounded in local communities and with beneficiaries, e.g. through community reporting, community collaboration with the government, involvement of returnees in community education, school clubs, IGA self-help saving groups, and with CBOs. Programmes were adapted through monitoring and surveys, such as adding child-family reunification activities to the project based on observed needs (ANPPCAN).

Advocacy

- Successes were achieved at local level, e.g. by convincing government to give priority to returnees in assigning market places.
- Advocacy was limited by a need for greater research, information-sharing, community and government engagement. There was a need for increased participation of all sectors, including media and private, to be effective.
- ‘Strategic partnerships’ are seen as valuable tool for advocacy activities and policy change; advocacy for increased protection activities is also important, especially for returnees

CSO Capacity Building

- CSOs received very limited capacity-building in Ethiopia, but the Ethiopian Red Cross Society and the IFRC were able to learn from them.

Conclusions

- Working with the government was essential.
- Grassroots awareness-raising and reintegration were important.
- Continuity of funding was a major challenge, as was the shortness of programme timeframe.

Case Study 2: Guatemala

Context

Violence and insecurity in the Central American region generated by gangs and organised crime has caught up children and adolescents, either by forcing them into crime under threat to their own lives or those of their families, or by forcing them out of their countries. Thousands of Central Americans move daily along the Mesoamerican migratory route and migrate to Guatemala, as a destination or as a transit country to Mexico and the United States. Thousands of Guatemalans from rural areas migrate to urban areas, especially the capital and later northward, when they discover the high risks faced in the capital. Guatemala is therefore a country of origin, transit, destination and return. Forced displacements entail a series of challenges to human rights, which should be understood and addressed by States, regardless of nationality, origin or motives of displacement.

CSOs

CAMEX Consortium

Goal: To promote and develop advocacy before local and national authorities, as well as civil society organizations and private entities, to generate changes that improve provision of services in education, comprehensive health and access to justice for women in migratory contexts.

Target group: Women, girls and adolescent domestic workers and sex workers in migration contexts

Objective 1: Quality services are provided by State institutions, civil society and private entities, guaranteeing access to education, comprehensive health, counselling and legal accompaniment for 600 women in migratory contexts, domestic work, prostitution and trafficking

Objective 2: Advocacy coordinated by the consortium with other civil society organisations and international organisations results in ratification of ILO Convention 189 and recommendation 201.

Objective 3: Communities, the media, social and international organisations are informed and aware of the rights of women in migratory contexts found in domestic work, sex work and trafficking.

Note: The consortium consisted of a mix of organisations, each of which brought very different skills and competencies. These are: The Association of Domestic Workers at Home and Industry (ATRAHDOM); the Association Women for Justice, Education and Recognition (MUJER); the Guatemalan Federation of Radiophonic Schools (FGER); and the Institute of Social Protection (IPS). The consortium is led by the CAMEX Oxlajuj I'x Council.

Refugio de la niñez

Goal: Comprehensive care is provided to children and adolescents with special protection needs, through a special protection centre, Raices de Amor. Guatemalan children and adolescent returnees who cannot immediately return home due to violence are provided with temporary shelter.

Target population: Unaccompanied migrant children and adolescents with special needs; foreign children and adolescents in transit through the country

Objective 1: Unaccompanied migrant children and adolescents receive services through a holistic approach, including temporary shelter and protection until their immigration status is normalized

Objective 2: 180 unaccompanied migrant children and adolescents who return to the country and require special protection, receive comprehensive care services at the shelter and temporary shelter

Objective 3: 50 unaccompanied migrant children and adolescents assisted by the protection and temporary shelter programme and their families, receive accompaniment and legal advice to facilitate the regularization of their migratory situation

Objective 4: An advocacy plan is elaborated with the Ministry of Foreign Affairs, the Ministry of the Interior, the Attorney General's Office, the Ministry of Public Health and Social Assistance, the Social Welfare Secretariat, among others, to work on priority initiatives to improve the situation of migrants, particularly children and adolescents.

Objective 5: Elaboration and implementation of 15 municipal public policies for the prevention of violence and reduction of migration risk factors at the municipal and community level

Coordination

Coordination with the government and other civil society organisations was essential to the programmes, as was networking, domestically and regionally. However, political instability of the Guatemalan government and change-over in public authorities created challenges. A new Migration Code was created during the period and the structure of the National Migration Board changed, also creating the need for adaptation.

CAMEX established a good working relationship with UNHCR, the Human Mobility Pastoral, the Human Rights Ombudsman, and the Office of the United Nations High Commissioner for Human Rights, which helped to improve the implementation of the coordination activities, e.g., stakeholder mapping, bilateral meetings, and developing dialogue tables. The CAMEX structure, where some CSOs are older and better established than others, was a strength in terms of capacity and coordination (learning from one another) and advocacy (CAMEX obtained access to MoE thanks to another organisation facilitating it).

Guatemala hosted the regional conference, a well-received event. They also took on a coordination role with El Salvador (though not one of the implementing countries) and Honduras, including work on the standardisation of procedures and protocols in the Northern Triangle.

Access to services

The CSOs fully supported a holistic approach to programme implementation. Both projects committed to the direct provision of services, linked to referrals from other organisations and the government. A cooperation was established with the Attorney General and the Secretary of Social Welfare, who referred cases, as these offices did not have the resources needed to give proper attention to child and adolescent migrants.

A model of care was elaborated through the programmes including case management and referral pathways for psychologists, social workers, educators, and lawyers involved with migrant children and adolescents. This model was shared with relevant government ministries.

The need to provide specialised attention to children and adolescents continued after the close of the programme, and UNHCR undertook funding of the Raices de amor programme of El Refugio de la Niñez, providing comprehensive care through food, clothing, medical, and psychological services.

Advocacy

Concerning protection of domestic workers, one CSO in the CAMEX Consortium engaged with MPs to get a piece of legislation (based on ILO Convention 189) up to the third reading, however instability at government level prohibited further progress and so it got set aside.

Migration for the government was seen through a security lens rather than as a human rights issue, so advocacy was challenging and progress was hard to attribute, particularly considering the short length of the project. However, through the project *Niñez Migrante una Acompañada*, El Refugio de la Niñez signed cooperation agreements with state agencies, allowing it to take concrete action in support to the Guatemalan government. It was crucial to create and promote efficient policies and mechanisms, and to improve public perception on issues related to migrants.

Relationship between CSOs, Guatemalan Red Cross Society (GRCS) and IFRC

Working with a consortium structure (multiple actors) reduced flexibility compared with working with a single agency, as follow-up and scheduling meetings was more complicated.

The GRCS was concerned early on about the use of Red Cross emblem at the field level by local partners. Bilateral meetings were held to approve each CSO communication plan to define a visibility plan acceptable to all and to manage any sensitivities at the local level.

Other complications arose at the early stages of project implementation, as the GRCS was not initially comfortable with being a donor and the modalities of its relationship with the CSOs had to be negotiated. Monitoring systems, such as the review of narrative and financial reports, had to be established. The support expected from the GRCS at the national level to CSO activities also had to be negotiated. These negotiations were facilitated by Geneva.

Conclusions

- Establishment of proper links with the government, including referral pathways, was essential, although political instability created a challenging environment.
- A regional approach was very productive as the migration could not be addressed properly if only looked at from the domestic perspective.
- It took some time for the modalities of programme implementation, visibility, capacity building and advocacy/networking support, to be established between GRCS and CSOs.

Case Study 3: Morocco

Context

Morocco is a country of origin, transit and destination. With a high proportion of youth and a continuous flow of outward migration since the 1960s, Moroccans currently make up about 10% of the movement from Morocco to Spain on an annual basis.

Morocco is also an important country of transit for sub-Saharan migrants in particular. Although high levels of security at the border rendered the Western Mediterranean Route, from Morocco to Spain, the least desirable of the three, it remains a target for many migrants. As crossings from Libya to Italy and Turkey to Greece have become increasingly challenging and dangerous, the number of attempts at the border crossing in Morocco have increased. It remains very difficult and dangerous, however, and an increasing number of migrants choose to stay in Morocco. In September 2013, the Moroccan government put in place a new migratory policy that recognised the status of Morocco as a host country for migrants, establishing mechanisms for the regularisation of their status and their integration into the country. Migrants in Morocco nonetheless face considerable challenges in terms of assistance and protection.

CSOs

Afrique Culture Maroc

Goal: To provide organisational support to migrant domestic workers in order to facilitate access to basic social services and fight against human trafficking, of which some are victims.

Objective 1: Direct access to social services for domestic migrant workers is facilitated.

Objective 2: Recourse to mechanisms to protecting migrant domestic workers' rights is facilitated.

Objective 3: Migrant domestic workers are involved in the promotion of their rights and in the provision of services to victims of trafficking.

Association Al Wafae pour le développement sociale de l'orientale

Goal: Contribute to the social integration of women, minors, migrants, refugees, victims of violence.

Objective 1: The identification of victims of violence is improved in Oujda, especially women and minors who are victims of trafficking, migrants and refugees.

Objective 2: Emergency protection is available for women and minors who are migrants or refugees, victims of violence and/or human trafficking.

Objective 3: The personal and economic independence of beneficiaries of the project is improved.

Mains Solidaires

Goal: Provide support and protection for all migrants, in particular victims of trafficking, by facilitating their access to services, providing them with direct assistance, and raising awareness of the host community.

Objective 1: Provide social assistance and protection to migrants and their families, including victims of trafficking.

Objective 2: Defend the rights of migrants; raise awareness and create social support at all levels.

Overall findings

Two of the CSOs worked with almost the same target group – sub-Saharan migrants attempting the crossing to Spain – and had very similar programmes, facilitating access to services, providing livelihoods and language training, and raising awareness in the local community. ACM focused more on the specific challenges facing migrant domestic workers. These were very different groups and required different approaches. The projects were strong, well-embedded in their local society, and informed by a solid understanding of both the social support environment and the policy environment. All of the CSOs had strong connections with the migrant population and inclusive approaches, though these did not include formal participatory methodologies.

Coordination

Coordination at local level was strong and considered to be very important. All agencies had strong networks and referral pathways in their local communities. Al Wafae was particularly strong in work with the private sector, and could provide useful suggestions to others in developing these networks. National level coordination was less strong, particularly for Al Wafae, which had mainly worked at the very local level, while regional and international coordination was quite poor, with the exception of ACM which, being heavily advocacy focused, had more experience and skill in this area. Regional and international exposure and experience was particularly welcome to ACM and Mains Solidaires.

Access to services

Most of the organisations were making use of the relatively recent changes in domestic law to help migrants integrate into local society, particularly by providing them with livelihoods and vocational training. Most also provided migrants with information about their rights, including to social services. Migrants ability or confidence to implement those rights is a challenge, however, if they are not accompanied by members of the CSOs. In some locations, where migrants squat near border areas, for example, access to assistance is denied by authorities and migrants can be at risk of physical violence or arrest.

Challenges:

- Organisations struggled to find funding to continue their programmes, though some were more successful than others.
- Although Morocco is increasingly a host country to migrants, most migrants still aim to move on. This makes social integration programming very challenging. Moreover, there is still work to be done to ensure that migrants' rights are adequately provided for in domestic law.

Sustainability:

Continuity of funding was a major concern in particular for ACM, and the leadership was particularly frustrated that all of the investment in human resources made through the life of the project had been lost because they could no longer pay salaries. Although the other organisations had longer-term funding streams and partnerships, they still found themselves financially constrained without the programme funding and would have valued a continuation of it and of the partnerships. Unfortunately, although the three CSOs had increased their engagement with other organisations, such as IOM, UNHCR and even the National Society, they did not seem to have made efforts to extend their involvement with one another, despite many similar areas of work.

Advocacy

All three CSOs showed themselves to be very adept at different forms of advocacy. ACM had clear goals about what change it wanted to see in national legislation, and engaged consistently and successfully with very senior levels of government. Al Wafae was less involved at the national level, but had clear objectives in terms of the municipal leadership, including both government and private sector. Mains Solidaires was focused on changing attitudes in local institutions and society by harnessing the power of media. All three had solid successes in terms of influencing policy and/or increasing acceptance of migrants and commitment to their well-being.

CSO Capacity Building

CSOs reported having gained capacity primarily through doing the work – preparing proposals, budgeting, reporting, etc. – and getting useful support and feedback from the Focal Point. All of the partners participated in the final training in Brussels, and some took up the offer of one or two online trainings, which were appreciated. A planned, strategic capacity-building and monitoring was absent, however.

Conclusions

CSOs in Morocco are doing excellent work, but have considerable room to learn and grow. The environment in the country is relatively conducive to working with migrants, as all of the CSOs agreed that the government is, for the most part, willing to embrace its new status as a host or destination country, and society is generally quite tolerant, so racism is not a major problem (though some migrants had a different perspective on this last point). There is significant and growing need, as the closure of the Central and Eastern Mediterranean routes to Europe have once again put pressure on the crossing between Morocco and Spain, and migrants attempting to cross are put at substantial risk.

Case Study 4: Nepal

Context

Labour migration is one of the main livelihood strategies in Nepal and remittances are important to the economy. It is estimated that up to three million Nepali are working outside the country, mostly in Qatar, Malaysia, Saudi Arabia, the UAE and Kuwait, as well as in India, Israel, South Korea, and Lebanon. Male Nepali migrant workers are typically employed in low-skilled work in the construction and manufacturing sectors. Most female migrant workers are employed in the informal sector, often as caregivers or housemaids. Problems for migrant workers include securing acceptable labour standards and safeguarding basic labour rights, such as formal contracts, timely payments, acceptable conditions and health benefits. Brokers and manpower agencies often cheat migrants—people can easily become victims of trafficking and forced labour. Even if workers willingly seek employment they may face what amounts to forced labour—passports are withheld, their movement is restricted, wages are withheld, and they may suffer from physical and sexual abuse. Those who travel to India via nonregistered recruitment agencies are particularly vulnerable. CSOs have played an important role in working with the government to become more effective in monitoring of recruitment agencies and negotiating labour agreements with receiving countries; but the government's capacity needs boosting.

CSOs

POURAKHI Nepal

Goal: Implementation of national, regional, district and community-level activities to ensure the rights of migrants through migrant-friendly policies and laws enacted by the Nepal government and through the extension of existing services

Objective: 1 Completion of a comprehensive legal framework on safe migration and anti-trafficking for consideration and incorporation into Nepali national laws

Objective: 2 Solidification of a trans-Nepal umbrella advocacy organization for promotion and dissemination of information

Objective: 3 Measurable expansions of support services to former and current migrants and their families in the areas of paralegal assistance, psychosocial counselling and emergency shelter relief

VDSEF

Goal: The strengthening of civil society capacity for protecting and promoting the rights of migrant workers/domestic migrant workers and victims of human trafficking. Targets included women, children, migrant domestic workers, their families, and potential migrants, including the Dalit population living in six VDCs of Kalikot district, with the intent to put civil society organizations at the centre of protection mechanisms

Objective 1: Community engagement for promotion of human rights of migrants is improved and awareness is raised at local level

Objective 2: Direct social assistance and protection is provided to migrants and their families particularly in relation to migrant domestic workers and victims of trafficking

Objective 3: Issues of migrant workers and victims of trafficking are addressed through collective initiatives from civil society, private sectors, local authorities and communities

MAITI Nepal

Goal: Minimization of the trafficking of persons and unsafe migration through access to proper information and protection services, thereby promoting and preserving the rights of migrant domestic workers and victims of human trafficking

Objective 1: Increased awareness of potential migrant workers through coordinated services of access to proper information on safe migration at Information Desks; use of technology (SMS in mobile phones) for dissemination of informative materials, so that they make informed and reasoned choice for migration

Objective 2: Promotion of human rights of survivors of trafficking and migrant domestic workers through increased and easy access to comprehensive services and livelihood opportunities

Objective 3: Enhanced knowledge on laws and policies on human trafficking and migration through various sensitization programmes and enforcement of laws and policies while giving assistance to victims of human trafficking and migrant domestic workers

National Environment and Equity Development Society (NEEDS) Nepal

Goal: The protection and promotion of the rights of migrant workers and human trafficking survivors and the enhancement of access to social services in Achham, Doti and Kanchanpur. Targets were domestic migrant workers, spouses of migrants and potential migrants

Outcomes: Increase the level of awareness among migrant's families and other stakeholders; facilitation of the opening of bank accounts of migrants' families for depositing their remittances; increase of government agencies giving priority to this issue and missing migrants being tracked

Overall findings

There was consensus of what the needs were in Nepal, and all the programmes worked on a similar set of issues in response—awareness building and community engagement to educate potential migrants on their rights and to caution them about what can go wrong; service delivery for migrant domestic workers (potential or returnees), including shelter provision, livelihood training, psychological support, and access to legal advice. The government was also advocated with to improve the legal system to increase the protection of the rights of migrants.

Coordination

Each of the programmes coordinated with other actors working on similar issues, especially with the government, at local and national levels, but as well with communities and other civil society organisations. Networking and partnerships were important to the success of the programmes. Important themes included legal frameworks, advocacy for the rights of migrants, need for service delivery, and awareness of the risks of migration. Good relations with the government was essential to the success of such programmes as CSOs can only do so much, and much depends on having a proper legal framework in place with government ministries actively attending to the needs of migrants. There was poor coordination between government ministries, however.

Access to services

All of the reports indicate that most targets were met and there is no discernible pattern of missed targets. Activities included legal advice, psychological support, shelter provision, livelihood development, and awareness building at individual and community level.

Communities were engaged with yet it isn't clear whether there were adequate feedback mechanisms in place to guide adaptation of the programmes based on changing needs of the migrants themselves; an exception was MAITI Nepal which added re-integration services part way through the programme cycle based on observed need.

Sustainability:

As services are for individuals, so there must be continuity in service delivery, especially when dealing with ongoing needs such as legal support, psychological support and shelter for returnees. Migration continues and new (potential) migrants will continue to need advice and information—there is a need for a permanent engagement with the issue. Even if the legal and policy environment is adequate to ensure the protection of the rights of migrants, awareness building and information sharing must continue with those considering migration and service delivery will be needed for those returned. Livelihood programming should also be considered an on-going engagement for those thinking about leaving and for those returning. Whereas there was a continuing role for CSOs, the government also had to be involved in service delivery and fully engaged with the needs of migrants in order to properly ensure sustainability.

MAITI Nepal is an example of a CSO which has been working on these issues for years and used the funding from the EU/IFRC to support on-going programming and continues to work on these issues with funding from wherever they can get it. Lack of consistency in funding is a major frustration, particularly concerning the types of programmes that they implement.

Advocacy

As an example, for MAITI Nepal one of the specific objectives related to the 'solidification of a trans-Nepal umbrella advocacy organization for promotion and dissemination', for the purposes of achieving the programme of goals of creating a comprehensive legal framework and related to improving service delivery. A major programme objective was to conduct a national workshop in coordination with the Ministry of Women, Children and Social Welfare. The workshop aimed to receive feedback from concerned government entities, civil society organizations and law enforcing bodies on the situation of unsafe migration and human trafficking. Such feedback was useful for developing further programs to address these issues on the part of all actors.

The stability of the government was a key factor – as the government stabilized politically there was higher hopes that the government could take on more responsibility for ensuring safe migration. It was important to keep up good relations with the government at all levels and to continually advocate on behalf of migrants.

CSO Capacity Building

Capacity-building was limited during the life of the project, which would have been affected by a combination of turn-over in Focal Points and disruption caused by the earthquake. A useful three-day training on project planning and management, with specific focus on migrant labour issues, was

offered to CSOs, but this only took place in September 2017 – far too late to allow any lessons to be incorporated into the organisations' work.

Conclusions

Questions about capacity building, funding and programme continuity, and ability of CSOs to advocate with the government to affect policy change

Case Study 5: Russia

Context

A significant proportion of the population from Central Asia engages in temporary, long term and permanent migration to the Russian Federation or Kazakhstan, spurred by a demographic decline and economic growth which has increased the demand for labour. Russia is a source, transit, and destination country for men, women, and children subjected to forced labour and sex trafficking. Sex trafficking of Russian citizens to Northeast Asia, Europe, Central Asia, and the Middle East also occurs. Conversely, citizens of European, African, and Central Asian countries are forced into prostitution in Russia. Russians as well as workers from Asia, including Vietnam and North Korea, are subjected to conditions of forced labour in Russia. Labour trafficking has been reported in the construction, manufacturing, agriculture, service, and domestic service industries. There is, however, questionable space for CSOs to be involved with these issues and the government is sometimes reticent to fully acknowledge the scale of the problem.

CSOs

Migration Research Centre

Title: Anti-trafficking measures in Russia, with special attention to women and domestic workers: assessment, mechanisms for prevention, assistance to victims

Task 1: Increase awareness of the possibilities of combating human trafficking for the employees of NGOs, international organizations and representatives of local communities, as well as administrative and law enforcement agencies (especially with regard to female migrant workers and domestic workers)

Task 2: Direct assistance to migrant workers who are victims of trafficking, especially to female migrant workers and domestic workers (psychological assistance and legal advice)

Task 3: Assessment of the situation in the field of combating trafficking in human beings (particularly in relation to female migrant workers and domestic workers) and the scientific assessment of regional practices and programs, as well as the effectiveness of the mechanism of combating human trafficking, with action-oriented recommendations on their possible development and improvement

AIDS Infoshare

Main objective: To provide necessary information to migrants in their native languages (Russian, Tajik, Uzbek and Kyrgyz) about how to access health care in the Russian Federation

Components: Outreach, website and online forum development, expert roundtables, twitter communications, and video consultations.

Integration Centre "Migration and Law"

Title: Protection for domestic workers, victims of trafficking and migrants of all categories in the Russian Federation

Main objectives: Establishment of a model of integrated support for refugees, migrants, internal and external migrants of all categories, and members of national Russian communities and the formation of the institutional mechanism for the development of services, flexibly reacting to changes in the

migration situation in the Russian Federation. Also, harmonization of inter-ethnic relations, poverty, corruption, xenophobia and initiators of the transformation of citizens into victims of trafficking. And reduction in the number of foreign citizens affected by various negative migration risks, protection of their rights and support of measures that would deter the involvement of the most offended categories of migrants in radical, ideological movements and crime

Activities:

- Provision of information and consulting support to victims of human trafficking, household employees and migrants of all categories in the mode of a twenty-four-hour "hot line", and legal and social education
- Provision to migrants comprehensive socio-legal and other assistance to optimize the solution of their personal cases
- Strengthening networking with government, public, commercial, research and other organisations. Development of a mechanism of redistribution of migrants' problematic cases within the network in the Russian Federation and countries contributing labour.

Overall findings

All three CSOs provided the same kind of services: raising awareness among migrants of their rights; and advocacy and co-ordination with partners – governmental, non-governmental, and private sector—to create an enabling environment for the protection of migrants. Some direct services were also offered such as legal and psychological support through hotlines. Although the Focal Point said that the Russian Red Cross had been aware of and familiar with the CSOs for some time, there is substantial evidence that the project helped expand and deepen relationships in a way that provided better support to migrants. For example, the Migrant Research Centre reported that the backing of the Red Cross provided them with much-needed political weight, and helped them obtain acceptance from authorities in regions where they wanted to conduct trainings.

Coordination

The three CSOs knew one another prior to beginning the project, as there are limited numbers of organisation working on these issues. Trainings, expert roundtables and workshops were all used as part of coordinating action and awareness between a variety of actors, including civil society and government. Networking was also done with government, private sector and other civil society actors to align policy and raise awareness of migrants' rights. Coordination with the private sector, including by encouraging them to support their workers' rights, was a particularly interesting facet of this work. Trainings provided to government also provided useful opportunities to influence policy.

Access to services

The "Sisters" Centre hotline was supported to provide psychological assistance and legal advice for migrant workers who became victims of human-trafficking, especially female migrant workers and domestic workers. Some work had already been done with TB and HIV issues in the past and the CSOs had built their networks around those issues as well as others. Communication was important—concrete information provided to migrants about their rights, especially to legal and health services:

- Hotlines – psychological and legal assistance
- Trainings of government, including police, conducted at regional levels
- Feedback mechanisms: Through research, hotlines and outreach

Sustainability:

Funding from the ROMIA project was useful in keeping activities running, but these activities were not newly developed as part of the project. There is, however, a constant challenge to CSOs in obtaining funding for their work. The Focal Point from the Russian Red Cross said that this was partly due to the culture in Russia, which is to put their own communities first in charitable endeavours. This creates a challenge in accessing national funding, and international funding is difficult to access without endangering one's status under Russian NGO law.

Advocacy

The authorities don't take the issue of migration seriously, the police don't want to investigate migration related criminal activity, and very few court cases are brought to court—this is the background environment against which the programme activities were implemented. Therefore, the work with the authorities was not a sign of acceptance and support of the programme and its aims, but defined what the need was – to maximise contact with the authorities to advocate for increased action on the theme. Therefore, few concrete advocacy activities were implemented, as direct advocacy with the government was very difficult given the government's resistance to acknowledging the problem, but through action – providing examples of action, some progress was probably made in getting the authorities to change their opinions and open up to the need to do more for migrants (at the regional level). This was done through trainings in the regions, at the local level. It was not possible to directly contradict the official figures at the national level but direct work with local authorities could bring progress for migrants at the local level. The key was to get around the idea that there wasn't a problem. This could be done by linking research and the experiences of migrants themselves to trainings.

Capacity Building

No real capacity-building was provided to the CSOs in the Russian Federation. There is a suggestion, however, that the benefit flowed in the opposition direction, as the Migrant Research Center said that they felt that the Russian Red Cross Society now has a better understanding of human trafficking and migration issues, and has benefitted from exposure to experts and other connections made through the programme.

Conclusions

There were mutual benefits to the relationship between the Russian Red Cross and CSOs on a wide variety of levels, notably in helping facilitate access and advocacy. This was also one environment where the new role as a donor was a particular asset, as the status of the National Society makes it possible for it to provide funds without triggering problems under NGO laws.

Much of the work done under the auspices of the ROMIA project was not new and did not appear to be substantially developed over the lifetime of the project, but that this funding allowed it to continue was vital. Needs remain high, but sustainability is problematic without new sources of funds.

Annex 2

Interviews and Field Visit

The following interviews were undertaken in the course of this evaluation:

Europe

Central Programme Unit

Zlatko Kovac	Programme Management Coordinator, Rights of Migrants in Action
Audrey Baëté	Policy Technical Advisor, RoMiA
Victoria Castillo	Policy Technical Advisor, RoMiA
Federico Fadiga	Liaison Officer, Migration

IFRC

Ombretta Baggio	Coordinator, Community Engagement and Accountability
Tiziana Bonzon	Migration and Displacement lead
Jennifer Breckenridge	Senior Legal Officer
François Courtade	Senior Officer, Partnerships and Resource Development
Kirsten Hagon	Senior Analyst, Policy, Research and Diplomacy Unit
Pascale Meige	Director, Disaster and Crisis
Alberto Pasini	Manager, Multilaterals and Financial institutions
Sandra Rosner	External Audit Coordinator
Christine South	Senior M&E Expert, PMER
Gurvinder Singh	Senior Protection Adviser, Canadian Red Cross

EU DEVCO

Giulia Ronchi	International Cooperation and Development, DG DEVCO
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External

Cecile Raillant	Joint Migration and Development Initiative
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Focus Group discussion – IFRC Migration Task Force meeting, Istanbul:

Alaa Ammar	Lebanese Red Cross Society
Carlos Arrias Gutierrez	Ecuadorean Red Cross Society
Norma Archila	Honduran Red Cross Society
Tiziana Bonzon	Migration and Displacement Lead, IFRC Geneva
Helen Brunt	IFRC Asia Pacific
Sergey Kobets	Russian Red Cross Society
Anne Leclerc	IFRC Africa (Dakar)
Amelia Marzal	IFRC MENA (Tunisia)
Engida Mandefro	Ethiopian Red Cross Society
Jose Felix Rodriguez	IFRC Americas Regional Office
Kimu Sitambule	Zimbabwean Red Cross Society

Americas

Mayra Alarcon	CAMEX Guatemala
Norma Archila	Honduras Red Cross Society
Carlos Arrias Gutierrez	Ecuadorian Red Cross Society
Katherine Fuentes	Focal Point, Guatemala
Rossy Palma	Refugio de la Ninez
Jose Felix Rodriguez	IFRC Americas Regional Office
Marissa Soberanis	Representative, IFRC Guatemala

Africa

Abebe Getaneh Ethiopian Red Cross Society
Alex Teshome LIVE-Addis
Workayehu Bizu ANPPCAN Ethiopia

Europe and Central Asia

Sergey Kobets Focal Point and Russian Red Cross Society
Dmitry Poletaev Director Migration Research Center

Asia

Helen Brunt ROMIA Focal Point, Thailand
Sanjeev Hada Head of National Society Development Unit, IFRC Nepal
Ezekiel Simperingham IFRC Regional Migration Coordinator, Asia Pacific
Bishwo Khadka, Maiti Nepal - Director
Prekshya Uprety, Maiti Nepal - Project Coordinator
Elena Nyanenkova ROMIA Focal Point, Thailand
Bandana Thapa EU Delegation, Nepal

MENA

Amelia Marzal Head of Country Cluster, IFRC (Tunisia)
Director General (executive?) Moroccan Red Crescent Society
Mohamed Assouali ROMIA Focal Point and Director, Moroccan Red Crescent Society
Said El Ftouhi Moroccan Red Crescent Society

Rabat – Afrique Culture Maroc

Marcel Amiyeto, President
Emmanuel, Executive Director
Beneficiary of programme

Tetouan – Mains Solidaires

Management team
Bassagal (Steve), Cameroonian migrant working with Mains Solidaires
Head of medical and laboratory services
Senegalese migrant beneficiary and volunteer
El Abdullah al Mustafa, Instructor, coiffure
Migrant beneficiaries in hospital
Focus group of migrant beneficiaries in Arabic language training
Director of local school benefiting from social inclusion activities

Oujda – Al Wafae

Sabiha Bassraoui, President
Staff – General Director, Outreach worker, training staff
Migrant focus group – participants in livelihoods training
Focus group, external – IOM, UNHCR, local private sector leader, local government representative