

ANNEX VI FINAL NARRATIVE REPORT

- This report must be completed and signed by the Contact person.
- The information provided below must correspond to the financial information that appears in the financial report.
- Please complete the report using a typewriter or computer.
- Please expand the paragraphs as necessary.
- **Please refer to the Special Conditions of your grant contract and send one copy of the report to each address mentioned.**
- The Contracting Authority will reject any incomplete or badly completed reports.
- Unless otherwise specified, the answer to all questions must cover the reporting period as specified in point 1.6.
- Please do not forget to attach to this report the proof of the transfers of ownership referred to in Article 7.3 of the General conditions.

1. Description

- 1.1. Name of beneficiary of grant contract: Escuela Andaluza de Salud Pública
- 1.2. Name and title of the Contact person: Dr. Juan Ignacio Martínez Millán. Profesor EASP
- 1.3. Name of partners in the Action: Organización Panamericana de la Salud – OPS/OMS
- 1.4. Title of the Action: Migración de Profesionales de la Salud entre América Latina y Europa. Análisis y generación de oportunidades para el desarrollo compartido
- 1.5. Contract number: MIGR/2008/152-804
- 1.6. Start date and end date of the Action: 1 de enero de 2009 – 31 de diciembre de 2011
- 1.7. Target country(ies) or region(s): Uruguay - América Latina - Europa
- 1.8. Final beneficiaries &/or target groups¹ (if different) (including numbers of women and men): Profesionales de la salud migrantes. Sistemas de salud y población general. Planificadores y expertos en la formulación de políticas de salud y desarrollo
- 1.9. Country(ies) in which the activities take place (if different from 1.7):

2. Assessment of implementation of Action activities

2.1. Executive summary of the Action

Contexto

Hace varias décadas que existe preocupación por la migración de personal cualificado desde los países en desarrollo hacia los países desarrollados, siendo este tema política prioritaria abordada por parte de diversas instituciones y organismos internacionales. En los últimos años ha cobrado especial importancia la migración de personal de salud, puesto de manifiesto en el Informe sobre la Salud en el Mundo de la OMS, que en el año 2006 abordó monográficamente la crisis de los recursos humanos en salud. Este interés se ha visto reforzado, además, por la necesidad del personal en salud de cara al

¹ “Target groups” are the groups/entities who will be directly positively affected by the project at the Project Purpose level, and “final beneficiaries” are those who will benefit from the project in the long term at the level of the society or sector at large.

cumplimiento de los Objetivos de Desarrollo del Milenio relacionados con la salud, tanto en los países desarrollados como en aquellos en desarrollo.

Siendo la migración de profesionales de la salud preocupación común a los países de Ibero América, los Ministros y Ministras de Salud han considerado conveniente traerlo a la discusión en el seno de sus Conferencias sectoriales en el marco de la Secretaría General Iberoamericana (SEGIB), habiendo creado en una de estas Conferencias el Grupo de Trabajo sobre Migraciones Profesionales de la Salud (Conferencia de Colonia de Sacramento, Uruguay, 2006) transformada a Red Iberoamericana de Migraciones Profesionales de Salud – RIMPS en la Conferencia de Luque, Paraguay, de 2011. Por otro lado, la OPS realizó en 2005 una consulta para caracterizar los retos fundamentales a los que se enfrentan los países de la Región en el ámbito de los recursos humanos. Los cinco retos fundamentales identificados se convirtieron en la plataforma común del Llamado a la Acción para una Década de Recursos Humanos de la Salud, durante la Séptima Reunión Regional de los Observatorios de Recursos Humanos para la Salud, celebrada en Toronto en octubre de 2005. En Octubre del 2007, todos los países de la Región de las Américas firmaron la Resolución Nro. CSP27/10, “Metas Regionales para los Recursos Humanos en Salud (RHS) 2007-2015”, que incluye 5 desafíos relacionados con los Recursos Humanos en Salud.

También la Unión Europea lleva muchos años haciendo de la migración una de sus políticas prioritarias, abordando el tema de los flujos migratorios y la fuga de cerebros, especialmente en el sector salud, de una manera particular.

Es en este contexto, y tras la convocatoria lanzada por la CE en el marco del Programa Temático de Cooperación con Terceros Países en los ámbitos de Migración y Asilo - PTMA, que la Escuela Andaluza de Salud Pública, la OPS/OMS y el Ministerio de Salud Pública de Uruguay se plantean presentar una propuesta de trabajo en esta línea y trabajar de forma colaborativa en este ámbito aunando esfuerzos, experiencia y prioridades y contribuir, de esta manera, a las estrategias comunes de las 3 entidades.

Objetivos y resultados de la Acción

El propósito de la acción fue contribuir a los esfuerzos que vienen desarrollándose orientados a la gestión eficaz de los flujos migratorios de profesionales del área médica y de enfermería en el espacio Iberoamericano y de la Unión Europea.

Los objetivos específicos fueron los siguientes:

- Caracterizar los flujos migratorios de profesionales de la salud (medicina y enfermería) en Iberoamérica y hacia la UE.
- Revisar experiencias actuales y diseñar propuestas de gestión de los flujos migratorios que generen efectos beneficiosos tanto en las personas como en los sistemas de salud emisores y receptores implicados.
- Elaborar una propuesta basada en el diálogo internacional sobre buenas prácticas en la planificación de recursos humanos de profesionales de salud.
- Elaborar una propuesta de consenso basada en el diálogo internacional sobre el papel que las agencias de cooperación al desarrollo pueden jugar en la ejecución de las políticas sectoriales con esta orientación.
- Evaluar y sistematizar la experiencia extrayendo las lecciones aprendidas para su replicación y ampliación a otros espacios geográficos.

La acción ha incluido trabajos específicos en las áreas siguientes:

1. **Sistemas de información.**
2. Aspectos relacionados con la **circulación.**
3. **Gestión y regulación.**
4. Implicación e integración de estrategias sectoriales de cooperación para el desarrollo.
5. Mejora de los procesos de planificación de la fuerza de trabajo en salud

La metodología de trabajo ha incluido los siguientes aspectos:

- Revisión de literatura.
- Estudios de terreno sobre casuística y desencadenantes del proceso migratorio profesional.
- Revisión fuentes de información de los sistemas de salud.
- Análisis de procesos de planificación.
- Diseño gestor contenidos y SI específico.
- Arquitectura docente y diseño pedagógico en entornos virtuales de aprendizaje
- Técnicas cualitativas obtención información.
- Generación consenso.
- Grupos de trabajo.
- Marketing externo e interno.

La institución líder del consorcio ha sido la EASP. Se creó un Comité de Dirección, integrado por el responsable de la Acción en la EASP y 2 miembros de las otras entidades (OPS y Ministerio de Salud Pública de Uruguay) así como una Secretaría Técnica de la Acción, desde la cual se ha interaccionado con el resto de instituciones/profesionales vinculados de diferentes maneras a la Acción (entidad financiadora, agencias de cooperación, grupos de trabajos específicos, etc.). La coordinación establecida con todos los actores implicados en la Acción ha sido excelente.

En el marco de la Acción se han subcontratado diversas actividades. En todos los casos se ha seguido la normativa de la CE sobre los procedimientos de contratación y la relación con las entidades y expertos subcontratados se ha desarrollado de manera fluida, habiéndose desarrollado los procedimientos correspondientes con absoluta normalidad.

Entre abril y mayo de 2010 se realizó por la Sra. Ruth Kaeppler una misión de monitoreo. Los resultados de la misma, de valoración positiva, fueron incluidos como anexo en el informe técnico correspondiente al año 2010 y se adjuntan en el anexo 1.

El presupuesto global del proyecto ascendió a 1.185.300 €, siendo la subvención otorgado por la Comisión Europea de 871.388 € (73,51% del total de los costes elegibles). La ejecución presupuestaria final a 31 de diciembre de 2011 ha alcanzado 1.068.056 Euros, un 90,10% del presupuesto global inicial.

La Acción tenía una duración prevista de 30 meses. Al inicio del año 2011 se iniciaron los contactos con la Delegación de la Comisión Europea en Montevideo para analizar la conveniencia de proceder a una ampliación temporal del tiempo de vigencia del contrato. A mediados de mayo de 2011 se tramitó la firma de un addendum que estableció la ampliación de la Acción en 6 meses, con fecha de finalización 31 de diciembre de 2011. El presupuesto correspondiente se ajustó, aunque manteniendo el importe inicial establecido. Se adjuntan en los anexos 2, 3 y 4 el addendum, el presupuesto actualizado y el nuevo marco lógico.

La implementación de la Acción se ha desarrollado conforme a lo previsto, ampliándose, como indicado en apartado anterior, la duración de la misma en 6 meses.

Desarrollamos, en los apartados siguientes, las actividades y resultados de la Acción correspondientes a 2011, aunque en algunos apartados se ha dado una visión de conjunto del desarrollo de la Acción a lo largo de sus 3 años de duración.

2.2. Activities and results

Please list all the activities in line with Annex 1 of the contract since the last interim report if any or during the reporting period

Actividad 1: Finalización de los estudios de caso contratados. (1 de enero de 2011 – 15 de noviembre de 2011).

Topics/activities covered: Durante 2011 finalizaron los estudios de caso que aún seguían en desarrollo. Todos los productos fueron entregados y se realizaron las últimas revisiones pendientes. En total, se han realizado estudios de caso en España, Honduras, Italia, Nicaragua, Portugal, Región Andina (Bolivia, Colombia, Chile, Ecuador, Perú y Venezuela) Paraguay, República Dominicana y Uruguay. Los resultados se encuentran publicados en la página Web de la Acción: www.mpdcs.es. Así mismo, estos resultados se presentaron durante el IV Encuentro de Migración de Profesionales de la Salud y I Reunión de la Red Iberoamericana de Migraciones Profesionales (Montevideo, 17 y 18 de noviembre de 2011).

Reason for modification for the planned activity: En términos generales, la realización de los estudios ha sufrido ciertos retrasos, relacionados con los procedimientos de contratación así como con el propio desarrollo de los estudios. Algunos estudios tuvieron que ser cancelados por enfermedad (Guatemala y España), habiendo podido realizar el de España a lo largo de 2011. El estudio de caso de Honduras cuenta con información incompleta, dado que a pesar de las reiteradas peticiones de modificación/ampliación de los informes correspondientes, no se obtuvo respuesta por parte de la experta contratada, lo que motivo la rescisión de su contrato.

A pesar del esfuerzo desarrollado cara a la normalización metodológica propuesta, la gran disparidad de fuentes de información manejadas y la propia naturaleza de un estudio multicéntrico de estas características abordados por diferentes grupos y/o expertos nacionales convocados ha dificultado la consolidación de la información, información que ha sido integradora y puesta a disposición de manera abierta a todo el mundo profesional y sociedad interesada mediante una aplicación que está disponible en la página Web de la Acción www.mpdcs.es. En ella se encuentran los resúmenes de cada estudio de caso con enlaces a los informes completos. La aplicación permite consultar por países; la información es fácilmente accesible, siendo la aplicación de uso amigable.

Results of this activity <please quantify these results, where possible; refer to the various assumptions of the Logframe>:

Resultado 1:

- i) Situación caracterizada y sistema de información consensuado diseñado.
- ii) sistema de seguimiento operativo y disponible en la WWW.

Actividad 2: Elaboración de informe sobre buenas prácticas en la regulación del reclutamiento internacional de trabajadores sanitario y para la distribución equitativa de fuerza laboral en salud (abril - junio de 2011).

Topics/activities covered: En 2011 se procedió a la contratación de un experto que elaboró este informe, el cual, una vez editado, fue distribuido durante el IV Encuentro de Migración de Profesionales de la Salud y I Reunión de la Red Iberoamericana de Migraciones Profesionales (Montevideo, 17 y 18 de noviembre de 2011).

Results of this activity <please quantify these results, where possible; refer to the various assumptions of the Logframe>:

Resultado 2:

i) Informe editado sobre buenas prácticas en la gestión de la migración de profesionales de salud.

Actividad 3: Elaboración de Guía metodológica para la planificación de recursos humanos y realización de curso piloto de planificación de recursos humanos para sistemas de salud basados en atención primaria de la salud.

Topics/activities covered: Como ya se mencionaba en el informe técnico correspondiente al año 2010, en mayo de ese año se realizó en la sede de la EASP el “Taller internacional de expertos en planificación de recursos humanos de salud”, en el que se fijaron las líneas y contenidos básicos para el desarrollo del Manual de planificación de RHS y diseño y organización del curso. El Manual se editó en septiembre de 2011, mientras que el curso tuvo lugar entre el 15 de septiembre y el 3 de diciembre de 2011. En la página Web de la Acción www.mpdcs.es se encuentran disponibles tanto el Manual como el informe de evaluación del curso. Así mismo, en los anexos 5, 6 y 7 encontrarán la convocatoria del curso, el programa y la solicitud de inscripción.

Results of this activity <please quantify these results, where possible; refer to the various assumptions of the Logframe>:

Resultado 2:

ii) Guía metodológica para la planificación de recursos humanos aceptada por los órganos responsables.

iii) Las unidades de recursos humanos de salud en la región tienen acceso a actividades de formación orientadas a la adecuada planificación de RHS. Dos talleres regionales habrán sido realizados.

Actividad 4: Finalización del estudio sobre el papel que la cooperación internacional puede desarrollar ante el fenómeno de las migraciones de profesionales de la salud (enero – abril 2011)

Topics/activities covered: En 2011 se pasó la segunda versión del cuestionario y se elaboró el informe final en base a las respuestas recibidas. Para la realización de este estudio se decidió utilizar la metodología Delphi. La consulta fue desarrollada en dos etapas, aunque previamente hubo un proceso exhaustivo de selección de quienes formarían parte del panel de profesionales expertos, y de preparación y pilotaje del primer cuestionario.

Primera etapa: envío y análisis de los primeros resultados. Una vez pilotado el cuestionario se envió a los 110 profesionales seleccionados. Cada 15 días se enviaba un recordatorio hasta un total de tres veces.

Segunda etapa: envío y análisis de los resultados finales. El segundo cuestionario fue enviado a las 45 personas expertas que habían completado el primer cuestionario

El informe completo se encuentra disponible en la Web de la Acción www.mpdcs.es. Como se verá, la información se presenta organizada en cinco bloques de contenidos:

BLOQUE I: Beneficios o aspectos positivos que presenta la migración de profesionales de la salud para los países de origen

BLOQUE II: Beneficios o aspectos positivos que presenta la migración de profesionales de la salud para los países de destino

BLOQUE III: Costes o aspectos negativos que presenta la migración de profesionales de la salud para los países de origen

BLOQUE IV: Costes o aspectos positivos que presenta la migración de profesionales de la salud para los países de destino

BLOQUE V: Reflexiones acerca de la repercusión de la firma del código de buenas prácticas (OMS Mayo 2010) para la cooperación internacional.

Los resultados del estudio fueron también presentados en el IV Encuentro de Migración de Profesionales de la Salud y I Reunión de la Red Iberoamericana de Migraciones Profesionales (Montevideo, 17 y 18 de noviembre de 2011), donde, además, se distribuyó el informe editado.

Results of this activity <please quantify these results, where possible; refer to the various assumptions of the Logframe>:

Resultado 2:

iv) Existe documento de consenso sobre prioridades y estrategias de la cooperación internacional para contribuir a la gestión de la migración generadora de flujos bidireccionales

El 17 de junio de 2011 se organizó en Madrid el I Seminario de trabajo sobre la implementación del Código de Conducta de la OMS: “Avanzando en la contratación ética de profesionales sanitarios”. En este seminario, organizado por la Dirección General de Planificación y Evaluación de Políticas de Desarrollo - DGPOLDE y la Agencia Española de Cooperación Internacional para el Desarrollo - AECID, en colaboración con Acción por la Salud Global y la Acción MPDC, se presentaron los resultados del estudio Delphi y se propició un debate entre representantes de diversos Ministerios de Salud y agencias de cooperación europeas. En los anexos 8 y 9 se encuentran la agenda y las conclusiones de esta reunión.

Actividad 5: IV Encuentro de Migración de Profesionales de la Salud y I Reunión de la Red Iberoamericana de Migraciones Profesionales (Montevideo, 17 y 18 de noviembre de 2011).

Topics/activities covered: Los objetivos del Encuentro fueron los siguientes:

- Profundizar el conocimiento sobre la migración de personal de salud con énfasis en medicina y enfermería identificando vacíos de información para contribuir a la formulación de una agenda de investigación en el tema
- Reconocer avances y brechas relacionadas a sistemas de información para el monitoreo de la migración y la implementación del Código de Prácticas de la OMS, con miras a contribuir a la planificación de recursos humanos en los países.
- Intercambiar experiencias sobre acuerdos bi y multilaterales que orienten la definición de criterios y estrategias comunes para la gestión responsable de la migraciones
- Favorecer la constitución de la Red Iberoamericana de Migración de Profesionales de Salud, identificar prioridades de colaboración entre países y agencias de cooperación.

Participaron representantes del Ministerio de Salud Pública de Uruguay, de la Organización Panamericana de la Salud, consultores y técnicos de la Escuela Andaluza de Salud Pública, representantes de asociaciones médicas y de enfermería de Uruguay, decanos de las facultades de medicina, enfermería y ciencias sociales de Uruguay, representantes de la Organización Internacional de las Migraciones, del Ministerio de Asuntos Exteriores de Uruguay así como representantes de los Ministerios de Salud Pública de 13 países de la

Región. En total el Encuentro contó con más de 80 asistentes. Las presentaciones están disponibles en la Web de la Acción www.mpdc.es.

Durante el Encuentro, el Ministerio de Salud Pública de Uruguay, responsable del Grupo de Trabajo de Migraciones Profesionales, presentó la propuesta de marco general de la Red Iberoamericana Ministerial de Migraciones Profesionales de Salud – RIMPS, la cual fue aceptada. En el momento de redacción de este informe, se está pendiente de realizar las gestiones oportunas para inscribir a la RIMPS en el Registro de Redes Iberoamericanas de la SEGIB.

Las conclusiones del Encuentro están disponibles en la Web de la Acción www.mpdc.es

Results of this activity <please quantify these results, where possible; refer to the various assumptions of the Logframe>:

Los representantes ministeriales asistentes al encuentro valoraron esta iniciativa como una magnífica experiencia de cooperación internacional con resultados visibles y efectivos, proponiendo dar continuidad a esta Acción, orientada a la concreción de las recomendaciones derivadas de los estudios e informes realizados, que permitan avanzar la agenda de migraciones en la Región en función de las prioridades de los Gobiernos.

Extractamos a continuación algunos puntos relevantes de las conclusiones:

- Se destaca el papel jugado por la Organización Panamericana de la Salud (OPS), que desde su Programa de Recursos Humanos para la Salud ha venido desarrollando un trabajo de colaboración con los países en la gestión responsable de las migraciones profesionales de la salud, y la realización de estos encuentros tanto desde el nivel central como desde sus representaciones.
- Se reconoce y agradece el apoyo prestado a este proceso en los últimos tres años por la Acción “Migración de Profesionales - Desarrollo Compartido” financiada por la Unión Europea en el marco del Programa Temático de Cooperación con Países Terceros en los ámbitos de Migración y Asilo, que está permitiendo profundizar en la ya intensa colaboración que con el Grupo de Trabajo desarrolla la Organización Panamericana de la Salud, añadiendo la de la Escuela Andaluza de Salud Pública.
- El fenómeno de la migración requiere de la cooperación y de la coordinación multisectorial (migración, salud, trabajo...), tanto en los países emisores como en los receptores, para garantizar derechos en el proceso migratorio e igualdad de trato en los países receptores.
- La firma del Código de prácticas mundial sobre contratación internacional de personal de salud es considerado un buen marco para el trabajo desde la cooperación internacional. Su implementación exige la puesta en marcha de sistemas de información adecuados sobre el personal de salud de cada país, que contemplen la caracterización del proceso migratorio, así como la generación de acuerdos bilaterales y multilaterales basados en la transparencia y en la búsqueda de beneficios compartidos derivados del proceso migratorio.
- La propuesta de directrices para la puesta en marcha del código desde OMS es considerada de alta complejidad y su texto en inglés, que fue expuesto para consulta pública de los países Latinoamericanos, únicamente fue respondido por México. Esto no refleja el arduo trabajo en el tema de las migraciones de profesionales de la salud que se lleva desarrollando en las regiones de Centro América y Suramérica desde 2004. No obstante, se reconoce que la acción y el marco de políticas europeas en la que se inserta, ha contribuido a la consolidación de la posición común europea que en el proceso de debate para la aprobación del código fue mantenida, entre otros, por los representantes ministeriales españoles, miembros del grupo de trabajo de migraciones y de esta acción, favoreciendo la aprobación del código en el tiempo de desarrollo de la acción.
- Se aprueba la propuesta de marco general de la Red Iberoamericana Ministerial de Migraciones Profesionales de Salud (RIMPS) como instrumento para continuar

profundizando en la caracterización del fenómeno de las migraciones de profesionales de la salud, así como en la búsqueda de soluciones viables a las problemáticas relacionadas con el mismo. La RIMPS continuará contando con el apoyo de la OPS y OMS en esta fase inicial de su desarrollo. Uruguay asume el rol de propulsor de la RIMPS proponiéndose organizar una reunión de países constituyentes de la misma.

- Se reconoce el valor de la RIMPS como instrumento para el desarrollo del código al crear y consolidar un espacio de diálogo político y técnico en la línea de lo planteado por el código de reforzar el diálogo internacional, en este caso en un espacio geográfico tan amplio como el Iberoamericano.
- Se valora positivamente la iniciativa de mejora de los procesos de planificación sanitaria llevada adelante por la Acción europea, la calidad del manual de planificación presentado, y se recomienda la adaptación y replicación del primer curso virtual en ese momento en desarrollo para su replicación en la región en los próximos años, al detectarse el déficit de planificación como uno de los puntos críticos a mejorar en los próximos años.
- Se propone que las instituciones consorciadas mantengan el esfuerzo de trabajo desarrollado e intenten obtener nueva financiación, de manera que sea viable el avance en estrategias concretas de creación de flujos bidireccionales derivados de los procesos migratorios que pudieran servir como modelos de buenas prácticas para su replicación posterior, de tener éxito.

Actividad 6: Evaluación y sistematización de la experiencia (Diciembre 2011)

Topics/activities covered: Durante el mes de diciembre se elaboraron las lecciones aprendidas para la posible replicación y extensión de los resultados a otras áreas geográficas. El documento ha sido circulado a la unidad responsable del desarrollo de recursos humanos de la Organización Mundial de la Salud Ginebra, Oficina Panamericana de Salud – OPS/OMS, ministerios de salud y enlaces de la RIMPS, y está disponible en la Web de la Acción www.mpdcs.es.

Results of this activity <please quantify these results, where possible; refer to the various assumptions of the Logframe>:

Resultado 3:

i) Propuesta diseñada para la generalización y replicación de la experiencia basada en las lecciones aprendidas

El documento de lecciones aprendidas está disponible en el anexo 10. En él se recopilan aquellas estrategias y actividades que se han puesto en marcha para el desarrollo de la acción, destacando sus elementos positivos así como sus limitaciones y algunas propuestas de mejora.

Se seleccionaron tres núcleos de interés sobre los que concentrar el análisis: los procesos de trabajo, las estrategias de gestión y los resultados esperados y obtenidos, para lo que se contó con la colaboración de una muestra de los diferentes tipos de profesionales que han colaborado con el equipo de gestión de esta iniciativa y que han estado involucrados a distintos niveles y en diferentes momentos en el proceso de trabajo de la acción.

A modo de resumen, se destacan los siguientes elementos:

- Para las tres entidades responsables de la acción el tema de las migraciones constituye un área de trabajo prioritaria en sus agendas, lo que no sólo ha sido un elemento facilitador del desarrollo del trabajo, sino una garantía para darle continuidad y peso al trabajo realizado por parte de cada una de ellas.

- Crear sinergias entre los objetivos de la acción y los propios de las instituciones implicadas, potenciando líneas ya existentes y evitando duplicidades y pérdidas de esfuerzo, beneficiándose del trabajo colaborativo y del reparto de tareas, ha hecho viable el desarrollo de una acción de esta magnitud, impracticable para una sola institución.
- Como buenas prácticas desarrolladas desde el Comité de Dirección se destacan la creación de un manual de normas y procedimientos para la gestión de la acción, la explicitación del marco normativo aportado por la institución financiadora, la transparencia en la gestión, la participación en la toma de decisiones para el diseño de los planes operativos y la rendición periódica de cuentas entre los socios.
- Como buenas prácticas desde la entidad financiadora se destaca la decisión de la UE de trasladar la oficina de referencia para el seguimiento del proyecto al país receptor (Uruguay), lo que ha facilitado la comunicación con el núcleo central de la acción. Se destaca la participación sistemática de la representación europea en los encuentros regionales anuales celebrados en Montevideo, Uruguay.
- La realización de estudios de caso por país ha servido para obtener un diagnóstico del estado de situación del fenómeno de las migraciones de profesionales de la salud en la región de las Américas y parte de Europa, estableciendo, además, algunas relaciones entre territorios.
- La inexistencia de fuentes sistemáticas de información y la necesidad de integrar sistemas de información de países de origen y destino como única manera efectiva de conseguir información actualizada en tiempo real, es un elemento de dificultad y un reto del mayor interés de cara a la armonización de sistemas y del trabajo colaborativo entre unidades administrativas sectoriales, intersectoriales e inter-países.
- Iniciativas como la analizada permiten el trabajo colectivo de expertos de alto nivel profesional y experiencia sectorial que de otra manera sería extremadamente difícil reunir, permitiendo el desarrollo de trabajos de alto nivel y con una gran calidad.
- Los encuentros anuales han sido un espacio de difusión de los avances obtenidos en las etapas intermedias por parte de todos los agentes implicados en la acción, lo cual supone un factor motivante para continuar trabajando.
- La creación de la RIMPS refuerza y da visibilidad a la voluntad política existente en la Región de seguir trabajando en esta temática.
- La migración de profesionales de la salud continúa siendo uno de los complejos factores que inciden en la problemática de la escasez de los recursos humanos en salud de los países. Trabajar en el tema de las migraciones supone aportar soluciones, ideas y propuestas para abordar el trabajo de otros sectores relacionados.
- Acciones como ésta contribuyen a difundir y fortalecer derechos humanos como el de la libertad de movimiento de las personas, independientemente de su origen y profesión, así como a hacer conscientes a las personas responsabilizadas de la organización y gestión de la fuerza de trabajo en salud en sus ámbitos nacionales y subnacionales de la necesidad de ampliar su perspectiva de análisis en base a las implicaciones éticas que determina la consideración de la fuerza laboral de salud como un bien global.
- La Web del proyecto (www.mpdcs.es) creada como vehículo de comunicación entre las diferentes partes responsables de la acción, a pesar de no haber alcanzado a todos los públicos objetivo en esta fase de desarrollo, es de gran utilidad, tanto para profesionales involucrados en la acción, como para profesionales de fuera de ésta interesados en el

tema, pues concentra toda la información relevante sobre el área de intervención y toda la información generada por la propia acción.

Actividad 7: Marketing interno y externo – presencia y visibilidad de la Acción (1 de enero de 2010 – 31 de diciembre de 2010)

Topics/activities covered: Durante 2011 se han seguido desarrollando actividades para el refuerzo del posicionamiento estratégico de la Acción en diferentes instituciones y organismos, así como para recabar información y apoyo necesarios para los diferentes componentes de la misma (Secretaría General Iberoamericana –SEGIB– en Madrid, la Delegación de la CE en Uruguay, Ministerio de Sanidad, Política Social e Igualdad de España, Consejería de Salud de la Junta de Andalucía, Secretaría de Estado de Cooperación Internacional y para el Desarrollo, Agencia Española de Cooperación Internacional para el Desarrollo, Agencia Andaluza de Cooperación Internacional para el Desarrollo, medios de comunicación etc.).

Durante este periodo se ha continuado con diversas estrategias de marketing social. La acción ha sido presentada en congresos, jornadas y seminarios que han tenido lugar tanto en España como en países terceros. Así mismo, se ha entregado material informativo en todas las actividades docentes organizadas por la EASP en su sede y fuera de Granada, así como en todos los congresos, jornadas y seminarios organizados igualmente por la EASP, lo que ha permitido que más de 3.000 profesionales de la salud hayan tenido conocimiento específico de esta acción europea.

Como ya mencionado, el 17 de junio de 2011 se organizó, con la colaboración de la Acción MPDC, el “I Seminario de trabajo sobre la implementación del Código de Conducta de la OMS: Avanzando en la contratación ética de profesionales sanitarios”, cuyo objetivo fue fomentar el intercambio y la reflexión entorno a la aplicación del Código, estimulando relaciones entre instituciones y países. El seminario congregó a expertos de OPS/OMS, representantes de diversos Ministerios de Salud de Europa, agencias de cooperación y representantes de otros organismos e instituciones de interés.

Las conclusiones de este seminario se encuentran disponibles en la página Web de la Acción www.mpdcs.es así como en el anexo 9 de este informe.

Por otro lado, el 30 de junio de 2011, una profesional involucrada en el desarrollo de la Acción participó en la mesa redonda “Evaluación de proyectos financiados por el Programa AENEAS y Programa Temático de Migración y Asilo en el ámbito de la migración laboral: Resultados clave y orientaciones para el futuro”, organizado por DEVCO, y que tuvo lugar en Bruselas.

Además, esa misma profesional participó en el 7º Congreso Europeo de Medicina Tropical y Salud Internacional, que tuvo lugar en Barcelona los días 5 a 7 de octubre de 2011. Asistió tanto en las sesiones plenarias como a las actividades paralelas de interés para la EASP y en el marco de la Acción MPDC (Session 1: “Partnerships in global health research and innovation” - European Commission, Directorate General for Research & Innovation; “Experiences in promoting and evaluating sector wide approaches; Swap renewal through the international health partnership plus” - Be-cause health and GRAP-PA Santé, Belgium; “Global change, migration and health: the way forward”).

Durante el congreso se contactó con personas relevantes de cara a su participación en el IV Encuentro Iberoamericano de Migración de Profesionales de la Salud (responsables de la Dirección General de Planificación y Evaluación de Políticas de Desarrollo – DGPOLDE del Ministerio de Asuntos Exteriores y de Cooperación, Agencia Española de Cooperación Internacional para el Desarrollo – AECID, DFID-cooperación británica, CTB-cooperación belga y socio del proyecto MohProf, proyecto similar sobre migraciones profesionales gestionado por la institución alemana WIAD y financiado por la Comisión Europea).

Finalmente, diversas actividades realizadas en el marco de la Acción, como los diversos Encuentros Iberoamericanos organizados, los informes elaborados o el curso piloto de planificación de recursos humanos de salud, han sido anunciados mediante el boletín "Observer" del Observatorio de Recursos Humanos de OPS/OMS, referenciando el compromiso y la financiación europea.

Results of this activity <please quantify these results, where possible; refer to the various assumptions of the Logframe>:

- 1.- Distribución de folletos informativos.
- 2.- Información regular mediante notas de prensa enviadas a la Delegación de la CE en Uruguay.
- 3.- Posicionamiento estratégico de la Acción.
- 4.- Página Web en constante actualización (www.mpdcs.es).
- 5.- Difusión de información en un amplio número de eventos.
- 6.- Intercambio de información con responsables de otros proyectos similares.

2.3. Activities that have not taken place

Please outline any activity and/or publications foreseen in the contract, that have not taken place, explaining the reasons for these.

El conjunto de actividades prevista en el proyecto han sido desarrolladas con diferentes niveles de intensidad y profundización. El área de mayor dificultad y que no ha podido alcanzar el nivel de desarrollo previsto en el marco lógico inicial se corresponde con la armonización de los sistemas de información que permitan un adecuado seguimiento del fenómeno de las migraciones profesionales. En esta línea de trabajo OMS lideró un proceso de construcción de un sistema de indicadores para el seguimiento de la aplicación del código de prácticas, proceso en el que se insertó y contribuyó la acción.

No dio tiempo en el marco temporal del proyecto al rediseño de la actividad piloto formativa sobre planificación de recursos humanos de salud. No obstante, ese proceso se está llevando adelante en estos días y el curso pasará a formar parte de la oferta formativa en entorno virtual de aprendizaje como actividad colaborativa entre la EASP y la OPS.

La relación con otros operadores y actores de la cooperación internacional se ha visto dificultada por el importante entorno de crisis económica en el que se ha desarrollado la acción, dificultando la creación de sinergias y la participación de otros organismos públicos convocados.

2.4. What is your assessment of the results of the Action? Include observations on the performance and the achievement of outputs, outcomes, impact and risks in relation to specific and overall objectives, and whether the Action has had any unforeseen positive or negative results. (Please quantify where possible; refer to Logframe Indicators).

Resultado 1: Los flujos de migración profesional (medicina y enfermería) en América Latina y Europa han sido caracterizados.

R1:

- i) **Situación caracterizada y sistema de información consensuado diseñado:** A través de los estudios de caso llevados a cabo con el apoyo de la acción se han caracterizado las fuentes de información disponibles, consolidado la metodología de análisis y caracterizado la situación de las migraciones de profesionales de enfermería y medicina en los últimos años en la región de estudio, en sus aspectos cuantitativos y motivacionales. Estos resultados se encuentran disponibles de manera abierta para ser consultados por cualquier persona interesada en la plataforma de la acción MPDC. La acción ha contribuido a la generación del sistema de monitoreo para la aplicación del código de buenas prácticas para la contratación internacional de personal de salud de la OMS y a través de la creación de la RIMPS propone entre sus líneas de avance la creación de un registro compatible de profesionales gestionado desde los ministerios de salud y que incorpore la variable migración/retorno entre sus datos registrales.
- ii) **Sistema de seguimiento operativo y disponible en la WWW:** La plataforma construida, en proceso de transferencia a la secretaría técnica de la RIMPS, presenta de manera organizada y sistemática la información recogida y permite su actualización en función de la integración del sistema de información previsto en fase de desarrollo por los organismos internacionales responsables.

La falta de regulación desde los organismos públicos de la necesidad de registrar el proceso migratorio de los profesionales de la salud, la multiplicidad de fuentes indirectas de las que obtener esta información tanto en países de origen como de destino, la preponderancia de los sistemas de registro pertenecientes a organismos profesionales, registros que en muchas ocasiones no tienen carácter público ni abierto hace extremadamente difícil la obtención de cifras precisas y el mantenimiento de la información de manera consistente a lo largo del tiempo.

La contribución de la acción al sistema de monitoreo impulsado por OMS puede facilitar la resolución de este punto crítico para el adecuado seguimiento y gestión de los procesos migratorios. Detectada la situación de los sistemas de registro, sus diferentes dependencias patrimoniales y su incapacidad para aportar información sistemática y en tiempo real para una mejor gestión de los flujos migratorios y planificación de la fuerza de trabajo, toca ahora profundizar en la generación de registros básicos de profesionales de titularidad pública que permitan apoyar estos objetivos, tarea que será asumida por la RIMPS en el futuro inmediato.

Resultado 2: Propuesta de consenso basada en el diálogo orientada a la generación de beneficios mutuos derivados de la migración profesional tanto para las personas implicadas como para los sistemas de salud emisores y receptores.

El marco de principios y objetivos que los responsables de los Ministerios de Salud de la región Iberoamericana han desarrollado y aprobado en el marco de su plan de acción es expresivo del alcance obtenido en este resultado a través de la acción. Indirectamente mediante la dinámica generada por la acción en el espacio iberoamericano, la activa participación del Ministerio de Sanidad español en este proceso y su papel en el marco de la presidencia temporal europea, permitió la adopción de una posición conjunta que apoyó la aprobación del código de buenas prácticas.

R2:

- i) Informe editado sobre buenas prácticas en la gestión de la migración de profesionales de salud.

Revisión sistemática de las experiencias disponibles, socialización de resultados e incorporación en el debate en los encuentros Iberoamericanos apoyados por la acción realizados y disponibles en la WWW.

- ii) Guía metodológica para la planificación de recursos humanos aceptada por los órganos responsables.

Propuesta debatida y aprobadas en las reuniones ministeriales realizadas en los encuentros iberoamericanos. Manual desarrollado y distribuido y accesible de manera libre en la www.mpdcs.es.

- iii) Las unidades de recursos humanos de salud en la región tienen acceso a actividades de formación orientadas a la adecuada planificación de RHS. Dos talleres regionales habrán sido realizados.

Se ha realizado el primer curso de planificación de recursos humanos en base al manual desarrollado ofertado por la EASP y la OPS en el entorno virtual de aprendizaje que genera el Campus Virtual de Salud Pública de la OPS. Este curso ha sido analizado y está en fase de incorporación de los elementos derivados de la evaluación de esta experiencia y será ofrecido en su segunda edición en este año siendo su público diana los profesionales responsables de los procesos de planificación de los Ministerios de la región.

- iv) Existe documento de consenso sobre prioridades y estrategias de la cooperación internacional para contribuir a la gestión de la migración generadora de flujos bidireccionales.

La acción desarrolló una intensa línea de colaboración y comunicación con las agencias europeas de cooperación al desarrollo y diseñó un estudio cualitativo con profesionales expertos en este sector y específicamente en cooperación en salud que ha permitido la consecución de este documento de consenso, clarificador y orientador de las estrategias de desarrollo para la mejor gestión de los flujos y la generación de beneficios compartidos a través de la cooperación al desarrollo. Este documento fue así mismo compartido y debatido en el entorno de los encuentros ministeriales creados por la acción y la RIMPS.

Resultado 3: La experiencia ha sido evaluada y sistematizada extrayendo las lecciones aprendidas para la replicación y extensión de los resultados a otras áreas geográficas.

La sistematización de la experiencia realizada entre los socios de la acción se encuentra accesible y disponible en la www.mpdcs.es. OMS Ginebra está interesada en la replicación de los trabajos en otros ámbitos geográficos.

R3:

- i) Propuesta diseñada para la generalización y replicación de la experiencia basada en las lecciones aprendidas.

Se ha elaborado una propuesta de trabajo inicial para la RIMPS y una nueva propuesta en el marco del programa temático de migración y asilo con la presencia de OMS tendente a la aplicación de las lecciones aprendidas en la acción ya desarrollada.

Destacamos en este punto la petición expresa que transmitieron al consorcio responsables de OMS de mencionar en este informe final que acciones como ésta son un excelente ejemplo de cooperación entre instituciones europeas y de terceros países. La UE es uno de los pocos organismos que destina fondos en el marco de la cooperación institucional, y en concreto, en el ámbito salud. OMS expresó su deseo de que esta línea de financiación tenga continuidad y como muestra de su interés, se adscribió como entidad asociada en la nueva propuesta que el consorcio ha sometido a consideración en el marco de la última convocatoria del Programa Temático de Migración y Asilo del pasado mes de diciembre de 2011.

Así mismo, se destaca el proceso llevado a cabo en la Región Andina en este ámbito. El estudio de caso realizado fue la base para el establecimiento de un acuerdo con los países. En la XXXII Reunión de la REMSAA, los Ministros y Ministras de Salud del área andina acordaron fortalecer la planificación y gestión de los RHS, la gestión de la migración, la gestión de la carrera pública sanitaria y la implementación del Código de Prácticas, lo que permitirá llevar a cabo acciones de intervención concreta en un futuro.

- 2.5. What has been the outcome on both the final beneficiaries &/or target group (if different) and the situation in the target country or target region which the Action addressed?

En la propuesta se estableció como beneficiarios finales los profesionales de la salud migrantes, los sistemas de salud y la población en general. Así mismo, como grupos diana se señalaron los planificadores y expertos en la formulación de políticas de salud y desarrollo.

El conjunto de la acción ha descansado en la obtención de beneficios sobre los beneficiarios directos de la misma, siendo necesario un mayor plazo de tiempo para conseguir la obtención de impactos medibles en la población general y en el conjunto de profesionales de salud.

- 2.6. Please list all materials (and no. of copies) produced during the Action on whatever format (please enclose a copy of each item, except if you have already done so in the past).
Please state how the items produced are being distributed and to whom.

- 1.- Revisión bibliográfica sobre el fenómeno de las migraciones profesionales de la salud (200 ejemplares).
- 2.- Análisis del discurso social sobre la migración del personal de salud (225 ejemplares).
- 3.- Análisis de opinión en medios de comunicación. España 2009-2010 (200 ejemplares).
- 4.- Planificación de la fuerza laboral de médicos y enfermeras en una selección de países europeos: Francia, Alemania, España, Suecia y Reino Unido. Informe de revisión (200 ejemplares en castellano y 125 en inglés).
- 5.- Análisis de políticas europeas (200 ejemplares).
- 6.- El papel de las agencias de cooperación para el desarrollo ante las migraciones de profesionales de la salud: Consulta Delphi (300 ejemplares).
- 7.- Buenas Prácticas en la regulación del reclutamiento internacional de trabajadores sanitarios y estrategias de fortalecimiento de la fuerza laboral en salud (200 ejemplares).
- 8.- Manual: Planificación de Recursos Humanos de Salud (200 ejemplares).

Los informes han sido distribuidos en los diferentes Encuentros de Migración de Profesionales de la Salud organizados por el Ministerio de Salud Pública de Uruguay con el apoyo de la Acción en 2009, 2010 y 2011. Así mismo, se han distribuido ejemplares a las entidades socia y asociada de la Acción (OPS/OMS y Ministerio de Salud Pública de Uruguay) así como a entidades e instituciones relevantes para la Acción (Secretaría General Iberoamericana –SEGIB- en Madrid, Ministerio de Sanidad, Política Social e Igualdad de España, Consejería de Salud de la Junta de Andalucía, Secretaría de Estado de Cooperación Internacional y para el Desarrollo, Agencia Española de Cooperación Internacional para el Desarrollo, Agencia Andaluza de Cooperación Internacional para el Desarrollo, etc.).

Por otro lado, se han distribuido ejemplares también en todos los eventos y foros a los que se ha acudido y de los que se ha informado en detalle en los respectivos informes técnicos anuales.

En relación con el Manual de Planificación de Recursos Humanos de Salud, se envió un ejemplar a cada alumno participante en el curso piloto desarrollado. A fecha de redacción de este informe, se está pendiente de enviar tanto el Manual como el resto de informes de los que se dispone a todos los Ministerios de Salud y representaciones de OPS en la Región.

La Delegación de la Comisión Europea en Uruguay dispone de un ejemplar de todos los informes editados.

- 2.7. Please list all contracts (works, supplies, services) above 10.000€ awarded for the implementation of the action since the last interim report if any or during the reporting period, giving for each contract the amount, the award procedure followed and the name of the contractor.

El único contrato superior a 10.000 Euros gestionado es el correspondiente a la contratación de la evaluación final, que a fecha de redacción de este informe se está ultimando.

Monto: 23.315 €

Procedimiento de contratación: procedimiento negociado (invitación a 3 consultores).

Experta contratada: Dra. Christine Thayer

- 2.8. Describe if the Action will continue after the support from the European Union has ended. Are there any follow up activities envisaged? What will ensure the sustainability of the Action?

El pasado mes de diciembre de 2011 el consorcio, al que se ha unido como entidad asociada la OMS, envió su propuesta en el marco de la nueva convocatoria publicada. En el momento de redacción de este informe, se está elaborando la propuesta completa de la fase 2 y, en caso de ser aprobado el proyecto, se iniciarían las nuevas actividades a finales de 2012 o comienzos de 2013.

Con el fin de que durante el presente año 2012 no se paralice el proceso iniciado, y teniendo en cuenta que el pasado año fue aprobada la creación de la RIMPS y tuvo lugar la I Reunión de enlaces ministeriales, la entidad coordinadora ha solicitado financiación a la Agencia Española de Cooperación Internacional para el Desarrollo – AECID para poder organizar a lo largo de 2012 el V Encuentro de Migración de Profesionales de la Salud y II Reunión de la Red Iberoamericana de Migraciones Profesionales. Recientemente, se ha recibido la aprobación de dicha financiación, y se está a la espera de ultimar los detalles para fijar la fecha del mencionado encuentro.

Al margen de esta iniciativa, la Acción MPDC ha permitido una mayor toma de conciencia sobre este tema en la Región y el Ministerio de Salud Pública de Uruguay, como responsable de la RIMPS ha expresado su interés y compromiso de continuar gestionando actividades en este ámbito buscando para ello la financiación necesaria.

En el marco de la colaboración entre la EASP y la OPS/OMS se mantiene el compromiso de actualización del curso de planificación de RHS en base a la experiencia piloto desarrollada, curso que será incorporado en el programa docente virtual de las entidades asociadas.

La secretaría técnica de la Red RIMPS se ha comprometido a continuar con el esfuerzo de diálogo cara a la generación de acciones colaborativas que permitan una gestión adecuada de los flujos migratorios.

Recursos Humanos de OMS Ginebra, invitada a participar junto a OPS/OMS en la fase final de la acción, ha mostrado su satisfacción por los productos obtenidos y se ha incorporado a la propuesta de trabajo colaborativo para los próximos años.

- 2.9 Explain how the Action has mainstreamed cross-cutting issues such as promotion of human rights², gender equality³, democracy, good governance, children's rights and indigenous peoples, environmental sustainability⁴ and combating HIV/AIDS (if there is a strong prevalence in the target country/region).⁵

La naturaleza de la acción desarrollada, basada en el diálogo político y en la colaboración internacional, los principios éticos sobre los que descansa el programa temático de cooperación y asilo en el que la acción se inserta, asumidos planamente por las entidades y grupos que hemos trabajado durante estos años, la progresiva feminización de la fuerza laboral de salud, hacen que los aspectos de defensa de los derechos humanos (libertad de movimiento e igualdad de trato y derechos, democracia y buen gobierno –búsqueda de la obtención de beneficios mutuos derivados de l proceso migratorio en base al diálogo internacional- y de igualdad de género hayan permeado el conjunto de iniciativas desarrolladas.

- 2.10. How and by whom have the activities been monitored/evaluated? Please summarise the results of the feedback received, including from the beneficiaries.

En mayo de 2010 se llevó a cabo una misión de monitoreo. Como se desprende del informe de evaluación (ver anexo 1), la Acción fue valorada positivamente en todos sus componentes. Extractamos a continuación algunos elementos de dicha evaluación:

Pertinencia y calidad del diseño

El Proyecto es pertinente, en la medida que corresponde a las prioridades de los ministros de salud de los países Iberoamericanos. Además, responde a la Declaración de Colonia y complementa los trabajos del Grupo de Trabajo Técnico de los Ministros y Ministras de los Países Iberoamericanos (liderado por Uruguay). El ML fue adecuadamente formulado en lo que respecta a objetivos, resultados y actividades; sus 3 resultados se reflejan en las políticas de los países iberoamericanos relacionados a las migraciones en el sector Salud.

Eficiencia de ejecución hasta la fecha

El proyecto se encuentra a mitad de su plazo de implementación, tiene un atraso de 3-6 meses en la ejecución del componente 1 (estudios de casos en diferentes países) a raíz de la dificultad de encontrar instituciones /consultores adecuados para realizar los estudios. En este componente se ha realizado una revisión de la literatura e información relacionada al tema, se ha establecido una biblioteca virtual (base de datos), se ha realizado todo el trabajo preparatorio para la realización de los estudios de caso (elaboración de un protocolo y guía metodológica, diseño de cuestionarios etc.) y se han contratado e iniciado 9 estudios. El componente 2 (propuesta de gestión de la movilidad de los recursos humanos del sector de la salud en beneficio de los países expulsores y receptores) ha sido ligeramente afectado por los atrasos del componente 1, aun cuando la Entidad Ejecutora del Proyecto ha readecuado el cronograma, y ha iniciado la realización de los trabajos preparatorios. El componente 3 (sistematización de la experiencia) podrá iniciarse durante los últimos meses de implementación del Proyecto. Además, los trabajos administrativos (diseño del manual de operaciones, diseño de las estrategia de visibilidad, organización de un base de datos/contenedor de contenidos, sistema

² Including those of people with disabilities. For more information, see “Guidance note on disability and development” at http://ec.europa.eu/development/body/publications/docs/Disability_en.pdf

³ http://www.iiav.nl/epublications/2004/toolkit_on_mainstreaming_gender_equality.pdf

⁴ Guidelines for environmental integration are available at: <http://www.environment-integration.eu/>

⁵ To refer to EC Guidelines on gender equality, disabilities...

de monitoreo interno) ya han sido completados. El proyecto ha permitido la organización de la segunda reunión regional sobre migración de los recursos del sector de salud (Montevideo 2009). La administración y el seguimiento interno del proyecto es bueno: existe un sistema interno de monitoreo del progreso en la implementación.
Eficacia hasta la fecha El programa tiene buena probabilidad en el cumplimiento de su objetivo, es decir, proporcionar las bases para la formulación de unos consensos entre los ministros y ministras de salud de varios de los países de la región iberoamericana, basado sobre datos fiables, buenas prácticas y dialogo. Paralelamente a los logros del proyecto se realizan consultas y encuentros que contribuirán al logro del proyecto. Los estudios bajo la realización del proyecto, así como la biblioteca virtual contribuirán a aumentar el conocimiento relativo del fenómeno de las migraciones a nivel de los diferentes países de la región. Asimismo, el proceso de elaboración de este consenso así como los materiales elaborados por la Escuela Andaluza de Salud Publica aumentarán las capacidades de las personas involucrados en la planificación de los recursos humanos.
Impactos esperados Resulta prematuro cuantificar el impacto del proyecto, pero es muy probable que este sea significativo, en la medida que permitirá una mejor gestión de los flujos de emigración del personal de salud (doctores/as, enfermeros/as) al beneficio reciproco de los países expulsores como receptores. Permitirá también conocer mejor los obstáculos y dificultades enfrentados por el personal médico y enfermero en el exterior, especialmente con el reconocimiento de sus títulos de estudio, y contribuirá así a proteger mejor los derechos de los migrantes. Además se identificarán experiencias interesantes de compensaciones (no monetarias) negociadas entre los diferentes países afín de lograr migraciones con beneficio reciproco.
Sostenibilidad potencial La sostenibilidad de los logros del proyecto será buena, gracias al interés de los Ministros y Ministras de Salud de los países iberoamericanos, así como el soporte de OPS y de OIM al proceso. Sin embargo los recursos del GT de Ministros y Ministras de Salud de los Países Iberoamericanos son limitados, así que la continuación de las actividades tendrá que ser más reducida que durante la fase de implementación del Proyecto. Los resultados de este proyecto contribuirán directamente a la formulación de las políticas para la migración del sector médico/enfermero y mejorar las capacidades de los planificadores de salud. La aplicación a nivel de país dependerá sin embargo, de las políticas de cada país. La biblioteca virtual así como la guía metodológica para la planificación de los recursos humanos del sector salud en la región, estará disponible para cualquier persona interesada a través del sitio web de la Escuela Andaluz de Salud como en el sitio web de la OPS. Se espera que una gran parte de las Unidades de Planificación de los Ministerios de Salud de los países Iberoamericanos utilicen esta guía metodológica.
Observaciones y recomendaciones Aprovechar este proyecto para dar visibilidad a la Unión Europea en los eventos regionales del “GT Migraciones” y eventualmente también en la Asamblea Mundial de Salud.

Por otro lado, las entidades socia y asociada (OPS y Ministerio de Salud Pública de Uruguay) han expresado en todo momento su satisfacción por el desarrollo y resultados de la Acción. La OPS valora muy positivamente las sinergias que se han dado con su Programa de Recursos Humanos para la Salud habiendo contribuido la Acción a su trabajo de colaboración con los países en la gestión responsable de las migraciones profesionales de la salud. Por su parte el Ministerio de Salud Pública de Uruguay, firmemente comprometida con su papel gestor en la RIMPS, valora muy positivamente los avances alcanzados en este ámbito y ha reiterado en diversas ocasiones su intención de seguir trabajando en este ámbito y lograr aún más implicación y colaboración por parte de todos los Ministerios de Salud de la Región.

Así mismo, el 30 de junio de 2011 la Dirección General de Desarrollo y Cooperación de la Comisión Europea organizó en Bruselas una mesa redonda sobre la evaluación de proyectos financiados en el marco del Programa AENEAS y Programa Temático de Migración y Asilo.

En esta mesa redonda se presentaron los resultados preliminares y se debatieron con todos los implicados (evaluadores, miembros de la CE y representantes de los proyectos financiados) diferentes aspectos sobre los programas mencionados. El informe final de evaluación está disponible en el anexo 11. Extractamos a continuación algunos comentarios específicos sobre la Acción MPDC incluidos en el informe:

This is clearly the case of MIGR/2008/152-804 (Migration of Health Professionals between Latin America and Europe: analysis and generation of opportunities for shared development). Although we cannot really say that this action is directly determining changes in labour migration policies in the targeted countries, it is nevertheless reinforcing dialogue on relevant issues at a high level (Working Group of the Ministries of Health of the targeted countries) and helping with an interiorisation process, and by further sensitizing and accelerating a process for translating knowledge and best practices into policy. The project can be defined as a start-up exercise to systematize best practices but it is basically part of a process that has just started. However, even here, practical applications of theoretical advancements can be detected, for example the influence being played on the forthcoming bilateral agreement between Uruguay and Portugal for the provision of doctors on temporary basis (with Portugal providing additional training and the doctors committing themselves to return to Uruguay at the end of the contract).

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

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

Finalmente, se extractan a continuación algunos comentarios específicos de la evaluación final externa, cuyo informe final completo se adjunta a este expediente.

Resultados de la evaluación

Relevancia: Los últimos diez años han dado lugar, en los países de América Latina, a una toma de conciencia con respecto a la migración de los profesionales de la salud como tema político. En 2006, los Ministros de la Salud de Iberoamérica se reunieron en Uruguay, para reflexionar sobre el tratamiento de la migración internacional de recursos humanos de la salud. En el curso de esta reunión, los Ministros y Ministras de la Salud de los países de Iberoamérica crearon el Grupo de Trabajo sobre Migraciones de Profesionales de la Salud; Uruguay fue designado como país coordinador de este grupo de trabajo. Además, en 2006, este tema apareció como foco fuerte en el informe de la OMS sobre la Salud en el Mundo y en el Programa de Acción de la UE, también lanzado en 2006.

Eficiencia: La consultora tiene la impresión de que el proyecto resultaba – en cierta medida - más complicado de gestionar de lo que estaba inicialmente previsto, a raíz de la complejidad de la coordinación y consolidación del trabajo de los diferentes expertos y grupos de investigación. Aun así, la coordinación de los estudios, en particular, y del proyecto en su dimensión de cooperación internacional, en general, fue implementada con mucha eficiencia. La gestión del presupuesto parece eficiente y los gastos generados corresponden en total a las sumas planificadas. Al final del proyecto, la tasa de ejecución ha sido del 90,1%. Al final del periodo de implementación, la acción presentaba un retraso de 6 meses en comparación con el plan original. No obstante, podemos notar que las realizaciones del proyecto son muy numerosas y la calidad de los productos, por un presupuesto muy razonable, es impresionante; la administración y el seguimiento interno del proyecto han sido igualmente buenos.

Eficacia: Las realizaciones del proyecto son muy numerosas y los informes sobre las reuniones internacionales de alto nivel, incluyendo los encuentros, muestran su contribución importante al debate y a la toma de decisiones en un foro regional/internacional. La calidad de los productos, por un presupuesto muy razonable, es impresionante. La eficacia del equipo fue comentada en los encuentros por los representantes de los Ministerios regionales y las Organizaciones Internacionales.

Impacto: El proyecto ha puesto a disposición una cantidad muy importante de información sobre la migración de profesionales de la salud en los países de Iberoamérica, la cual antes no existía o era de muy difícil acceso. Además, la Acción ha llamado la atención en cuanto a las buenas prácticas en la gestión de recursos humanos y sobre todo en el reclutamiento ético, con su informe y su guía metodológica sobre este tema y la organización de un curso piloto al final de 2011. Toda esta información está disponible en la Web de la Acción. La aplicación es de uso amigable: permite consultar por país y la información es fácilmente accesible.

Sostenibilidad: La sostenibilidad de los logros del proyecto será buena, gracias al interés de los Ministros y Ministras de Salud de los países iberoamericanos, así como al apoyo de la OPS/OMS y de la OIM al proceso. La OMS expresó su deseo de que esta línea de financiación tenga continuidad y como muestra de su interés, se inscribió como entidad asociada en la nueva propuesta que el consorcio está sometiendo a consideración en el marco de una nueva convocatoria del Programa Temático de Migración y Asilo. Entre tanto, la entidad coordinadora ha solicitado financiación a la Agencia Española de Cooperación Internacional para el Desarrollo para poder organizar, a lo largo de 2012, el V Encuentro de Migración de Profesionales de la Salud y la II Reunión de la Red Iberoamericana de Migraciones Profesionales.

Visibilidad: La publicación de los distintos informes, incluyendo la guía metodológica para la planificación de los recursos humanos del sector salud en la región, pero también la producción y circulación de las “lecciones aprendidas” han contribuido mucho a la visibilidad de la Acción. Toda esta información está disponible en la Web de la Acción. Entre 200 y 300 ejemplares de cada documento fueron distribuidos en el marco de los diferentes encuentros y además a las entidades asociadas a la Acción (OPS/OMS y Ministerio de Salud Pública de Uruguay) así como a entidades e instituciones relevantes para la Acción.

Coherencia: La coherencia del proyecto es evidente como más arriba lo demuestra el párrafo sobre su “relevancia”.

Valor agregado comunitario:

El valor agregado del proyecto parece muy claro. Los representantes ministeriales asistentes a los encuentros valoraron esta iniciativa como una magnífica experiencia de cooperación internacional con resultados visibles y efectivos. No sólo la Acción suscitó el interés de los Ministros y Ministras de la Salud de los países iberoamericanos sino también el apoyo al proceso de la OPS y de la OIM.

Aspectos transversales: El género no fue tratado en profundidad en el proyecto, pero sin embargo fue identificado como un punto importante para el futuro. Los derechos humanos fueron en cada momento preocupación de los investigadores.

Conclusiones

Fue éste un proyecto con recursos bastante limitados pero con resultados muy prácticos y de gran alcance. Los representantes ministeriales asistentes a los encuentros valoraron esta iniciativa como una magnífica experiencia de cooperación internacional con resultados visibles y efectivos.

El diagnóstico de la situación y la disponibilidad en la Web de los distintos informes sobre el fenómeno de la migración de los profesionales de la salud en América Latina y en Europa, incluyendo los estudios de caso y aquéllos sobre las buenas prácticas en gestión de los recursos humanos, facilitan en gran medida el acceso a unos datos que, anteriormente, no existían o eran muy difíciles de encontrar.

El proyecto ha llamado la atención sobre la inexistencia de fuentes sistemáticas de información y sobre la necesidad de integrar sistemas de información de los países de origen y de destino como única manera efectiva de conseguir información actualizada en tiempo real.

El apoyo del equipo al Grupo de Trabajo y a la preparación de los encuentros ha permitido un nivel de progreso y de eficacia excepcional. Además, las actividades del proyecto han contribuido al debate en el seno de la Unión Europea, lo cual ha permitido adoptar una posición conjunta de apoyo a la aprobación del Código de buenas prácticas de la OMS.

Recomendaciones

Para mantener el ritmo del progreso, será importante dar continuidad a esta Acción, orientada a la concreción de las recomendaciones derivadas de los estudios e informes realizados, lo cual permitirá avanzar en la agenda de migraciones en la región.

La búsqueda de beneficios compartidos derivados del proceso migratorio será importante, a la luz de la crisis económica, para los países de ambos lados del Atlántico.

Es importante promover el diálogo político y las estrategias necesarias para avanzar en la constitución de unos sistemas de información y unos registros de profesionales de titularidad pública en el espacio iberoamericano.

Es importante focalizarse en la promoción de la migración circular y en la integración de profesionales migrantes retornados para contribuir a mejorar los sistemas de salud en los países afectados.

Los desequilibrios que la migración de profesionales de la salud conlleva, así como las estrategias de retención o fidelización de los profesionales, deben ser abordados desde los procesos del diálogo.

Se recomienda la adaptación y replicación del primer curso virtual de planificación de recursos humanos para su extensión en la región, en los próximos años.

La progresiva feminización de la fuerza laboral de salud debería ser tomada en cuenta de manera específica, particularmente con relación a su impacto en la migración.

Será útil examinar en qué medida existe la posibilidad de implicar en esta colaboración, desde una perspectiva técnica, a personas expertas de la Comisión Europea. Será importante también, para la prolongación de este trabajo, buscar colaboración y eventualmente financiación por parte de otras organizaciones latinoamericanas.

2.11. What has your organisation/partner learned from the Action and how has this learning been utilised and disseminated?

Destacamos los siguientes elementos clave:

- Los resultados de la Acción han permitido a todos obtener mayor conocimiento de la situación de las migraciones profesionales, poniendo de manifiesto que no se trata de modificar los flujos migratorios, sino de trabajar en su regulación y en hacer máximos los potenciales beneficios derivados de los mismos.
- Se ha constatado que el fenómeno de la migración requiere de la cooperación y de la coordinación multisectorial (migración, salud, trabajo...), tanto en los países emisores como en los receptores, para garantizar derechos en el proceso migratorio e igualdad de trato en los países receptores.
- La acción y el marco de políticas europeas en la que se inserta, ha contribuido a la consolidación de la posición común europea que en el proceso de debate para la aprobación del código de prácticas mundial de la OMS sobre contratación internacional de personal de salud fue mantenida, entre otros, por los representantes ministeriales españoles, miembros del grupo de trabajo de migraciones y de esta acción, favoreciendo la aprobación del código en el tiempo de desarrollo de la acción.
- Ha quedado patente que es necesario promover el dialogo político y las estrategias necesarias para avanzar en la constitución de registros de profesionales que permitan hacer el seguimiento del fenómeno de las migraciones y una mejor gestión de los RRHH en salud. Para ello se debe contar con los Sistemas de Información que ya existen en los países, teniendo en cuenta las especificidades de cada uno de ellos, asumiendo que generalmente estos registros se encuentran bajo el control de sectores profesionales o de la educación y son incompletos o no son comprehensivos. Aunque algunos ya son compartidos con los poderes públicos, se insta a los Ministerios de Salud a que se avance en la construcción de Registros Profesionales con criterios comunes estandarizados que permitan el mejor conocimiento, planificación y gestión de la fuerza de trabajo de salud así como sus movimientos internos e internacionales.
- Se valora positivamente la iniciativa de mejora de los procesos de planificación sanitaria llevada adelante por la Acción europea, la calidad del manual de planificación presentado, y se recomienda la adaptación y replicación del primer curso virtual de planificación de recursos humanos para su replicación en la región en los próximos años, al detectarse el déficit de planificación como uno de los puntos críticos a mejorar en los próximos años.
- Destacan las dificultades de integración de políticas sectoriales salud-cooperación en los países financiadores, que deben ser abordadas desde procesos de diálogo centrados en la necesidad de dar respuesta a los desequilibrios que la migración de profesionales de salud conlleva, pretendiendo dar respuesta a déficits de

planificación y de disponibilidad de la adecuada fuerza de trabajo de salud en los países demandantes de esta mano de obra.

- Se ha consolidado un espacio de diálogo político y técnico en la línea de lo planteado por el código mundial de la OMS de reforzar el diálogo internacional, en este caso en un espacio geográfico tan amplio como el Iberoamericano.
- En línea con las políticas de migración y acciones puestas ya en marcha por otros organismos, como la Comisión Europea, en el marco del desarrollo de la Acción se resalta que promover la migración circular y la integración de profesionales migrantes retornados contribuye a mejorar los sistemas de salud en los países.
- Como ya apuntado en algunos de los puntos previos, ha quedado patente que el fenómeno de las migraciones profesionales continúa siendo uno de los complejos factores que inciden en la problemática de la escasez de los recursos humanos en salud de los países. Trabajar en el tema de las migraciones supone, por lo tanto, aportar soluciones, ideas y propuestas para abordar el trabajo de otros sectores relacionados. Sigue siendo de la mayor importancia continuar trabajando en la creación de sistemas de información y registro, en la mejora de los procesos e implementación de estrategias de planificación de RRHH, y en la mejora de las condiciones profesionales y laborales de las personas que trabajan en el sector salud en los países de origen, todo ello en pro de la construcción de sistemas de salud eficaces, eficientes y equitativos.

Tal y como ha quedado reflejado en las lecciones aprendidas, destacamos, además, los siguientes elementos específicos:

- El trabajo coordinado entre tres instituciones de características tan dispares como las integradas en la acción, un ministerio sectorial americano (Ministerio de Salud Pública de Uruguay), un organismo especializado de asistencia técnica del sistema de Naciones Unidas (OPS/OMS) y una institución especializada en la gestión del conocimiento en salud pública del ámbito europeo (Escuela Andaluza de Salud Pública), supone todo un reto que sólo ha podido ser solventado por la integración en la acción de objetivos coincidentes y/o complementarios de las tres instituciones, representando la acción una oportunidad para el trabajo colaborativo, de carácter sinérgico, evitando la duplicidad de esfuerzos creando importantes economías de escala.
- Crear sinergias entre los objetivos de la acción y los propios de las instituciones implicadas, potenciando líneas ya existentes evitando duplicidades y pérdidas de esfuerzo, beneficiándose del trabajo colaborativo y del reparto de tareas, hace viable el desarrollo de una acción de tal magnitud, impracticable para una sola institución. Esta colaboración e integración de actividades en estrategias comunes enriquece el proceso, aportando experiencias y enfoques complementarios, distintas perspectivas de análisis y genera una mejor y mayor comprensión de las necesidades (diferentes y comunes) que deben ser enfrentadas por los países en sus distintos papeles como emisores, receptores, o sometidos a ambas realidades.

Por todo lo anteriormente expuesto, y en base a la experiencia adquirida y al interés de todos los miembros del consorcio de seguir trabajando en esta temática, se decidió el pasado año 2011 volver a presentar una propuesta en el marco del Programa Temático de Cooperación con Países Terceros en los ámbitos de Migración y Asilo, propuesta a la que se ha unido como entidad asociada la OMS.

Igualmente, los elementos anteriormente enunciados han permitido conocer las áreas concretas en las que continuar trabajando en el futuro en este ámbito, y que son las siguientes:

- Dialogo político, como base para alcanzar acuerdos a nivel global.
- Estrategias de retención o fidelización de los profesionales.
- Acuerdos bi-multilaterales de migración de personal de la salud.
- Sistemas de información / registro de profesionales.
- Fortalecimiento de la RIMPS, que refuerza y da visibilidad a la voluntad política existente en la Región de seguir trabajando en esta temática. La RIMPS permite el diseño de estrategias de intervención basadas en el diálogo multilateral, imprescindible para el abordaje de la problemática derivada del fenómeno de las migraciones profesionales de la salud, y hace posible tanto el intercambio de información entre los países interesados, como el desarrollo de trabajos colaborativos e iniciativas colectivas en los foros regionales e internacionales. Además, posibilita la obtención de recursos económicos tanto por sus propias características (red en el marco de la Secretaría General Iberoamericana) como por la congruencia de sus objetivos con las estrategias y objetivos de la Cooperación Internacional para el Desarrollo.
- Aplicación del Código de Prácticas Mundial de la OMS sobre contratación internacional de personal de salud.
- Integración de políticas sectoriales salud-cooperación en los países financiadores.

Como ya indicado con anterioridad, se ha elaborado un informe de lecciones aprendidas que se está disponible en la página Web de la Acción, y que ha sido difundido entre instituciones y organismos de interés (Secretaría General Iberoamericana –SEGIB, Comisión Europea –DEVCO Bruselas, Delegación de la CE en Uruguay, OPS/OMS Washington y representaciones en la Región de las Américas, OMS, Ministerio de Sanidad, Política Social e Igualdad de España, Consejería de Salud de la Junta de Andalucía, Secretaría de Estado de Cooperación Internacional y para el Desarrollo, Agencia Española de Cooperación Internacional para el Desarrollo, otras agencias europeas de cooperación –Alemania, Bélgica, Finlandia, Francia, Holanda, Italia, Noruega, Portugal, Reino Unido y Suecia- Agencia Andaluza de Cooperación Internacional para el Desarrollo y responsables de proyectos similares financiados por la Comisión Europea.

3. Partners and other Co-operation

- 3.1. How do you assess the relationship between the formal partners of this Action (i.e. those partners which have signed a partnership statement)? Please provide specific information for each partner organisation.

El socio principal de la Acción ha sido una organización internacional (OPS/OMS) y su nivel de implicación en la misma ha sido muy elevado. Como parte de la Acción se constituyeron en 2009 un Comité de Dirección, una Secretaría Técnica y un Grupo de Trabajo Estable, que han estado plenamente operativos y que han contribuido a desarrollar las actividades según la planificación realizada. Gracias a las oficinas de representación de OPS/OMS en la Región, la coordinación y colaboración con los países socios se ha desarrollado con fluidez.

El trabajo coordinado entre ambas instituciones, así como con la entidad asociada (Ministerio de Salud Pública de Uruguay), tan dispares entre sí, ha supuesto todo un reto que sólo ha podido ser solventado por la integración en la acción de objetivos coincidentes y/o complementarios de las instituciones, representando la acción una oportunidad para el trabajo colaborativo, de carácter sinérgico, evitando la duplicidad de esfuerzos y creando importantes economías de escala.

Para ello ha sido clave en primer lugar la disposición a colaborar de las instituciones y personas directamente implicadas, disposición arropada por el desarrollo y aceptación

colectiva de una marco transparente de relación y de un proceso sistemático de toma de decisiones basado en la negociación y el acuerdo, reflejado en el modelo organizativo y manual de funcionamiento elaborado, proceso a su vez facilitado por la existencia de un marco normativo de referencia explícito aportado por la institución financiadora.

Por otro lado, la disponibilidad de las tecnologías actuales de comunicación y la decisión de mantener reuniones anuales del Comité de Dirección (aprovechando actividades adicionales de la acción) para evaluar el proceso, preparar la rendición de cuentas ante la entidad financiadora y proceder a la planificación detallada del periodo siguiente, han permitido una gestión eficaz del proceso.

Consideramos de especial importancia haber generado entre los actores implicados la asunción de la responsabilidad de gestión como responsabilidad colectiva, independientemente de la que, ante la entidad financiadora, la EASP haya asumido la coordinación de la acción. El tener que responder a una entidad financiadora acerca de la puesta en marcha de procesos y resultados ha servido de elemento adicional para dinamizar el desarrollo del trabajo desde las organizaciones responsables de la acción, más allá de sus propios compromisos institucionales.

Así mismo, el hecho de que las tres entidades responsables de la acción consideraran el tema de trabajo prioritario en sus agendas particulares no ha sido sólo un elemento facilitador del desarrollo del trabajo, sino una garantía para darle continuidad y peso al trabajo realizado por parte de cada una de ellas, tanto previamente a la acción, como durante y a posteriori.

Crear sinergias entre los objetivos de la acción y los propios de las instituciones implicadas, potenciando líneas ya existentes evitando duplicidades y perdidas de esfuerzo, beneficiándose del trabajo colaborativo y del reparto de tareas, ha hecho viable el desarrollo de una acción de tal magnitud, impracticable para una sola institución. Esta colaboración e integración de actividades en estrategias comunes ha enriquecido el proceso, aportando experiencias y enfoques complementarios, distintas perspectivas de análisis y ha generado una mejor y mayor comprensión de las necesidades (diferentes y comunes) que deben ser enfrentadas por los países en sus distintos papeles como emisores, receptores, o sometidos a ambas realidades.

3.2. Is the partnership to continue? If so, how? If not, why?

Como indicado anteriormente, el mismo consorcio, ampliado con la inclusión de la OMS, ha presentado una nueva propuesta en el marco del Programa Temático de Cooperación con Países Terceros en los ámbitos de migración y asilo. En el momento de redacción de este informe se está elaborando la propuesta completa de la fase 2 a someter a valoración ante la CE.

Por otro lado, se destaca que la entidad coordinadora, EASP, y tanto la OMS como OPS/OMS vienen colaborando en este y otros ámbitos desde la creación de la EASP en el año 1985. La EASP y la OPS/OMS mantienen un convenio de colaboración desde 1992, por el que se concretan programas anuales y bianuales de colaboración en los siguientes ámbitos: desarrollo del Campus Virtual de Salud Pública en las Américas; educación en salud pública, salud familiar y comunitaria y atención primaria de salud; desarrollo de recursos humanos en salud, estrategias en determinantes sociales y promoción de salud; redes integradas de servicios de salud y hospitales basados en atención primaria de salud; y salud mental.

Igualmente, con la OMS se viene colaborando desde hace muchos años, habiendo sido la EASP Centro Colaborador de este organismo, redesignación que en estos momentos se está gestionando de nuevo. La colaboración con OMS se mantiene fundamentalmente en los ámbitos de sistemas y políticas de salud, desarrollo de recursos humanos, ayuda humanitaria y atención sanitaria a migrantes.

En lo que respecta al Ministerio de Salud Pública de Uruguay, la EASP mantiene una colaboración estrecha con este organismo desde hace varios años. Fruto de esa colaboración, se decidió en 2006 abrir una sede de la EASP en Montevideo. La EASP y el Ministerio de Salud Pública llevan varios años colaborando en actividades en las áreas de desarrollo de recursos humanos, migración de profesionales de la salud, refuerzo del Observatorio de Políticas de Salud de Mercosur. Además, en estos momentos se está analizando la posibilidad de realizar un estudio de viabilidad de un programa de formación en salud pública orientado a la generación de una masa crítica de salubristas.

La EASP ha sido designada por el Ministro de Salud Pública de Uruguay, responsable máximo de la RIMPS, como miembro del Comité Asesor Técnico de la Secretaría Técnica de la red que ostenta el Ministerio, tareas en las que seguiremos comprometidos.

3.3. How would you assess the relationship between your organisation and State authorities in the Action countries? How has this relationship affected the Action?

La entidad asociada, como mencionado anteriormente, ha sido el Ministerio de Salud Pública de Uruguay y su nivel de implicación en la Acción ha sido igualmente muy elevado. Gracias a la Acción, el papel del Grupo de Trabajo sobre Migración de Profesionales de la Salud, liderado por dicho Ministerio, se ha visto reforzado y culminó en 2011 con la creación de la RIMPS. Las convocatorias anuales de los Encuentros Iberoamericanos de Migración de Profesionales de la Salud han sido gestionadas por el Ministerio, quién ha desempeñado un papel primordial a la hora de establecer los contactos con el resto de Ministerios de la Región y dinamizar las actividades de colaboración entre todos. El Ministerio de Salud Pública asume el rol de propulsor de la RIMPS proponiéndose continuar organizando reuniones de coordinación para seguir trabajando en este ámbito.

Por otro lado, el Ministerio de Salud Pública de Uruguay, como coordinador del Grupo de Trabajo de Migraciones Profesionales de la Región (posteriormente RIMPS), y asumiendo su compromiso adquirido en la Declaración de Colonia de 2006, ha presentando en estos años informes periódicos ante las Conferencias Iberoamericanas de Ministros y Ministras de Salud sobre los avances en este ámbito, lo que ha permitido colocar este fenómeno en la agenda política, reforzando el diálogo político en la Región.

3.4. Where applicable, describe your relationship with any other organisations involved in implementing the Action:

- Associate(s) (if any)

Ver punto 3.3.

- Sub-contractor(s) (if any)

La relación con las entidades y expertos subcontratados para el desarrollo de los diversos casos de estudio y otros trabajos previstos ha sido excelente, habiéndose desarrollado los procedimientos de contratación con absoluta normalidad. Lamentablemente, dos casos de enfermedad han ocasionado la anulación de un estudio de caso (Guatemala) así como el retraso en la realización del estudio de caso de España, que finalmente pudo llevarse a cabo.

En un único caso se ha tenido que rescindir el contrato (estudio de caso de Honduras) ante la imposibilidad de obtener el informe solicitado según establecían los términos de referencia.

- Final Beneficiaries and Target groups

En la propuesta se estableció como beneficiarios finales los profesionales de la salud migrantes, los sistemas de salud y la población en general. Así mismo, como grupos diana se señalaron los planificadores y expertos en la formulación de políticas de salud y desarrollo.

En el marco de la realización de los estudios de caso que se han llevado a cabo, se han mantenido entrevistas con profesionales de la salud migrantes que han dado su visión del fenómeno de las migraciones y que han respondido a un cuestionario sobre factores motivacionales.

Así mismo, en el marco del estudio Delphi desarrollado, se contactó con un grupo de profesionales con amplia experiencia y conocimientos en el campo de la salud y la cooperación internacional, especialmente vinculados a territorios de Europa y América Latina y con interés y motivación por el tema de las migraciones profesionales. Se trata de personas reconocidas por sus aportaciones en este campo.

Por otro lado, en el marco de la elaboración del Manual de Planificación de Recursos Humanos y desarrollo del Curso Piloto, se contactó con expertos en planificación de salud con amplia experiencia de trabajo en este campo y de reconocimiento internacional.

La relación con todas estas personas ha sido excelente, habiendo podido contar con sus conocimientos y aportaciones en beneficio del desarrollo y obtención de los resultados de la Acción.

La Acción ha permitido ampliar el conocimiento sobre el fenómeno de las migraciones y obtener aportes concretos que redundarán en la mejora de los sistemas de salud y, por ende, en una mejor atención sanitaria a la población general.

- Other third parties involved (including other donors, other government agencies or local government units, NGOs, etc)

Se ha mantenido contacto con instituciones de la Universidad en el marco de la realización de los estudios de caso y profesionales de las Facultades de Medicina y de Enfermería de Uruguay han participado como ponentes en los diversos encuentros iberoamericanos de migración de profesionales de la salud que han tenido lugar en Montevideo.

3.5. Where applicable, outline any links and synergies you have developed with other actions.

Se han mantenido contactos con los responsables del proyecto “Mobility of Health Professionals”, financiado por el 7º Programa Marco de Investigación y Desarrollo de la UE, así como con el Observatorio Europeo de Políticas y Sistemas de Salud, uno de los socios del proyecto PROMeTHEUS – Health PROfessional Mobility in THE European Union Study. En abril de 2010, una profesional involucrada en el desarrollo de la Acción participó en el seminario “Roundtable on mobility of health professionals”, organizado por los responsables del proyecto financiado por la CE “Mobility of Health Professionals”, donde se mantuvo un intercambio de información de interés para ambos proyectos. Se ha intentado participar en otros foros y eventos organizados por ambos proyectos, pero por la propia dinámica del desarrollo de cada uno de ellos finalmente no ha sido posible. Se considera importante reforzar estos vínculos, por lo que, una vez finalizados los proyectos y con los resultados publicados, se valorará para un futuro mejores estrategias de colaboración.

- 3.6. If your organisation has received previous EU grants in view of strengthening the same target group, in how far has this Action been able to build upon/complement the previous one(s)? (List all previous relevant EU grants).

- 3.7. How do you evaluate co-operation with the services of the Contracting Authority?

La colaboración ha sido excelente. Se destaca la decisión de la UE de trasladar la oficina de referencia para el seguimiento de la Acción al país receptor (Uruguay), lo que ha facilitado la comunicación con el núcleo central de la acción (Grupo de Trabajo de Migraciones del espacio Iberoamericano / RIMPS, gestionado por el Ministerio de Salud Pública de Uruguay). Esto ha generado una mayor cercanía con las personas vinculadas de la Delegación de la UE en Uruguay, que en todo momento han mostrado su disposición para llevar adelante una colaboración efectiva, ágil y basada en la confianza. La celeridad y claridad en el proceso de respuesta a las diferentes consultas ha sido clave para la gestión de las contingencias. Adicionalmente, como muestra de su compromiso con la acción, destacamos la participación sistemática de la representación europea en los encuentros regionales anuales celebrados en Montevideo, Uruguay, lo que consideramos aporta mayor credibilidad ante las instituciones y personas convocadas de las acciones promovidas por la iniciativa, en un contexto de especial complejidad como el que supone la pertenencia a organismos ministeriales del público objetivo de la iniciativa.

La acción se podría haber beneficiado de la colaboración de expertos sectoriales y temáticos de los propios servicios de la Comisión Europea, que no han podido participar en las actividades solicitadas por falta de tiempo y recursos para poder aportar esa colaboración. Consideramos que debería valorarse la posibilidad de ofrecer ese tipo de colaboración como elemento de enriquecimiento de los análisis realizados y de las propuestas de intervención sugeridas, que así estarían mejor enmarcadas en los distintos instrumentos y estrategias europeas existentes. Es difícil llegar a tener el conocimiento específico que estos expertos y expertas poseen sobre el abigarrado complejo administrativo y de líneas de acción europeas vinculadas al proceso migratorio y de cooperación (y específicamente en el ámbito de salud). Se debería promocionar esa colaboración de personas expertas de la Comisión Europea, desde esa perspectiva técnica, desvinculada de su papel tradicional “financiador” y “evaluador” en las acciones de este tipo.

4. Visibility

How is the visibility of the EU contribution being ensured in the Action?

Ver punto 2.2, actividad 7. Como se ha venido comentando, la página Web creada en el marco de la Acción (www.mpdcs.es) es de libre acceso y puede ser consultada a su conveniencia. Así mismo, en el link referido a los diversos encuentros sobre migración de profesionales de la salud que han tenido lugar, está a su disposición una selección de fotos sobre los mismos.

The European Commission may wish to publicise the results of Actions. Do you have any objection to this report being published on the EuropeAid website? If so, please state your objections here.

Name of the contact person for the Action: Dr. Juan Ignacio Martínez Millán

Signature:

Location: Escuela Andaluza de Salud Pública. Granada.

Date report due: 30 de junio de 2012

Date report sent: 18 de mayo de 2012

ANEXO 1

INFORME FINAL MISIÓN DE MONITOREO (MAYO 2010)



Informe de monitoreo

Referencia del monitoreo MR-131740.01
Fecha del informe 01/06/2010
Título del Proyecto Migration of Health Professionals between Latin America and Europe: analysis and generation of opportunities for shared development.

I. Datos de la intervención

Estatuto	FINAL
Tipo de informe de monitoreo	En curso
Tipo de ayuda	Project approach
Proyecto	Proyecto varios países / proyecto regional - Informe consolidado / horizontal
Gestión del proyecto	Proyecto gestionado por la Delegación
Financiado por línea presupuestaria temática	Sí C-152804
Número CRIS	
Título del Proyecto según el Convenio de Financiación/ de la Decisión de Financiación	Migration of Health Professionals between Latin America and Europe: analysis and generation of opportunities for shared development.
Dominio	Development - Migration and asylum
Sector CAD/CRS	15160 - Derechos humanos
Código CAD/CRS adicional	15160 - Derechos humanos
Geographical zone	Uruguay
Palabra clave (para intervenciones innova	
Fecha firma Convenio de Financiación/Decisión de Financiación/Contrato	01/01/2009
Responsable a la Sede Principal	
Responsable a la Delegación	ADLERCREUTZ Helena
Monitor/a	Ruth Kaeppler
Autoridad encargada del proyecto	Escuela Andaluza de Salud Publica
Tipo de socio de ejecución	European countries public administration (ministries, municipalities, etc
Fecha de inicio - prevista	01/01/2009
Fecha de fin - prevista	30/06/2011
Fecha de inicio - real	01/01/2009
Fecha de fin - probable	30/06/2011
Fecha de la visita de monitoreo	de 28/04/2010 a 12/05/2010

II. Datos financieros

Compromiso de nivel 1 (financiación CE)	871,388
Presupuesto previsto para la AT	No Disponible
Compromiso de nivel 2 (fondos contratados de la contribución CE)	871,388
Otros fondos (Gobierno u otros donantes)	314,000
Presupuesto total de la operación	1,185,388
Importe total desembolsado por la CE	213,600
Datos financieros con fecha del	30/04/2010

III. Apreciaciones

Pertinencia y calidad del diseño	B
Eficiencia de la ejecución hasta la fecha	C
Eficacia hasta la fecha	B
Impactos esperados	B
Sostenibilidad potencial	B

IV. Resumen de conclusiones

Pertinencia y calidad del diseño

El Proyecto es pertinente, en la medida que corresponde a las prioridades de los ministros de salud de los países Iberoamericanos. Además, responde a la Declaración de Colonia y complementa los trabajos del Grupo de Trabajo Técnico de los Ministros y Ministras de los Países Iberoamericanos (liderado por Uruguay). La identificación se realizó con la participación del GT. La problemática de las migraciones del personal de salud es pertinente. El ML fue adecuadamente formulado en lo que respecta a objetivos, resultados y actividades; sus 3 resultados se reflejan en las políticas de los países iberoamericanos relacionados a las migraciones en el sector Salud. Pero si bien el ML es aceptable, se pueden lograr mejoras en los indicadores (definiéndolos en manera más concreta). Con respecto a las hipótesis estas son correctamente enunciadas, , principalmente se relacionan con el interés otorgado al proyecto por parte de los ministros sectoriales des salud.

Eficiencia de la ejecución hasta la fecha

El proyecto, se encuentra a mitad de su plazo de implementación, tiene un atraso de 3-6 meses en la ejecución del componente 1 (estudios de casos en diferentes países) a raíz de la dificultad de encontrar instituciones /consultores adecuados para realizar los estudios. En este componente se ha realizado una revisión de la literatura e información relacionada al tema y se ha establecido una biblioteca virtual (base de datos). Todo el trabajo preparatorio para la realización de los estudios de caso (elaboración de un protocolo y guía metodológica, diseño de cuestionarios etc.) se ha completado. De los 14 estudios de casos previstos, hasta el momento se han contratado e iniciado 9 (España, Portugal, Italia, Bolivia, Colombia, Chile Ecuador, Perú y Venezuela) y sus resultados se esperan hasta el final de 2010. El componente 2 (Propuesta de gestión de la movilidad de los recursos humanos del sector de la salud en beneficio de los países expulsores y receptores) ha sido ligeramente afectado por los atrasos del componente 1, aun cuando la Entidad Ejecutora del Proyecto ha readecuado el cronograma, y ha iniciado la realización de los trabajos preparatorios (selección de los contenidos de las conferencias a contratar en la área de planificación de los recursos humanos del sector de salud). El componente 3 (Sistematización de la experiencia) Este componente podrá iniciar solamente durante los últimos meses de implementación del Proyecto. Además los trabajos administrativos (diseño del manual de operaciones, diseño de las estrategia de visibilidad, organización de un base de datos/contenedor de contenidos, sistema de monitoreo interno) ya han sido completados. El proyecto ha permitido la organización de la segunda reunión regional sobre migración de los recursos del sector de salud (Montevideo 2009). La administración y el seguimiento interno del proyecto es bueno: existe un sistema interno de monitoreo del progreso en la implementación.

Eficacia hasta la fecha

El programa tiene buena probabilidad en el cumplimiento de su objetivo: es decir proporcionar las bases para la formulación de unos consensos entre los ministros y ministras de salud de varios de los países de la región iberoamericana, basado sobre datos fiables, buenas prácticas y dialogo. Los Ministros y Ministras de Salud de la Región Iberoamericana se encuentran regularmente (1 vez por año) y están en contacto permanente a través su Grupo de Trabajo Técnico. Paralelamente a los logros del proyecto se realizan consultas y encuentros que contribuirán al logro del proyecto. Queda aun la duda si se logrará este consenso en el plazo del Proyecto. Los estudios bajo la realización del proyecto, así como la biblioteca virtual contribuirán a aumentar el conocimiento relativo del fenómeno de las migraciones a nivel de los diferentes países de la región. Asimismo el proceso de elaboración de este consenso así como los materiales elaborados por la Escuela Andaluza de Salud Publica aumentarán las capacidades de las personas involucrados en la planificación de los recursos humanos.

Impactos esperados

Resulta prematuro cuantificar el impacto del proyecto, pero es muy probable que este sea significativo, en la

medida que permitirá una mejor gestión de los flujos de emigración del personal de salud (doctores/as, enfermeros/as) al beneficio recíproco de los países expulsores como receptores. Permitirá también conocer mejor los obstáculos y dificultades enfrentados por el personal médico y enfermero en el exterior, especialmente con el reconocimiento de sus títulos de estudio, y contribuirá así a proteger mejor los derechos de los migrantes. Además se identificarán experiencias interesantes de compensaciones (no monetarias) negociadas entre los diferentes países afín de lograr migraciones con beneficio recíproco.

Sostenibilidad potencial

La sostenibilidad de los logros del proyecto será buena, gracias al interés de los Ministros y Ministras de Salud de los países iberoamericanos, así como el soporte del OPS y del OIM al proceso. Sin embargo los recursos del GT de Ministros y Ministras de Salud de los Países Iberoamericanos son limitados, así que la continuación de las actividades tendrá que ser más reducida que durante la fase de implementación del Proyecto. Los resultados de este proyecto contribuirán directamente a la formulación de las políticas para la migración del sector médico/enfermero y mejorar las capacidades de los planificadores de salud. La aplicación a nivel de país dependerá sin embargo, de las políticas de cada país. La biblioteca virtual así como la guía metodológica para la planificación de los recursos humanos del sector salud en la región, estará disponible para cualquier persona interesada a través del sitio web de la Escuela Andalus de Salud como en el sitio web de la OPS. Se espera que una gran parte de las Unidades de Planificación de los Ministerios de Salud de los países Iberoamericanos utilicen esta guía metodológica.

Observaciones y recomendaciones

Aprovechar este proyecto para dar visibilidad a la Unión Europea en los eventos regionales del “GT Migraciones” y eventualmente también en la Asamblea Mundial de Salud.

ANEXO 2

ADDENDUM CONTRATO MPDC

ADDENDUM N° 1 AL CONTRATO DE SUBVENCION
N° MIGR/2008/152-804

La Unión Europea, representada por la Comisión Europea, y ésta misma representada a los efectos de la firma del presente Addendum por el Sr. Geoffrey Barrett, Jefe de la Delegación de la Unión Europea en Uruguay y Paraguay, sito en Bulevar Artigas 1300-Montevideo-Uruguay (en lo sucesivo denominada "la Administración contratante"),

por una parte,

y

Escuela Andaluza de Salud Pública, Campus Universitario de Cartuja, Calle Cuesta del observatorio No. 4, granada, España

LEF:

(en lo sucesivo denominado "el Beneficiario"),

por otra,

Acuerdan lo que sigue:

Las siguientes cláusulas del Contrato firmado entre la Administración Contratante y el Beneficiario el 09 de diciembre de 2008 (en lo sucesivo denominado "el Contrato") serán reemplazadas o completadas como sigue:

Condiciones particulares

Artículo 1: Objeto

1.1 Descripción de la acción: el marco lógico inicial (Anexo I: descripción de la acción) queda sustituido por el marco lógico adjunto.

Artículo 2: Periodo de ejecución de la acción

DONDE DICE: 2.3 La duración operativa de la Acción, tal como se especifica en el anexo 1, es de 30 meses

DEBE DECIR: 2.3 La duración operativa de la Acción, tal como se especifica en el anexo 1, es de 36 meses

Artículo 6: Anexos

Anexo III: Presupuesto de la Acción

La nueva versión del Anexo III: Presupuesto de la Acción se adjunta a este apéndice al Contrato.

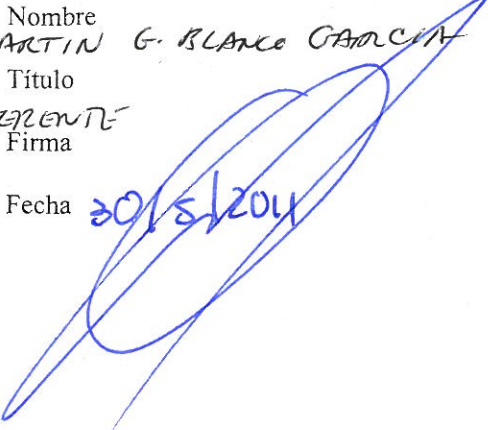
El resto de las cláusulas y condiciones del Contrato siguen en vigor. El presente apéndice al Contrato entrará en vigor en la fecha de la última firma de las partes.

7

Hecho en 3 ejemplares con valor de original en lengua española, habiéndose entregado dos ejemplares a la Comisión y uno al beneficiario

Por el Beneficiario

Nombre
MARTIN G. BLANCO GARCIA
Título
GERENTE
Firma
Fecha 30/8/2011



Por la Administración contratante

Nombre
Geoffrey Barrett
Título
Jefe de Delegación
Firma
Fecha 16/05/2011



Annex I. Budget MIGR/2008/152-804(5.2)		All Years			Cumulated costs (Years 1 + 2)			Year 3 (12 months)			New total cumulated	Variations in comparison with initial budget		
Expenses	Unit	# of units	Unit rate (in EUR)	Costs (in EUR) ²	# of units	Unit rate (in EUR)	Costs (in EUR)	# of units	Unit rate (in EUR)	Costs (in EUR)	Costs (in EUR)	In absolute value, in	In %	Expansed
1. Human Resources														
1.1 Salaries (gross amounts, local staff) ⁴														
1.1.1 Technical														
1.1.1.1 Technical staff full-time	Per month	30	4.000	120.000	24	4.000	96.000	14	4.000	56.000	152.000	32.000	26.7%	
1.1.1.2 Easp professor 33% dedication	Per month	10	5.000	50.000	8	5.000	40.000	7	5.000	35.000	75.000	25.000	50.0%	
1.1.1.4 OPS representaciones (1 per 5% sede, 16 sedes)	Per month	15	6.000	90.000	12	6.000	72.000	6	6.000	36.000	108.000	18.000	20.0%	
1.1.2 Administrative/ support staff														
1.1.2.1 EASP (2 per 20%)	Per month	12	2.500	30.000	10,7	2.500	26.787	4,0	2.500	10.000	36.787	6.787	22.7%	
1.1.2.2 OPS headquarter (1 per 25%)	Per month	8	2.500	20.000	6,4	2.500	16.000	1,6	2.500	4.000	20.000	0	0.0%	
1.1.2.3 OPS sedes (1 p 5% sede, 16)	Per month	24	2.500	60.000	19,2	2.500	48.000	4,8	2.500	12.000	60.000	0	0.0%	
1.2 Salaries (gross amounts, expat/int. staff)														
1.3 Per diems for missions/travel⁵														
1.3.1 Abroad (staff assigned to the Action)														
1.3.1.1 Spain, UE	Per diem	120	212	25.440	27	212	5.724	70	212	14.840	20.564	-4.876	-19.2%	
1.3.1.2 Uruguay (reuniones equipo trabajo)	Per diem	120	118	14.160	80	118	9.440	51	118	6.018	15.458	1.298	9.2%	
1.3.2 Local (staff assigned to the Action)														
1.3.3 Seminar/conference participants	Per diem	300	212	63.600	212	39	8.240	138	212	29.256	37.496	-26.104	-41.0%	
Subtotal Human Resources				617.200			437.401			239.114	676.515	59.315	9.6%	A
2. Travel⁶														
2.1 International travel														
2.1.1 UE Granada	Per flight	20	600	12.000	4	600	2.400	10	600	6.000	8.400	-3.600	-30.0%	
2.1.2 LA-Granada	Per flight	60	1.500	90.000	10	1.500	15.000	35	1.500	52.500	67.500	-22.500	-25.0%	
2.1.3 América-América	Per flight	20	600	12.000	26	600	15.360	45	600	27.000	42.360	30.360	253.0%	
2.2 Local transportation														
Subtotal Travel				114.000			32.760			85.500	118.260	-4.260	-3.7%	B
3. Equipment and supplies⁷														
3.1 Purchase or rent of vehicles														
3.2 Furniture, computer equipment														
3.3 Machines, tools														
3.4 Spare parts/equipment for machines, tools														
3.5 Other (please specify: literature purchase)														
Subtotal Equipment and supplies														
4. Local office														
4.1 Vehicle costs														
4.2 Office rent														
4.3 Consumables, office supplies														
4.4 Other services (tel/fax, electricity, heating, maintenance)														
Subtotal Local office														
5. Other costs, services⁸														
5.1 Two different Publications 500 exemplars each ⁹	per copy	1000	20	20.000			10.307	550	20	11.000	21.307	1.307	5.5%	
5.2 Studies, research ⁹														
5.2.1 Case Studies	Case Study	6	24.000	144.000			99.335	2.903	24.000	69.800	169.135	25.135	17.5%	
5.2.2 Papers, conferences and others (6 Conferences)	Conference	8	2.000	16.000			6.000	5	2.000	10.000	16.000	0	0.0%	
5.3 Auditing costs														
5.3.1 annual	Annual audit	2	1.500	3.000			1.692	1	1.534	1.534	3.226	226	7.5%	
5.3.2 final	Final audit	1	2.000	2.000				1	2.000	2.000	2.000	0	0.0%	
5.4 Evaluation costs														
5.4.1 Final evaluation	Final evaluation	1	24.000	24.000				1	24.000	24.000	24.000	0	0.0%	
5.5 Translation, interpreters														
5.5.1 Day	Day	6	1.500	9.000			2.004	1	7.005	7.005	9.009	9	0.1%	
5.6 Financial services (bank guarantee costs etc.)														
5.6.1 Per month	Per month	30	196	5.880			750	4	196	784	1.535	-4.356	-73.9%	
5.7 Costs of conferences/seminars⁹														
5.7.1 Visibility actions														
Subtotal Other costs, services				223.885			120.088			138.124	258.212	34.327	15.3%	C
6. Other														
Publication of studies and conclusions	per copy	2000	10	20.000			0	700	10	7.000	7.000	-13.000	-65.0%	
Virtual learning material edition	course	1	16.000	16.000			0			16.000	16.000	0	0.0%	
Virtual course design	course	1	10.000	10.000			0			16.000	16.000	6.000	60.0%	
Qualitative assessment methodology	study	1	40.000	40.000			0			6.000	6.000	-34.000	-85.0%	
Development of social marketing strategies	per action	4	2.000	8.000	0.424	2.000	848			5.000	5.848	2.152	26.9%	
Production of audiovisual material	set	2	3.000	6.000	1	3.000	2.000			2.000	4.000	2.000	33.3%	
Subtotal Other				100.000			2.848			52.000	54.848	-45.152	-45.2%	D
7. Subtotal direct eligible costs of the Action (1-6)				1.055.085			593.102			614.738	1.107.840	52.755	5.0%	E
8. Provision for contingency reserve (maximum 5% of 7, subtotal of direct eligible costs of the Action)	5%			52.754			0			0	0	52.755	100.0%	
9. Total direct eligible costs of the Action (7+8)				1.107.839			593.102			614.737	1.107.839	0	0.0%	F
10. Administrative costs (maximum 1% of 9, total direct eligible costs of the Action)	1%			77.549			41.517			36.032	77.549	0	0.0%	
11. Total eligible costs (9+10)				1.185.388			634.619			650.769	1.185.388	0	0.0%	G

NOTA BENE: The beneficiary alone is responsible for the correctness of the financial information provided in these tables.

Se mantienen los títulos de principales componentes y costes unitarios para facilitar la interpretación aunque en la memoria justificativa se especifican en detalle.

A: Concluir la realización de las actividades previstas para conseguir los fines del proyecto nos obliga a presentar esta solicitud de ampliación de plazo en seis meses para solventar los retrasos acumulados y que supone una mayor dedicación de los profesionales de las instituciones asociadas para abordar la sistematización de los estudios producidos, participar en el diseño docente de la actividad formativa, generar el sistema de información integrado en la plataforma MPDC y participar en la gestión y desarrollo de la cuarta conferencia iberoamericana sobre migraciones profesionales a celebrar en Montevideo a finales del 2011. Supone la asignación de 5 meses adicionales de profesor EASP y 4 más de profesionales de la OPS, ocho meses adicionales de personal técnico y dos de secretaría de apoyo. Se prevé un ahorro considerable en el capítulo de dietas correspondiente a esta misma línea presupuestaria, por lo que la variación supone un incremento del 9,6% de este capítulo, para el que proponemos esa reordenación de conceptos presupuestarios.

B: Se produce una reordenación de las diferentes tipologías de viaje motivadas por el planteamiento de la conferencia final de la acción en Montevideo, tanto por el refuerzo que la acción supone para el grupo de trabajo de migraciones del ministerio de salud como para aumentar la visibilidad del esfuerzo de cooperación europeo en la región objeto prioritario de la intervención. No supone modificación presupuestaria reseñable.

C: Se adecua a la realidad el número de estudios que finalmente serán necesario desarrollar, incrementando la cantidad necesaria para la contratación de estudios faltante en las áreas de buenas prácticas y sistemas de información. Se adecuan a los costes reales previstos del resto de conceptos añadiendo la cantidad de 12000 euros para apoyo al desarrollo del encuentro final de la acción -gastos de apoyo logístico a la realización a subcontratar-. Supone una variación del 15,3% sobre el presupuesto inicialmente previsto para esta línea.

D: Se considera suficiente la edición de 700 ejemplares finales de conclusión del proyecto, manteniéndose la cantidad prevista para la edición y desarrollo del curso de planificación de RRHH, incrementando en 7000€ la prevista para concluir el diseño pedagógico y la virtualización de los productos. Se disminuye la cantidad necesaria para los diseños de estudios ya realizados y pendientes pues han sido asumidos por los profesionales de OPS y EASP, dejando la cantidad que se requiere para concluir el proceso de generación de consenso sobre prácticas de cooperación adaptadas a la realidad de la migración. Se reducen las cantidades necesarias para la edición de material audiovisual reservando una cantidad para las acciones de comunicación relacionadas con la conferencia final. Se plantea un decremento del 45,2% en este línea presupuestaria de la que se nutren casi la totalidad de los incrementos previstos en las líneas previas.

E: Se solicita la utilización del 100% de los fondos de contingencia previstos para poder asumir las tasas pendientes en el tiempo ampliado solicitado. Este incremento supone el 5% del subtotal de los costes elegibles y no repercute en el total de costes previstos en la acción ni en la cantidad subvencionada.

F, G: Se mantienen sin modificar los gastos de administración y el presupuesto global de la acción. Todos los cambios propuestos pueden ser asumidos con la reordenación de líneas presupuestarias comentadas.

ANEXO 2 Marco Lógico

	Lógica de la intervención	Indicadores objetivamente verificables	Fuentes y medios de verificación	Asumiciones
Objetivo General	Contribuir a la gestión efectiva de los flujos migratorios de profesionales médicos y de enfermería en la región europea y de Latino América.	Disponer de información y estrategias para la implementación de políticas de regulación efectiva de los flujos migratorios de profesionales de la salud entre AL y la UE (Espacio de la Secretaría General Iberoamericana)	Existen informes sobre i) estado de la situación ii) buenas prácticas de regulación de las migraciones profesionales iii) estrategias para generación de flujos de beneficio mutuo bidireccionales, generadas por el proyecto y auspiciadas por OPS-OMS, GTNP y presentadas a las agencias de cooperación en el marco de la SI-GII3. Se cuenta con una actividad formativa diseñada y accesible orientada a la mejora de la planificación de recursos humanos de salud (áreas médicas y de enfermería)	
Objetivo específico	Formular una propuesta consensuada basada en el diálogo internacional sobre buenas prácticas relacionadas con la migración de profesionales de la salud y en el papel que las agencias de cooperación pueden jugar en su ejecución	Propuesta de consenso formulada y firmada por actores implicados (Ministras y Ministros de Salud del espacio Iberoamericano)	Documento aprobado en el ámbito del Grupo de trabajo sobre Migraciones Profesionales de la Conferencia de Ministras y Ministros de Salud de la Secretaría General Iberoamericana sobre buenas prácticas en migración de profesionales de la salud	Las políticas de los ministerios de salud y de las agencias de cooperación son consistentes con las formulaciones y códigos éticos a los que se han adherido respecto a la problemática que el proyecto enfrenta
Resultados esperados	Resultado 1: Los flujos de migración profesional (medicina y enfermería) en América Latina y Europa han sido caracterizados. Resultado 2: Propuesta de consenso basada en el diálogo orientada a la generación de beneficios mutuos derivados de la migración profesional tanto para las personas implicadas como para los sistemas de salud emisores y receptores.	R1 i) Situación caracterizada y sistema de información consensuado diseñado. ii) Sistema de seguimiento operativo y disponible en www.mplde.es R2 i) Informe editado sobre buenas prácticas en la gestión de la migración de profesionales de la salud ii) Guía metodológica para la planificación de recursos humanos aceptada por los órganos responsables. iii) Las unidades de recursos humanos de salud en la región tienen acceso a actividades de formación orientadas a la adecuada planificación de RHS. Dos talleres regionales habrán sido realizados	R1-i) Informe sobre estado de situación resultado de los estudios de caso realizados (informe consolidado e informes finales de Bolivia, Colombia, Chile, Ecuador, España, Honduras, Italia, Nicaragua, Paraguay, Perú, República Dominicana, Uruguay y Venezuela) y revisión de la literatura publicado y accesible en www.mplde.es R2-i) Informe sobre buenas prácticas en la gestión de flujos migratorios resultado de la revisión e investigación desarrollada publicando	R1 Los ministerios de salud educación y organizaciones profesionales aportan la información relacionada y mantienen el compromiso de ofrecer información sistemática R2 La situación del personal de salud sigue siendo analizada desde una perspectiva global que debe ser tratada mediante consensos que respeten los intereses de las naciones y de las personas implicadas.

	Resultado 3. La experiencia ha sido evaluada y sistematizada extrayendo las lecciones aprendidas para la replicación y extensión de los resultados a otras áreas geográficas	IV) ENISE documento de consenso sobre prioridades y estrategias de las cooperación internacional para contribuir a la gestión de la migración generadora de flujos bidireccionales R2-ii) Propuesta diseñada para la generalización y replicación de la experiencia basada en las lecciones aprendidas	y accesible en www.mpdce.es R2-ii-iii) Curso y manual de soporte diseñados, ofertados y accesibles para los profesionales de los ministerios de salud del área de intervención de la acción en campus virtual de salud pública de la OPS. R2-iv) Se dispone de un documento de consenso sobre gestión de flujos migratorios presentado a las agencias de cooperación de los países del espacio iberoamericano más directamente relacionados con el área de estudio detectados en el análisis de situación. R2-vi) Informe accesible y disponible en www.mpdce.es	R3 Las políticas de los ministerios de salud y de las agencias de cooperación son coherentes con las formulaciones y objetivos directos a los que se han adherido respecto a la problemática que el proyecto enfrenta
Actividades	1-1: Revisión de la literatura e información relevante sobre el área de estudio 1-2: Diseño de estudios multicéntricos para conocer la realidad bajo estudio en los colectivos seleccionados (medicina y enfermería) centrados en los flujos desde América Latina (SEGIB) y hacia la UE 1-3: Diseño e implementación de un sistema de información que permita un seguimiento permanente de la situación 2-1: Diseño y desarrollo de un proceso participativo para la construcción de propuestas de generación de flujos bidireccionales positivos que permitan el beneficio mutuo, implicando a los principales actores vinculados (profesionales migrantes, planificadores académicos, agentes de cooperación y otros actores sociales) 2-2: Elaboración de una guía metodológica para la planificación de recursos humanos en la región que responda a los principios generados por consenso 2-3: Promover un proceso de formación dirigido a las unidades de planificación de recursos humanos 2-4: Diseñar y desarrollar un proceso participativo para la construcción de un consenso sobre la definición de estrategias de cooperación que contribuyan a la gestión de las migraciones desde la perspectiva de la búsqueda del beneficio mutuo	Recursos: tiempo de expertos contratación de estudios tiempo de expertos Construcción de consenso tiempo de expertos tiempo de expertos seminarios y talleres Tecnología de comunicación e información tiempo de expertos Tecnología de comunicación e información reuniones y talleres	Costes: Salarios personal Adquisición publicaciones Contratación estudios de terreno Desarrollo aplicación gestión IS Contratación ponencias Gestión seminarios, talleres y reuniones Logística reuniones Viajes Peridorm Edición materiales divulgativos Edición Publicaciones Estrategia marketing	

	3-1: Revisión del proceso y de los productos obtenidos 3-2: Estrategia de generalización diseñada e implementada	<i>tiempo de expertos</i> <i>Tecnología de comunicación e información</i> <i>tiempo de expertos</i> <i>seminarios y talleres</i>		
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ANEXO 3

PRESUPUESTO MODIFICADO

Annex I. Budget MIGR/2008/152-804(5.2)		All Years				Cumulated costs (Years 1 + 2)			Year 3 (12 months)			New total cumulated	Variations in coparison with initial budget		Explanations
Expenses	Unit	# of units	Unit rate (in EUR)	Costs (in EUR) ³	# of units	Unit rate (in EUR)	Costs (in EUR)	# of units	Unit rate (in EUR)	Costs (in EUR)	Costs (in EUR)	In absolute value, in	In %		
1. Human Resources															
1.1 Salaries (gross amounts, local staff) ⁴															
1.1.1 Technical															
1.1.1.1 Technical staff full-time	Per month	30	4.000	120.000	24	4.000	96.000	14	4.000	56.000	152.000	32.000	26,7%		
1.1.1.2 Easp professor 33% dedication	Per month	10	5.000	50.000	8	5.000	40.000	7	5.000	35.000	75.000	25.000	50,0%		
1.1.1.3 OPS headquatter and regional technical staff (3 per 15%)	Per month	15	6.000	90.000	12	6.000	72.000	6	6.000	36.000	108.000	18.000	20,0%		
1.1.1.4 OPS representaciones (1 per 5% sede, 16 sedes)	Per month	24	6.000	144.000	19,2	6.000	115.200	6	6.000	36.000	151.200	7.200	5,0%		
1.1.2 Administrative/ support staff															
1.1.2.1 EASP (2 per 20%)	Per month	12	2.500	30.000	10,7	2.500	26.797	4,0	2.500	10.000	36.797	6.797	22,7%		
1.2.2.2 OPS headquatter (1 per 25%)	Per month	8	2.500	20.000	6,4	2.500	16.000	1,6	2.500	4.000	20.000	0	0,0%		
1.1.2.3 OPS sedes (1 p 5% sede, 16)	Per month	24	2.500	60.000	19,2	2.500	48.000	4,8	2.500	12.000	60.000	0	0,0%		
1.2 Salaries (gross amounts, expat/int. staff)															
1.3 Per diems for missions/travel ⁵															
1.3.1 Abroad (staff assigned to the Action)															
1.3.1.1 Spain, UE	Per diem	120	212	25.440	27	212	5.724	70	212	14.840	20.564	-4.876	-19,2%		
1.3.1.2 Uruguay (reuniones equipo trabajo)	Per diem	120	118	14.160	80	118	9.440	51	118	6.018	15.458	1.298	9,2%		
1.3.2 Local (staff assigned to the Action)															
1.3.3 Seminar/conference participants	Per diem	300	212	63.600	212	39	8.240	138	212	29.256	37.496	-26.104	-41,0%		
Subtotal Human Resources				617.200			437.401			239.114	676.515	59.315	9,6%	A	
2. Travel⁶															
2.1. International travel															
2.1.1 UE Granada	Per flight	20	600	12.000	4	600	2.400	10	600	6.000	8.400	-3.600	-30,0%		
2.1.2 LA-Granada	Per flight	60	1.500	90.000	10	1.500	15.000	35	1.500	52.500	67.500	-22.500	-25,0%		
2.1.3 América-América	Per flight	20	600	12.000	26	600	15.365	45	600	27.000	42.365	30.365	253,0%		
2.2 Local transportation															
Subtotal Travel				114.000			32.765			85.500	118.265	4.265	3,7%	B	
3. Equipment and supplies⁷															
3.1 Purchase or rent of vehicles															
3.2 Furniture, computer equipment															
3.3 Machines, tools...															
3.4 Spare parts/equipment for machines, tools															
3.5 Other (please specify): literature purchase															
Subtotal Equipment and supplies															
4. Local office															
4.1 Vehicle costs															
4.2 Office rent															
4.3 Consumables - office supplies															
4.4 Other services (tel/fax, electricity/heating, maintenance)															
Subtotal Local office															
5. Other costs, services⁸															
5.1 Two different Publications 500 exemplars each ⁹	per copy	1000	20	20.000			10.307	550	20	11.000	21.307	1.307	6,5%		
5.2 Studies, research ⁹															
5.2.1:Case Estudios	Case Estudy	6	24.000	144.000			99.335	2,9083	24.000	69.800	169.135	25.135	17,5%		
5.2.2:Papers, conferences and others (8 Conferences)	Conference	8	2.000	16.000			6.000	5	2.000	10.000	16.000	0	0,0%		
5.3 Auditing costs															
5.3.1: annual	Annual audit	2	1.500	3.000			1.692	1	1.534	1.534	3.226	226	7,5%		
5.3.2: final	Final audit	1	2.000	2.000				1	2.000	2.000	2.000	0	0,0%		
5.4 Evaluation costs															
5.5 Translation, interpreters	Day	6	1.500	9.000			2.004	1	7.005	7.005	9.009	9	0,1%		
5.6 Financial services (bank guarantee costs etc.)	Per month	30	196	5.885			750	4	196	785	1.535	-4.350	-73,9%		
5.7 Costs of conferences/seminars ⁹				0						12.000	12.000	12.000	100,0%		
5.8 Visibility actions															
Subtotal Other costs, services				223.885			120.088			138.124	258.212	34.327	15,3%	C	
6. Other															
Publication of studies and conclusions	per copy	2000	10	20.000			0	700	10	7.000	7.000	-13.000	-65,0%		
Virtual learning material edition	course	1	16.000	16.000			0			16.000	16.000	0	0,0%		
Virtual course design	course	1	10.000	10.000			0			16.000	16.000	6.000	60,0%		
Cualitative assesment methodology	study	1	40.000	40.000			0			6.000	6.000	-34.000	-85,0%		
Development of social marketing strategies	per action	4	2.000	8.000	0,424	2.000	848			5.000	5.848	-2.152	-26,9%		
Production of audiovisual material	set	2	3.000	6.000	1	3.000	2.000			2.000	4.000	-2.000	-33,3%		
Subtotal Other				100.000			2.848			52.000	54.848	-45.152	-45,2%	D	
7. Subtotal direct eligible costs of the Action (1-6)				1.055.085			593.102			514.738	1.107.840	52.755	5,0%	E	
8. Provision for contingency reserve (maximum 5% of 7, subtotal of direct eligible costs of the Action)		5%		52.754			0			0	0	52.755	100,0%		
9. Total direct eligible costs of the Action (7+ 8)				1.107.839			593.102			514.737	1.107.839	0	0,0%	F	
10. Administrative costs (maximum 7% of 9, total direct eligible costs of the Action)		7%		77.549			41.517			36.032	77.549	0	0,0%		
11. Total eligible costs (9+10)				1.185.388			634.619			550.769	1.185.388	0	0,0%	G	

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Se mantienen los títulos de principales componentes y costes unitarios para facilitar la interpretación aunque en la memoria justificativa se especifican en detalle

A: Concluir la realización de las actividades previstas para conseguir los fines del proyecto nos obliga a presentar esta solicitud de ampliación de plazo en seis meses para solventar los retrasos acumulados y que supone una mayor dedicación de los profesionales de las instituciones asociadas para abordar la sistematización de los estudios producidos, participar en el diseño docente de la actividad formativa, generar el sistema de información integrado en la plataforma MPDC y participar en la gestión y desarrollo de la cuarta conferencia iberoamericana sobre migraciones profesionales a celebrar en Montevideo a finales del 2011. Supone la asignación de 5 meses adicionales de profesor EASP y 4 más de profesionales de la OPS, ocho meses adicionales de personal técnico y dos de secretaría de apoyo. Se prevé un ahorro considerable en el capítulo de dietas correspondiente a esta misma línea presupuestaria, por lo que la variación supone un incremento del 9,6% de este capítulo, para el que proponemos esa reordenación de conceptos presupuestarios.

B: Se produce una reordenación de las diferentes tipologías de viaje motivadas por el planteamiento de la conferencia final de la acción en Montevideo, tanto por el refuerzo que la acción supone para el grupo de trabajo de de migraciones del ministerio de salud como para aumentar la visibilidad del esfuerzo de cooperación europeo en la región objeto prioritario de la intervención. No supone modificación presupuestaria reseñable.

C: Se adecua a la realidad el número de estudios que finalmente serán necesario desarrollar, incrementando la cantidad necesaria para la contratación de estudios faltante en las áreas de buenas prácticas y sistemas de información. Se adecuan a los costes reales previstos del resto de conceptos añadiendo la cantidad de 12000 euros para apoyo al desarrollo del encuentro final de la acción -gastos de apoyo logístico a la realización a subcontratar-. Supone una variación del 15,3% sobre el presupuesto inicialmente previsto para esta línea

D: Se considera suficiente la edición de 700 ejemplares finales de conclusión del proyecto, manteniéndose la cantidad prevista para la edición y desarrollo del curso de planificación de RRHH, incrementando en 7000 € la prevista para concluir el diseño pedagógico y la virtualización de los productos. Se disminuye la cantidad necesaria para los diseños de estudios ya realizados pendientes pues han sido asumidos por los profesionales de OPS y EASP, dejando la cantidad que se requiere para concluir el proceso de generación de consenso sobre prácticas de cooperación adaptadas a la realidad de la migración. Se reducen las cantidades necesarias para la edición de material audiovisual reservando una cantidad para las acciones de comunicación relacionadas con la conferencia final. Se plantea un decremento del 45,2 % en este línea presupuestaria de la que se nutren casi la totalidad de los incrementos previstos en las líneas previas.

E: Se solicita la utilización del 100% de los fondos de contingencia previstos para poder asumir las taras pendientes en el tiempo ampliado solicitado. Este incremento supone el 5% del subtotal de los costes elegibles y no repercute en el total de costes previstos en la acción ni en la cantidad subvencionada.

F,G: Se mantienen sin modificar los gastos de administración y el presupuesto global de la acción. Todos los cambios propuestos pueden ser asumidos con la reordenación de líneas presupuestarias comentadas

ANEXO 4

MARCO LÓGICO MODIFICADO

ANEXO 1 Marco Lógico

	Lógica de la intervención	Indicadores objetivamente verificables	Fuentes y medios de verificación	Asunciones
Objetivo General	Contribuir a la gestión efectiva de los flujos migratorios de profesionales médicos y de enfermería en la región europea y de Latino América.	Disponer de información y estrategias para la implementación de políticas de regulación efectiva de los flujos migratorios de profesionales de la salud entre AL y la UE (Espacio de la Secretaría General Iberoamericana)	Existen informes sobre i) estado de la situación ii) buenas prácticas de regulación de las migraciones profesionales iii) estrategias para generación de flujos de beneficio mutuo bidireccionales, generadas por el proyecto y auspiciadas por OPS-OMS, GTMP y presentadas a las agencias de cooperación en el marco de la SEGIB. Se cuenta con una actividad formativa diseñada y accesible orientada a la mejora de la planificación de recursos humanos de salud (áreas médicas y de enfermería)	
Objetivo específico	Formular una propuesta consensuada basada en el diálogo internacional sobre buenas prácticas relacionadas con la migración de profesionales de la salud y en el papel que las agencias de cooperación pueden jugar en su ejecución	Propuesta de consenso formulada y firmada por actores implicados (Ministras y Ministros de Salud del espacio Iberoamericano).	Documento aprobado en el ámbito del Grupo de trabajo sobre Migraciones Profesionales de la Conferencia de Ministras y Ministros de Salud de la Secretaría General Iberoamericana sobre buenas prácticas en migración de profesionales de la salud.	Las políticas de los ministerios de salud y de las agencias de cooperación son consistentes con las formulaciones y códigos éticos a los que se han adherido respecto a la problemática que el proyecto enfrenta.
Resultados esperados	Resultado 1: Los flujos de migración profesional (medicina y enfermería) en América Latina y Europa han sido caracterizados. Resultado 2: Propuesta de consenso basada en el diálogo orientada a la generación de beneficios mutuos derivados de la migración profesional tanto para las personas implicadas como para los sistemas de salud emisores y receptores.	R1: i) Situación caracterizada y sistema de información consensuado diseñado. ii) sistema de seguimiento operativo y disponible en la WWW. R2: i) Informe editado sobre buenas prácticas en la gestión de la migración de profesionales de salud. ii) Guía metodológica para la planificación de recursos humanos aceptada por los órganos responsables. iii) Las unidades de recursos humanos de salud en la región tienen acceso a actividades de formación orientadas a la adecuada planificación de RHS. Dos talleres regionales habrán sido realizados.	R1-i) Informe sobre estado de situación resultado de los estudios de caso realizados (informe consolidado e informes finales de Bolivia, Colombia, Chile, Ecuador, España, Honduras, Italia, Nicaragua, Paraguay, Perú, República Dominicana, Uruguay y Venezuela) y revisión de la literatura publicado y accesible en la www.mpdcs.es R2-i) Informe sobre buenas prácticas en la gestión de flujos migratorios resultado de la revisión e investigación desarrollada publicado y accesible en la www.mpdcs.es	R.1 Los ministerios de salud educación y organizaciones profesionales aportan la información relacionada y mantienen el compromiso de ofrecer información sistemática R.2 La situación del personal de salud sigue siendo analizada desde una perspectiva global que debe ser tratada mediante consensos que respeten los intereses de las naciones y de las personas implicadas.

	Resultado 3: La experiencia ha sido evaluada y sistematizada extrayendo las lecciones aprendidas para la replicación y extensión de los resultados a otras áreas geográficas	iv) Existe documento de consenso sobre prioridades y estrategias de las cooperación internacional para contribuir a la gestión de la migración generadora de flujos bidireccionales R3: i) Propuesta diseñada para la generalización y replicación de la experiencia basada en las lecciones aprendidas	R2-ii-iii): Curso y manual de soporte diseñados, ofertados y accesibles para los profesionales de los ministerios de salud del área de intervención de la acción en campus virtual de salud pública de la OPS. R2-iv) Se dispone de un documento de consenso sobre gestión de flujos migratorios presentado a las agencias de cooperación de los países del espacio Iberoamericano más directamente relacionados con el área de estudio detectados en el análisis de situación. R3-i) Informe accesible y disponible en la WWW.	R.3 Las políticas de los ministerios de salud y de las agencias de cooperación son consistentes con las formulaciones y códigos éticos a los que se han adherido respecto a la problemática que el proyecto enfrenta.
Actividades	1-1: Revisión de la literatura e información relevante sobre el área de estudio 1-2: Diseño de estudios multicéntricos para conocer la realidad bajo estudio en los colectivos seleccionados (medicina y enfermería) centrados en los flujos desde América Latina (SEGIB) y hacia la UE 1-3: Diseño e implementación de un sistema de información que permita un seguimiento permanente de la situación. 2-1: Diseño y desarrollo de un proceso participativo para la construcción de propuestas de generación de flujos bidireccionales positivos que permitan el beneficio mutuo, implicando a los principales actores vinculados (profesionales migrantes, planificadores académicos, agentes de cooperación y otros actores sociales) 2-2: Elaboración de una guía metodológica para la planificación de recursos humanos en la región que responda a los principios generados por consenso 2-3: Promover un proceso de formación dirigido a las unidades de planificación de recursos humanos 2-4: Diseñar y desarrollar un proceso participativo para la construcción de un consenso sobre la definición de estrategias de cooperación que contribuyan a la gestión de las migraciones desde la perspectiva de la búsqueda del beneficio mutuo 3-1: Revisión del proceso y de los productos obtenidos	Recursos: . tiempo de expertos . contratación de estudios . tiempo de expertos Construcción de consenso . tiempo de expertos . tiempo de expertos . seminarios y talleres Tecnología de comunicación e información . tiempo de expertos Tecnología de comunicación e información tiempo de expertos . seminarios y talleres . tiempo de expertos	Costes: Salarios personal Adquisición publicaciones Contratación estudios de terreno Desarrollo aplicación gestión IS Contratación ponencias Gestión seminarios, talleres y reuniones Logística reuniones Viajes Perdiem Edición materiales divulgativos Edición Publicaciones Estrategia marketing	

	3-2: Estrategia de generalización diseñada e implementada	<i>Tecnología de comunicación e información</i> . tiempo de expertos . seminarios y talleres		
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ANEXO 5

CONVOCATORIA CURSO DE PLANIFICACIÓN DE RHS

Propósito del curso

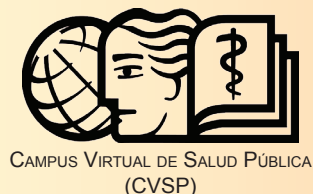
Contribuir al fortalecimiento de las capacidades institucionales de gobierno en los equipos y responsables de gestión en políticas públicas de recursos humanos en salud.

Objetivos generales

- Fortalecer los procesos de planificación de recursos humanos de salud para mejorar la respuesta a los problemas de salud de las personas.
- Reconocer las implicaciones de los sistemas de salud basados en la Atención Primaria de la Salud (APS) y las Redes Integradas de Salud (RISS) en los procesos de planificación de los recursos humanos de salud.
- Mejorar la capacidad de respuesta de los equipos y responsables de las políticas y gestión de los recursos humanos en aspectos básicos de planificación de recursos humanos de salud.

Participantes del curso

El curso está dirigido principalmente a responsables de la gestión de recursos humanos de salud. También a directivos de Ministerios o Secretarías de Salud, Educación y Finanzas, docentes de maestrías de Salud Pública, Finanzas, Economía y Ciencias Sociales y representantes de comisiones, mesas de diálogo intersectorial, etc.



Escuela Andaluza de Salud Pública
CONSEJERÍA DE SALUD



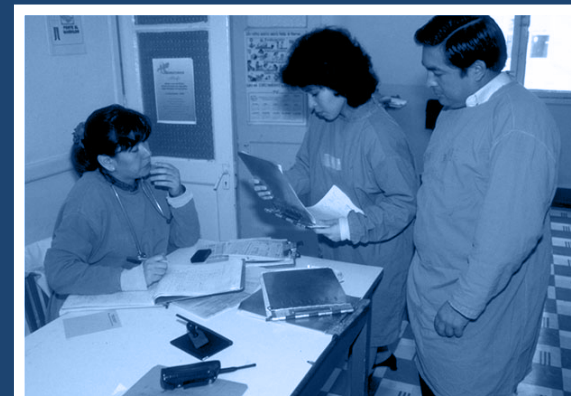
ESTA ACCIÓN ESTÁ FINANCIADA POR LA UNIÓN EUROPEA

La convocatoria y el cupo del curso están limitados a PARTICIPANTES PROPUESTOS POR LA REPRESENTACIÓN DE LA OPS DE CADA PAÍS, y en su caso por la EASP en el contexto del Grupo de Trabajo de Migraciones Profesionales auspiciado por la SEGIB. Esto en coordinación con las instituciones laborales que respaldan a sus candidatos, quienes deben reunir los requisitos especificados, así como someter su documentación completa dentro del período establecido. Los individuos interesados deben comunicarse con la OPS de su país o con la EASP en el caso de profesionales del ámbito europeo, para la valoración de su candidatura y confirmación oficial en el proceso de selección. El grupo final será seleccionado por la Coordinación Académica constituida por la OPS y la EASP.

Curso Virtual

de planificación
de recursos
humanos para
sistemas de
salud basados
en APS

15 de septiembre al
30 de noviembre de 2011

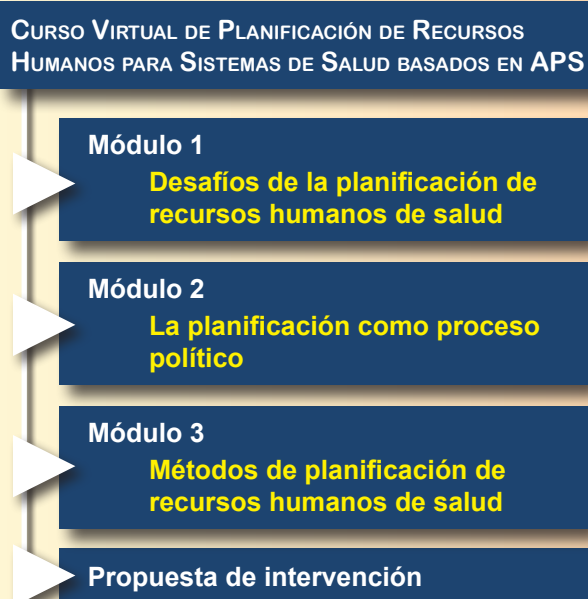


El curso virtual de Planificación de Recursos Humanos para Sistemas de Salud basados en APS es una oferta educativa de la Organización Panamericana de la Salud (OPS) y la Escuela Andaluza de Salud Pública (EASP), en el marco del proyecto colaborativo que junto al Grupo de Trabajo de Migraciones Profesionales de la Secretaría General Iberoamericana (SEGIB), se desarrolla con financiación de la Unión Europea.

La principal motivación de la OPS y la EASP es generar capacidades que permitan fortalecer a las instituciones gubernamentales en materia de planificación de recursos humanos de salud, a través de la conformación de una masa crítica de profesionales responsables de esta función.

En este curso, la planificación de recursos humanos es entendida en el contexto de sistemas de salud basados en la atención primaria de salud que procuran la cobertura universal.

Estructura del curso



Requisitos y selección

- Acceso permanente a Internet y uso adecuado de archivos digitales, correo electrónico y navegación en Internet.
- Compromiso requerido para completar un curso de 60 horas de duración, con una dedicación mínima de 8 horas semanales con el fin de dedicarse activamente en el proceso de aprendizaje.
- Carta oficial de la institución que avale la participación del postulante.
- El proceso de selección de candidatos se realiza directamente en la Representación de la OPS de cada país, en coordinación con las instituciones a las que pertenecen los participantes, y por la EASP en el caso de los profesionales provenientes del entorno europeo.

Contenido del curso

Módulo 1

- Conceptos y objetivos de la planificación
- Campo de recursos humanos de salud
- Desafíos y metas de recursos humanos de salud
- La APS renovada y las redes integradas de salud
- Experiencias de planificación

Módulo 2

- Planificación como proceso de política pública
- Actores que intervienen en el proceso de planificación
- Factores que determinan la composición de los recursos humanos de salud
- Oferta y demanda de recursos humanos
- Migración de profesionales de la salud
- Modelos de atención y perfiles epidemiológicos

Módulo 3

- Métodos y técnicas de planificación
- Herramientas disponibles para la planificación de recursos humanos de salud
- Modelos de proyección

Propuesta de intervención

Calendario:

del 15 de septiembre al
30 de noviembre de 2011

Fecha de cierre de la convocatoria:

26 de agosto de 2011

Duración:

60 horas

Idioma:

Español

ANEXO 6

PROGRAMA CURSO DE PLANIFICACIÓN DE RHS



Escuela Andaluza de Salud Pública
CONSEJERÍA DE SALUD



Esta acción está financiada por la Unión Europea



**Organización
Panamericana
de la Salud**

Oficina Regional de la
Organización Mundial de la Salud

PROGRAMA DEL CURSO VIRTUAL DE PLANIFICACIÓN DE RECURSOS HUMANOS PARA SISTEMAS DE SALUD BASADOS EN APS PROGRAMA PILOTO- 2011

Introducción

Duración: Dos meses y medio

Fechas: 15 septiembre al 30 de noviembre de 2011.

Coordinadores: Pilar Navarro, Profesora Gestión de Servicios de Salud. Escuela Andaluza de Salud Pública, España.

Hernán Sepúlveda, Asesor Regional de Recursos Humanos para la Salud, OPS

Objetivos generales del curso:

- Fortalecer los procesos de planificación de recursos humanos de salud para mejorar la respuesta a los problemas de salud de las personas.
- Reconocer las implicaciones de los sistemas de salud basados en la Atención Primaria de la Salud (APS) y las Redes Integradas de Salud (RISS) en los procesos de planificación de los recursos humanos de salud.
- Mejorar la capacidad de respuesta de los equipos y responsables de las políticas y gestión de los recursos humanos en aspectos básicos de planificación de recursos humanos de salud.

Destinatarios:

El curso se dirige a:

- Responsables de la gestión de recursos humanos de salud.
- Directivos de Ministerios o Secretarías de Salud, Educación y Finanzas.
- Docentes de maestrías de Salud Pública, Finanzas, Economía y Ciencias Sociales.
- Representantes de comisiones, mesas de diálogo intersectorial, etc.

Estructura del curso:

El curso se organiza con una estructura modular, avanzando progresivamente, hacia el desarrollo de una propuesta de intervención que el alumno deberá formular a partir del segundo módulo.

El programa está constituido por 3 módulos, a desarrollarse en un período de dos meses, precedidos por un programa de familiarización con una duración de 15 días, cuyo objetivo es introducir a los alumnos en el Aula Virtual, de manera que puedan iniciar el curso con un conocimiento básico de las principales herramientas que utilizarán durante el mismo y el enfoque educativo que presenta el Campus Virtual y este curso en particular.

La dinámica del Curso privilegia el papel activo de los participantes, convirtiéndolos en los actores principales del proceso de aprendizaje. Desde esta perspectiva, el aprendizaje se construye progresivamente a partir del análisis de situaciones y casos, problemas, lecturas, y el intercambio activo entre los participantes, hasta el desarrollo de propuestas de intervención en sus respectivos contextos, para el fortalecimiento de la planificación de los recursos humanos de salud comprometida con el desarrollo de la APS y las RISS.

Este proceso contará con el permanente apoyo de Tutores, estimulando el intercambio, el trabajo individual y colaborativo de los participantes y la evaluación permanente del propio proceso de aprendizaje.

La programación completa del curso es de 2 meses y medio= 11 semanas (60 horas), con la siguiente distribución:

- ✓ Programa de familiarización: dos semanas
- ✓ Módulo 1: dos semanas
- ✓ Módulo 2: tres semanas
- ✓ Módulo 3: cuatro semanas

Para los participantes, se requiere una dedicación estimada de ocho horas semanales de trabajo en las distintas actividades del curso. Los horarios de participación son flexibles, dentro y fuera de sus horarios de trabajo, y en función de la Agenda y el calendario de actividades del Curso.

Evaluación y Certificación

De acuerdo con el enfoque educativo y la definición del CVSP, la evaluación es un proceso integral y continuo que incluye la evaluación de los resultados de aprendizaje y de la propuesta de intervención.

Para seguimiento y evaluación de los aprendizajes individuales y grupales por parte del equipo de tutores, se tendrá en cuenta el proceso y los resultados progresivos, de acuerdo con la escala cualitativa de evaluación sistemática ordenada de la siguiente manera:

- ✓ Muy bueno (MB)
- ✓ Bueno (B)
- ✓ Regular (R)
- ✓ No cumplió (NC)

Como síntesis para la evaluación final y emisión del certificado por parte de EASP-OPS se considera una escala cualitativa integradora de las distintas dimensiones, con las siguientes alternativas:

- ✓ Aprobado con excelencia
- ✓ Aprobado con distinción
- ✓ Aprobado.

MÓDULO 1: DESAFÍOS DE LA PLANIFICACION DE RECURSOS HUMANOS DE SALUD

Objetivos específicos

- Reflexionar sobre los conceptos básicos y los objetos de la planificación.
- Identificar los principales problemas y desafíos de Recursos Humanos en los sistemas de salud nacionales.
- Analizar el contexto de los sistemas de salud donde se sitúa el proceso de planificación de recursos humanos.
- Analizar experiencias de planificación de RHS.

Contenidos:

- Conceptos y objetivos de la planificación
- Campo de recursos humanos de salud
- Desafíos y metas de recursos humanos de salud

- La APS renovada y las redes integradas de salud
- Experiencias de planificación

Estrategias de aprendizaje:

1. Presentación sobre la situación de los recursos humanos, las políticas y necesidades en materia de planificación de recursos humanos: Mario Dal Poz, OMS, Charles Godue, OPS. Sesión de Elluminate.
2. Video: Los objetivos de la Planificación de Recursos Humanos de Salud: Gustavo Nigenda
3. Foro de discusión grupal (2 semanas, a partir de la primera): Durante las primeras dos semanas de este módulo y a medida que vaya avanzando en las reflexiones y lecturas obligatorias y complementarias, discuta con su grupo y su tutor las siguientes preocupaciones:
 - ¿Cómo se incorporan las nuevas orientaciones de la APS renovada y de los sistemas integrados de salud en los mecanismos de planificación de recursos humanos en su país?
 - ¿De qué manera estas orientaciones se toman en cuenta en la planificación de los recursos humanos?
 - ¿Existen avances para compartir? Si no, ¿Cuáles son los obstáculos que impiden avanzar con esta orientación en el marco de la planificación de recursos humanos?
4. Ejercicio individual y foro de discusión (segunda semana). Análisis del caso de planificación de Perú.
 - Realice un pequeño análisis (no más de dos páginas) sobre el caso la planificación de recursos humanos de salud, tomando en consideración las lecturas sugeridas. Envíe a su tutor a través del aula virtual y espere sus comentarios de retroalimentación.
 - Este ejercicio le servirá de base para la discusión en el foro de grupo.

Lecturas obligatorias:

- 1- OPS. La renovación de la Atención Primaria de la Salud en las Américas. Documento de posición de la Organización panamericana de la Salud. Washington DC: OPS. 2007.
- 2- OPS/OMS. Redes integradas de servicios de salud: Conceptos, opciones de políticas y hoja de ruta. Serie Renovación de la Atención Primaria de Salud en las Américas. Vol. 4. Washington, DC. 2010.
- 3- Rocha C. Purcallas D. Enfoques, problemas y perspectivas del campo de los recursos humanos en salud. Lectura del Curso Liderazgo de Recursos Humanos de salud. OPS. 2006.

- 4- Nigenda Gustavo, "Formación, empleo y regulación de los recursos humanos para la salud: Bases para su planeación estratégica. Capítulo 1 Marco Conceptual. Instituto Nacional de Salud Pública, Cuernavaca, México, 2010

Lecturas complementarias:

- 1- OPS/ Salud Canadá y el Ministerio de Salud de Ontario. Llamado a la acción de Toronto, *Hacia una década de recursos humanos para la salud en las Américas, y Long Term Care*. Toronto, Canadá, octubre de 2005.
- 2- OPS/OMS. Metas regionales en materia de Recursos Humanos para la Salud 2007-2015 en: 27.a Conferencia Sanitaria Panamericana; 59.a sesión del Comité Regional. (CSP27/10). Washington, DC. 2007.
- 3- Health Human Resources Strategies Division of Health Canada. Ottawa. Prepared by Ann L. Mable and John Marriot. Finding a Sustainable Balance Point International Review of Health Work Planning, 2002
- 4- MPDC. Manual de Planificación de Recursos Humanos. Módulo 1 "Análisis del contexto del desarrollo de los recursos humanos en salud" 2011

MÓDULO 2: PLANIFICACION COMO PROCESO POLITICO

Objetivos específicos

- Reconocer la dimensión política de la planificación pública en salud.
- Reconocer los principales actores del proceso de planificación de recursos humanos de salud y posibles mecanismos de articulación.
- Identificar los factores que determinan la composición de los recursos humanos de salud, considerando el contexto nacional e internacional.
- Analizar el contexto nacional de salud en el que se desarrolla la planificación de recursos humanos de salud

Contenidos:

- Planificación como proceso de política pública.
- Actores que intervienen en el proceso de planificación.
- Factores que determinan la composición de los recursos humanos de salud.
- Oferta y demanda de recursos humanos.
- Migración de profesionales de la salud.
- Modelos de atención y perfiles epidemiológicos.

Estrategias de aprendizaje:

1. Actividad individual: Video: “Planificación de los recursos humanos de salud como proceso político”: María Soledad Barría (Primera semana)
2. Actividad grupal: (Primera semana). Foro de discusión en su aula de grupo. A partir del video y de las lecturas sugeridas en este módulo discuta con su grupo los siguientes puntos:
 - En su país, la planificación en salud ¿tiene un carácter de política pública? ¿Cómo se traduce esta planificación en los planes y estrategias de acción?
 - ¿Cuáles son los actores relevantes que participan y apoyan la orientación en la planificación de los recursos humanos de salud?
 - ¿Cuál es la composición de los recursos humanos de salud de su país y qué factores que intervienen en esa determinación?
 - ¿Cómo maneja su país el problema de la migración de los profesionales y/o de la inmigración?
3. Actividad grupal: Continuando con el caso de Perú, discutan, cómo se traducen las políticas de salud, en la planificación de RR.HH. y cómo se identifica la composición de personal de salud que requiere el país. Foro de discusión grupal.
4. Ejercicio individual (Primera parte de la construcción **de la propuesta de intervención**) (Tercera semana):
 - Como parte de la *Propuesta de Intervención*, en la última semana de este Módulo, Ud. Intentará hacer un breve análisis del contexto en el que se desarrolla la planificación de recursos humanos de su país, retomando la metodología FODA de “fortalezas y debilidades”.
 - Identificar los problemas principales que presenta la planificación de los recursos humanos de su país y escoger uno de ellos para definir en el siguiente módulo una propuesta de abordaje.
 - Envíe a su tutor a través del aula virtual y espere retroalimentación de su parte para fines de enriquecimiento de su propuesta.
 - Recuerde que este ejercicio es la primera parte de su *propuesta de intervención* y que tendrá que volver a mirar y reforzar al final del curso a la luz de los nuevos conocimientos que vaya adquiriendo.

Lecturas obligatorias:

- 1- MPDC. Manual de Planificación de Recursos Humanos. Módulo 3 “La planificación como proceso político” 2011
- 2- Giovacchini, Carlos. “El trabajo con problemas en el proceso de planificación de salud Pública Lectura del Curso Liderazgo de Recursos Humanos de salud. OPS.

- 3- OMS, "Assessing Financing, Education, Management and Policy Context for Strategic Planning of Human Resources" 2010.

Lecturas complementarias:

- 1- Rovere, Mario, "Planificación Estratégica de Recursos Humanos en Salud", OPS 2006
- 2- Brito, Pedro; Padilla, Mónica; Rigoli Félix. "Planificación de recursos humanos y reformas del sector salud" Revista cubana de Educación Médica Superior, Vol. 16; año 2002
- 3- Purcallas D y Rigoli F. Enfoque y perspectivas de Políticas de Recursos Humanos en salud. Unidad de Recursos Humanos en Salud. WDC. OPS-OMS 2006
- 4- Scavino, Julio J. Panorama de organizaciones de profesionales y trabajadores de la salud en las Américas, OPS 2004.

MÓDULO 3: MÉTODOS DE PLANIFICACIÓN DE RECURSOS HUMANOS DE SALUD

Objetivos específicos

- Identificar los principales métodos y técnicas disponibles para el proceso de planificación de recursos humanos en salud.
- Reconocer y utilizar las principales herramientas disponibles para la planificación de Recursos Humanos de salud y sus proyecciones futuras.
- Conocer los principales modelos de proyección de recursos humanos de salud.
- Elaborar la propuesta de intervención sobre el problema de RRHH elegido que requiere de planificación.

Contenidos:

- Métodos y técnicas de planificación.
- Herramientas disponibles para la planificación de Recursos Humanos de salud.
- Modelos de proyección.

Estrategias de aprendizaje:

1. Actividad individual: Sesión de Elluminate. (Primera semana): "Los métodos, técnicas y herramientas de planificación de recursos humanos: puntos a destacar": Pilar Navarro.
2. Actividad individual: Sesión de Elluminate: El método WISN: Hacia una planificación descentralizada: Norbert Dreesch

3. Actividad grupal: Foro de discusión. (Primera semana). A partir de la sesión de Elluminate y de la lectura sugerida en este módulo discuta con su grupo los siguientes puntos:

- De acuerdo con la realidad de su país, ¿cuáles serían las ventajas y desventajas de los métodos de planificación presentados en el Módulo 4 del Manual de Planificación de Recursos Humanos de la EASP?
- Escoja uno de los métodos propuestos en el manual y señale cuáles serían las condiciones necesarias (información, articulación de actores, aspectos financieros) para su funcionamiento.

4. Actividad Individual: Análisis del caso de planificación de Andalucía, España: Realice un pequeño análisis (no más de dos páginas) sobre el caso, tomando en consideración las lecturas sugeridas. Envíe a su tutor a través del aula virtual y espere sus comentarios de retroalimentación

5. Actividad individual: Presentación de la “propuesta de intervención”. (Segunda semana): Retomando el ejercicio individual 4 realizado en el Módulo 2, y considerando la presentación del video, el caso de planificación presentado, las discusiones y las lecturas sugeridas para este módulo, complete su propuesta de intervención con el problema elegido anteriormente y plantee con cuáles métodos, técnicas y herramientas intentará resolverlo, incorporando además insumos importantes discutidos en los módulos anteriores como la función de los actores sociales que contribuirían con Ud. para impulsar su propuesta. Enviar a su tutor a través del aula y esperar retroalimentación para su reformulación siempre que sea necesario

6. Actividad individual: Compartir en “Galería de producciones su Propuesta de Intervención. (Tercera semana)

7. Actividad grupal: Elluminate de cierre del curso. En esta sesión, los grupos de estudio con su tutor harán una evaluación de la experiencia, analizarán sus propuestas de intervención y realizarán recomendaciones para el próximo curso

Lecturas obligatorias:

- 1- MPDC. Manual de Planificación de Recursos Humanos. Módulo 4 “Análisis de déficit y superávit de profesionales sanitarios, 2011
- 2- OMS, “Models and tools for health workforce planning and projections”, 2010 (Disponible una traducción no oficial al español)

Lecturas complementarias:

- 1- OMS/BID/USAID: Manual de Seguimiento y Evaluación de Los Recursos Humanos Para la Salud. Con aplicaciones especiales para los países de ingresos bajos y medianos, 2009.
- 2- Gilles Dussault, Maria C. Franceschini. Not enough there, too many here: understanding geographical imbalances in the distribution of the health workforce, 2006

- 3- Hall Thomas, Human Resources for Health: Models for projecting workforce supply and requirements. OMS. Ginebra 2001
- 4- Pamela McQuide, Julie Stevens, Dykki Settle, An Overview of Human Resources for Health: Projection Models Capacity Project, 2008
- 5- Cameron Rick, An Inventory of Health Human Resource Forecasting Models in Canada, 2009
- 6- WISN, Workload Indicator of Staffing Need, WHO
http://www.who.int/hrh/resources/wisn_user_manual/en/index.html

ANEXO 7

SOLICITUD DE INSCRIPCIÓN CURSO DE PLANIFICACIÓN DE RHS



Esta acción está financiada por la Unión Europea

Escuela Andaluza de Salud Pública

www.easp.es

	Curso: Fechas	Año: 2011
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Apellidos: _____ D.N.I./Pasaporte: _____

Nombre: _____ Sexo: ____

Fecha de nacimiento: _____ Lugar de nacimiento: _____.

Domicilio particular Calle/Plaza, N°: _____ Población: _____

Código Postal: _____ Provincia: _____ País: _____ Teléfono: _____

Correo electrónico (particular): _____

Titulación: _____ Obtenida en el año: _____
(Sólo la más alta alcanzada)

Puesto de trabajo actual: _____ Mes y año de comienzo: _____

Lugar/Centro: _____ Servicio /Dpto.: _____

Calle/Plaza, N°: _____ Población: _____

Código Postal: _____ Provincia: _____ País: _____ Teléfono: _____

Correo electrónico (trabajo): _____

Organismo del que depende su centro: _____

Exprese brevemente cuales son sus expectativas en relación con este curso:

CV resumido de su experiencia académica y profesional (no sobrepasar esta planilla)

Datos académicos:

Experiencia profesional:

Otros datos que considere de interés:

ANEXO 8

AGENDA I SEMINARIO DE TRABAJO SOBRE LA IMPLEMENTACIÓN DEL CÓDIGO DE CONDUCTA DE LA OMS

Madrid, 17 de junio de 2011

Antecedentes:

A nivel mundial, son necesarios 4,3 millones de trabajadores sanitarios para hacer que la atención básica de salud sea accesible para todos y todas. Ya sean ricos o pobres, la mayoría de los países del mundo se enfrentan a una creciente demanda de profesionales y, sin embargo, no son capaces de ofrecer condiciones suficientemente atractivas como para retenerlos. Ante esta realidad y tal y como reconoce la Estrategia de Acción Europea contra la crisis de recursos humanos en salud en países en desarrollo de 2005, *“existe un mercado global de trabajadores sanitarios, pero un mercado distorsionado, marcado por las inequidades en la provisión de atención sanitario y en la capacidad de pagar a los profesionales, más que por necesidades de salud o carga de enfermedad”*.

El 21 de mayo de 2010, en la 63ª Asamblea Mundial de la Salud (AMS) se aprobó el Código de Buenas Prácticas para la Contratación Internacional de Personal Sanitario. Los Ministros de Salud acordaron poner fin a la contratación de profesionales sanitarios de países en desarrollo con grave déficit de profesionales para la salud e instan a la formulación de acuerdos binacionales o multilaterales que busquen la generación de beneficios compartidos que protejan tanto los derechos de la ciudadanía a recibir una atención de salud profesional mediante al aporte de asistencia técnica y financiera a los países de origen para que refuercen sus sistemas de salud, como de las personas migrantes creando condiciones laborales justas en destino.

Las Conclusiones del Consejo de Europa sobre el papel de la UE en Salud Global (mayo 2010) llaman a *“alentar el progreso hacia el cumplimiento de los compromisos acordados en la Estrategia de la UE para la Acción sobre la Crisis en Recursos Humanos para la Salud en Países en Desarrollo, y contribuir con el Código de buenas prácticas de la AMS sobre la contratación internacional del personal de salud”*.

Por si mismo un Código voluntario no tiene capacidad de lograr ningún impacto. Es necesaria su implementación y que los estados miembros redoblen sus esfuerzos en coherencia con documentos políticos que, como la Estrategia o las Conclusiones del Consejo, ya han sido aprobados.

Dadas las iniciativas existentes para su puesta en marcha en el seno de la OMS para promover y hacer seguimiento de su aplicación y las repercusiones que para las políticas de cooperación al desarrollo esta iniciativa conlleva, la DG POLDE y la AECID, en colaboración con Acción por la Salud Global y la Acción Europea “Migración de Profesionales de la Salud entre América Latina y Europa: creación de oportunidades para el Desarrollo Compartido – MPDC¹” organizan una sesión de trabajo en Madrid el próximo 17 de junio que reunirá a representantes de los Ministerios de Cooperación y Salud de diversos países europeos.

Objetivos del seminario:

El objetivo de esta sesión de trabajo es fomentar el intercambio y la reflexión entorno a la aplicación del Código, estimulando relaciones entre instituciones y países. Por ello, el formato de algunas de las mesas pretende priorizar un debate fluido y espacios abiertos de debate.

¹ Acción financiada por la Comisión Europea y desarrollada por la Escuela Andaluza de Salud Pública en colaboración con la Organización Panamericana de la Salud – OPS/OMS y el Ministerio de Salud Pública de Uruguay, que ostenta la Secretaría del Grupo de Trabajo Iberoamericano de Migraciones Profesionales.

Objetivos específicos:

- Socializar el código de prácticas de la AMS en el entorno de las agencias de cooperación al desarrollo analizando las implicaciones estratégicas y operativas derivadas de su puesta en marcha.
- Establecer espacios de coordinación entre instituciones, compartir experiencias y aprender de la experiencia de otros países ante desafíos comunes.
- Mejorar la relación entre distintos actores en la aplicación del Código.

Dirigido a: Expertos/as en salud de Agencias de Cooperación y de Ministerios de Asuntos Exteriores, y responsables de RRHH de Ministerios de Salud.

Agenda

10-10,20- Sesión de apertura: Ministerio de Sanidad, Política Social e Igualdad y Ministerio de Asuntos Exteriores y Cooperación/AECID.

10.20-11.00- El Código de Conducta. Sistemas de información y seguimiento del Código

- Dr. Pascal Zurn, OMS, *'Herramientas útiles para la aplicación del Código: estrategia y guías de seguimiento'*.
- Dr. Charles Godue, OPS/OMS, *'Estrategias y avances en la implementación del Código'*.

11.00-11.50- Experiencias del Sur:

- Dr. Idabat Dhillon, Instituto ASPEN, *'Acuerdos bilaterales, experiencias del pasado y cómo avanzar'*.
- Dr. Gilberto Ríos, Ministerio de Salud Pública de Uruguay, *'Cooperación regional: flujos bidireccionales'*.

11.50-12.10- Pausa café

12.10-13.00- Soluciones desde las políticas de cooperación: fortalecimiento de los sistemas de salud y mecanismos de compensación

- Sara Paterlini, CESTAS-AfGH, *'Comparativa entre Reino Unido, Italia, España, Francia y Alemania en la aplicación del Código'*.
- Silvia Sánchez Hernández, Escuela Andaluza de Salud Pública - EASP, *'Buenas prácticas: la opinión de los expertos de salud y de cooperación. Resultados de un estudio Delphi'*.

13.00-14.00- Comida

14.00-15.10- Cómo cada país está fortaleciendo el personal sanitario en países en desarrollo dentro de un esfuerzo integral por fortalecer el conjunto del sistema de salud

Cada donante presentará sus estrategias y actividades en un turno de 5 minutos y responderá a una serie de cuestiones planteadas por los organizadores previamente. Con el fin de facilitar el debate y el intercambio de ideas, no habrá presentaciones powerpoint, sino que el moderador actuará de facilitador para poder obtener conclusiones concretas surgidas de la discusión.

15.10-16.20- ¿Cómo cada país está enfrentándose a su propio déficit relativo?

Cada Ministerio de Sanidad presentará sus estrategias y actividades en un turno de 5 minutos y responderá a una serie de cuestiones planteadas por los organizadores previamente. Con el fin de facilitar el debate y el intercambio de ideas, no habrá presentaciones powerpoint, sino que el moderador actuará de facilitador para poder obtener conclusiones concretas surgidas de la discusión.

16.20-16.40- Espacios de coordinación: El ejemplo de los Países Bajos.

- Remco van de Pas, Wemos

16.40-17.30- Conclusiones y cierre.



ANEXO 9

CONCLUSIONES I SEMINARIO DE TRABAJO SOBRE LA IMPLEMENTACIÓN DEL CÓDIGO DE CONDUCTA DE LA OMS

**CONCLUSIONES DEL I SEMINARIO DE TRABAJO SOBRE LA
IMPLEMENTACIÓN DEL CÓDIGO DE CONDUCTA DE LA OMS:
AVANZANDO EN LA CONTRATACIÓN ÉTICA DE PROFESIONALES
SANITARIOS
MADRID, 17 DE JUNIO DE 2011**

Fortalecer el sistema de salud conlleva necesariamente dotarlo con recursos humanos capacitados, motivados y suficientes. Conseguir este objetivo implica disminuir las diferencias que empujan a los profesionales a emigrar a otros países o a evitar trabajar en zonas rurales, de especial dificultad o en el Sistema Sanitario Público. Un esfuerzo ingente que requiere el compromiso de todos, estados del Sur y del Norte, por trabajar hacia, por un lado, la autosuficiencia, y, por otro, el fortalecimiento de sistemas de salud de países de renta baja y media.

En los países de origen el impacto que la migración de sus profesionales sanitarios tiene sobre los sistemas de salud es enorme, y no sólo desde el punto de vista cuantitativo, sino también cualitativo. Es importante tener en cuenta el número bruto de migrantes que abandonan el Sistema de Salud de un país y que pueden afectar a la capacidad global de respuesta del sistema de salud para atender las necesidades de su población; pero también los efectos de la salida de profesionales altamente capacitados en especialidades muy concretas que dejan, al irse, un hueco difícil de llenar.

Para poder valorar este impacto y desarrollar políticas eficaces que limiten las inequidades que están detrás de la movilidad de RHS, es esencial conseguir contar con información suficiente y adecuada. Es mandato de la OMS y la OPS trabajar dentro de los estados y en la Unión Europea (UE) para cubrir el actual déficit de información y para hacerlo posible requieren el apoyo de todos. Este conocimiento incluye estudios comparativos de flujos migratorios y requisitos nacionales de formación y especialización, criterios de homologación así como el establecimiento de sistemas de registro que permitan el adecuado análisis de situación de la fuerza laboral en salud, incluyendo el fenómeno migratorio

A nivel europeo, se están haciendo esfuerzos para conseguir la autosuficiencia y se comenta la necesidad de profundizar la colaboración entre el sistema educativo y de salud para dar respuestas consistentes a las necesidades cuantitativas y cualitativas detectadas en los procesos de planificación de profesionales sanitarios, procesos que deben ser mejorados y reforzados de manera permanente. Así mismo, los registros de profesionales constituyen igualmente un elemento fundamental para la planificación de RHS.

En Europa no sólo se da la problemática de la escasez de profesionales, sino que en algunos países el problema es su distribución geográfica y por especialidades. La mayoría de los países de la UE se enfrentan a desafíos parecidos por lo que se pone de manifiesto la necesidad de aprender conjuntamente y de aplicar estrategias en base a las lecciones aprendidas y a experiencias iniciales como los acuerdos bilaterales.

Algunos de los ejemplos mostrados durante el seminario reflejan, por ejemplo, dificultades relacionadas con la retención rural (Portugal) o los resultados positivos de una planificación de recursos humanos de salud mejorada (en Finlandia ha disminuido la escasez de personal sanitario de un 11% a un 6% gracias al incremento de plazas de formación desde 2006).

La ratificación del código de buenas prácticas es considerada como una consecuencia de los valores dominantes en el entorno europeo sobre la problemática analizada y una paso adelante en la construcción de una fuerza de trabajo en salud mejor distribuida en un mundo globalizado, proceso en el que a juicio de los profesionales de salud presentes, las agencias de cooperación al desarrollo pueden jugar un papel relevante, apoyando iniciativas de refuerzo sectorial y específicamente en el área de la formación y desarrollo profesional de los RHS así como favoreciendo la firma de acuerdos bilaterales y procesos de migración circular.

La planificación, formación y gestión de RHS así como la aplicación del Código de la OMS o la coherencia de políticas, conllevan la colaboración entre distintos ministerios y departamentos ministeriales. Durante el evento se enfatizó que la colaboración entre instituciones es esencial y, a veces, uno de los principales desafíos en la contratación internacional ética de RHS, al estar involucrados los Ministerios de Sanidad, Educación, Trabajo o Asuntos Exteriores y las instituciones y organismos responsables de garantizar la prestación asistencial de servicios de salud, que no siempre tienen una visión global de la problemática derivada de la contratación de profesionales migrantes.

Respecto a la cooperación con países de medianos y bajos ingresos originarios de RHS, las agencias de cooperación presentes reiteraron su compromiso con el fortalecimiento integral de sistemas de salud en los que los RHS son esenciales; así como la pertinencia de fomentar mecanismos de compensación basados en información adecuada y actualizada acerca de los flujos migratorios. Se incidió en la necesidad de no contratar profesionales de países con grave escasez de RHS.

El diálogo bilateral con los países socios es fundamental. Referente a los mecanismos de compensación para atenuar el impacto de las migraciones se han desarrollado algunos ejemplos de experiencias piloto (acuerdos bilaterales), y varios países han planteado un menú variado de alternativas que significarán insumos para cuando se generen espacios de negociación bilaterales por las migraciones. Los resultados parciales del estudio Delphi desarrollado en el marco de la Acción Europea MPDC permiten garantizar que se podrá contar con insumos de interés para la detección de iniciativas para la creación de efectos positivos bidireccionales, a proponer a las agencias de cooperación para su incorporación en sus planes de acción.

El compromiso firme para la aplicación del Código debe extenderse tanto a ONG como a Organizaciones Internacionales e iniciativas globales de salud, especialmente las específicas de enfermedad, que tienen un papel muy importante en la implementación de buenas prácticas.

Los representantes ministeriales asistentes al seminario valoran esta iniciativa como una magnífica experiencia de cooperación internacional con resultados visibles y efectivos, proponiendo dar continuidad a este tipo de encuentros, que permitan avanzar la agenda de migraciones, planteando presentar estas conclusiones en los foros de cooperación convocados de ámbito europeo.

Debates como este son esenciales para avanzar hacia la plena implementación de varias políticas europeas, como son las Conclusiones del Consejo de Europa sobre el papel de la UE en Salud Global (mayo, 2010): *“en línea con los compromisos realizados en coherencia de políticas y en el marco del Programa de Trabajo en Coherencia, el Consejo llama a la Comisión y a los Estados Miembros a afrontar las cuestiones que tienen mayor impacto en la salud global en las cinco áreas prioritarias de comercio y financiación, migración, seguridad, seguridad alimentaria y cambio climático”* y, particularmente, *“en migraciones, se anima a avanzar hacia la consecución de los compromisos acordados en la Estrategia de Acción de la UE en la Crisis de recursos humanos de salud en países en desarrollo y contribuir al Código de buenas prácticas de la Asamblea Mundial de la Salud en la contratación internacional de profesionales sanitarios”*.

ANEXO 10

LECCIONES APRENDIDAS



LECCIONES APRENDIDAS





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LECCIONES APRENDIDAS

Diciembre, 2011

AUTORES: Juan Ignacio Martínez Millán, M^a Agustina Pando Letona y Silvia S. Hernández

DISEÑO PORTADA: Elaboración propia con datos del estudio utilizando la aplicación "Wordle".

MAQUETA: AtticusEdiciones

La presente publicación, realizada en el marco de la Acción " Migración de Profesionales de la Salud entre América Latina y Europa. Creación de Oportunidades para el Desarrollo Compartido", ha sido elaborada con la asistencia de la Unión Europea. El contenido de la misma es responsabilidad exclusiva de sus autores y en ningún caso debe considerarse que refleja los puntos de vista de la Unión Europea ni de las entidades asociadas a esta Acción.

La Acción " Migración de Profesionales de la Salud entre América Latina y Europa. Creación de Oportunidades para el Desarrollo Compartido", financiada por la Comisión Europea en el marco del Programa Temático de Cooperación con Países Terceros en los ámbitos de Migración y Asilo (Contrato N^o MIGR/2008/152-804), es desarrollada por la Escuela Andaluza de Salud Pública en sociedad con la Organización Panamericana de la Salud (OPS/OMS) y en colaboración con el Ministerio de Salud Pública de la República Oriental del Uruguay a través del Grupo de Trabajo de Migraciones Profesionales del Espacio Iberoamericano, cuya Secretaría ostenta.

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ESTE DOCUMENTO RECOPILA aquellas estrategias y actividades que se han puesto en marcha para el desarrollo de la acción Migraciones Profesionales-Desarrollo Compartido –MPDC–, destacando sus elementos positivos así como sus limitaciones y algunas propuestas de mejora.

Para ordenar y facilitar la reflexión colectiva desarrollada seleccionamos tres núcleos de interés sobre los que concentrar el análisis: los procesos de trabajo, las estrategias de gestión y los resultados esperados y obtenidos.

Para ellos hemos contado con la colaboración de una muestra de los diferentes tipos de profesionales que han colaborado con el equipo de gestión de esta iniciativa y que han estado involucrados a distintos niveles y en diferentes momentos en el proceso de trabajo de la acción. Son los que siguen a continuación por orden alfabético y a los que queremos agradecer su contribución:

Gastón Babio, Pedro Brito, Raquel Cantos Vicent, Lorenzo Casellas López, Cristianne Famer Rocha, Riitta-Liisa Kolehmainen-Aitken, Silvina Malvárez, Juan Ignacio Martínez Millán, Mónica Padilla, M^a Agustina Pando Letona, Gilberto Ríos Ferreira, Helena Sanabria, Silvia S. Hernández, Hernán Sepúlveda, Judith Sullivan, Pablo Tailanián y Margarita Velasco.



LA ACCIÓN EUROPEA “Migraciones Profesionales entre América Latina y Europa. Creación de Oportunidades para el Desarrollo Compartido - MPDC” ha sido desarrollada por el consorcio formado por la Escuela Andaluza de Salud Pública (líder), la Organización Panamericana de la Salud – OPS/DMS y el Ministerio de Salud Pública de Uruguay (entidad responsable del Grupo de Migraciones del espacio Iberoamericano), en el marco del Programa Temático de Cooperación con Países Terceros en los ámbitos de Migración y Asilo. La Acción se inició el 1 de enero de 2009 y contemplaba una duración de 30 meses, ampliada finalmente a 36 meses, por lo que finalizó el pasado 31 de diciembre de 2011.

Su objetivo general ha sido contribuir al esfuerzo de caracterizar y fomentar una gestión eficaz de los flujos migratorios de profesionales del área médica y de enfermería en el espacio Iberoamericano y de la Unión Europea. Para ello, se ha trabajado en los siguientes aspectos:

- 1.- **Caracterización de la situación** (revisión de la literatura y otras fuentes de información relacionadas con el estado de la cuestión).
- 2.- Diseño de **estudios multicéntricos** sobre los flujos migratorios interamericanos y hacia la UE.
- 3.- Análisis y revisión de los **sistemas de información** en desarrollo que permitan el seguimiento permanente del estado de la situación.
- 4.- Mejora de los procesos de **planificación** de la fuerza de trabajo en salud (elaboración de un manual de planificación de recursos humanos y diseño de un proceso de capacitación adaptado a entornos virtuales de aprendizaje).
- 5.- Aspectos relacionados con la **gestión y regulación** (buenas prácticas en la gestión de flujos migratorios de profesionales de la salud).
- 6.- Prioridades y estrategias en cooperación **internacional para la gestión de la migración** de manera que se produzcan impactos positivos bidireccionales.

7.- Estrategia de replicación y generalización de la experiencia en base a las lecciones aprendidas.

Para el desarrollo de la Acción se estableció un marco organizativo (ver figura 1) sustentado por un Comité de Dirección y una Secretaría Técnica. Su primera actividad fue la elaboración de unas normas de funcionamiento, que en el marco de la normativa general que aplicaba a la acción, clarificaban y establecían los procesos y procedimientos a seguir para el desarrollo de las diferentes actividades contempladas.

Organización del Proyecto



Figura 1

EL COMITÉ DE DIRECCIÓN ha tenido las siguientes funciones:

- Aprobación de las Normas de Funcionamiento.
- Aprobación de los planes operativos anuales. Coordinación y dirección de la Acción.
- Supervisión de forma permanente del desarrollo y la ejecución de los componentes de la Acción.
- Supervisión de la ejecución del presupuesto contemplado en el Contrato de Subvención.
- Seguimiento de la calidad de los productos esperados de la acción.

Además, constituida por el Director de la Acción y la secretaria del Comité de Dirección, se creó la Secretaría Técnica, cuyas funciones han sido las siguientes:

- Preparación e implementación de los planes operativos anuales.
- Evaluación de las ofertas y propuestas de contratación de servicios previstas en la Acción.
- Preparación de los informes previstos por la entidad financiadora.
- Convocatoria de las reuniones del CD.
- Elaboración de las actas del CD.
- Preparación de los informes de avance semestrales para el CD.
- Preparación de los aspectos logísticos derivados de la organización de los seminarios y/o talleres contemplados.

Finalmente, se creó un grupo estable de trabajo, con carácter funcional y no orgánico, y se contó con grupos de trabajos y consultores y expertos individuales para el apoyo a los diferentes componentes de la Acción y la consecución de los objetivos previstos.

- **LA ACCIÓN EUROPEA**, a través de la obligada existencia de una planificación detallada y de un presupuesto suficiente ha permitido el mantenimiento de un proceso de trabajo continuo y sistemático en el ámbito de las migraciones de profesionales de salud en el espacio Iberoamericano, contribuyendo a la incorporación efectiva de este tema en las agendas de los Ministerios de Salud de la Región, así como a una mayor toma de conciencia sobre sus responsabilidades respecto de este fenómeno, sobre sus consecuencias y sobre las posibilidades de intervención desde sus ámbitos de responsabilidad.
- El trabajo coordinado entre tres instituciones de características tan dispares como las integradas en la acción: Un ministerio sectorial americano (Ministerio de Salud Pública de Uruguay), un organismo especializado de asistencia técnica del sistema de Naciones Unidas (OPS/DMS) y una institución especializada en la gestión del conocimiento en salud pública del ámbito europeo (Escuela Andaluza de Salud Pública), supone todo un reto que sólo ha podido ser solventado por la integración en la acción de objetivos coincidentes y/o complementarios de las tres instituciones, representando la acción una oportunidad para el trabajo colaborativo, de carácter sinérgico, evitando la duplicidad de esfuerzos creando importantes economías de escala.
- Para ello ha sido clave en primer lugar la disposición a colaborar de las instituciones y personas directamente implicadas, disposición arropada por el desarrollo y aceptación colectiva de una marco transparente de relación y de un proceso sistemático de toma de decisiones basado en la negociación y el acuerdo, reflejado en el modelo organizativo y manual de funcionamiento elaborado, proceso a su vez facilitado por la existencia de un marco normativo de referencia explícito aportado por la institución financiadora.
- Si bien la característica multicéntrica y multirregional de la acción (al radicar las tres instituciones mencionadas en tres ámbitos geográficos diferentes: Uruguay, Región de las Américas y Europa) podría haber

supuesto ciertas dificultades en el proceso de toma de decisiones, la disponibilidad de las tecnologías actuales de comunicación y la decisión de mantener reuniones anuales del Comité de Dirección (aprovechando actividades adicionales de la acción) para evaluar el proceso, preparar la rendición de cuentas ante la entidad financiadora y proceder a la planificación detallada del periodo siguiente, han permitido una gestión eficaz del proceso.

- Para ello consideramos de especial importancia generar entre los actores implicados la asunción de la responsabilidad de gestión como responsabilidad colectiva, independientemente de la que, ante la entidad financiadora, asume la entidad que lidera la acción. El tener que responder a una entidad financiadora acerca de la puesta en marcha de procesos y resultados ha servido de elemento adicional para dinamizar el desarrollo del trabajo desde las organizaciones responsables de la acción, más allá de sus propios compromisos institucionales.
- Que las tres entidades responsables de la acción consideraran el tema de trabajo prioritario en sus agendas particulares no ha sido sólo un elemento facilitador del desarrollo del trabajo, sino una garantía para darle continuidad y peso al trabajo realizado por parte de cada una de ellas, tanto previamente a la acción, como durante y a posteriori.
- Crear sinergias entre los objetivos de la acción y los propios de las instituciones implicadas, potenciando líneas ya existentes evitando duplicidades y pérdidas de esfuerzo, beneficiándose del trabajo colaborativo y del reparto de tareas, hace viable el desarrollo de una acción de tal magnitud, impracticable para una sola institución. Esta colaboración e integración de actividades en estrategias comunes enriquece el proceso, aportando experiencias y enfoques complementarios, distintas perspectivas de análisis y genera una mejor y mayor comprensión de las necesidades (diferentes y comunes) que deben ser enfrentadas por los países en sus distintos papeles como emisores, receptores, o sometidos a ambas realidades.

- Las partidas presupuestarias asignadas de forma estricta a los conceptos predeterminados por parte de la entidad financiadora en base a un presupuesto elaborado en la fase de propuesta han resultado en algunas ocasiones excesivamente restrictivas a la hora de poder ejecutar actividades por parte de los otros socios de la acción o de otros profesionales adecuados e interesantes para llevarlas a cabo. Quizás la acción podría haberse beneficiado de una mayor flexibilidad a la hora de plantear cambios entre las partidas presupuestarias, diseñadas inicialmente bajo hipótesis de trabajo no siempre ajustadas al contexto real de la intervención.
- Como buenas prácticas desarrolladas desde el Comité de Dirección se destacan la creación de un manual de normas y procedimientos para la gestión de la acción, la explicitación del marco normativo, la transparencia en la gestión, la participación en la toma de decisiones para el diseño de los planes operativos y la rendición periódica de cuentas entre los socios.
- Como buenas prácticas desde la entidad financiadora se destaca la decisión de la UE de trasladar la oficina de referencia para el seguimiento del proyecto al país receptor (Uruguay), lo que ha facilitado la comunicación con el núcleo central de la acción (grupo de trabajo de migraciones del espacio iberoamericano gestionado por el Ministerio de Salud Pública de Uruguay). Esto ha generado una mayor cercanía con las personas vinculadas de la Delegación de la UE en Uruguay, que en todo momento han mostrado su disposición para llevar adelante una colaboración efectiva, ágil y basada en la confianza. La celeridad y claridad en el proceso de respuesta a las diferentes consultas ha sido clave para la gestión de las contingencias. Adicionalmente, como muestra de su compromiso con la acción, destacamos la participación sistemática de la representación europea en los encuentros regionales anuales celebrados en Montevideo, Uruguay, lo que consideramos aporta mayor credibilidad de las acciones promovidas por la iniciativa ante las instituciones y personas implicadas, en un contexto de especial

complejidad como el que supone la pertenencia del público objetivo de la iniciativa a organizaciones ministeriales.

- La acción se podría haber beneficiado de la colaboración de expertos sectoriales y temáticos de los propios servicios de la Comisión Europea, que no han podido participar en las actividades solicitadas por falta de tiempo y recursos para poder aportar esa colaboración. Debería valorarse la posibilidad de ofrecer ese tipo de colaboración como elemento de enriquecimiento de los análisis realizados y de las propuestas de intervención sugeridas, que así estarían mejor enmarcadas en los distintos instrumentos y estrategias europeas existentes. Es difícil llegar a tener el conocimiento específico que estos expertos y expertas poseen sobre el abigarrado complejo administrativo y de líneas de acción europeas vinculadas al proceso migratorio y de cooperación (y específicamente en el ámbito de salud). Se debería promocionar esa colaboración de personas expertas de la Comisión Europea, desde esa perspectiva técnica, desvinculada de su papel tradicional "financiador" y "evaluador" en las acciones de este tipo.
- Los inevitables cambios en los enlaces ministeriales, por ser tantos países y el marco temporal amplio (3 años), dificultan la continuidad del trabajo, lo cual insta a repensar iniciativas que frenen este obstáculo, tales como identificar como enlaces a personal técnico menos expuesto a los vaivenes políticos y que den continuidad a las iniciativas de estas características.
- Desarrollar una acción con tantos actores involucrados supone una complejidad enorme que se ve reflejada en la dificultad de acompasar agendas. Con algunos interlocutores, como han sido las agencias de cooperación, esta dificultad se ha visto realmente agravada a pesar de haber desarrollado desde el inicio una estrategia específica de comunicación e implicación en la acción. De nuevo sería conveniente analizar si los servicios de la Comisión Europea podrían jugar algún papel de apoyo en este tipo de estrategias de carácter regional (en este caso

europeo) más fácil de gestionar desde órganos de integración que desde instituciones nacionales.

- La Web del proyecto (www.mpdc.es) creada como vehiculo de comunicación entre las diferentes partes responsables de la acción, a pesar de la estrategia de comunicación realizada, no ha alcanzado a todos los públicos objetivo en esta fase de desarrollo. Sin embargo, es de gran utilidad, tanto para profesionales involucrados en la acción, como para profesionales de fuera de ésta interesados en el tema, pues concentra toda la información relevante sobre el área de intervención y toda la información generada por la propia acción.
- La realización de estudios de caso por país ha servido para obtener un diagnóstico del estado de situación del fenómeno de las migraciones de profesionales de la salud en la región de las Américas y parte de Europa, estableciendo, además, algunas relaciones entre territorios. El haber contado con un estudio previo de estas características desarrollado un año antes en la región de Andalucía (España) por parte de la EASP, así como otros estudios de caracterización del fenómeno desarrollados previamente por otra de las entidades responsables de la acción (DPS), permitió elaborar muy fácilmente unos términos de referencia con una extensa normalización metodológica que deberían seguir cada uno de esos estudios y que permitirían desarrollar la comparación de datos. La distancia física entre la coordinación técnica de los estudios y los equipos responsables de su desarrollo, la diversidad de terminología y, sobre todo, la falta real de datos, ha dificultado el desarrollo de estas investigaciones. Quizás esta dinámica podría haberse beneficiado de haber mantenido un mayor número de reuniones presenciales para el seguimiento del proceso.
- Los sistemas de información continúan siendo un reto para la acción. La inexistencia de fuentes sistemáticas de información y la necesidad de integrar sistemas de información de países de origen y destino como única manera efectiva de conseguir información actualizada en tiempo

real, es un elemento de dificultad y un reto del mayor interés de cara a la armonización de sistemas y del trabajo colaborativo entre unidades administrativas sectoriales, intersectoriales e inter-países.

- Mantener una secretaría técnica que valore periódicamente los productos de las consultorías hasta su finalización contribuye a obtener resultados más ajustados a los requerimientos necesarios para la acción y facilita el trabajo de perfeccionamiento y ajuste por parte de los consultores. Se invita a solicitar en los estudios de diagnóstico (en esta acción se han llamado estudios de caso) recomendaciones, pues así, tal y como ha sucedido en la Región Andina, éstas pueden ser asumidas por los organismos oficiales de salud pública, siendo incluidas en resoluciones de política pública.
- Desde la acción se ha impulsado el uso de nuevas tecnologías aplicadas a la investigación cualitativa desarrollando modelos metodológicos de investigación totalmente replicables. El estudio Delphi se revela de nuevo como una técnica muy adecuada para realizar consulta pública y obtener convergencias de opiniones y consensos. Nos ha sido muy útil para realizar propuestas de trabajo en un contexto de falta absoluta de datos para el diagnóstico de situación.
- Iniciativas como la analizada permiten el trabajo colectivo de expertos de alto nivel profesional y experiencia sectorial que de otra manera sería extremadamente difícil reunir, permitiendo el desarrollo de trabajos con una gran calidad, como en el caso del proceso desarrollado para la edición en español del nuevo manual de planificación sanitaria y curso virtual desarrollado e integrado en el campus virtual de salud pública de la Organización Panamericana de Salud - OPS/DMS.
- Las metodologías desarrolladas por la acción para indagar acerca de la opinión pública respecto del tema que nos ocupa son muy útiles como herramientas para captar la sensibilidad social y tenerla en cuenta a la hora de proponer políticas públicas.

- Se ha demostrado que los encuentros anuales consiguen una finalidad muy relevante en este tipo de acciones, en las cuales, para avanzar, se necesita la voluntad de diversos actores, y es que éstos -en este caso, representantes técnicos, políticos y académicos- se involucren en el tema de las migraciones profesionales de la salud y todos sus factores colindantes.
- Los encuentros anuales han sido un espacio de difusión de los avances obtenidos en las etapas intermedias por parte de todos los agentes implicados en la acción, lo cual supone un factor motivante para continuar trabajando.
- En algunos casos, los encuentros no han sido suficientemente utilizados para trabajar en grupos y así avanzar en la formulación y desarrollo de acciones concretas. Pero sí han servido para potenciar y consolidar los enlaces de los responsables ministeriales en cada país para trabajar a largo plazo en el tema de la migración de profesionales de la salud y sus factores relacionados, pues la acción culmina en esta etapa con la creación de una Red Iberoamericana Ministerial de Migraciones Profesionales de Salud (RIMPS).
- La creación de la RIMPS refuerza y da visibilidad a la voluntad política existente en la Región de seguir trabajando en esta temática. Es una red de trabajo sobre una temática concreta con toda la flexibilidad que supone esta forma de trabajo y, por lo tanto, se puede replicar en cualquier contexto.
- La RIMPS posibilitará la obtención de recursos económicos tanto por sus propias características (red en el marco de la Secretaría General Iberoamericana) como por la congruencia de sus objetivos con las estrategias y objetivos de la Cooperación Internacional para el Desarrollo.
- La RIMPS permite el diseño de estrategias de intervención basadas en el diálogo multilateral, imprescindible para el abordaje de la problemática

derivada del fenómeno de las migraciones profesionales de la salud, y hace posible tanto el intercambio de información entre los países interesados, como el desarrollo de trabajos colaborativos e iniciativas colectivas en los foros regionales e internacionales.

- A nivel contextual, la firma del "*Código de prácticas mundial sobre contratación internacional de personal de salud*" adoptado el 21 de mayo de 2010 en la 63ª Asamblea Mundial de la Salud (OMS), fue un facilitador del trabajo, dado que situó el tema de la migración de profesionales de la salud en un nivel de interés internacional.
- La estrategia desarrollada con el aporte de la acción, su marco de gestión y de relaciones interinstitucionales e intersectoriales y el grado de consecución de los objetivos previstos, hacen que esta iniciativa pueda servir como referente para su replicación, teniendo en cuenta las lecciones aprendidas en esta experiencia, y en otros ámbitos geográficos o sectoriales, tal y como la Organización Mundial de la Salud nos ha planteado hacer. La OMS, además, ha solicitado ser miembro asociado de la nueva propuesta sometida a valoración a la Comisión Europea en diciembre de 2011.
- En los resultados obtenidos se exponen las iniciativas de trabajo llevadas a cabo en otros sectores relacionados y que pueden servir como referencia para su replicación en los ámbitos de trabajo que involucra el fenómeno de las migraciones profesionales de la salud. Aumentar el número de instituciones que quieren comprometerse en el esfuerzo colaborativo en base a la presentación de resultados progresivos se vislumbra como una estrategia útil para este proceso de creación de sinergias.
- La migración de profesionales de la salud continúa siendo uno de los complejos factores que inciden en la problemática de la escasez de los recursos humanos en salud de los países. Trabajar en el tema de las migraciones supone aportar soluciones, ideas y propuestas para abordar el trabajo de otros sectores relacionados. Sigue siendo de la

mayor importancia continuar trabajando en la creación de sistemas de información y registro, en la mejora de los procesos e implementación de estrategias de planificación de RRHH, y en la mejora de las condiciones profesionales y laborales de las personas que trabajan en el sector salud en los países de origen. Además, es necesario fortalecer el respeto a los principios éticos que sustenta el Código de Buenas Prácticas para la contratación internacional de personal de salud, incluyendo por supuesto la igualdad de trato y derechos laborales en los países de destino para los y las profesionales que toman esta decisión.

- Acciones como esta contribuyen a difundir y fortalecer derechos humanos como el de la libertad de movimiento de las personas, independientemente de su origen y profesión, así como a hacer conscientes, a las personas responsabilizadas de la organización y gestión de la fuerza de trabajo en salud en sus ámbitos nacionales y subnacionales, de la necesidad de ampliar su perspectiva de análisis en base a las implicaciones éticas que determina la consideración de la fuerza laboral de salud como un bien global.



La Acción " Migración de Profesionales de la Salud entre América Latina y Europa. Creación de Oportunidades para el Desarrollo Compartido", financiada por la Comisión Europea en el marco del Programa Temático de Cooperación con Países Terceros en los ámbitos de Migración y Asilo (Contrato Nº MIGR/2008/152-804), es desarrollada por la Escuela Andaluza de Salud Pública en sociedad con la Organización Panamericana de la Salud (OPS/OMS) y en colaboración con el Ministerio de Salud Pública de la República Oriental del Uruguay a través del Grupo de Trabajo de Migraciones Profesionales del Espacio Iberoamericano, cuya Secretaría ostenta.

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Programa Temático de Cooperación con Países Terceros en los ámbitos de Migración y Asilo



LESSONS LEARNED



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LESSONS LEARNED

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THIS DOCUMENT OUTLINES the strategies and activities implemented as part of the initiative Health Professional Migration between Latin America and Europe. Opportunities for Shared Development – MPDC, highlights their positive attributes and limitations and offers suggestions for improvement.

In order to organise and facilitate the collective reflection process, we selected three key topics of interest upon which to focus our research: working processes, management strategies and expected and actual results.

To this end, we enjoyed the cooperation of a sample group of different types of professionals who assisted this initiative's management team and were involved to varying degrees and at different stages of the initiative process. We wish to express our appreciation to the following individuals for their contribution to the action (listed in alphabetical order):

Gastón Babio, Pedro Brito, Raquel Cantos Vicent, Lorenzo Casellas López, Cristianne Famer Rocha, Riitta-Liisa Kolehmainen-Aitken, Silvina Malvárez, Juan Ignacio Martínez Millán, Mónica Padilla, M^a Agustina Pando Letona, Gilberto Ríos Ferreira, Helena Sanabria, Silvia S. Hernández, Hernán Sepúlveda, Judith Sullivan, Pablo Tailanián and Margarita Velasco.



THE EUROPEAN INITIATIVE, “Health Professional Migration between Latin America and Europe. Opportunities for Shared Development – MPDC”, was conducted by a consortium made up of the Andalusian School of Public Health (action leader), the Pan American Health Organisation – PAHO/WHO and Uruguay’s Ministry of Public Health (entity responsible for Ibero-American Migration Working Group), within the framework of the Thematic Programme for Cooperation with Third Countries in the Areas of Migration and Asylum. The initiative began on 1 January 2009 and was scheduled to last 30 months, which was ultimately extended to 36 months, and was completed on 31 December 2011.

Its overarching goal was to contribute to efforts to define and encourage effective management of migratory flows of health professionals in the medical and nursing fields in Latin America and the European Union. To this end, the action worked on the following issues:

- 1.- **Overview of the situation** (review of the literature and other information sources associated with the issue).
- 2.- Design of **multisite research** on migration flows within Latin America and into the EU.
- 3.- Research into and review of **information systems** under development designed to enable ongoing monitoring of the issue.
- 4.- Improvement of health workforce **planning** processes (development of an HR planning manual and design of a training process adapted to virtual learning environments).
- 5.- Issues related to **management and regulation** (best practices in managing health professionals’ migration flows).
- 6.- Priorities and strategies in **international aid for migration management**, geared towards generating two-way positive impacts.
- 7.- **Strategy for replicating and generalising** the experience based on lessons learned.

An organisational framework was established to carry out the action (see diagram 1) with the support of an Executive Committee and Technical Secretary. Their first task called for drawing up rules of procedure, which, within the framework of the general rules applicable to the action, clarified and established the processes and procedures to follow to carry out the range of activities envisaged in the proposal.

Organization of the project

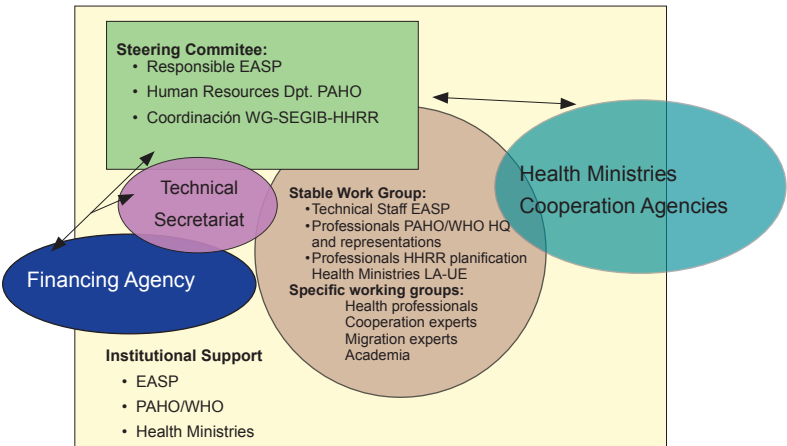


Diagram 1

THE EXECUTIVE COMMITTEE was tasked with the following responsibilities:

- Approving Rules of Procedure.
- Approving annual operating plans. Coordinating and managing the action.
- Providing constant oversight of the progress and execution of the different elements of the action.
- Supervising implementation of the budget outlined in the Grant Contract.
- Monitoring the quality of the action's expected products.

In addition, the Project Director and Executive Committee's secretary created the Technical Secretary office, charged with the following responsibilities:

- Drawing up and implementing annual operating plans.
- Evaluating offers and proposals for contracting the services outlined in the initiative.
- Preparing the reports required by the funding institution.
- Organising Executive Committee meetings.
- Producing the minutes of Executive Committee meetings.
- Preparing twice-yearly progress reports for the Executive Committee.
- Managing the logistics of organising seminars and/or workshops.

Finally, a permanent working group was established, designed to be functional rather than organic and consisting of working groups, consultants and individual experts recruited to lend support to the different elements of the initiative and to assist in achieving targeted goals.

- **THE EUROPEAN INITIATIVE**, thanks to the obligatory detailed planning process and sufficient funding, has facilitated an ongoing, systematic working process in the area of health professional migration in Latin America. This has ensured that the issue has emerged on the agendas of the region's health ministries and has raised awareness among policymakers of the phenomenon, its consequences and the prospects for intervention throughout their areas of responsibility.
- The action is the result of the coordinated efforts of three very different institutions: a Latin American ministry (Uruguay's Ministry of Public Health), a United Nations organisation (PAHO/WHO) specialising in technical assistance, and an entity focused on managing knowledge of public health in Europe (Andalusian School of Public Health - EASP). The action posed a major challenge which was only overcome by bringing all of the common and/or complementary goals of the three institutions together in the initiative, converting it into an opportunity for collaborative, synergistic work, avoiding duplicate efforts and generating significant economies of scale.
- Key to this achievement was the willingness of the institutions and individuals directly involved in the action to work together. This willingness was underpinned by the collective development and acceptance of a transparent framework for interaction and a systematic decision-making process based on negotiation and consensus, reflected in the organisational model and procedure manual. The latter process was also facilitated by the existence of an explicit reference framework agreement supplied by the funding institution.
- The multisite and multiregional nature of the initiative (as the above-mentioned institutions are based in three different regions: Uruguay, the Americas and Europe) could have posed certain difficulties for the decision-making process. However, the availability of modern communication technologies and the Executive Committee's decision to hold annual meetings (taking advantage of other activities in addition to those included in the initiative) to assess the process, prepare the submittal

of accounts to the funding institution and carry out detailed planning of the subsequent period facilitated efficient management of the process.

- In this regard, we believed it was particularly important to generate a sense among all involved parties that the management duty was a collective responsibility, independent of the responsibility held by the entity leading the action in reporting to the funding institution. The need for reporting to a funding entity about the launch of processes and their outcomes served as an additional factor for invigorating the efforts of the organisations charged with carrying out the initiative, above and beyond their own institutional commitments.
- The fact that the three institutions leading the action regarded the issue as a priority on each of their agendas was not only an element facilitating its success, it was also a guarantee lending continuity and importance to the work conducted by each entity – all stages -- before, during and after completion.
- Generating synergies between the action's goals and each institution's goals, bolstering pre-existing lines of work while avoiding duplicating work and wasting efforts, benefiting from collaborative work and sharing tasks made it possible to carry out a project of this magnitude, which would have been impossible for one institution alone to complete. This cooperation and bundling of activities into shared strategies enriches the process, contributing complementary experiences and viewpoints and varied research perspectives and encouraging an improved understanding of the needs (both distinct and shared) that must be addressed by countries in their varied roles as sources or recipients of migratory flows, or both.
- The budget amounts assigned by the funding institution strictly to pre-determined items based on a budget drawn up at the proposal stage have sometimes proven excessively restrictive when activities had to be performed by other partners or other appropriate professionals. The initiative may have benefited from a greater degree of flexibility in

introducing changes to the budget items, which were initially designed based on a working hypothesis which did not always match the real context in which activities took place.

- Highlights of best practices implemented by the Executive Committee include the creation of a manual of rules and procedures for managing the action, the design of a regulatory framework, management transparency, participation in the decision-making process for the design of operating plans and periodic reporting of results among the partners.
- Highlights of best practices at the funding institution include the EU's decision to transfer the head office for monitoring the action to the recipient country (Uruguay), which facilitated communication with the initiative's core group (the Ibero-American Migration Working Group, managed by the Uruguayan Public Health Ministry). This generated closer links with involved individuals at the EU's Delegation in Uruguay, who at all times expressed their willingness to cooperate in an effective, flexible manner based on trust. The speed and clarity of the process for responding to organisers' series of questions were key to managing contingencies. Furthermore, as evidence of their commitment to the venture, we would highlight European officials' steadfast participation in the annual regional meetings held in Montevideo, Uruguay. Their presence lent greater credibility (from the standpoint of invited institutions and individuals) to the activities promoted by the initiative, against a particularly complex backdrop in which the initiative's target audience belonged to ministerial bodies.
- The action could have benefited further if it had enjoyed the involvement of sector and issue experts from the European Commission, but they were unable to participate as requested due to a lack of time and resources. The possibility of offering such cooperation should be studied as an element for enriching research and suggested intervention proposals, which would thereby be better tailored to the range of European tools and strategies currently at hand. It is difficult to achieve the kind of specific knowledge these experts possess about the multifaceted

European administrative structure and areas of action associated with the migration and aid process (namely in the area of healthcare). Such cooperation by European Commission experts should be encouraged from a technical standpoint, decoupled from their traditional roles as “funder” and “evaluator” of initiatives of this kind.

- The inevitable changes in ministerial contacts, due to the large number of countries involved and the action’s long duration (three years), hinder the continuity of the process. This raises the need for considering steps to erode this obstacle, such as making contacts among technical personnel who are less exposed to political ups and downs and who can lend continuity to initiatives of this type.
- Executing an action in which so many agents are involved is enormously complicated, which is reflected in the difficulty of coordinating participants’ schedules. In the case of some participants, such as aid agencies, this difficulty is exacerbated despite the fact that from its inception the process had a customised strategy for communicating with and involving them in the effort. To reiterate, it would be advisable to study whether European Commission resources could play a support role in these regional strategies (in this case, European), which are more easily managed from institutions with a wider scope than that of national bodies.
- The action website, www.mpdcs.es, created as a communication venue for the agents involved in the action, did not reach all target audiences at this stage of the process, despite a communication strategy to publicise it. Nonetheless, it is highly useful, both for the professionals involved in the action and for other, uninvolved individuals who are interested in the issue, as the website contains all relevant information on the subject along with all information generated by the action.
- The production of case studies by country helped to generate a diagnosis of the status of the phenomenon of migration of health professionals in the Americas and part of Europe, and forged links between regions.

A preliminary study of these characteristics was conducted one year earlier in Andalusia (Spain) by the EASP, following research into the phenomenon conducted previously by other entities behind the action (WHO). These efforts made it very easy to draw up reference terms with extensive methodological standards to be used in each of these studies to enable data comparisons. The physical distance separating the technical coordinators of the study and the teams responsible for conducting it, the diversity of terminology and, above all, a real lack of data, hampered research. In hindsight, the action may have benefited from a greater number of in-person meetings to monitor the process.

- Information systems remain a challenge for the action. A lack of systematic information sources and the need for integrating the information systems of both sending and receiving countries as the sole effective means of obtaining up-to-date information in real time represent a hindrance and a challenge, particularly for standardising systems and collaborative work between administrative units at the sector, inter-sector and inter-country levels.
- A Technical Secretary that periodically evaluates the consulting groups' results through to completion helps to generate results more in keeping with the requirements of the action and facilitates consultants' efforts to polish and adapt the text. As part of diagnostic studies ("case studies" in this action), researchers are invited to solicit recommendations, as these may be accepted by government health bodies and filter through to public policy decisions, as seen in the Andean region.
- The initiative encouraged the use of new technologies applied to qualitative research, developing fully replicable research methodology models. The Delphi study again proved to be a highly valuable technique for conducting public consultation and arriving at common conclusions drawn from opinions and consensus. Delphi was very useful to us in developing work proposals in a context of an absolute lack of data for gauging the situation.

- Initiatives such as the one analysed enable a group effort among high-level experts with ample industry experience, which would otherwise be very difficult to collect, facilitating the production of high-level, very high-quality work, as seen in the case of the process undertaken to produce a Spanish version of the new health planning manual and online course developed and included within the Pan-American Health Organisation's (PAHO/WHO) online public health campus.
- The methods used by the action for testing public opinion on the issue are very useful tools for assessing public sentiment and for taking it into account when formulating public policy.
- Annual meetings have proven to serve a very useful purpose in this type of action, in which, to make progress, cooperation from a wide range of agents is needed. Said individuals in this case include technical staff, politicians and academics who are involved in the area of health professional migration and all of its associated issues.
- Annual meetings have become a venue for publicising the advances made at the intermediate stages by all of the people involved in the action, which represents a motivating factor encouraging them to continue their work on the topic.
- In some cases, meetings were not used sufficiently for group work or to make progress on devising specific actions. Nonetheless, they were useful for strengthening and cementing relationships between ministerial staff in each country to further long-term work on the health professional migration phenomenon and its related issues, as the initiative at this stage culminated in the founding of the Ibero-American Ministerial Network of Health Professional Migration (RIMPS).
- The creation of the RIMPS strengthens and raises awareness of the region's political commitment to continuing to make progress on this topic. It is a network for focusing efforts on a specific issue and features

all of the flexibility inherent to this type of working structure and may therefore be replicated in any context.

- The RIMPS makes it possible to obtain funding resources, both due to its own characteristics (a network within the framework of the Ibero-American General Secretariat) and to the confluence of its strategies and goals with those of International Cooperation for Development.
- The RIMPS facilitates the design of intervention strategies based on multilateral dialogue, which is essential for tackling the issues deriving from the phenomenon of health worker migration. Moreover, it makes possible both the exchange of information among affected countries and the success of collaborative efforts and collective initiatives in regional and international forums.
- Against this backdrop, the signing of the “Global Code of Practice on International Recruitment of Health Personnel,” adopted on 21 May 2010 at the 63rd World Health Assembly (WHO), facilitated this work by putting the issue of health worker migration in the international spotlight.
- The strategy rolled out thanks to the support of the action, its framework for management and inter-institutional and inter-sector relationships and its success at meeting targeted goals mean that this initiative can serve as a benchmark for repeating this success elsewhere, while taking into account the lessons learned through this experience, in other geographic regions and sector contexts, as the WHO has recommended. The WHO, furthermore, has asked to become an associate member of the new proposal which was submitted for review to the European Commission in December 2011.
- The results obtained describe initiatives conducted in other, related sectors which may serve as a reference for replicating the action in areas of study that involve the health worker migration phenomenon. Boosting the number of institutions that wish to commit to this collaborative effort

based on submitting progress reports is emerging as a useful strategy for this synergy creation process.

- Health worker migration remains one of the complex factors shaping the problem of a shortage of healthcare human resources in many countries. Studying the migration issue entails offering solutions, ideas and proposals for delving into how other related sectors operate. It remains of utmost importance that efforts persist for creating information and registry systems, upgrading processes and implementation of HR planning strategies and improving the workplace and professional conditions of individuals employed in the healthcare industry in sending countries. Moreover, it is necessary to strengthen respect for the ethical principles underpinning the Code of Practice for the international recruitment of health personnel, including equal treatment and workers' rights in recipient countries for professionals who decide to emigrate.
- Initiatives like this one help to promote and safeguard human rights, such as freedom of movement among individuals, regardless of origin or profession. In addition, they raise awareness among administrators who organise and manage the healthcare workforce at the national and sub-national level of the need for broadening their analytical outlook to encompass the ethical implications driving the healthcare labour force's emergence as a global asset.



The Action "Migration of Health Professionals between Latin America and Europe: Analysis and Generation of Shared Development", financed by the European Commission in the framework of the Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum (Contract Nr. MIGR/2008/152-804), is carried out by the Andalusian School of Public Health (EASP) in partnership with the Pan-American Health Organization (PAHO/WHO) and in collaboration with the Ministry of Public Health of the Oriental Republic of Uruguay, through its Working Group on Professional Migration in the Iberoamerican Region whose Secretariat it holds.

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Thematic Programme of Cooperation with Third Countries in the areas of Migration and Asylum

ANEXO 11

INFORME EVALUACIÓN FINAL PROGRAMA AENEAS Y PROGRAMA TEMÁTICO DE MIGRACIÓN Y ASILO.



The European Union's DCI-MIGR Programme

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

Letter of Contract N° 2010/254838

FINAL REPORT

**Prepared by
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June 2011



The project is financed by the European Union



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“The contents of this publication are the sole responsibility of the contractor and can in no way be taken to reflect the views of the European Union.”

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1 – Executive Summary

Objectives of the Evaluation

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

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

The Context and the Programmes

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

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

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

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

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

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

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

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

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

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

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

Methodology

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

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

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

Findings, conclusions and recommendations

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

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

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

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

Recommendations

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

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

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

Recommendations

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

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

Sub-category 3 - Protection of migrants' rights

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

Recommendations

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

Sub-category 4 - Human capital development and brain drain

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

Recommendations

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

Sub-category 5 – Temporary and Circular Labour Migration

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

Recommendations

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

Conclusions of the general and cross-cutting questions

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

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

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

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

General Recommendations

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

Recommendations for the Call for proposals

Mechanisms and design:

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

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

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

General recommendations for an enhanced coordination and capitalisation

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

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

2 – Evaluation Framework and Methodology

2.1 Brief background and purpose

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

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

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

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

2.2 Phases of the evaluation, evaluation questions and methodological approach

2.2.1 - Inception

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

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

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

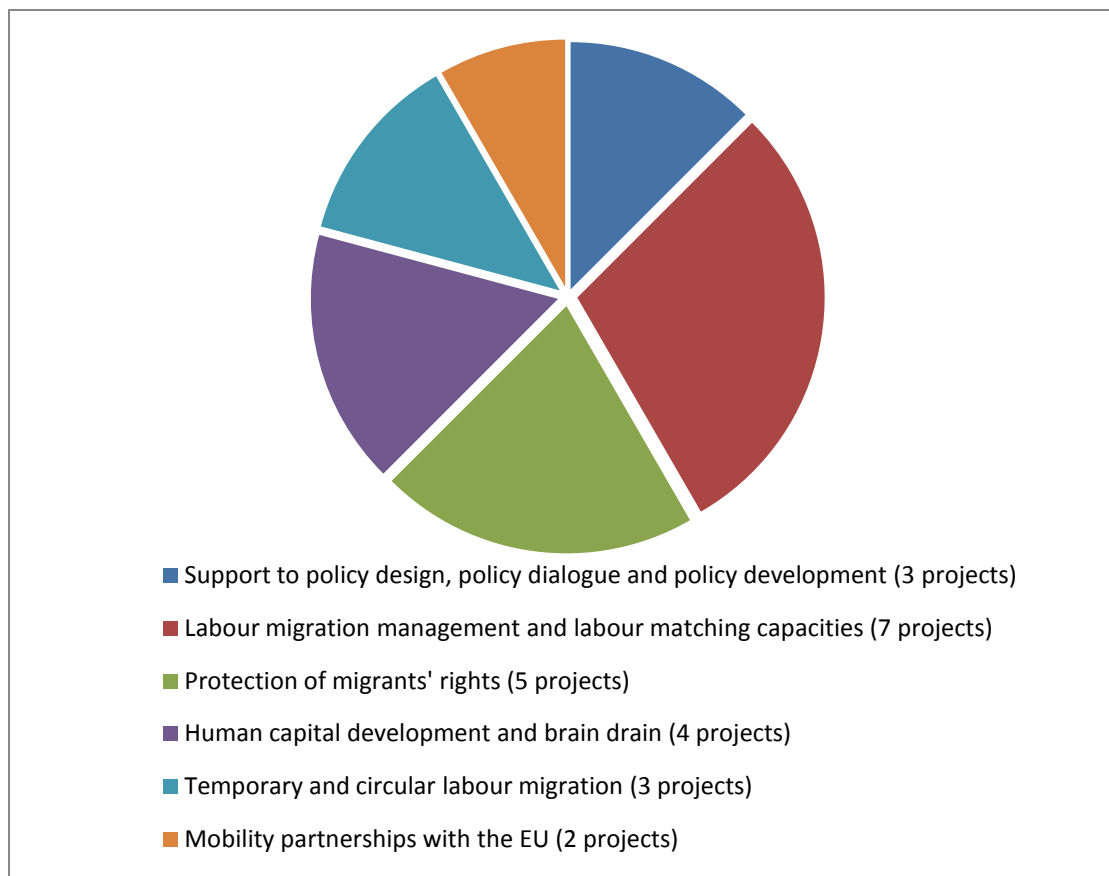


Chart 1

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

2.2.2 - Implementation Phase

a) Desk study and formulation of evaluation questions

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

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

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

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

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

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

b) Field visits

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

- Armenia
- Bangladesh
- Moldova
- Morocco

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

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

Visits/interviews in Europe took place to:

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

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

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

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

c) Reporting and dissemination phase

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

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

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

3.1 Overview of the general international context

3.1.1 - The “3Ds”

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

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

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

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

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

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

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

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

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

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

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

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

3.1.3 - Circular and Temporary Migration⁴

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

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

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

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

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

3.2 AENEAS and Thematic Programmes

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

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

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

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

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

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

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

For the Thematic Programme the labour migration priorities are:

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

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

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

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

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

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

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

4 – Findings

4.1 Evaluation questions - Answers by sub-category

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

¹² The director of GIP International.

Sub-category 3 - Protection of migrants' rights

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Sub-category 4 - Human capital development and brain drain

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Sub-category 5 – Temporary and Circular Labour Migration

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

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

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

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

¹⁵ Transfer of know-how through Expatriate Nationals.

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

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

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

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

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

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

¹⁶ Annex 1, Action, p. 3.

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

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

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

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

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

¹⁷ Annex1, Action, p. 3

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

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

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

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

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

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

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

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

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

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

General and cross-cutting questions²⁰

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

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

Labour migration is attaining this recognition mainly in two ways:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

more on one aspect or the other depending on the “status” of the implementer, its professional expertise and/or partnership issues. For this reason it is not easy, if at all possible, to generalise.

On the other hand, analysis of difficulties encountered in the implementation of specific elements of the above-mentioned combinations – and of the solutions envisaged by implementers - have been presented on a case by case basis while answering relevant sub-category questions and are further detailed in the annexed project fiches of visited projects.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

4.2 Visibility

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

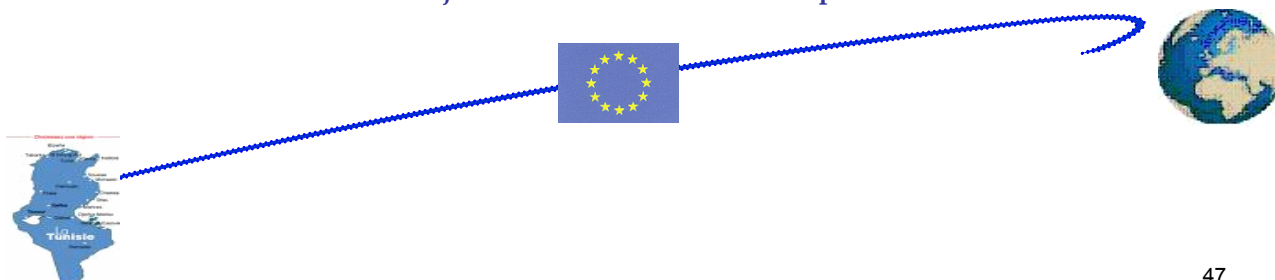
In general, awareness and communication strategies have been developed and find expression in a broad range of well articulated activities. These include initiatives addressing issues that go beyond migration per se (such as a very visible campaign on gender equality in Moldova).

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

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

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5 – Conclusions and Recommendations

5.1 Conclusions

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

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

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

The following observations should be made:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

5.2 Observations

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

5.2.1 - Overlapping of sectors

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Labour migration of non-accompanied minors is completely absent from the projects and is addressed in the two programmes within the sub-sector of illegal migration and human trafficking. As in many countries minor migrants are also workers, labour migration projects should also address this issue. As noted already, very few projects targeted women migrant workers (see GQ8), which is also quite surprising as women migration represents almost 50% of the phenomena. The Guide on Gender-Sensitive Labour Migration Policies (OSCE, 2009) gives several very simple recommendations on how to take into account gender-aspects related to foreign labour workforce in general and more specialised labour for women.

5.2.4 - Absence of transit countries

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

³³ MIGR/2008/152-780

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

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

5.2.5 - Coordination and capitalisation - a major need

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

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

5.3 Recommendations

5.3.1 - Recommendations to Sub-categories

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

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

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

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

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

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

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

Progress can be achieved by:

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

Sub-category 3 - Protection of migrants' rights

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

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

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

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

Sub-category 4 - Human capital development and brain drain

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

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

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

Sub-category 5 - Temporary and Circular Labour Migration

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

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

5.3.2 - General Recommendations

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

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

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

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

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

5.3.3 - Recommendations for the Call for proposals

Mechanisms and design:

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

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

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

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

5.3.4 - Recommendations for enhanced coordination and capitalisation

Need of coordination among AENEAS and TP MIGRAS projects.

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

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

6 – Annexes

Annex 1 - Specific evaluation questions for the Sub-categories

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

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

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

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

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

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

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

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

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

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

Sub-category 3 - Protection of migrants' rights

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

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

Sub-category 4 - Human capital development and brain drain

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

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

Sub-category 5 – Temporary and Circular Labour Migration

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

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

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

General and cross-cutting evaluation questions

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

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

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

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

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

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

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

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

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

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

Annex 2.2 - Table of the complete list of studied projects

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

Annex 3 – Seminar Agenda

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

AGENDA

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

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

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

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

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

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

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

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

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

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

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

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

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

12:30-14:00 LUNCH BREAK

14:00-16:30 SESSION 2

Chair: Mr Carlos Cardao, DG Home

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

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

- Ms. Anna Charpin, Independent Expert
- Mr. Luca Aiolfi, Independent Expert

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

14:45-15:00 Coffee Break

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

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

- Ms. Anna Charpin, Independent Expert
- Mr. Luca Aiolfi, Independent Expert

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

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

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

16:30-17:00 CONCLUSIONS

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

Annex 4 – Roundtable minutes

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

1. INTRODUCTION

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

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

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

2. KEY ISSUES DISCUSSED DURING THE DEBATE

Support to Labour Matching

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

Pre departure training and information

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

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

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

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

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

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

Categorization of the implementers

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

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

Social dialogue

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

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

Role of employment services

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

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

3. CONCLUSIONS

OECD, Mr. Jonathan Chaloff

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

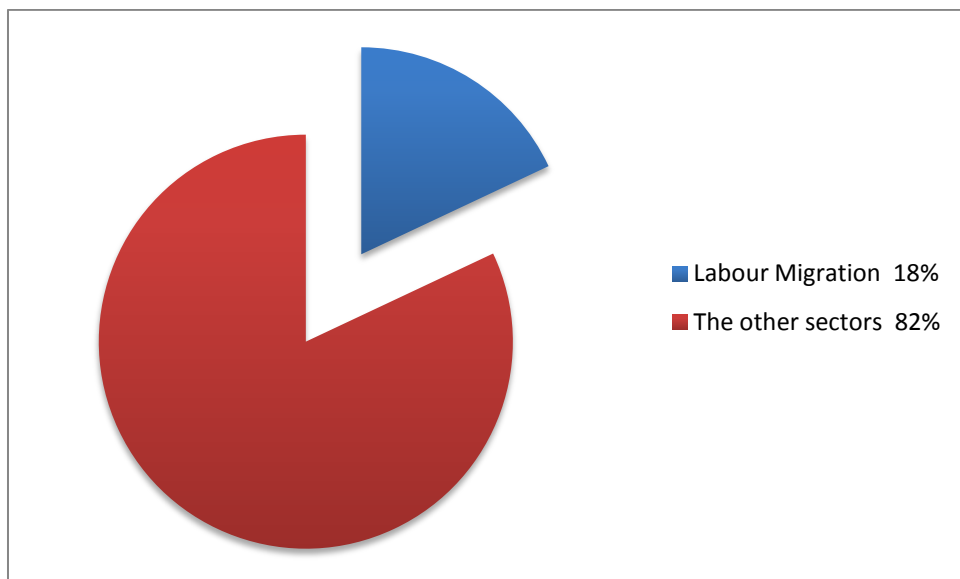
European Commission, Mrs. Helene Bourgade

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

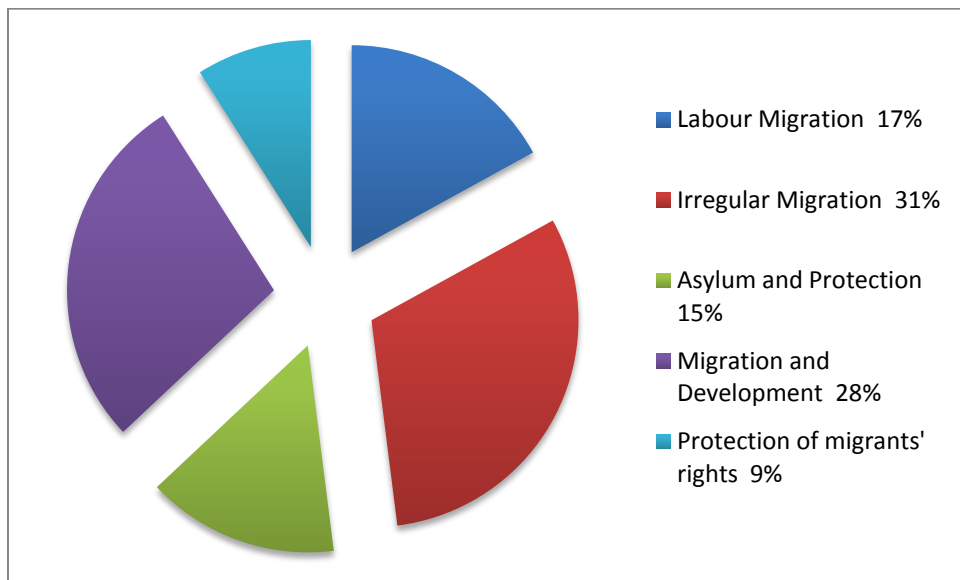
Annex 5 – Labour migration in the thematic budget lines

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

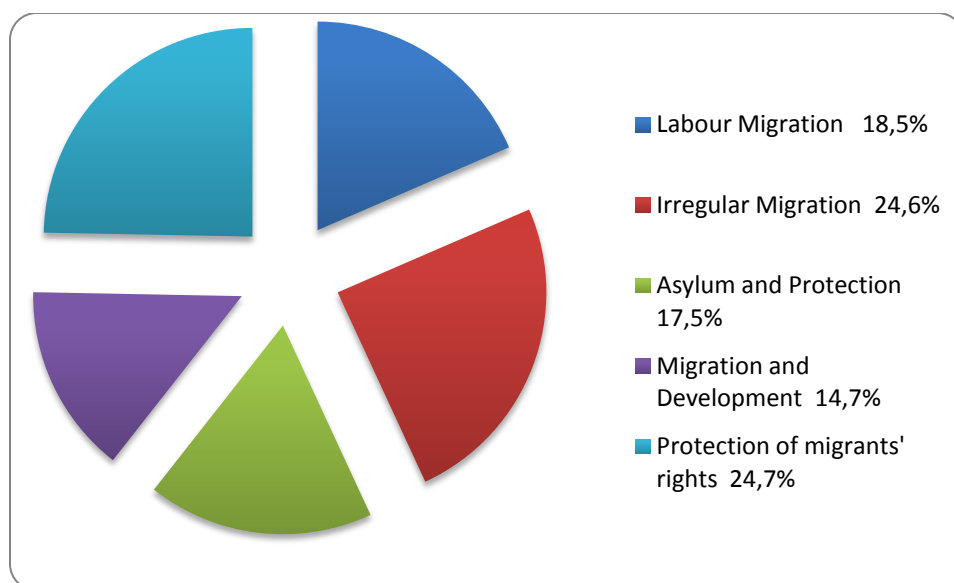
Percentage of Labour Migration projects within the whole of the AENEAS Programme (2004-2006)



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Thematic programme : projects 2009 - 2010



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