



## FAIRWAY Programme

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

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## LIST OF ACRONYMS

ACTRAV	Bureau for Workers' Activities (ILO)
ADD	Abu Dhabi Dialogue
AUC	African Union Commission
BLA	Bilateral labour agreement
CETU	Confederation of Ethiopian Trade Unions
CO	Country Office
COD	Country of destination
COO	Country of origin
CSO	Civil society organization
DAC	Development Assistance Committee
DWCP	Decent Work Country Program
ECOWAS	Economic Community of West African States
ESCWA	United Nations Economic and Social Commission for Western Asia
FLFPR	Female Labour Force Participation Rate
GCC	Gulf Cooperation Council
GCM	Global Compact for Safe, Orderly and Regular Migration
GEDI	Gender, Equality and Diversity and Inclusion Branch (ILO)
GFOU	General Federation of Omani Workers
HQ	Headquarters
HR&GE	Human Rights and Gender Equality
ILO	International Labour Organization
IOM	International Organization for Migration
EAC	East African Community
FY	Fiscal Year
GDP	Gross Domestic Product
ILC	International Labour Conference
IP	Implementing Partner
ITC ILO	International Training Center of the ILO
KSA	Kingdom of Saudi Arabia
LMRA	Labour Market Regulatory Authority
MAG	Migration Advisory Group
MoL	Ministry of Labour
LMRA	Labor Market Regulatory Authority
MENA	Middle East and North Africa
MPFA	Migration Policy Framework (MPFA),
MTDWA	Mulu Tesfa Domestic Association (national NGO)
MRC	Migrant resource centre
M&E	Monitoring & Evaluation
OTC	Outcome indicator

OTP	Output indicator
PAC	Project Advisory Committee
PMP	Project monitoring plan
ROAS	ILO Regional Office for the Arab States
ROAF	ILO Regional Office for Africa
PPE	Personal protective equipment
REC	Regional Economic Communities
SDGs	Sustainable Development Goals
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SDGs	Sustainable Development Goals
TLM	Temporary labour migration
TOC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Frameworks
UNDP	United Nations Development Program
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	The United Nations Children's Fund
UAE	United Arab Emirates
UNSDCF	United Nations Sustainable Development Cooperation Framework

## EXECUTIVE SUMMARY

1. The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab States region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.

### Purpose, scope, and clients of the evaluation

2. The purpose of this final evaluation is to ensure accountability and learning. The final evaluation covered all the activities and products related to the FAIRWAY Programme in Africa and Arab States at the country and regional level, as well as knowledge inter- and intra- regional linkages, in the period of December 2019 to March 2024. The gender dimension was considered as a cross-cutting issue throughout the evaluation methodology, results, and final report, in accordance with ILO Guidance Note 3.1: Integrating gender equality in monitoring and evaluation of projects. The findings of the evaluations and its recommendations will be used by the ILO and its stakeholders to enhance organizational learning.

### Methodology of evaluation

3. The ILO adheres to the UN System Evaluation Norms and Standards and applies the OECD/DAC Evaluation Quality Standards and Criteria. Therefore, in conducting this final evaluation, the evaluation consultants complied with the evaluation rules and standards of the United Nations System, as well as the Evaluation Quality Standards and Criteria of OECD/DAC and the United Nations Evaluation Group standards.
4. A mixed methods approach was proposed for this final evaluation, with main focus being on qualitative techniques. While quantitative data provided insights into overall program reach and participation, qualitative methods were prioritized to provide an in-depth understanding of participant experiences, program implementation challenges, and lessons learned. To strengthen the credibility and usefulness of evaluation results, the evaluators used both primary and secondary data sources.



## Limitations of the evaluation

5. The following major limitations and challenges were observed during the evaluation process:
  - Assessment of the MRCs established in Africa was limited – one MRC in Kenya was visited; MRC established in Uganda was not visited;
  - Assessment of the support provided by Ethiopian consulates was limited to desk review and interview with representatives of General Consulate of Ethiopia in Lebanon, the consulate and shelters were not visited.

## Main Findings and conclusions

### **Relevance:**

6. Strategic relevance of the FAIRWAY programme has been rated as high by all key stakeholders and constituents who confirmed great importance of the programme in light of its inter-regional set up and strong commitment to the rights-based approach. The FAIRWAY programme and its objectives is well aligned with the SDGs 5, 8 and 10 and with the Objective 3 of the UN Global Compact for Safe, Orderly and Regular migration. It corresponds to the strategic goals of the African Union and the regional communities of Africa, namely Economic Community of West African States (ECOWAS), East Africa Community (EAC), the Intergovernmental Authority on Development (IGAD). The FAIRWAY outcomes support the protection of migrants' rights, the promotion of fair recruitment practices, labour migration governance and decent work for migrant men and women.
7. The migration corridor approach was appreciated by the constituents though the FAIRWAY implementation has not resulted in well-defined migration corridors with the participation of tripartite constituents in the CoO and CoD. The employers' organizations in the Arab states showed less interest in creating decent work conditions for migrant men and women, while the FAIRWAY programme succeeded in establishing the cooperation between the trade unions in the CoO and CoD to protect rights of migrant workers. This evaluation showed that following the mid-term evaluation the FAIRWAY programme addressed the recommendations to a high extent - 100% of the recommendations were addressed in a meaningful way.
8. The FAIRWAY programme took good efforts to address gender issues following the mid-term evaluation, yet it missed on integrating the gender equality in a strategic manner, starting from Project's start. The FAIRWAY adopted a strong 'women's empowerment focus through its activities and interventions in the CoO and CoD. The FAIRWAY programme integrated needs of women and girls into its activities in all local contexts in a consistent manner across different locations in the CoO in Africa and CoD.

9. The cross-cutting issue of the ILO such as just transition to environmental sustainability was addressed to a low extent as this cross-cutting driver was not addressed in a strategic manner through all phases of the Project Cycle Management. The FAIRWAY addressed environmental issues through supporting a section titled “Heat-related risks and occupational safety and health measures in the GCC countries” in the ILO publication “Working on a warmer planet. The impact of heat stress on labour productivity and decent work”.
10. In Kuwait, the FAIRWAY in collaboration with the European Union Delegation to the State of Kuwait, and the General Secretariat of the Supreme Council for Planning and Development, organized an event titled “Supporting a Just Transition in Kuwait: Decent Jobs for a Sustainable Future”. This event sought to highlight the importance of a Just Transition to tackle the effects of climate change grounded in a human-centered and human rights-based approach. In Bahrain, the FAIRWAY addressed a pressing issue of a heat stress in Bahrain as this state has the weakest legislative protections in the region, despite rapidly rising temperatures. The FAIRWAY supported the MOL on finalizing the OSH profile and offered legislative support in a number of areas including on heat stress/climate change. In Ethiopia, the FAIRWAY program collaborated with Multi Partner Trust Fund Project to sensitize 2,400 (1,546 women) potential and returnee migrant workers on safe labour migration and climate change adaptation issues.

#### **Validity of Design:**

11. The Projects’ design is based on comprehensive analysis of various needs of migrant men and women of African origin working in the Arab states. The activities to support service provision to migrant men and women in the CoD were not planned specifically yet at the implementation level the FAIRWAY programme tried to bridge the gap in provision of services to migrant men and women in the Arab states.
12. The programme design is coherent and realistic to achieve the planned outcomes to a high extent as it includes a wide range of activities at the CoO and CoD at the policy, institutional and individual level including direct services provision to migrant men and women through all stages of migration cycle.
13. The programme set up in the Arab states doesn’t seem to have strong appeal to the priorities of the policy makers in Lebanon and Jordan. On the contrary, GCC states Kuwait and Bahrain are taking reforms to reduce the forced labour and trafficking in persons faced by migrant workers and the FAIRWAY technical support is being instrumental to it.
14. In the light of national priorities given to the increase of employability of national workers including the increase of female labour force participation the ILO could have utilized better its expertise in assisting the states in drafting policies aimed at gender equality in the labour market including specific programmes aimed at better participation of women in the national labour force. Skilled workforce from Africa

could have bridged the gap in care economy and uplift the status of women domestic workers from Africa. Similarly, strengthening and recognition of the skills of male migrants working in construction would have supported ambitious goals of the Arab states to invest in large infrastructure projects.

15. The programme design adopted a human-rights based approach. The outcome and outputs level results address the ILO cross cutting issues such as human rights and international labour standards to a high extent. The Programme showed high level of sensitivity to the emerging groups of vulnerable migrants including migrant women in the CoD in a state of pregnancy, migrant women who gave birth, migrant women with mental disorders and migrant women in detention, including women detained with their children. It would be important to integrate the needs of these vulnerable groups in the future phase of the FAIRWAY programme, including vulnerable groups of male migrant workers, including those working in domestic work.
16. The design and the implementation strategy of the FAIRWAY programmed relied on a wide range of stakeholders beyond the convention ILO constituents. This evaluation collected numerous examples of partnership built by the FAIRWAY programme which resulted in a self-mobilization level of participation towards the development goals of the FAIRWAY programme. Overall, the longer-term development goal of the FAIRWAY programme is well supported by its coherent design and interventions supporting the ILO Governing Body decision on temporary labour migration programmes (2022) and the ILO Programme & Budget outcomes in 2020-21 and 2022-23.

### **Coherence:**

17. This evaluation assesses the compatibility of interlinkages between the FAIRWAY programme and other ILO projects, other interventions carried out by governments, social partners and other international partners, including the initiatives of the SDC, to a high extent at the global, inter-regional, regional, sub-regional and country levels.
18. The Programme Objectives are in line with the SDC Global Programme on Migration and Development (GPMD) Strategic Framework 2018-2021 and Global Programme Framework on Migration and Forced Displacement (GPMFD) 2022-2025. Gender and migration are the area of critical importance to Switzerland. This aspiration is supported by the Outcome 2 of the FAIRWAY Programme. The FAIRWAY conducted mapping of the ILO programmes on migration at the conceptualization phase and continued mapping of activities to avoid any duplication at the regional level by developing joint plans and undertaking joint activities with a wide range of partners.
19. The FAIRWAY's strategic positioning influenced global discourse on migration, including influential global publications including joint ILO-IOM report "Promoting Fair and Ethical Recruitment in a Digital World" (2020); ILO report "Wage Protection for Migrant Workers" (2023); ILO publication "Justice Across Borders: the potential of cross-border litigation to achieve justice for migrant workers" (Forthcoming). The

FAIRWAY's lessons learned and data being incorporated into global ILO publications on freedom of association; temporary labour migration programmes.

20. The FAIRWAY programme leverage partnerships that enhanced programme relevance and contribution to SDG target 8.7, 8.8 and 10.7 to a high extent through cooperation with tripartite constituents and other stakeholders in the CoD and CoO. Established partnerships resulted in achievement of meaningful results at policy level under SDG target 10.7 (e.g., in Kuwait, Lebanon, Nigeria and Kenya); institutional level results under SDG target 8.7. (e.g., in Nigeria and Kenya) and individual level results under SDG target 8.7 in Ethiopia and Lebanon. At the regional level in Africa, the FAIRWAY goals correspond to the strategic goals of the African Union and the strategic goals of the regional communities of Africa, namely ECOWAS, EAC, IGAD. The FAIRWAY outcomes support the protection of migrants' rights, the promotion of fair recruitment practices, labour migration governance and decent work for migrant men and women. In the region of Arab States, the FAIRWAY programme addresses the deficits of decent work in the construction sector with the high share of male workers and in the domestic work sector with high share of female workers. The largest regional organizations such as the Gulf Cooperation Council and the League of Arab States do not reflect migration as a priority in the strategic development documents. The interviews with the stakeholders informed this evaluation that migration remains a sensitive issue and the FAIRWAY programme works in a complex environment by trying to sensitize the Arab states on the necessity to abolish the kafala system.

### **Effectiveness:**

21. Though the FAIRWAY was planned as an inter-regional programme, it resulted as a successful large-scale intervention at the global level. The FAIRWAY supported FAIRWAY-MFA-SARTUC-ITUC Africa collaboration to bring CSOs and trade unions in Africa and Arab States around a joint coalition and exchange (2021) and a Multi-Regional Trade Union Dialogue (2023) with a participation of six regional trade unions to build a stronger solidarity and connection between these organizations. In Africa the FAIRWAY organized a Symposium on improving information and Services for Migrant Workers through MRC held in Uganda in 2023. The Symposium allowed sharing best international practices and lessons learned between representatives of Ministries, Trade Unions and ILO from Nigeria, Kenya, Indonesia, Vietnam, Ethiopia, Philippines, South Sudan, Somalia, Tunisia, Ivory Coast, Switzerland and Uganda.
22. The FAIRWAY Programme achieved the expected results (outputs) at inter-regional, regional, regional and country level to a high extent.
23. At the inter-regional level, high-level tripartite meeting organized by the ILO and African Union Commission (AUC) in 2021 gathered over 200 participants from governments, RECs in Africa, employers' and workers' representatives, civil society organizations, academia as well as international development partners and United

Nations agencies working in Africa and the Arab States. The state of Qatar proposed at this meeting to hold an interregional dialogue with Ministerial-level discussion between Africa and Arab States in Doha in 2023. Though this Doha dialogue didn't take place in September 2023 as it had been planned, there is still a demonstrated level of commitment on the part of Qatari government to hold an event in 2024. The FAIRWAY knowledge products (more than 20 publications) including the research on migration from Africa to Arab states, policy notes on inter-regional migration dialogue between Africa and Arab states, guidance notes on wage protection and fair recruitment were exposed to 17,581 people in Africa and Arab states exceeding the planned target of 2,500 people.

24. At the regional level, the FAIRWAY programme exceeded the targets planned in the CoO in Africa and in CoD in the region of Arab states. In the CoO, the most notable event supported by the FAIRWAY was the Continental conference on migration in Africa held in October 2023. The communiqué issued as a result of this conference allowed strengthening the voices of African countries of origin and manifest joint approach on migration according to the human-rights based approach. In the CoD the FAIRWAY conducted two important events: 1) regional GCC Meeting on Absconding, 2023; and 2) Regional GCC Meeting on Wage Protection Systems, 2024. These events were crucial to motivate the GCC states on further reforms under the domain of labour migration.
25. **At the country level**, the FAIRWAY programme met all the targets planned in the CoD and the CoO at the rate of at least 75%. The performance of the countries towards achievement of results at the policy, institutional and individual level is assessed at the medium extent in the CoD and at the high extent in the CoO. It is important to note that in the Arab states the topic of migration remains a highly sensitive issue. Nevertheless, all countries targeted in CoD showed achievement of policy and institutional level results. In Kuwait - to a high extent, while in Bahrain, Jordan and Lebanon - to a medium extent. In Africa where the political environment is a more conducive to the development interventions the FAIRWAY programme achieved results in Kenya, Uganda and Nigeria to a high extent and in Ethiopia to a medium extent. In Morocco this evaluation assessed the achievement of policy and institutional level results to a low extent. However, some promising results are expected in the field of better migration governance through the fruitful cooperation with government agencies.
26. The FAIRWAY Programme considered/mainstreamed cross-cutting issues in the project implementation across migration corridors and at the country level to a various extent:
  - High extent: International Labour Standards (ILS) and Human Rights
  - Medium extent: Social dialogue and Gender Equality
  - Low extent: Environmental Sustainability and Disability Inclusion
27. This assessment was based on the extent of integration of cross-cutting issues at all



phases of the Project Cycle Management of the FAIRWAY programme.

**Efficiency of resource use:**

28. This allocation of resources was justified by the relevance of the outputs in the CoO and CoD. Overall, it ensured smooth implementation of achieved results. The deficits of allocated resources at the country level were observed in Uganda and Morocco in the CoO. In the CoD the smallest share of resources was allocated in Jordan and Lebanon. The financial execution was consistent with the planned budget plan. At the date of 01.03.2024 the expenditure rate across all outputs in the CoO and CoD exceeded 80%. This final evaluation has not found evidences of budget orientation as a tool to allocate concrete resources to reduce the gender inequality gap.
29. The representation of the Chief Technical Advisors (CTAs) in both regions was appreciated by the stakeholders but it was learned that equal distribution of power led to the lack of authorized power to reinforce the higher, inter-regional component of the FAIRWAY programme. This evaluation revealed that existing reporting lines are conducive to ensure coordinated delivery of a programme in both regions. The provision of the technical oversight at the regional and HQ level supported the achievement of the results in efficient manner through application of best practices to the regional context (e.g. ILO Media toolkit for journalists) and assist the states in the developing new intervention models to meet their needs (e.g. MIGRANT Department assisted Kenya on drafting the model of the Welfare Fund for Migrant workers). The establishment of regional and global steering committees was instrumental in delivering Programme's strategy as it allowed joint discussions on the arising challenges, exchange of good practices and lessons learned.
30. The Migrant Resource Centers (MRCs) established by the FAIRWAY programme in the countries of origin provided extended services to migrant men and women. In Uganda the FAIRWAY supported the establishment of the MRC in the capital of the country – Kampala at the premises of the Uganda Hotels, Food, Tourism, Supermarkets and Allied Workers Union (HTS), while the other stakeholders were also providing services to migrant men and women such as Federation of Uganda Employers (FUE) and National Organization of Trade Unions (Uganda). Kampala MRC was established behind schedule due to some challenges faced by HTS and managed to serve 201 persons (24 men and 177 women).
31. The establishment of the first MRC in Nairobi Kenya under the FAIRWAY Programme has been a significant step in ensuring that migrant workers have access to vital information and support services throughout their migration journey. The MRC was established at the premises of a government agency - National Employment Authority (NEA) which currently operates 6 MRCs in Nairobi, Kisumu, Eldoret, Mombasa, Thika and Machakos. The expansion of services of the MRC to other regions has led to easy access to labour migration information and quick response for distress calls in those regions. Returnee migrant workers shared through focus group discussions that the resource center played a crucial role in ensuring that they got back to the

CoO safely from the CoD where they faced unfair treatment. In terms of operational efficiency of the MRC established in Nairobi named as Kenya Labour Migrant Resource Center (KLMRC), this final evaluation assessed as “medium”. The KLMRC as currently established, do not ensure equal access of services to migrant men and women, especially those seeking the services physically. There is a need for a bigger space for the KLMRC to ensure privacy and to accommodate more clients. The difference between two modes of MRCs established by the FAIRWAY programme is higher share of resources invested in the MRC in Kenya vs MRC in Uganda, stronger commitment on the part of government of Kenya to expand MRCs services across the country and made them strategic operational tools in delivering new migration policy of Kenya through provision of services to population.

32. The support provided by the FAIRWAY programme to embassies of Ethiopia in the CoD in Lebanon and Saudi Arabia in strengthening the temporary shelters was mentioned by the officials as an important and timely support which allowed assisting large number of migrant workers in distress. The relief support provided in the form of COVID assistance is found to be very important to better engage government stakeholders. After COVID assistance, Ethiopian embassies were able to hire additional local staff, which significantly helped them process the repatriation of thousands of returnees in a short period of time.

**Impact:**

33. This final evaluation found that FAIRWAY Programme better positioned the ILO in the target countries, regionally and inter-regionally. As it was noted by the stakeholders in Africa and in the Arab states this is the only ILO programme with a migration corridor approach which targets multiple countries in the Arab States region. The FAIRWAY programme well positioned ILO at the inter-regional agenda in Africa through the first Africa Labour Migration Conference<sup>1</sup> to strengthen the unity and the bargaining positions of African states in future dialogue with Arab states. The communiqué of the conference highlights the important role of the ILO in the assistance to migration governance and policy development, international cooperation on bargaining Bilateral Labour Agreements (BLAs), including the development of Standard Employment Contracts and other important areas of work. In the CoO the FAIRWAY programme

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<sup>1</sup> took place on 18-20 October 2023 in Abidjan, Cote d'Ivoire

achieved notable policy level results at the country level in Nigeria, Kenya and Uganda.

34. The relief support during COVID-19 ensured dignified return of 37,800 (45% women) who further were reintegrated into local labour market. With this collaboration, those missions were able to provide para/legal assistance to 11,074 Ethiopian migrant workers including 395 workers who received financial compensation for unpaid wages and airfares for the return equivalent to a total of USD 442,325. A migrant woman engaged in this final evaluation shared:

*“Being a returnee after a tough experience during COVID, I wasn’t sure what the future held. This program gave me the skills and confidence to take charge. The business training opened my eyes to possibilities I never imagined, and the access to finance, even with the seed money, feels like a safety net that lets me take calculated risks. It’s not just about starting a business; it’s about building a future I control.”*

35. In the CoD, the FAIRWAY well positioned the ILO across the Arab states on migration development issues. The joint initiative on the policy brief on absconding based on the research conducted in 6 GCC countries resulted in the interest of the Arab states to conduct policy reforms. Oman and Saudi Arabia expressed their interest to the ILO to seek its assistance in future reforms in absconding<sup>2</sup>.
36. First union of domestic workers established in the Gulf and three of the first domestic worker member-based organizations in Kuwait including Ethiopian Domestic Workers Association (EDWA) and West African Domestic Workers Association (WADWA) impacted migrant men and workers in their rights for freedom of association and collective bargaining. At the country level in the Arab regions, the policy results were achieved in Kuwait and Jordan. In Lebanon the implementation of the FAIRWAY programme strengthened legal practice of human rights protection of domestic workers, including detained women.

## **Sustainability**

37. This final evaluation found that the domains on fair recruitment, decent work and prevention of forced labour will remain a priority for the governments in the CoO in Africa, namely in Nigeria, Kenya and Morocco. In Ethiopia FAIRWAY has not engaged

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<sup>2</sup> Based on evidences presented to the team leader – e-mails from the high government officials.



at policy level. The national migration policy drafted two years ago with the support of different programs including the FAIRWAY programme has not been approved yet.

38. In the countries of destination, in the Arab states, the most notable sustainability results at the policy and institutional level to be supported by government in relation to protection of migrant men and women were observed in Kuwait. The other governments of the targeted FAIRWAY countries, Bahrain and Jordan, have demonstrated commitment on strengthening OSH protection of their workers including migrant workers. The most persistent challenges of human rights protection of migrant domestic workers remain in Lebanon. Though the FAIRWAY cooperated with the Ministry of Labour on the revision of the Standard Unified Contract (SUC) for the employment of migrant domestic workers as an important step on dismantling the kafala system, the Shura Council suspended the implementation of the SUC on the ground. The FAIRWAY intervention achieved impact level results in the region of Arab states but given limited freedom of association and collective bargaining their sustainability prospects are still fragile and need further support.
39. The MRCs established by the FAIRWAY Programme in Uganda and Kenya have various level of sustainability. Though in both countries the MRCs were established at the premises of the partners – in Uganda at the trade union, while in Kenya at the government premises, the MRCs established in Kenya showed higher level of sustainability. The provision of services to migrant men and women at the MRCs was included as a part of job description of National Employment Authority (NEA officials). At the current phase the MRC in Uganda doesn't demonstrate high level of sustainability and its operations need further support including raising awareness of the MRC's services to the potential clients – migrant men and women.

## Lessons learned

40. The FAIRWAY implementation resulted in four (4) lessons learned of potential application by the ILO programmes and other development programmes including of the UN agencies and the SDC, the donor. The detailed description of these good practices could be found in the Annex E to this report.

**Lesson learned 1.** The programme of such scale and ambition should have provisioned gender analysis and gender strategy at the stage of programme inception.

**Lesson learned 2.** The support of M&E consultant of high qualification was important to ensure coherent monitoring and reporting on programme results across country, regional and inter-regional levels.

**Lesson learned 3.** Provision of two CTAs in both regions though simplifies delivery of results at the regional level but doesn't allow for managing results at the inter-regional level.

**Lesson learned 4.** Joint research on Wage Protection Systems in the GCC facilitated by the GCC bureau and collaboration of the UN agencies allowed strengthening international appeal on kafala reforms in the Arab states region.

## Emerging good practices:

41. This final evaluation collected ten good practices as a result of the FAIRWAY implementation to be of further application by the trade unions, governments, employers and the development actors. The detailed description of these good practices could be found in the Annex F to this report.

**Good practice 1.** The Domestic Workers Union was established, equipped and capacitated to provide services to migrant workers. Source: Bahrain.

**Good practice 2.** The fellowship on journalism between Uganda and Jordan universities resulted in joint collaboration between Jordanian and Ugandan youth to cover stories of migrant men and women. Source: Jordan

**Good practice 3.** The cooperation between the trade unions of Kenya and Lebanon resulted in strengthened approach to protect Kenyan migrant domestic workers in Lebanon. Source: Kenya – Lebanon

**Good practice 4.** The innovative initiative “Women’s Circles” approved in Kuwait increased understanding of the behavior of female employers of domestic workers. Source: Kuwait

**Good practice 5.** The support of women-led community-based organizations allowed human-rights protection of the most vulnerable migrant women and children – victims of forced labour, detained women, including women with children. Source: Lebanon

**Good practice 6.** Six MRCs were established at the government premises (National Employment Authorities) in Kenya to provide services to migrant men and women at the MRCs across various locations via face-to-face mode and a Toll-free Hot line. This increased regional coverage of the services available to potential migrant men and women. Source: Kenya

**Good practice 7.** The support to the Consulates of Ethiopia in KSA and Lebanon proved to be efficient which resulted in return of 37,800 (45% women) Ethiopian migrant workers to their country of origin during the COVID-19 pandemic. Source: Ethiopia

**Good practice 8.** The training provided by the ITC-ILO on the design and bargaining BLA to the Ugandan stakeholders resulted in application of knowledge during the negotiation process on the BLA between Uganda and KSA. The signed BLA included a Joint Technical Committee to monitor implementation of the BLA regarding the human and labour rights of Ugandan migrant workers. Source: Uganda

**Good practice 9.** The technical assistance provided by the FAIRWAY programme resulted in the design and adoption of a Gender Mainstreaming Strategy in Nigeria (GMS). Source: Nigeria

**Good practice 10.** FAIRWAY supported Building Responsibly – a global industry group in construction - to strengthen knowledge of companies on practical ways to ensure decent work for migrant construction workers in the Arab States (especially GCC). Source: Global, ILO ROAS

## Main recommendations and follow-up

42. This final evaluation resulted in eight practical recommendations to the ILO governing body, MIGRANT department at the ILO HQ, to the ROAS and ROAF and to the FAIRWAY teams in the Arab states and in Africa.

**Recommendation 1. To the ILO governing body.** To establish ILO country offices in the countries of the GCC region with highest number of migrant men and women, e.g., Kingdom of Saudi Arabia (KSA) and United Arab Emirates (EAU) to develop cooperation with policy makers on kafala reforms in line with international labour standards (ILS).

**Recommendation 2. To the MIGRANT at the ILO HQ.** To support the countries of origin and countries of destination on joint monitoring of the signed BLAs through the technical support and participation in the monitoring missions.

**Recommendation 3. To the ROAS.** To develop a plan of actions with other UN agencies to assist the Arab states countries on kafala reforms.

**Recommendation 4. To the HQ, ROAS and ROAF.** To initiate a high-level tripartite plus forum on Africa and Arab states migration in joint collaboration with the AUC, GCC and the League of Arab states to invigorate discussions on kafala reforms, joint monitoring of the BLAs and human rights protection of migrant men and women.

**Recommendation 5. To the FAIRWAY team in ROAS.** To align the activities on OSH in construction with the initiatives and projects of the ILO Flagship programme Safety + Health for All and the Vision Zero Fund focused on OSH in construction in favor of other sectors, e.g., agriculture, hospitality, transportation.

**Recommendation 6. To the FAIRWAY team in ROAS.** To develop robust gender equality strategy to address the needs of male migrant workers, including of male domestic workers in Saudi Arabia, and the needs of women domestic workers faced in the Arab States.

**Recommendation 7. To the FAIRWAY Team in Africa.** To ensure access to the MRC services to the various groups of population by offering face-to-face and online services, access to the persons with disabilities and gender-sensitive services for young men and women.

**Recommendation 8. To the FAIRWAY Team in Africa.** To build on achieved results of enhanced cooperation between the trade unions, migrant workers (men and women), MRCs and Private Recruitment Agencies by motivating them to contribute to the development and usage of the Migrant Recruitment Advisor of the International Trade Union Confederation (ITUC) to identify unethical recruitment practices on the part of PRA and support migrant men and women in filing complaints and protecting their rights.

**Recommendation 9. To MIGRANT, HQ.** To foster inter-regional component of the FAIRWAY programme by establishing a specific position of a CTA or a coordinator in charge of inter-regional activities.

**Recommendation 10. To ROAS and ROAF.** To strengthen skills component of the FAIRWAY programme through uplifting skills of migrant workers (men and women) in domestic work in Africa and strengthened work on recognition of skills of domestic workers in the Arab states

**Recommendation 11.** To the ROAS. To address the needs of the Arab states in increasing participation of women in national labour force through encouraging the states to increase investments into national care economy and creating favorable working conditions for women with children of pre-school age.

## **1. INTRODUCTION**

43. In line with the ILO's Evaluation Policy (2017), projects with budgets of 1 to 5 million United States dollars and duration longer than 18 months must undergo both a mid-term and a final independent evaluation. A mid-term evaluation of the FAIRWAY was conducted in September 2022 which provided strategic and operational recommendations as well as highlighted lessons learned to improve programme performance and delivery of results.
44. The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab States region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.
45. The purpose of the evaluation is to ensure accountability and learning. The final evaluation covered all the activities and products related to the FAIRWAY Programme in Africa and Arab States at the country and regional level, as well as knowledge inter- and intra- regional linkages, in the period of December 2019 to March 2024. The gender dimension was considered as a cross-cutting issue throughout the evaluation methodology, results, and final report, in accordance with ILO Guidance Note 3.1: Integrating gender equality in monitoring and evaluation of projects.
46. The findings of the evaluations and its recommendations will be used by the ILO and its stakeholders to enhance organizational learning.

## **2. CONTEXT AND BACKGROUND**

### **2.1. Global, regional and sub-regional context of this evaluation exercise**

47. The FAIRWAY Programme funded by the Swiss Agency for Development and Cooperation (SDC), is a four-year (December 2019 – December 2023) inter-regional development cooperation initiative that aims to improve conditions of labour migration across migration pathways from Africa to the Arab States, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The Programme provides continuity to interventions in countries of destination in the Arab States initiated under FAIRWAY Middle East (2016-2019), targeting low-skilled migrant workers from all regions. The Programme is incorporated into the ILO's broader work on labour migration governance and is

aligned with the SDC Programme Framework 2022–25 (Global Programme Migration and Forced Displacement). FAIRWAY also contributes to the achievement of SDGs 8 and 10.

48. With a total budget of USD 10,972,250 (additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin), FAIRWAY aims to protect migrant workers, including the most low-wage migrant worker dominant sectors - domestic work and construction - from decent work deficits such as deceptive, fraudulent and abusive hiring practices, forced labour and debt bondage, poor working conditions and abuse and exploitation. It addresses inter-linked structural, behavioral and practical barriers at their source through national-level interventions in selected countries of origin (CoO) in East (Ethiopia, Kenya, Uganda), West (Nigeria) and North Africa (Morocco), and countries of destination (CoD): Bahrain, Lebanon, Jordan and Kuwait, including the GCC region more broadly. In addition, sub-regional and inter-regional interventions serve to identify areas of common interest and improve understanding of key stakeholders' respective needs, to create an environment conducive to cooperation across labour migration corridors.
49. Migration has been firmly placed on the international agenda as an issue of importance that needs to be addressed in a comprehensive and planned way. Migration is embedded in the Sustainable Development Goals (SDGs) with target 10.7, calling to "facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies" and target 8.8. SDG target 8.8., calling to "protect labour rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment" in recognition of the growing impact of migration on development.
50. On 19 September 2016 Heads of State and Governments came together for the first time ever at the global level within the UN General Assembly to discuss issues related to migration and refugees. This sent a powerful political message that migration and refugee matters had become major issues squarely in the international agenda. In adopting the New York Declaration for Refugees and Migrants, the 193 UN Member States recognized the need for a comprehensive approach to human mobility and enhanced cooperation at the global level. Annex II of the New York Declaration set in motion a process of intergovernmental consultations and negotiations towards the development of a Global Compact for Safe, Orderly and Regular Migration. This process concluded on 10 December 2018 with the adoption of the Global Compact by the majority of UN Member States at an Intergovernmental Conference in Marrakesh, Morocco, followed closely by formal endorsement by the UN General Assembly on 19 December 2018.
51. The Global Compact for Safe, Orderly and Regular Migration (GCM) is the first inter-governmentally negotiated agreement, prepared under the auspices of the United Nations, covering all dimensions of international migration in a holistic and comprehensive manner. It is a non-binding document that respects states' sovereign

right to determine who enters and stays in their territory and demonstrates commitment to international cooperation on migration. However, while non-binding, the GCM also rests on international law, including human rights and labour standards, and is rooted in the 2030 Agenda on Sustainable Development. It presents a significant opportunity to improve migration governance, to address the associated challenges, to strengthen the contribution of migrants and migration to sustainable development.

52. Cross-border recruitment of migrant workers takes many forms and patterns, affecting women and men differently. This recruitment can be facilitated by public or private employment agencies, through various degrees of informality, or even occur outside of any regulatory or institutional framework, such as through family and social networks. Among those actors, private employment agencies play an increasing role in matching labour demand and supply across borders. ILO's General Principles and Operational Guidelines for Fair Recruitment (GP&OG) were adopted by a tripartite meeting of experts in September 2016. The definition of recruitment fees and related costs recognizes the principle that workers shall not be charged directly or indirectly, in whole or in part, any fees or related costs for their recruitment. This comprehensive definition is guided by international labour standards and should be read together with the principles and guidelines. The definition was adopted by a Tripartite Meeting of Experts, held in Geneva in November 2018. The ILO's General Principles and Operational Guidelines for Fair Recruitment (GP&OG) and the definition of recruitment fees and related costs have had considerable initial reach at the global, regional, and national levels and are becoming a new international benchmark on fair recruitment practices. The GP&OG are being used by other international organizations - for example, International Organization for Migration's (IOM) International Recruitment Integrity System (IRIS) Standards are based on the GP&OG.

53. At the 106th International Labour Conference (ILC) General Discussion on Labour Migration, ILO constituents confirmed that implementing and promoting the ILO Fair Recruitment Initiative, the General principles and operational guidelines for fair recruitment and the Protocol of 2014 to the Forced Labour Convention, 1930 and its accompanying Recommendation was a key priority to prevent and address recruitment abuses<sup>3</sup>.

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<sup>3</sup> ProDoc



54. At the International Labour Conference in 2017 the Governing Body requested the Director-General to take into account its guidance concerning the proposed ways forward to maximize the opportunities and minimize the risks associated with temporary labour migration, including exploring further good practices and means for their implementation, and enhancing the participation of the social partners in the design, monitoring and implementation of temporary labour migration schemes of all types. The resolution and conclusions concerning fair and effective labour migration governance concluded that temporary labour migration can be positive for labour markets of countries of origin and destination and can fill genuine short-term labour and skills gaps in certain sectors. However, careful consideration needs to be given to effective governance of temporary labour migration to protect the rights of migrant workers and national workers, ensure decent work, afford equal treatment in accordance with national laws and regulations and international obligations, and respect the fundamental principles and rights at work<sup>4</sup>. This document also concluded that the ILO should deepen and scale up its work on international labour migration in response to constituents' needs and take a leadership role on decent work in labour migration and outlined priorities for actions under the domains of International Labour Standards, Skills, Fair recruitment, Data, Social Protection, Temporary Labour Migration, Irregular Labour Migration, Bilateral and multilateral agreements, Collaboration with relevant institutions that deal with labour migration.
55. The ILC general discussion on temporary labour migration programme held in 2022 resulted in the Governing Body decision: GB.346/POL/1: Temporary labour migration (ilo.org).<sup>5</sup> This document reviews the features of temporary labour migration (TLM), the complexities created by differing definitions and visions of what it constitutes, the various objectives pursued with the establishment of TLM programmes and their rapidly evolving nature. It also makes proposals on possible ways forward to maximize the opportunities and minimize the risks associated with TLM, including in the light of new developments in the world of work as they became apparent with the COVID-19 pandemic.
56. The COVID-19 pandemic has affected economies and labour markets around the world, with significant contractions of GDP observed in many countries. COVID-19 brought additional logistical challenges for labour recruiters as well as migrants, such

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<sup>4</sup> [Resolutions adopted by the International Labour Conference at its 105th Session \(ilo.org\)](#)

<sup>5</sup> [Governing Body, 346<sup>th</sup> Session, Geneva, October-November 2022. GB.346/POL/1. Temporary Labour Migration](#)



as mandatory quarantine periods, testing, need for personal protective equipment (PPE) and vaccinations being a condition of entry. However, labour recruiters foresaw that logistical challenges would remain, slowing recruitment processes and adding significant costs – which will likely be transferred to migrants in violation of international labour standards.<sup>6</sup>

57. Migration in Africa is a complex phenomenon involving the movement of large numbers of people within and beyond the continent. This movement has seen a significant increase in recent years, with around 21 million Africans living in another African country in 2020, compared to 18 million in 2015. This growth is also reflected in the increasing number of Africans residing outside the region, which climbed from 17 million in 2015 to over 19.5 million in 2020<sup>7</sup>. Driving forces behind this migration include the search for economic opportunities, political instability, and environmental factors. The movement takes various forms, including labor migration, family reunification, and refugee resettlement.
58. The Migration Policy Framework for Africa (2018 – 2030) and its Plan of Action is a revision of the 2006 African Union Migration Policy Framework (MPFA), which was adopted in Banjul, The Gambia in 2006. Like its predecessor, the Migration Policy Framework for Africa (2018 – 2030) provides comprehensive policy guidelines to AU Member States and Regional Economic Communities (RECs).<sup>8</sup>
59. Western (Economic Community of West African States – ECOWAS), Southern (Southern African Development Community – SADC), Northern (Arab Maghreb Union), Eastern (East African Community – EAC), Central (Economic Communities of Central African States – ECCAS) as well as Common Market for Eastern and Southern Africa (COMESA) have migration policies that have been critical in governing especially international labour migration. Other key frameworks and efforts, especially against smuggling of migrants and trafficking in human beings are guided by the Ouagadougou Action Plan<sup>49</sup>, the AU Commission Initiative against Trafficking which was adopted in Tripoli, November 2006 by AU–EU Ministers and the Khartoum as well as the Rabat processes<sup>50</sup>. The Arab Maghreb Union appears not to have concrete migration policies.

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<sup>6</sup> Locked down and in limbo: The global impact of COVID-19 on migrant worker rights and recruitment. Katharine Jones, Sanushka Mudaliar, Nicola Piper, 19 April 2021, FAIR II, ILO

<sup>7</sup> [Migration in Africa and the Middle East | IOM, UN Migration](#)

<sup>8</sup> [Migration Policy Framework for Africa and Plan of Action \(2018 – 2030\) \(un.org\)](#)

60. According to ILO global estimates on international migrant workers, the number of migrant workers in 12 Arab States amounted to 24.1 million persons in 2019, representing 14 per cent of all migrant workers worldwide. Importantly, the region has the highest global share of migrant workers as a proportion of the total workforce, reaching 41.4 per cent in 2019 compared to the global average of just 5 per cent. This means that nearly half of all workers are migrant workers due to a number of factors, including the very high labour force participation rates of migrants compared to nationals, especially women. ILO data (of the 12 Arab States included) shows that close to 83 per cent of all migrant workers are men. Women constitute only 17 per cent of the region's migrant worker population, compared to a global average of 41 per cent. The relatively low proportion of women migrant workers compared to other regions of the world can be attributed to the fact that most women migrants are only employed in the domestic work sector.<sup>9</sup>
61. In recent times, African governments have been signing Bilateral Labour Migration Agreements with Gulf Cooperation Council (GCC) States to send labour migrants there. Thus, the pace and rate of African workers moving to the GCC states, especially domestic workers, mostly women as domestic workers, is on the steady increase. Gains from such movements for the Countries of Origin (COO) and countries of destination (COD), as well as for the migrants are tangible. The abuses have led to labour migration ban to the GCC states, notably Saudi Arabia and United Arab Emirates, by some of the case study countries at one time. While this phenomenon is largely undocumented, the majority of those who end up in the Arab states are mostly young, unskilled, and less educated Africans<sup>10</sup>.

## **2.2. Brief overview of migration in African regions**

62. Conventionally there are five main geographical regions or subregions in Africa – North Africa, West Africa, Central Africa, Eastern Africa, Southern Africa. There are 54 sovereign African countries and two disputed areas, namely Somaliland (autonomous region of Somalia) and Western Sahara. An estimated 1.37 billion people live in the second-largest continent, representing about 14 percent of the

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<sup>9</sup> ILO Global Estimates on International Migrant Workers, 2021

<sup>10</sup> [Africa Labour Migration to the GCC states: the case of Ghana, Kenya, Nigeria and Uganda. An African Trade Union Overview by Kennedy Atong, Emmanuel Mayah, and Akhator Odigie. ITUC – Africa, 2018.](#)

world's population (in 2021). By far the most populous country in Africa is Nigeria, with a population of more than 211 million.<sup>11</sup>

63. The six countries in Northern Africa – Algeria, Egypt, Libya, Morocco, Sudan, and Tunisia – have historically been and remain significant countries of migrant destination, transit, and departure. Economic, environmental, and political instability contribute to the mixed migration patterns observed in the sub-region. Labour migration policies from as early as the 1950s incentivized mobility and played a role in the socioeconomic development of several Northern African countries (World Bank, 2010). Recent migration policies in the sub-region have affected human mobility trends, as well as migration route decisions. At mid-year 2020, the sub-region hosted an estimated 3.2 million international migrants, nearly 61 per cent of whom were either from the same sub-region or other African sub-regions (UN DESA, 2020). An estimated 49 per cent of all international migrants in the region were refugees and asylum seekers. Globally, an estimated 12.3 million international migrants - 4.4 per cent of the global migrant population - were from Northern Africa.
64. Migration along the Eastern Route, which runs from the Horn of Africa to the Arabian Peninsula, mostly to the Kingdom of Saudi Arabia, increased by 64 per cent between 2021 and 2022 (from 269,000 to 441,000 migrant movements). The eight Horn of Africa countries include Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda. The FAIRWAY programme targets three countries in this sub-region, namely Ethiopia, Kenya, and Uganda.
65. **Ethiopia.** Federal Democratic Republic of Ethiopia is a landlocked country on the *Horn of Africa*, in the east of the continent. The country lost its access to the Red Sea in 1992 when Eritrea gained its independence from Ethiopia. A population of more than 126 million inhabitants (in 2023) makes the country the second-most populous nation in Africa behind Nigeria<sup>12</sup>. The country comprises more than 80 ethnic groups and as many languages.<sup>13</sup>
66. Although the country has registered economic growth in the past decade, this has not been adequate to create enough jobs for the growing labour force. Overall unemployment rate increased to 8 per cent in 2020/21, up from its level of 4.5 per cent in 2012/13. Unemployment rate is predominantly an urban phenomenon, stood

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<sup>11</sup> UN World Population Prospects

<sup>12</sup> [UNFPA World Population Dashboard. Ethiopia](#); [World Bank web-site, Ethiopia](#)

<sup>13</sup> [Ethiopia - Country Profile - Destination Ethiopia - Nations Online Project](#)

at 17.9 per cent with 25.4 per cent female and 11.2 per cent male unemployment rate in 2020/21. Youth unemployment rate is high, at 11.8 per cent. Youth unemployment rate is higher in urban (22.9 per cent) than rural areas (8.1 per cent). In urban areas, youth female unemployment is disproportionately high, at 28.4 per cent, compared with youth males (11.6 per cent)<sup>14</sup>.

67. Ethiopia is a country of origin, transit, and destination for migrants, with approximately 250,000 Ethiopians migrating annually, driven by natural and man-made disasters and severe economic hardship<sup>15</sup>. IOM estimated that number of migrants on the Eastern route is to exceed 300,000 in the coming years. Ethiopia is a major country of origin for migrant workers to the Middle East, especially Saudi Arabia, Kuwait, and the United Arab Emirates. Migration modes documented or irregular, and the most common types of employment are differentiated by sex: males usually migrate irregularly to work in the construction industry; females migrate through formal/regular channels and find work as domestic workers. Although it is difficult to track the exact number of migrant workers traveling and working as “irregulars”, the Ethiopian Ministry of Labour and Skills estimates that they represent from 60 to 70 per cent of all Ethiopians in the GCC states (ILO, 2022). On the other hand, according to the estimate of IOM, in 2022 alone, close to 100,000 Ethiopians were forcibly returned from the Kingdom of Saudi Arabia (KSA).
68. **Kenya.** Republic of Kenya has a population of 46 million people (2015). Spoken languages are Swahili and English (both official), and numerous indigenous languages mainly Kikuyu, Luo, and Luhya. Largest and most populous city and the national capital of Kenya is Nairobi<sup>16</sup>.
69. Until the COVID-19 pandemic, Kenya was one of the fastest-growing economies in Africa. A report by the World Bank indicates that the country's economy achieved broad-based growth averaging 4.8 per cent per year, significantly reducing poverty from 36.5 per cent in 2005 to 27.2 per cent in 2019.<sup>17</sup> However, economic performance softened after the COVID-19 crisis, with GDP growth slowing to 4.8 per cent in 2022. Despite significant socioeconomic advancements over the past five decades, Kenya grapples with persistent development challenges, including poverty,

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<sup>14</sup> [Ethiopian National Voluntary Review conducted in 2022 by Ministry of Planning and Development](#)

<sup>15</sup> IOM Ethiopia: 2023- Migration Management Overview

<sup>16</sup> [Kenya - Republic of Kenya - Country Profile - Nations Online Project](#)

<sup>17</sup> The World Bank in Kenya <https://www.worldbank.org/en/country/kenya/overview>

inequality, a rapidly expanding youth population, youth unemployment, transparency and accountability concerns, climate change, persistent weakness in private sector investment, and susceptibility to internal and external shocks. In 2022, according to Statista, 18 per cent of Kenya's population lived below the international extreme poverty line of \$1.90 per day.

70. Amidst these challenges, Kenya is currently facing a youth bulge with 75% of the Kenyan population aged below 35 years old as per the 2019 household census while 37% between 18-34 years. Youth unemployment in Kenya is as high as 19 per cent (3.5 million young men and women), compared to the overall national unemployment rate of 13.9 per cent<sup>18</sup>. Driven by limited domestic employment opportunities and the allure of better pay and living conditions, Kenyans are increasingly seeking employment opportunities beyond the borders. The demand for low-skilled workers in the Gulf countries has seen the recruitment of people in the hospitality industry, domestic and construction workers, with an estimated 30,000<sup>19</sup> Kenyans migrating to the Middle East to find work yearly. The Kingdom of Saudi Arabia, Qatar, and the United Arab Emirates remain the key labor destinations for Kenya's semi-and unskilled migrant workers. The Kenyan Senate Standing Committee on Labor and Social Welfare reports that around 80,000 Kenyan workers are in Saudi Arabia and 60,000 in the United Arab Emirates, a majority being domestic workers. In August 2021, a Kenya Labour Ministry official quoted the figure of 97,000 Kenyan workers employed in Saudi Arabia (Otieno 2021).
71. **Uganda.** Republic of Uganda has a population of 34.8 million people, making it the world's second most populous landlocked country after Ethiopia. Largest city and the capital is Kampala. Spoken languages are English (official), Luganda (a major language of Uganda), Swahili, and other native languages.<sup>20</sup>
72. The COVID-19 pandemic triggered an economic slowdown globally. Uganda recorded the slowest annual real GDP growth rate in three decades of 3.0 percent in FY2019/20 down from 6.5 percent in 2018/19 and falling short by 3.8 percentage points of the projected target of 6.8 per cent. However, Uganda's economy saw a strong rebound from the COVID-19 pandemic-related negative effects in FY 2021/22.

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18 Quarterly Labor Force Report [https://www.knbs.or.ke/download/quarterly-labour-force-report-2022\\_quarter\\_4/?wpdmdl=6990&refresh=655514ab48a8c1700074667](https://www.knbs.or.ke/download/quarterly-labour-force-report-2022_quarter_4/?wpdmdl=6990&refresh=655514ab48a8c1700074667)

<sup>19</sup> [Kenya Trains Domestic Workers in Middle East About Rights](#)

<sup>20</sup> [Uganda - Country Profile - Nations Online Project](#)

Economic activity picked up in FY 2021/22 following easing of lockdown restrictions and rollout of COVID-19 vaccines.<sup>21</sup>

73. Unemployment continues to be one of the biggest problems for Uganda, which was made worse by COVID-19 pandemic. Uganda's job creation challenge is in many ways typical of the Sub-Saharan African region. It has one of the youngest populations in the world and the working-age population is projected to double by 2040. More than a million young people are entering the job market each year in the country. But this has not been met with a commensurate increase in the number of formal jobs available. The national household survey 2019/2020 reported the pre-COVID-19 national unemployment rate as 9.2 per cent, with women more affected than men. The same survey stated that the unemployment rate for youth aged 18 – 30 was 13 per cent which is 4 percentage points higher than the national rate.
74. Over the past three decades, Uganda's national poverty rate has fallen by more than half, from 56 percent in FY 1992/1993 to 20.3 percent in FY 2019/2020, owing mostly to improved agricultural incomes among poor households, yet Uganda remains one of the poorest countries in the world. With the diversification of East African economies, such as Kenya, South Sudan, and Rwanda, the demand for Ugandan workers has increased outside the country. In recent years, Ugandans are also migrating to the Middle East in search of job opportunities as domestic workers and security guards. In 2010, there were 731,800 Ugandan emigrants, which rose to 786,200 by 2015 but declined to 781,400 in 2020.<sup>22</sup>
75. Uganda had banned its citizens from taking jobs as domestic workers in the Middle East in January 2016 after reports of mistreatment surfaced on the internet. It partially lifted the ban in March 2022 allowing workers to be recruited to Saudi Arabia and Jordan. The bilateral labour agreement between Uganda and Jordan was renewed for more five years until November 2026.
76. **Nigeria.** Federal Republic of Nigeria has a population of 192 million people (UN est. in 2017), making it the seventh most populous country in the world. Nigeria is a multi-ethnic and culturally diverse federation of 36 autonomous states and the Federal Capital Territory. Capital city is Abuja, located in the center of the nation, while Lagos is the country's primary port, economic hub and the largest city. Spoken languages are English (official), Hausa, Igbo, it is estimated that Nigeria has

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<sup>21</sup> [Socio Economic Update of Uganda-First Edition Oct 2022.pdf \(undp.org\)](#)

<sup>22</sup> [Socio Economic Update of Uganda-First Edition Oct 2022.pdf \(undp.org\)](#)



about 250 different ethno-linguistic groups. Islam (41 per cent) and Christianity (58 per cent) are the country's major religions.<sup>23</sup>

77. Nigeria continues to face many social and economic challenges that include insecurity such as banditry and kidnappings especially in the northwest region, continued insurgency by terrorist groups in the north-east, and separatist agitations in the south-east. Between 2000 and 2014, Nigeria's economy experienced broad-based and sustained growth of over 7 per cent annually on average, benefitting from favorable global conditions, and macroeconomic and first-stage structural reforms. From 2015-2022, however, growth rates decreased and GDP per capita flattened, driven by monetary and exchange rate policy distortions, increasing fiscal deficits due to lower oil production and a costly fuel subsidy program, increased trade protectionism, and external shocks such as the COVID-19 pandemic.<sup>24</sup>
78. Despite having the largest economy and population in Africa, Nigeria offers limited employment opportunities to most of its citizens. A Nigerian born in 2020 was expected to be a future worker 36 per cent as productive as they could have been if they had full access to education and health, the 7<sup>th</sup> lowest human capital index in the world. Weak job creation and entrepreneurial prospects stifle the absorption of the 3.5 million Nigerians entering the labor force every year, and many workers choose to emigrate in search of better opportunities. The poverty rate is expected to reach 37 per cent in 2023, with an estimated 84 million Nigerians living below the poverty line — the world's second-largest poor population after India.
79. In 2017, 18,260 Nigerians arrived irregularly in Europe, representing the largest group by nationality that year. However, every year since then, Nigerians have not featured in the top ten. During 2020-2021, the number of Nigerians arriving irregularly in Europe further declined. Of 146,480 people who arrived irregularly by sea and land to Europe during 2021, the four largest groups were North African (Tunisians, Moroccans, Algerians, and Egyptians), followed by Bangladeshis.<sup>14</sup> During 2021, just 2,348 Nigerians attempted to irregularly enter Europe by land and sea.<sup>25</sup> There is no available data on the number of Nigerians migrating to GCC countries.
80. **Morocco.** Kingdom of Morocco has a population of 36.3 million (in 2021); the capital city is Rabat, the largest city is Casablanca. Spoken languages are Arabic (official),

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<sup>23</sup> [Nigeria - Country Profile - Nations Online Project](#)

<sup>24</sup> [Nigeria Overview: Development news, research, data | World Bank](#)

<sup>25</sup> [UNODC Observatory on Smuggling of Migrants. Focus on smuggling migrants from Nigeria. Key Findings on the Characteristics of Migrant Smuggling of Nigerians First Edition | 25 March 2020](#)

several Berber dialects (Amazigh) and French.<sup>26</sup> Morocco is a member state of the League of Arab States.

81. Morocco's economy delivered volatile growth during the last decade and was not strong enough to significantly reduce unemployment. More unpredictable figures entered the scene recently: the growth rate plummeted to 7.2 per cent in 2020 due to the Covid-19 pandemic. Morocco's poverty headcount ratio fell significantly during the last two decades, from 15 per cent in 2000 to 4.8 per cent of the population in 2013.
82. The latest national labour force survey data shows that around 25.5 million Moroccans represented the working-age population. The labour force participation rate descended four percentage points in the last decade, reaching 45 per cent of the working-age population in 2021. Men's share of the total employment covers 78 per cent. In contrast, women represent 22 per cent. Men drove the minor employment growth of 2.5 per cent from 2011 to 2021, while it significantly fell for women by 13 per cent.
83. Morocco is at the heart of migration between Europe, Africa, and the Middle East. It has been considered a country of departure for Moroccans and the entrance of transiting refugees and migrants. The migration landscape is becoming more mixed, supported by growing seasonal and climate migration. Morocco ranks second among the top remittance recipients in the MENA region, supported by economic activity in the euro area, where many Moroccan expatriates reside, particularly in France, Spain, Belgium, and the Netherlands. Europe is the primary destination for Moroccan migrants, representing one of the largest and most dispersed non-Western migrant communities in Western Europe. However, immigration in the Gulf countries represents a very important resource for the Moroccan economy.<sup>27</sup> There do not appear to be any Moroccan domestic or construction workers in the Arab States in the (albeit fragmented) data sources.
84. Bilateral labour agreements were made with several countries, including United Arab Emirates, Qatar, and Libya. Although these agreements ensure that migration takes place by agreed principles and procedures, they have various gaps, such as gender concerns are almost absent, and no apparent attention given to the specific problems of low-skilled migrants. In addition, labour social partners have weak participation in migration issues.<sup>52</sup> According to the International Organization for Migration, more

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<sup>26</sup> [Morocco - a Country Profile - Nations Online Project](#)

<sup>27</sup> [La migration marocaine dans les pays du Golfe \(eui.eu\)](#)



than 102,000 migrants live in Morocco as of 2020, which accounts for 0.3 per cent of the total population. Most come from sub-Saharan Africa.<sup>53</sup>

### 2.3. Brief overview of migration in the region of Arab states

85. The League of Arab States (LAS) is an **intergovernmental pan-Arab** organization of all Arab states in the Middle East and North Africa, established in Cairo in 1945, following the adoption of the Alexandria Protocol in 1944. Currently it gathers **22 Arab countries**: Algeria, Bahrain, Comoros, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Palestine, Qatar, Saudi Arabia, Somalia, Sudan, Syria, Tunisia, the United Arab Emirates, and Yemen.
86. The Gulf Cooperation Council (GCC) brings together six Arab countries – Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, and the United Arab Emirates – to further political and economic integration amongst them. Out of these states Qatar has been named the fourth richest country globally. Also, it is the first-ever Arab nation to be among the top four wealthiest nations. The latest report from Global Finance ranks other Arab countries, like the UAE, Bahrain, Saudi Arabia, Kuwait, and Oman, positioned after Qatar.<sup>28</sup> Saudi Arabia is the third largest destination country for international migrants, at 13 million<sup>29</sup>.
87. The GCC subregion in particular, continues to be a major labour migration hub. It was home to almost three quarters of all migrants and refugees in the Arab region, most of them migrant workers.<sup>30</sup> GCC countries were dominant among the top five countries of destination for migrants in the region in 2020. Of these, Saudi Arabia had the largest number of migrants (accounting for 13.5 million), followed by the United Arab Emirates (8.7 million). Kuwait with 3.1 million migrants and Oman with 2.4 million also make it to the top five destination countries in the region. GCC countries in general are characterized by their high demand for migrant workers.
88. Around 23 per cent of all migrants and refugees in the Arab region were from India in 2020. Other prominent countries of origin included Bangladesh, Pakistan, the State of

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<sup>28</sup> [Qatar is currently the wealthiest country in the Arab World - Fast Company Middle East | The future of tech, business and innovation. \(fastcompany.com\)](https://www.fastcompany.com/middle-east)

<sup>29</sup> IOM World Migration Report 2022

<sup>30</sup> [Situation report on International Migration 2021: Building forward better for migrants and refugees in the Arab region \(unescwa.org\)](https://www.unescwa.org)

Palestine, and the Syrian Arab Republic. Egypt and Morocco were also significant countries of origin, mainly of migrant workers. One third of the migrant and refugee population in the Arab region were women in 2020.

89. Sub-Saharan African migrant workers across the Arab States have a much high ratio of women to men than for Asian or Arab workers (Egyptians especially).<sup>31</sup> This gender distribution is probably driven by the number of female domestic workers: most nationals from Sub-Saharan African countries, which are mostly composed of women, are employed in the domestic sector. Arab workers (Egyptians) are employed in the private (and government) sectors across the region.
90. In most GCC countries, as well as in Jordan and Lebanon, the employer-migrant worker relationship is regulated under the kafala sponsorship system. The Kafala (Sponsorship) System emerged in the 1950's to regulate the relationship between employers and migrant workers in many countries in West Asia. It remains the routine practice in the GCC countries of Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, and the United Arab Emirates (UAE), and in the Arab states of Jordan and Lebanon. The sponsorship system's economic objective was to provide temporary, rotating labour that could be rapidly brought into the country in economic boom and expelled during less affluent periods.<sup>32</sup>
91. The kafala sponsorship system is considered a key factor of vulnerability. It places the migrant workforce in precarious socioeconomic positions that violate their labour and human rights, through which the kafeel (sponsor) has complete authority over the migrant worker, who is dependent on the goodwill of the national sponsor.
92. In law and practice, the kafala system may facilitate forced labour conditions. It creates an environment in which 1) there is the prohibition of or limited possibilities for labour mobility; (2) passports/identity documents can be confiscated, leading to restrictions on workers' freedom of movement; (3) employers have control over the residency status of migrant workers; and (4) employers are able to file absconding reports, which lead to migrant workers falling into an irregular status that can lead to their arrest, detention and deportation.
93. The human rights issues associated with the kafala (sponsorship) system, including the operation of the absconding framework, have been highlighted by a number of international labour bodies, such as the ILO Committee of Experts on the Application

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<sup>31</sup> Key findings from mapping of stocks and flows of African workers to Arab States, ILO

<sup>32</sup> [Reforming the Kafala System\\_july 3.indd \(ilo.org\)](#)

of Conventions and Recommendations (CEACR); by the UN human rights treaty bodies, such as the Committee on the Elimination of Discrimination against Women (CEDAW), the Committee on the Elimination of Racial Discrimination (CERD), the Human Rights Committee (HRC), the Committee on Migrant Workers (CMW), and the Committee on Economic, Social and Cultural Rights (CESCR); by the UN Human Rights Council special procedures mandate holders, such as the UN Special Rapporteurs on trafficking in persons and the human rights of migrants; and in the Universal Periodic Review (UPR) of the UN Human Rights Council. They have all drawn attention to the need for urgent reform of the sponsorship system due to the risk to migrant workers of abuse, exploitation, and forced labour and trafficking in persons.

94. A number of recent CEACR comments have reaffirmed the incompatibility of the absconding framework with key ILO Conventions ratified by most Arab States, including two fundamental Conventions, namely the Forced Labour Convention, 1930 (No. 29) and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) .
95. For example, the CEACR has underlined that where a system of employment of migrant workers places those workers in a particularly vulnerable position and provides employers with the opportunity to exert disproportionate power over them, this could result in discrimination based on the grounds enumerated in the Convention, including race, colour, national extraction and sex.
96. The two ILO Conventions concerning migrant workers, which the Arab States have not ratified, refer to internal labour market mobility for migrant workers, in particular the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), which builds on the equal treatment provisions in the Migration for Employment Convention (Revised), 1949 (No. 97) . In its Part II, Convention No. 143 aims to ensure equal opportunity and treatment of migrant workers in a regular situation through the adoption of a national policy, including affording migrant workers in regular situations free access to the labour market subject to certain conditions.
97. **Bahrain.** Kingdom of Bahrain is an island country in the Persian Gulf. Bahrain has a population of 1,58 million people (in 2021), including more than 800,000 non-nationals (53 per cent). Most of the population lives in the northern part of the main island. The capital and largest city is Manama. The main language is Arabic. Bahrain

is a country with a predominantly Muslim population, with about 70 percent Shia and 30 per cent Sunni Muslims.<sup>33</sup>

98. Bahrain's economy experienced strong growth in 2022, in line with other GCC countries. Continued fiscal reform momentum and high oil prices improved fiscal and external balances. The economy grew by 4.9 percent in 2022, driven by 6.2 percent growth in non-hydrocarbon GDP while hydrocarbon GDP contracted by 1.4 percent. Non-hydrocarbon growth was driven by public, financial, and hospitality services and manufacturing. With the economic recovery well under way, ongoing fiscal reforms, and higher oil prices, the state budget deficit declined significantly, narrowing to 1.7 percent of GDP in 2022 (source: IMF report, 2022). Unemployment Rate in Bahrain decreased to 5.50 percent in 2022 from 6.60 percent in 2021.
99. Migrant workers play an important role in the Bahraini economy. They are employed in a variety of sectors, including construction (43.7 per cent), manufacturing (15.8 per cent), and domestic services (13.9 per cent). Migrant workers have contributed significantly to Bahrain's economic growth in recent years. They have helped to fill labor shortages in key sectors and have boosted domestic consumption. According to the latest data from the General Information Authority (IGA), there were 503,414 migrant workers in Bahrain as of 2022. This represents 44.5 per cent of the total population of Bahrain. The majority of migrant workers in Bahrain come from India (41.1%), followed by Bangladesh (17.4 per cent), Pakistan (12.9 per cent), the Philippines (7.6 per cent), and Egypt (5.2 per cent). African workers in Bahrain, including Ethiopians and Kenyans, were also almost entirely women who worked in the domestic work sector (99.9 per cent).
100. Bahrain took a package of measures to achieve comprehensive development goals, in agreement between the executive and legislative authorities, and the results of the semi-annual closure of ministries and government agencies for the period ending on June 30, 2023, revealed a number of measures, including raising work fees for non-Bahraini employees. The number of new employment work permits issued by Labor Market Regulatory Authority (LMRA) during the first quarter of 2023 was 54,944 representing a rate of 9.6% annually. The LMRA announced the start of registration of migrant workers through approved labor registration centers, starting December 2022, to correct the legal status of workers following the cancellation of the flexible work permit.

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<sup>33</sup> [Bahrain - A Country Profile - Nations Online Project](#)

101. One other significant regularization scheme was implemented in Bahrain between 2017 and 2022. The Flexi Permit allowed workers with irregular status to regularize and to self-sponsor. The Flexi-Permit initiative could have been an opportunity to demonstrate the feasibility of self-sponsorship — essential to any long-term response to irregularity — but the permit’s high cost, lack of labour regulations, and strict conditions made it unappealing or entirely inaccessible for many migrant workers.
102. **Kuwait.** Kuwait has a population of 4.5 million inhabitants (in 2020); about one-third are Kuwaiti nationals, the others are migrants. The capital of the emirate is Kuwait (City). Spoken language is Arabic, English is widely spoken. The official religion in Kuwait is Islam. Kuwait is a member of the Gulf Cooperation Council (GCC) and a member state of the League of Arab States.<sup>34</sup>
103. Kuwait is a high-income economy with a GDP per capita of over US\$31,000 in 2021 (Source: World Bank). Kuwait’s economy recovered well in 2022, after being hit hard by the Covid-19 pandemic. It was supported by surging oil prices. Kuwait’s economy literally depends on oil which accounts for approximately 95 per cent of exports and 90 per cent of government revenues. Kuwait is OPEC’s 5<sup>th</sup> largest crude oil producer (and 10<sup>th</sup> worldwide) with more than 102 billion barrels in proven oil reserves in 2022, which represents around 6 per cent of the world’s total reserve.<sup>35</sup>
104. Between 1950 and 2020, the population grew 27-fold, increasing from 150,000 to more than 4.2 million; more than two-thirds of the population are foreign workers who reside in the country on a temporary basis. Kuwait’s population is made up of approximately 30 per cent Kuwaiti nationals and 70 per cent non-Kuwait citizens, who work predominantly in low-paid private sector service jobs. A heavy reliance on foreign labour has been a significant pillar of Kuwait’s economic structure. Over the past decades, expatriate workers have played a crucial role by helping to address shortages of workers and skills, thus cushioning the economy from overheating due to wage pressures. The economy has been locked in a low productivity growth pattern by existing laws that do not protect all workers. Kuwaiti women are less likely to participate in the labour force than Kuwaiti men (30.8 per cent and 47.7 per cent in 2017, respectively) and face higher unemployment rates. Women’s unemployment in

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<sup>34</sup> [Kuwait - A Country Profile - Nations Online Project](#)

<sup>35</sup> [KW Economic Report 2022 extern.pdf](#)

the 15-24 years' age group almost doubles men's in the same age bracket (37.1 per cent for female nationals versus 20.5 per cent for male nationals).<sup>36</sup>

105. In Kuwait in 2020, African migrants were mostly women (73 per cent) and were predominantly involved in the domestic work sector (67 per cent of all labour permit holders; 82 per cent of women permit holders) (Kuwait 2021). In 2015, Kuwait introduced the Domestic Workers Law No. 68/2015 to protect domestic workers by placing their employers under numerous obligations. Law No. 68 includes detailed provisions concerning the relationship between domestic workers and their employers, lays the ground for increased protection of domestic workers, and regulates the relationship between the workers, employers, and the recruitment bureaus. However, the weak enforcement of the law remains a real challenge. Domestic workers are excluded from national labour laws which amounts to systematic exclusion of domestic workers from enjoying equal rights and equality.
106. This leads to many domestic workers having to work for no or little compensation, including failure to tackle (a) non-payment or the late-payment of wages; (b) poor accommodation and inadequate food; (c) the prevalence of abuse, exploitation and overwork; (d) the confiscation of passports; (e) a prohibition on leaving the house on the rest days (f) the inability to freely transfer or terminate employment; (g) unequal power in the labour relationship, including where employers file absconding reports, or arbitrarily terminate contracts, leading to the cancellation of residency permits and/or deportation.<sup>37</sup>
107. **Jordan.** Jordan has a population of 11.5 million people.<sup>38</sup> Capital and largest city is Amman (pop. 1.5 million), about 4 million people live in Greater Amman Municipality, almost half of the country's population. Spoken language is Arabic (official). Jordan is a country with a predominantly Muslim population, about 92 per cent of Jordanians are follower of Sunni Islam, the dominant religion in the country.<sup>39</sup>
108. Jordan's small, emerging-market economy is services-oriented and heavily dependent on external financial support, tourism and remittances from Jordanians working in the Gulf states, all of which expected to increase gradually in 2023-27.

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<sup>36</sup> [United Nations. Kuwait common country analysis, 2021](#)

<sup>37</sup> [UN Kuwait. Common Country Analysis, 2021](#)

<sup>38</sup> [دائرة الإحصاءات العامة – Department of Statistics | دائرة الإحصاءات العامة \(dos.gov.jo\)](#)

<sup>39</sup> [Jordan - Hashemite Kingdom of Jordan, Country Profile - Nations Online Project](#)



Gross <sup>40</sup>Domestic Product (GDP) of Jordan is \$47,451,499,859 (USD) as of 2022. In 2023, real GDP growth will be supported by an easing of inflationary pressure, a rapid expansion of the tourism sector and robust export demand from Jordan's main economic partners.

109. Jordan's unemployment rate during the third quarter of 2023 stood at 22.3 per cent, marking a decrease of ~0.80 per cent compared to the third quarter of 2022; however still beyond the 2019 rate of 19,1% (before COVID-19). 20 per cent of Jordanian men were unemployed during the second quarter of 2023 compared with 30.9 per cent for Jordanian women. The youth unemployment rate in the age group of 15-24 years was reported at 40.4 per cent for the total population, with 39 per cent for males and 38.7 per cent for females.<sup>41</sup>
110. Highly educated women are particularly affected: 33 per cent were unemployed and as many as 54 per cent of women with a university degree were unemployed in 2017. At the same time Jordan has the lowest female labor force participation in the world of a country not affected by war (2018)<sup>42</sup>. Nonetheless, over half of the jobs created in the private sector, predominantly low-skilled and low-paid, are estimated to be filled by migrant workers. This illustrates the stakes and challenges of immigration to Jordan<sup>43</sup>. Besides, Jordan is a migrant-sending country too: an estimated 10 percent of Jordan's nationals (700 to 800,000) are expatriated abroad, most of them to the Gulf States.<sup>44</sup>
111. Jordan hosted more than 2.7 million registered refugees as of September 2016; of whom 2.1 million persons of Palestinian descent registered with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA); and 664,100 refugees under UNHCR's mandate including Syrians and Iraqis. The main reason for the large inflow of refugees is Jordan's relatively safe location in the center of a conflict-prone region. Jordan borders with Syria in the north and with Iraq in the north-east. According to the Ministry of Labour of Jordan, there were around 341,000 registered migrant workers in Jordan in 2017.

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<sup>40</sup> International Monetary Fund, Jordan 2023 Review, June 2023

<sup>41</sup> Jordan Department of Statistics (DoS)

<sup>42</sup> [Hashemite Kingdom of Jordan Understanding How Gender Norms in MNA Impact Female Employment Outcomes 01.06.20218](#)

<sup>43</sup> [Jordan: education, labour market, migration Annex B to "Dutch labour market shortages and potential labour supply from Africa and the Middle East" \(SEO Report No. 2019-24](#)

<sup>44</sup> Migration profile : Jordan (eui.eu)

112. According to United Nations data, the total number of international migrants in Jordan is estimated to be 3,346,703, which constitutes 33.1 per cent of the country's total population (source: United Nations Department of Economic and Social Affairs [online database]).<sup>45</sup>
113. In Jordan, the number of international visitors from Africa registered during January-June 2023 was 22,010 according to recent data obtained from Ministry of Tourism online database. According to MoL/Migrant Labor directorate 301,033 non-Jordanian workers received work permits from 1/1/2023 until 31/12/2023. Also, Jordan hosted an estimated 80,000 migrant domestic workers in 2022, mostly from the Philippines, Sri Lanka, and Indonesia. Data from the MOL from 2023, showed that there were 59,319 migrant domestic workers with work permits in Jordan, of whom, more than 50 per cent were Ethiopian workers (the number of Ethiopian workers has increased dramatically from 366 workers in 2017 to 32,709 workers in 2023. Other major nationalities include Philippines (11,251), Uganda (4,722) and Bangladesh (4,131).
114. The government issued decree number 19/2023 dated 16 April 2023 suspending recruitment of migrant workers in specific sectors and facilitating mobility of migrant workers from 2 May until 1 August 2023 and later extended for two additional months. The decree does not consider fundamental principles and rights at work.<sup>46</sup> According to the decree, migrants who have worked with an employer would still need the employer's consent to change employers/sectors. According to the decree, men migrant domestic workers are allowed occupational mobility, while women domestic workers are denied this opportunity, although two of the eleven fundamental instruments; the Equal Remuneration Convention, 1951 (No. 100) and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), both ratified by Jordan, prohibit discrimination based on sex and require States to take steps to eliminate such discrimination. The decree did not consider workers in an irregular situation who wish to leave the country and have incurred penalties (overstay fines).
115. **Lebanon.** Lebanese Republic has a population of 6.1 million people (in 2019), including approximately 1.5 million refugees from Syria and Palestine. Lebanon has been hit hardest by the exodus of Syrians. For nearly three years, Lebanon has been

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<sup>45</sup> <https://www.un.org/en/development/desa/population/migration/data/estimates2/countryprofiles.asp>

<sup>46</sup> Internal ILO Bi-annual country report, 2023



assailed by the most devastating, multi-pronged crisis in its modern history. The unfolding economic and financial crisis that started in October 2019 has been further exacerbated by the dual economic impact of the COVID-19 outbreak, and the massive Port of Beirut explosion in August 2020.<sup>47</sup> GDP per capita dropped by 36.5% between 2019 and 2021, and Lebanon was reclassified by the World Bank as a lower-middle income country, down from upper middle-income status in July 2022.<sup>48</sup>

116. The social impact, already dire, could become catastrophic. More than half the country's population is likely already below the poverty line. Unemployment increased from 11.4 per cent in 2018-19 to 29.6 per cent in 2022.<sup>49</sup> The current net migration rate for Lebanon in 2023 is -24.568 per 1000 population, a 19.53 per cent increase from 2022. The net migration rate for Lebanon in 2022 was 20.553 per 1000 population, a 24.28 per cent increase from 2021<sup>50</sup>. Amidst a deteriorating economic situation, Lebanon is witnessing one of the largest waves of emigration in its history. Together with Syrians and Palestinians, an increasing number of Lebanese nationals are seeking to leave the country, often relying on migrant smugglers to secure passage by sea to Europe. Lebanon is a host to the largest number of refugees per capita in the world (one out of every eight refugees), and there are 1.5 million Syria refugees in the country, 950,000 of whom are registered with the United Nations Higher Commission for Refugees (UNHCR).

117. Labour force participation rates in Lebanon are reflective of the economic difficulties and societal norms, with a significant gap between male and female participation. Lebanon labor force participation rate for 2022 was 36.75 per cent, a 1.19 per cent increase from 2021. The male labour force participation rate was 66.2 per cent, significantly higher than the female rate of 22.2 per cent. The youth labour force participation rate was 34.3 per cent, considerably lower than the rate for adults at 46 per cent, as young people are often in education.<sup>51</sup>

118. Migration is a distinctive aspect of the Lebanese labour market, with a high net migration rate due to both incoming and outgoing flows. Migrants from Africa,

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<sup>47</sup> [Lebanon Overview: Development news, research, data | World Bank](#)

<sup>48</sup> [Lebanon Overview: Development news, research, data | World Bank](#)

<sup>49</sup> [Lebanon Overview: Development news, research, data | World Bank](#)

<sup>50</sup> [Lebanon Net Migration Rate 1950-2023 | MacroTrends](#)

<sup>51</sup> [Lebanon follow-up Labour Force Survey – January, 2022. Factsheet.](#)

particularly from Ethiopia, play a significant role in the Lebanese workforce. It is estimated that a considerable number of Ethiopia's population within Lebanon work within the informal sector, many as domestic workers under the controversial kafala system. This system ties the legal residency of the migrant worker to their employer, creating a dependency that can lead to exploitation and abuse. Out of the 200 000 migrant workers in Lebanon, more than 70 000 are Ethiopians, followed by about 50 000 Bangladeshis and 25 000 Filipinos, most of them being female domestic workers.<sup>52</sup> Usually women work as housekeepers, nannies and carers in Lebanese homes.<sup>53</sup>

119. Under the kafala system, migrants seeking employment in Lebanon must receive an invitation before arriving in the country. Upon arrival at the Beirut airport, these workers are typically met by their sponsors or local employment agents. Reports have surfaced that some sponsors confiscate workers' passports immediately upon arrival. This practice raises concerns about potential exploitation and human rights abuses, as it restricts worker mobility and leaves them vulnerable to abuse. Local traffickers in Ethiopia work in tandem with recruitment agencies in Beirut.

120. Ethiopian traffickers are known to have charged up to \$500 to facilitate the travel of recruits to Lebanon, where domestic workers make on average \$150 a month.<sup>54</sup> **Worse still, is that authorities estimate that at least two domestic workers die weekly on average.** These are mainly deaths by suicide or from botched escape attempts.<sup>55</sup> Following reports of abuse, Ethiopia, in 2008, banned its citizens from travelling to Lebanon for work. But the ban has never been properly enforced and the numbers of women migrating to Lebanon for work swelled in subsequent years.<sup>56</sup>

121. At the end of April 2023, the governments of Lebanon and Ethiopia signed a BLA. The representatives of Ethiopian government requested the ILO to provide comments rather shortly before the signature. Though the ILO provided the comments they had not been reflected in the document signed by Ethiopia and

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<sup>52</sup> [City Migration Profile Beirut. UN-HABITAT, ICMPD, UCLG](#)

<sup>53</sup> ['She just vanished': Ethiopian domestic workers abused in Lebanon | Conflict | Al Jazeera](#)

<sup>54</sup> ['She just vanished': Ethiopian domestic workers abused in Lebanon | Conflict | Al Jazeera](#)

<sup>55</sup> ['She just vanished': Ethiopian domestic workers abused in Lebanon | Conflict | Al Jazeera](#)

<sup>56</sup> ['She just vanished': Ethiopian domestic workers abused in Lebanon | Conflict | Al Jazeera](#)

Lebanon. Although the final draft was not publicly shared, the media and civil society organizations did obtain a copy and noted a number of critiques<sup>57</sup> The number of migrant domestic workers with work permits, including Ethiopians, has plummeted since 2020, with just 55,787 migrant domestic work permits in 2022 (down from around 200,000 in 2019). The majority of work permits remain Ethiopian workers (30,386), but a rising number were for Kenyan workers (around 8,000).<sup>58</sup>

122. Lebanon's non-compliance with the ILO Forced Labour Convention, 1930 (No. 29) was discussed by the Committee on the Application of Standards (CAS) in during the International Labour Conference in June 2023. The Committee expressed deep concern at the lack of adequate protection for migrant domestic workers in law and practice and noted the lack of rapid, efficient and effective complaints mechanisms for migrant domestic workers.<sup>59</sup> As a result of CAS discussion, an ILO contact mission was endorsed to visit Lebanon to investigate further. At the date of the writing of this evaluation report, the date of this mission has not yet been determined.

## 2.4. Programme background

123. The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab States region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The Programme's budget is USD 10,972,250.00.

124. Focusing primarily on key sectors in which migrant workers in vulnerable situations are engaged (including the domestic work and construction sectors) the FAIRWAY programme seeks to address the interlinked structural, behavioral and practical barriers to improved labour migration outcomes through four objectives:

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<sup>57</sup> [Ethiopia-Lebanon labour agreement contains little protection for domestic workers | Middle East Eye](#)

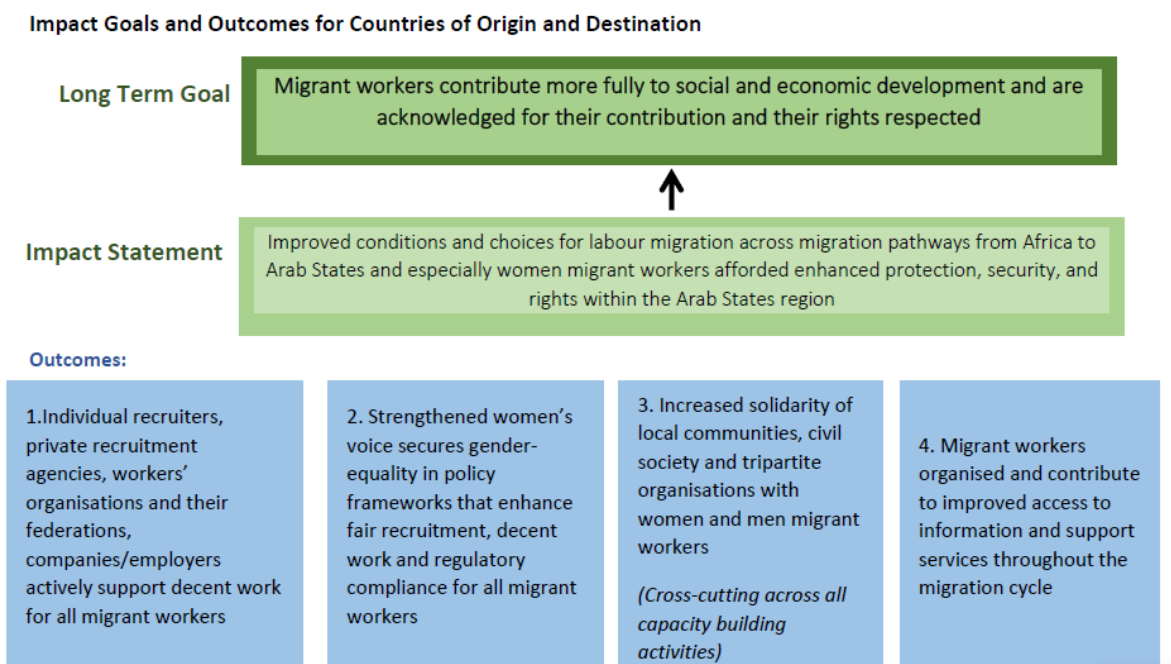
<sup>58</sup> Interview with the ILO staff

<sup>59</sup> ILO Bi-annual report, 2023

- (1) Private sector, employers' and workers' organizations engaged for decent work for migrant workers;
- (2) Gender-responsive policy frameworks are developed or strengthened for fair recruitment and decent work and regulatory compliance;
- (3) Discriminatory attitudes towards women and men migrant workers are diminished; and
- (4) Migrant workers have improved access to information and support services throughout the migration cycle.

125. These objectives are encapsulated within a theory of change that includes four main outcome areas, which was revised after the mid-term evaluation carried out in September 2022. The diagram below shows the top two lines of the programme's theory of change, with a long-term goal and impact statement. This is followed by the medium-term outcome statement(s) that are the main parameters by which the programme is organized and will be assessed by in this evaluation.

**Chart 1. FAIRWAY Theory of Change (TOC)**



126. The FAIRWAY programme addresses underlying causes of decent work deficits at their source through regional and national-level interventions in selected countries of origin in East (Ethiopia, Kenya, Uganda), West (Nigeria) and North Africa (Morocco). In addition, sub-regional and inter-regional interventions serve to identify areas of common interest and improve understanding of key stakeholders' respective needs, creating an environment conducive to cooperation across labour migration corridors. Finally, the programme provides continuity to interventions in countries of destination in the Arab States initiated under Fairway Middle East (2016-2019), targeting low-skilled migrant workers from all regions.<sup>60</sup>
127. The programme management has been undertaken by two Chief Technical Advisors (CTAs), one for the Arab States based in Beirut, and one for Africa based in Nairobi. Support and liaison with the SDC, the donor for this phase, is provided through ILO's Geneva headquarters. Programme and M&E backstopping has been provided by the Regional Programming Unit within ROAS, with further technical support provided by relevant staff and DWT specialists in the regional office.

### **3. EVALUATION BACKGROUND**

128. ILO considers project evaluations as an integral part of the implementation of technical cooperation activities. As per ILO evaluation policy and procedures, this programme should undergo a final internal evaluation. This evaluation is managed by an ILO evaluation manager and implemented by independent evaluators.

#### **3.1. Evaluation purpose and objectives**

129. The purpose of the evaluation is to ensure accountability and learning. From an accountability perspective, the aim of the evaluation is to examine the performance of the FAIRWAY programme through six key criteria, specifically its relevance and strategic fit; coherence, effectiveness, and efficiency; impact and sustainability. From a learning perspective, the aim of the evaluation is to identify expected and unexpected results achieved by FAIRWAY, how they were achieved, the factors that led to such achievements and how they have affected different target groups. The evaluation will also identify the lessons learned and good practices that

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<sup>60</sup> ProDoc

were found to support evidence-based learning and decision-making for future programming.

130. The **specific objectives** of the final evaluation are:
- i. Assess the extent to which the project has contributed to improving conditions in labour migration in Africa and Arab States, identify unexpected positive and negative outcomes of the programme.
  - ii. Assess the extent to which the project has contributed to affording women migrant workers enhanced protection, security, and rights within the Arab States region.
  - iii. Assess the contribution of African and Arab components and collaboration with key stakeholders of the project and other projects (from the ILO and other development partners).
  - iv. Assess whether and how factors have affected project implementation, and whether such factors have been effectively addressed.
  - v. Assess the extent to which project results will be sustainable.
  - vi. Identify lessons learned and possible good practices, in particular about intervention models that can be applied later, and innovative approaches developed within the framework of interventions, whether on the subject of social dialogue, tripartism and the project management itself. These learnings will have the potential to improve future project designs.

## Users and clients of this evaluation

131. The findings of the evaluations and its recommendations will be used by the programme management team, MIGRANT team, respective ILO regional and country offices, other field and headquarter staff, ILO's tripartite Constituents, strategic and development partners, including the SDC (the donor).

## Scope of this evaluation

132. The final evaluation covers all the activities and products related to the FAIRWAY Programme in Africa and Arab States at the country and regional level, as well as knowledge inter- and intra- regional linkages, in the period of December 2019 to March 2024. The areas of knowledge generation and capacity building of workers and employer's organizations; improvement of gender-responsive policies framework; transformation of social norms and discrimination standards; and access and use of information and support services by migrant workers should be analyzed. The gender dimension will be considered as a cross-cutting issue throughout the evaluation methodology, results, and final report, in accordance with ILO **Guidance Note 3.1: Integrating gender equality in monitoring and evaluation of projects.**

### 3.2. Evaluation principles and standards

133. The ILO adheres to the UN System Evaluation Norms and Standards and applies the OECD/DAC Evaluation Quality Standards and Criteria. Therefore, in conducting this final evaluation, the evaluation consultants complied with the evaluation rules and standards of the United Nations System, as well as the Evaluation Quality Standards and Criteria of OECD/DAC and the United Nations Evaluation Group standards.
134. These international benchmarks require that gender and human rights be taken into consideration in evaluations. Thus, gender and human rights considerations were taken into consideration during this final evaluation. Finally, ethical safeguards concerning the independence, confidentiality and voluntary participation of the respondents were ensured at all stages of the evaluation process.

### 3.3. Evaluation methodology

135. The purpose and scope of this evaluation exercise required a methodology that provides accountability in assessing how the programme progressed in achieving its results as well as highlighting lessons learned to improve performance and assess the relevance of similar interventions in future. Thus, a mixed methods approach was proposed for this final evaluation, with main focus being on qualitative techniques. While quantitative data provided insights into overall program reach and participation, qualitative methods were prioritized to provide an in-depth understanding of participant experiences, program implementation challenges, and lessons learned.
136. **Evaluability of human rights and gender equality.** The final independent evaluation adopted a Human Rights and Gender Sensitive Approach. To ensure this, UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation<sup>61</sup> was followed in conducting the exercise and reporting. Preliminary analysis of the evaluability of human rights and gender equality has been conducted at the inception phase of this evaluation. On the basis of the evaluability exercise, UNEG recommendations were suggested to be included in the evaluation process; they are

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61 United Nations Evaluation Group, Integrating Human Rights and Gender Equality in Evaluation, (UNEG, 2014)



available as Annex D to this report and were used for orientation in data collection and report writing stages.

137. **Data Collection approach.** To strengthen the credibility and usefulness of evaluation results, the evaluators used both primary and secondary data sources. The primary data was collected directly from stakeholders about their first-hand experience with the intervention through Key informants' interviews, Focus Group Discussions and Online Survey. Secondary data sources consisted of documentary evidence that has direct relevance for the evaluation, such as nationally and internationally published reports, project documents, country strategic plans, and research reports. Using both primary and secondary data sources allowed enhancing validity of the evaluation results.

138. The data collection phase was structured around:

- the regions where the Programme has been working at the global and regional level, namely the Middle East and Africa to assess the strategic fit of the Programme in terms of the chosen key thematic areas (migration and forced labour), integrating cross-cutting issues (gender equality, international labour standards, human rights, disability, non-discrimination and environmental sustainability);
- the migration corridors, including Ethiopia – Lebanon corridor, Nigeria – Bahrain corridor, Kenya – Lebanon corridor, Uganda – Jordan corridor, and others, to assess the validity of the chosen strategy, the appropriateness of implementation modalities and the achieved results;
- target countries, namely countries of origin (CoO) such as Ethiopia, Kenya, Uganda, Morocco, Nigeria and countries of destination (CoD) such as Bahrain, Kuwait, Jordan, Lebanon to assess the Programme's achieved results with the focus on Ethiopia, Kenya, Kuwait and Jordan.

139. Evaluation methodology included the following data collection methods:

**Document review:** Review and analysis of programme documents, the logical framework, Decent Work Country Programmes (DWCPs), where they are present, country progress reports and consolidated reports, biannual Country Profiles for Bahrain, Jordan, Kuwait, and Lebanon and regional updates, activity reports, surveys, studies and other knowledge products produced by the project, monitoring and evaluation reports from the previous stage of the project as well as other relevant documents.

140. In addition, key ILO documents pertaining to the ILO's strategy on fair recruitment and on governance of temporary labour migration programmes, relevant to the programme were studied. **Overall, the final internal evaluation consulted more than 200 documents, out of them more than 100 are documents, papers and news pieces produced by the Project.**

141. **Key informant interviews:** individual semi-structured interviews were conducted with all ILO project staff directly involved in programme management and implementation and project stakeholders including tripartite constituents, project's partners, researchers and the Donor. Each interview lasted not less than 45 mins and was conducted in line with the UNEG Norms and Standards on competencies and ethics in evaluation<sup>62</sup>. See Annex B for the detailed statistics and list of persons interviewed. Overall, 67 interviews (63 individual and 4 group interviews) were conducted with the participation of 82 persons (42 men and 40 women).
142. **Online Survey:** The interviews were also complemented by brief on-line survey that was offered to all the programme actors regardless of whether they took part in the interview process or not to stimulate results-based thinking and focus on achieved results, best practices, lessons learned and recommendations. The questions were arranged as google forms and the link to the Survey was shared among programme management with request to share it with as many persons involved as possible to achieve snowball effect. To allow better language commodity for the participants, the survey was available in Amharic, Arabic, English and French – the languages widely spoken in the targeted regions and countries. Overall, 42 persons participated in the online survey (34 women and 8 men).
143. **Focus group discussions:** The focus groups in Kenya and Kuwait were held in person to assess the satisfaction of migrant men and women over the services provided by the Programme. The focus group in Kenya was held at the established Migrant Resource Center in Nairobi. 4 persons participated in total (1 man and three women). In Kuwait, the focus group was held with women – trainers of the “Women’s Circle Project” supported by the FAIRWAY as an innovative initiative of the women’s led NGO – En.v. 3 persons participated in total (all women).

***Overall, 124 persons (48 men and 75 women) represented by the ILO, tripartite constituents, development actors and beneficiaries (migrant men and women) took part in this final evaluation.***

144. **Evaluation workshop:** at the end of the data collection phase, the evaluators conducted evaluation workshop with the evaluation stakeholders. During the workshop, the findings of the data collection were presented, discussed and

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62 UNEG Norms and standards for evaluation, 2016 URL:

<http://www.uneval.org/document/detail/1914>

validated, and a set of emerging recommendations and lessons learned identified. The briefing allowed enhancing validity of results and ensuring ownership of the recommendations developed during evaluation. Overall, 47 persons participated in the evaluation workshop.

145. At the final stage, all data collected by the Evaluators was verified and analyzed to inform the preparation of the final evaluation report. Data analysis has been conducted using triangulation method to validate main findings of desk research and primary data collection, to eliminate inconsistencies in the findings and ensure quality control.

### **3.4. Evaluation criteria and questions**

The evaluation followed the UN Evaluation Standards and Norms, the Glossary of key terms in evaluation and Results Based Management utilizing OECD DAC evaluation criteria<sup>63</sup>. The evaluation applied the OECD/DAC evaluation criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact potential. Below are the main evaluation questions per each of the criteria:

**a) Relevance, coherence and strategic fit:** The extent to which the intervention objectives, design and approach continue to respond to beneficiaries, country, and partners/institution/donors' needs, policies, and priorities, and is expected to continue to do so if circumstances change (or have changed).

1. To what extent did the FAIRWAY Programme address the recommendations of the mid-term evaluation regarding the design of the Programme to incorporate the gaps and needs of migrant workers and employer's and workers' organizations in countries of destination (CoD) and countries of origin (CoO)? What have been the migration corridor activities (involving colleagues/stakeholders on both sides of the corridor) and

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<sup>63</sup> OECD DAC evaluation criteria which were used are: the relevance, the coherence and validity of the programme design, effectiveness and efficiency of the programme, the impact of the results and the potential for sustainability.

has the migration corridor approach undertaken by the FAIRWAY programme proved to be relevant and strategically important?

2. Were specific recommendations from the mid-term evaluation, including on gender equality to address the barriers faced by migrant women and other vulnerable groups, taken into account?
3. How strong are the synergies and interlinkages between the project and other interventions carried out by the government and other national institutions and frameworks? Is there evidence of mutual leveraging and complementarity?
4. How does the FAIRWAY address global, regional and national goals, including gender related goals?
5. To what extent did the FAIRWAY address the issues of the environmental sustainability as one of the main ILO's cross-cutting policy drivers?

#### **b) Validity of intervention design**

6. To what extent is the Programme design coherent and realistic to achieve the planned outcomes? Are the activities supporting the achievement of the set project objectives (strategies)? Does it incorporate international labour standards, social dialogue mechanisms, the prescriptions of ratified International Conventions and its recommendations?
7. How does the Programme fit within the international and national frameworks on labour migration, and within the discussions at the ILO on related subjects? E.g. ILO Governing Body decision on temporary labour migration programmes (2022) and the Programme & Budget outcomes (2020-21 and 2022-23, outcome 7.5)?
8. In which extent the project incorporated findings from mid-term evaluation in order to enhance a gender responsive approach and coherence between country and regional levels? Has the FAIRWAY programme strengthened coherence between country and regional levels?
9. To what extent did partnerships strengthen the programme's capacity to reach intended outputs and outcomes? What were their roles? And what were their expectations? To what extent have these partnerships been useful in the achievement of the intended results?
10. Were differential needs of migrant men and women well reflected in the programme's interventions?

**c) Coherence:** the compatibility of the intervention with other interventions in a country, sector, or institution.

11. Assess the extent of compatibility of interlinkages between the FAIRWAY programme and other ILO projects, other interventions carried out by governments, social

partners and other international partners, including the initiatives of the SDC, at the regional, sub-regional and country levels.

12. To what extent did the FAIRWAY programme leverage partnerships (with constituents, national institutions, and other UN/development agencies) that enhanced programme relevance and contribution to priority SDG targets?

**d) Effectiveness:** The extent to which the interventions achieved, or are expected to achieve, its objectives and its results, including any differential results across groups?

13. To what extent has the FAIRWAY achieved the expected results (outcomes and outputs) at inter-regional, regional, sub-regional and country level? Have actions been implemented by the FAIRWAY programme after the mid-term evaluation to boost the achievement of planned results?

14. To what extent has the delivery of outputs contributed to improving conditions and choices for labour migration across migration pathways from Africa to Arab States and specific need of women migrant workers?

15. Has the M&E mechanism adequately measured and in a timely manner Programme progress at the level of outcomes and outputs? Are the results of M&E disseminated to the interested parties and used?

16. To what extent were cross-cutting issues (such as environmental sustainability, international labour standards, social dialogue, gender equality, disability inclusion and human rights) been duly considered/mainstreamed in the project implementation and how well was this reflected in the project reports? If any gaps, how could they have been better integrated?

**c) Efficiency of resource use:** The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.

17. Did FAIRWAY Programme have enough resources (financial and human), strategically distributed to achieve the results in the expected times? To what extent was the financial execution consistent with the planned budget plan and was it oriented with a gender perspective as a tool to allocate concrete resources to reduce the gender inequality gap?

18. To what extent did the project management capacities and arrangements put in place support the achievement of the expected results i.e. shared management between two CTAs in Africa and Arab States, provision of the technical oversight at the regional and HQ level, establishment of regional and global steering committees?

19. Have migrant resource centers established by the FAIRWAY programmes proved to be efficient in terms of service delivery to the potential migrant men and women? Have FAIRWAY support to consular services in the COD (e.g. Lebanon and KSA) proved to be efficient?

d) **Impact orientation** – The extent to which the intervention has generated or is expected to generate significant positive or negative, intended, or unintended, higher-level effects.

20. To what extent does FAIRWAY Programme better position ILO in the countries, regionally and inter-regionally to achieve an impact on public policy? To what extent is it influencing the design and/or application of national public policies in favour of migrants' labour rights protection in the host communities?

21. What are the most significant results produced directly or indirectly by the project in terms of impact? Are there any impact level results contributing to gender equality and non-discrimination?

e) **Sustainability** - the extent to which the net results (including financial, economic, social, environmental, and institutional capacities of the systems needed to sustain them over time) are likely to be maintained beyond the completion of the project.

22. What strategies were taken to ensure the sustainability of the results achieved by FAIRWAY Programme and differentiated effects for men, women, and vulnerable migrants? Were these worked out with the constituents and other national counterparts to maintain the results during the post COVID-19 recovery phase? Are there any remaining challenges/issues that still need to be addressed beyond the completion date of the project to ensure its sustainability?

23. To what extent are the results of the programme likely to be durable and maintained in the different target countries? Does the project have a sustainable exit strategy? Have the risk factors and assumptions been considered and updated?

24. Are the Migrant Resource Centers (MRCs) established by the FAIRWAY Programme in Uganda and Kenya sustainable to continue delivering services to migrant men and women beyond the FAIRWAY programme?

25. What are the best practices and lessons learned by the project to increase the scale and sustainability of results beyond the end of the project?

### **3.5. Limitations of the evaluation**

**146. The following major limitations and challenges were observed during the evaluation process:**

The data collection process conducted in a distant mode was challenged by the fact that the possibility to hold interviews online resulted in several postponements which increased the duration of the data collection phase.

Assessment of the MRCs established in Africa was limited – one MRC in Kenya was visited; MRC established in Uganda was not visited.

Assessment of the support provided by Ethiopian consulates was limited to desk review and interview with representatives of General Consulate of Ethiopia in Lebanon, the consulate and shelters were not visited.

Some stakeholders were not available for the interviews during the designated period for the data collection phase which delayed the writing phase of the evaluation report.

The holidays seasons which coincided with the initial time frame of this evaluation caused the interruptions of about two weeks period which resulted in the extension of the initial time frame of the evaluation.

The different mode of the working weeks in the Arab states doesn't coincide with the working days in Africa states which caused delay in the preparation of the report.

Planned number of days and the timelines to conduct the evaluation exercise across global, inter-regional, regional, sub-regional and country level put more workload on evaluators than it was expected and caused delays in the initially planned time schedule.



## 4.KEY FINDINGS OF EVALUATION

146. This Section is organized according to the evaluation criteria presented in the TORs and analyses of the factual evidence available. A brief summary on key findings for each evaluation criteria is presented at the end of each subsection.

### Relevance

147. **Relevance** — *The extent to which the intervention objectives, design and approach continue to respond to beneficiaries, country, and partners/institution/donors' needs, policies, and priorities, and is expected to continue to do so if circumstances change (or have changed).*

4.1.1. To what extent did the FAIRWAY Programme address the recommendations of the mid-term evaluation regarding the design of the Programme to incorporate the gaps and needs of migrant workers and employer's and workers' organizations in countries of destination (CoD) and countries of origin (CoO)?

What have been the migration corridor activities (involving colleagues/stakeholders on both sides of the corridor) and has the migration corridor approach undertaken by the FAIRWAY programme proved to be relevant and strategically important?

148. **Recommendations of the mid-term evaluation regarding the Programme design.** The recommendations of the mid-term evaluation remained feasible in the present context. This evaluation found that the FAIRWAY programme addressed the recommendations of the mid-term evaluation regarding the design of the Programme to incorporate the gaps and needs of migrant workers and employer's and workers' organizations in countries of destination (CoD) and countries of origin (CoO) to a high extent. 100% of the recommendations related to the programme design, recommendation 1 in particular, were addressed in a meaningful way – concrete actions were taken upon, confirmed by the programme's products and activities (e.g. Theory of change was amended, Gender Analysis was conducted to develop a Gender Strategy). (See Table 1).

149. **Migration corridor activities and migration corridor approach.** The migration corridor activities (involving colleagues/stakeholders on both sides of the corridor) included cooperation between the trade unions, governments, and media of in the CoO and the CoD. This evaluation collected some examples of cooperation at both sides of the corridors in the CoO and CoD. (See Table 2).

**Table 1. Recommendations to the FAIRWAY programme following the Mid-Term Evaluation**

**Recommendation 1.** Amend theory of change and results framework: (a) amend long term goal to add acknowledgement of migrant workers' contribution and full recognition of rights; (b) amend impact statements to incorporate the need for migrants to have more choices; (c) incorporate gender equality and highlight the importance of strengthening women's voices to secure this; (d) substituting 'reducing discriminatory attitudes' with 'increased solidarity'; (e) promote migrant workers' involvement in decision making and service provision.

**Recommendation 2.** Clarify the gender strategy by (a) adding a 'women's empowerment focus'; (b) embedding work on gender inequality within local contexts and align across locations; and (c) using case studies and research focused on women migrants to evolve the programme strategy and improve choices and protections for women.

**Recommendation 3.** Promote the principle of solidarity between migrant workers and nationals.

**Recommendation 4.** Strengthen the inter-regional dimensions of the project including by (a) working with other ILO projects to develop a common protocol and advisory guidelines for countries at AUC level for BLAs for instance, and (b) working with specific countries to support their BLA negotiations.

**Recommendation 5.** In the context of the post-pandemic recovery and increased demand for workers from Africa (1) establish gender sensitive guidance for potential migrant workers (2) establish migrant resource centers (3) provide information on alternative job opportunities to potential migrants (4) involve trade unions and employers in this work.

**Recommendation 6.** Reinforce and continue the role of the Migration Advisory Group. (MAG) Activities of the group should be extended to cover Africa or a similar group established in Africa.

**Recommendation 7.** Coordinate and strengthen capacity building approaches across particularly African countries.

**Recommendation 8.** Add a learning dimension to the monitoring, evaluation and learning work.

**Recommendation 9.** Simplify the complexity of the financial management arrangements for Africa.

**Recommendation 10.** Strengthen and cohere migration specialist teams at regional level.

**Recommendation 11.** Strengthen partnership management, including through 1–2-day meetings with partners and collaborating organisations in the African countries to review context, challenges, and programme aims, and through regular communication with partners.

**Recommendation 12.** Strengthen and collaborate with other migration programmes on internal and external communications.

150. **Governments:** The FAIRWAY programme provided assistance to governments in the CoO in raising their capacity to negotiate better conditions for migrant workers through the BLMA. E.g., the technical assistance to the government of Uganda resulted in the reviewing of the BLMA with the Kingdom of Saudi Arabia and improved standards reworking conditions in the revised BLMA.

151. **Trade Unions.** Memorandums of understanding (MoUs) were signed between the trade unions of Kenya and Lebanon, Ethiopia and Lebanon, Bahrain-Nigeria.

152. **Media.** The ILO FAIRWAY programme has conducted back-to-back activities in Uganda and Jordan for journalism students and recent graduates of four universities: Makerere University (Uganda), Uganda Christian University (Uganda), Yarmouk University (Jordan) and Middle East University (Jordan). The activities included face-to-face trainings, webinars, and joint cooperation of students on migration stories. These activities were aimed at raising the interest of journalism students in international labour mobility, enhancing their labour migration reporting skills, and fostering cross-border networks to report these stories along a corridor approach.

153. The interviews with the wide range of stakeholders allow concluding that the migration corridor approach undertaken by the FAIRWAY programme proved to be relevant and important in the light of recent shift of interest of migration from Africa to the Arab states. The goals and objectives of the FAIRWAY programme remained relevant to needs of migrant workers (men and women) and ILO constituents (governments, employers' and workers' organizations) in the CoD and the CoO. This approach resulted in moderately defined migration corridors <sup>64</sup>:

- Kenya – Lebanon
- Kenya – Saudi Arabia
- Ethiopia – Lebanon
- Nigeria – Bahrain
- Uganda - Jordan
- Uganda – Saudi Arabia
- Nigeria – Saudi Arabia

154. In these migration corridors the cooperation between stakeholders was established yet it was limited to one type of constituents (e.g., trade union – trade union, media – media, government – government). Thus, no cooperation on tripartite basis took place. The stakeholders shared that the employers' organizations in the Arab States region are not yet sensitized to work on improving conditions of migrant men and women and rather tend to influence governments to take political decisions in the favor of local companies.

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<sup>64</sup> **Moderately defined migration corridors** - activities were implemented in both CoO and CoD with the participation of at least two tripartite actors (government, trade unions, employers' organizations) which resulted in medium term and sustainable partnerships and / or results at policy, institutional and individual level.

155. For governments in some countries of the Arab states region labour migration is a highly sensitive issue. Limited freedom of association and a lack of a political will are the factors challenging engaging the constituents on a tripartite basis across migration corridors.

**Table 2: Examples of cooperation among tripartite constituents and stakeholders at both sides of migration corridors in CoO and CoD**

	Kuwait	Bahrain	Lebanon	Jordan	KSA
Ethiopia			<i>MoU signed between trade unions</i>		
Kenya			<i>MoU signed between trade unions</i>		<i>Kenya KSA BLMA for healthcare workers signed July 2023</i>
Uganda				<i>Joint activities between academia and journalists</i>	<i>BLMA reviewed between governments. FAIRWAY capacity building in 2021 supported negotiating team</i>
Nigeria		<i>MoU signed between trade unions</i>			<i>FAIRWAY provided technical comments on a draft BLMA</i>
Morocco					

4.1.2. Were specific recommendations from the mid-term evaluation, including on gender equality to address the barriers faced by migrant women and other vulnerable groups taken into account?

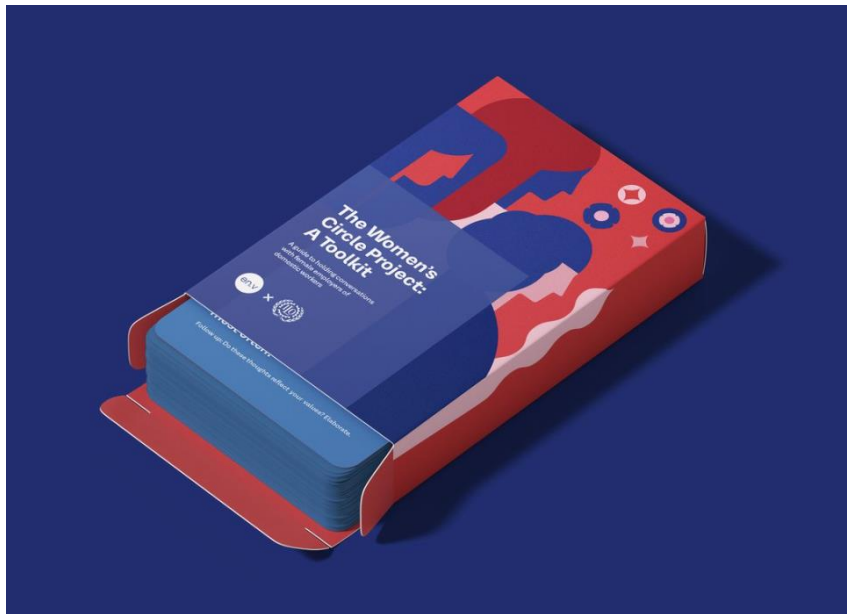
156. The FAIRWAY programme addressed the specific recommendations from the mid-term evaluation, including on gender equality to address the barriers faced by migrant women and other vulnerable groups such as young migrant workers, including young women. In accordance with the Recommendation 1 of the MTE, the Outcome 2 of the FAIRWAY programme has been modified to take into account the

short- to medium-term challenges of ensuring women's direct participation in policy dialogues and to focus more broadly on incorporating women's voices.

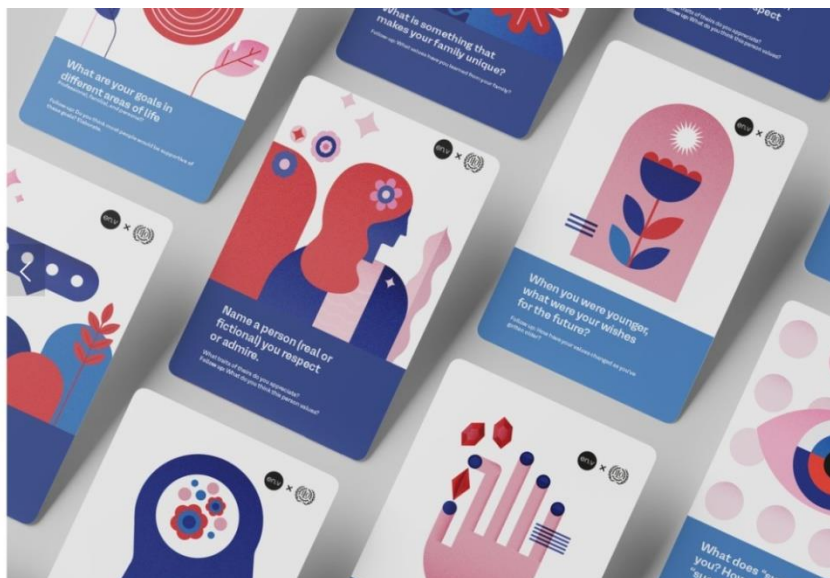
157. In accordance with the Recommendation 2 and 5 of the MTE, the gender analysis was conducted yet the gender strategy has not been developed yet. The FAIRWAY staff received the training on gender issues and the evaluation stakeholders represented by the Programme staff demonstrated high awareness on importance of gender equality. The FAIRWAY supported the establishment of the MRCs in Uganda and Kenya and operationalization of earlier established three MRCs in Nigeria. The interviews with the stakeholders revealed that the FAIRWAY programme has not developed specific services addressing needs of migrant men and women and rather worked on individual needs basis regardless of clients' gender – migrant men and women. There was a notable effort by implementing partner in Ethiopia to engage relevant government offices or structures (children and women affairs, labour and skills, police and justice system) and grass-root CSOs. However, there was no specific investment made by the Programme and implementing partners on gender training, gender case development, researches and gender materials/guidelines.
158. In accordance with recommendation 3 to promote the principle of solidarity between migrant workers and nationals, the FAIRWAY in the Arab states has renewed its collaboration with civil society in Kuwait to promote solidarity and sustainable collaborations between migrant community organizers, Kuwaiti civil society, and public and private sector stakeholders. In collaboration with a feminist led organization Kuwaiti NGO EnV Earth the FAIRWAY programme undertook a comprehensive strategic approach to address power relations between female Kuwaiti employers and female migrant domestic workers. This approach started from grassroots research, identifying differences in women and men's experiences and needs, then building to an iterative exploration of the ways in which gendered inequities could be addressed, with respect and agency of women migrant leaders themselves.
159. The implemented activities engaged social innovations and tools including the community meetups and walking tours around the city to show different level of access to city facilities on the part of Kuwaiti privileged women and underprivileged migrant women. Youth fellowship programme was based on innovative approaches provoking thoughts and self-assessment through the means of modern art. This experience was laid into the development of the training for trainers aimed at equipping Kuwaiti women with knowledge on the barriers faced by female domestic workers, facilitating skills and tools to conduct "Women's Circle" community meeting with participation of the female employers and migrant domestic workers (see Picture 1 and 2). Women trained by the En.V. at the training for trainers shared during the focus-group held by this final evaluation in Kuwait that "women's circles" meetings are considered as safe spaces to discuss the relationships and morals of the employment under kafala system. Women said that they were not able to discuss

these sensitive topics before: *“This activity changed us. We still have limitations to voice these issues. At the beginning we asked ourselves are we supposed to do this?”*

**Picture 1. A toolkit created by NGO EnV Earth to facilitate interaction between Kuwaiti women and migrant domestic workers**



**Picture 2. Cards created by NGO EnV Earth. Toolkit for Women's' Circle Project**



160. The FAIRWAY programme has also addressed the most acute vulnerabilities faced by migrant domestic workers such as access to transportation, cultural and

gender barriers for medical aid, poor nutrition and limited access to clean water, food and basic facilities (e.g., access to fridge or air conditioning).

161. Special sessions with migrant communities were conducted in collaboration with the Kuwait Mental Health Center on the theme of mental health and mental disabilities. Information packages along with assessment tools were developed and passed to case workers to address the common disorders faced by migrant women (e.g., depression, anxiety, bipolar disorder, and schizophrenia). A Kuwaiti NGO “Sandigan” and a Kuwaiti NGO “BirthKuwait” worked together with the support from en. v and the FAIRWAY to provide a training related to infant care, emergency response, and pre/post-natal support to migrant women. As a result, BirthKuwait was able to extend access to their breastfeeding hotline to members of the migrant community.
162. In Lebanon FAIRWAY started working with the objective of promoting solidarity between Lebanese and migrant domestic and care workers through consultations and a campaign to include domestic workers under the Labour Law. The support of women-led community-based organizations such as Eгна Legna allowed human-rights protection of the most vulnerable migrant women and children – victims of forced labour, detained women, including women with children.
163. The cross-border fellowship of journalism students in Uganda and Jordan resulted in the creation of stories of migrant men and women. Anthology of journalist stories of migrant workers on Uganda – Jordan corridor included case studies on migrant women – young mothers, domestic workers who left their small children behind to work abroad; young women from rural areas seeking for employment abroad; migrant men – young graduates from college seeking professional employment in Jordan, etc.
164. These examples demonstrate good efforts of the FAIRWAY programme to address the needs of migrant workers women including vulnerable groups of migrants.

#### 4.1.3. How strong are the synergies and interlinkages between the project and other interventions carried out by the ILO, government and other national institutions and frameworks? Is there evidence of mutual leveraging and complementarity?

165. The interviews with the stakeholders confirmed that the FAIRWAY programme consulted with the tripartite constituents to address their migration development



objectives. The tripartite constituents, national and regional institutions been a part of the Project's Steering and Advisory Committees.

166. The FAIRWAY initiatives are embedded at the DWCPs and UNSDCF's carried out by the government and other national institutions in CoOs (e.g., Ethiopia, Kenya, Nigeria and Uganda). In Morocco the FAIRWAY programme is embedded with the ILO programme on migration aligned with priorities of the tripartite constituents.
167. In the Arab states, the FAIRWAY activities are aligned with the priorities of national constituents stipulated in the DWCPs (e.g., Jordan, Kuwait, Lebanon<sup>65</sup>). The International Organization of Employers (IOE), the Arab Trade Union Confederation (ATUC), Building and Wood Workers' International (BWI) and International Domestic Workers Federation (IDWF) are the members of the Migration Advisory Group established by the FAIRWAY programme. However, this cooperation structure doesn't serve as a platform for cooperation on a tripartite basis and rather serves as a panel of experts on migration who are invited to participate in an individual capacity.
168. The stakeholders representing conventional tripartite constituents in the Arab states shared during the interviews that the FAIRWAY programme has not been consistent in establishing cooperation with the conventional trade unions and employers' organizations.<sup>66</sup>

### **Leveraging and complementarity with government priorities.**

169. This evaluation collected several examples of mutual leveraging and complementarity of the FAIRWAY activities with the government priorities **to establish and improve services** for the potential migrant workers (men and women).
- **In Uganda and Kenya**, the MRCs were established at the premises of the trade unions and at government premises while the FAIRWAY programme provided necessary technical support to the MRC's staff on relevant international labour standards, risks of forced labour and human trafficking, fair recruitment, and decent work.

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<sup>65</sup> At the time of writing these reports the DWCPs were either in a draft form or expired.

<sup>66</sup> The names of the countries are not disclosed in order to protect confidentiality of stakeholders.

- **In Nigeria**, the FAIRWAY programme supported the government through the provision of training for civil servants who assist potential migrant workers at the Migrant Resource Centers established previously with the support from the IOM.
- **In Jordan**, the FAIRWAY programme assisted the government with the assessment of the national platform Hemaya established previously by the government who had established a plan to automate governmental transactions, including labour complaints submitted by Jordanian and non-Jordanian workers.
- **In Kuwait**, FAIRWAY supported the government's Domestic Workers' Department in PAM to develop standard operating procedures focusing, in particular, on dispute resolution mechanisms, and how to ensure accessibility of services for migrant domestic workers.

170. The FAIRWAY also supported national priorities of the states to develop labour migration governance frameworks:

- **In Kenya**, at the request of the government of Kenya, the FAIRWAY programme assisted in the developing a model of a Welfare Fund for Migrant workers.
- **In Nigeria**, the FAIRWAY programme assisted the government in the drafting Gender Mainstreaming strategy and Implementation Action Plan for the national policy on Labour Migration.

### **Leveraging and complementarity with other initiatives in labour migration**

171. The FAIRWAY established strategic cooperation with the ILO programmes on migration in the regions of Arab states and in Africa:

- **In Morocco**, the FAIRWAY programme has built on complementarities with the **THAMM project** (« Pour une approche globale de la gouvernance de la migration et de la mobilité de main d'œuvre en Afrique du Nord »); and **AMEM Project** (« Appui à la migration équitable pour le Maghreb : Libye, Maroc, Mauritanie, Tunisie »). These two regional projects focus mainly on the migration from Africa to Europe while the FAIRWAY programme allowed to build the component related to migration to the Arab States region.
- **In Lebanon**, the FAIRWAY research contributed to the establishment of the new ILO project aimed at better position of care workers in the country, named **WE CARE** project. Though the new ILO project is focused on national workers who work in care sector, the FAIRWAY activities allowed revealing the gaps in the national systems

related to care economy in Lebanon. E.g., the FAIRWAY allowed pinpointing the gaps of the National Strategy to Elderly persons in Lebanon.

- **In Jordan**, the FAIRWAY established cooperation with the “Work in Freedom” (WIF) project which supported migrant workers at the Workers Center established by the ILO in the Industrial Zone. The WIF project working on the ground informed the FAIRWAY programme on challenges faced by migrant men and women.

172. In Africa the FAIRWAY programme established close cooperation with the sub-regional ILO project funded by the Foreign, Commonwealth and Development Office (FCDO) of the UK. **The Better Regional Migration Management Project (BRMM)** is focused on selected countries of IGAD and EAC region. The FAIRWAY collaborated with the BRMM on different issues including to design the first Welfare Fund for Migrant workers in Kenya.

173. In the GCC region the FAIRWAY cooperated with the ILO Project “**Extending social protection to migrant workers in the GCC countries**” funded by the SDC. The MAG established by the FAIRWAY also served as an advisory body for this SDC-supported project on extending social protection to migrant workers in the GCC, and the work of the project has been presented and discussed in MAG meetings on several occasions.

174. The interviews with the representatives of the IOM and the ILO in the CoD and the CoO at the country level allowed to conclude that both agencies working on labour migration align their initiatives in order to avoid duplication and efforts and built on complementarily of joint efforts. Both agencies are the part of the regional and country thematic groups on migration. Eg. UN Network on migration in Africa, where ILO is a chair of the Migration and Development Working group and the IOM is a co-chair. In the Arab states both agencies are a part of the UN Regional Network on Migration under the umbrella of the Issue-Based Coalition (IBC) on Migration under the Arab States Regional Collaboration Platform, and is co-convened by IOM, ILO, the UN Economic and Social Commission for Western Asia (ESCWA) and the League of Arab States (LAS).

#### 4.1.4. How does the FAIRWAY address global, regional and national goals, including gender related goals?

175. The FAIRWAY programme and its objectives is well aligned with the SDGs 5, 8 and 10 and with the Objective 3 of the UN Global Compact for Safe, Orderly and Regular migration. The Programme also corresponds to the higher goals of the Global Coalition for Social Justice led by the ILO and the goals under ILO Programme & Budget: Output 7.5: Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers and GLO 365: Guidance on gender responsive fair labour migration frameworks.

176. At the regional level, it corresponds to the strategic goals of the African Union and the strategic goals of the regional communities of Africa, namely ECOWAS, EAC, IGAD. The FAIRWAY outcomes support the protection of migrants' rights, the promotion of fair recruitment practices, labour migration governance and decent work for migrant men and women.
177. In the region of Arab States, the FAIRWAY programme addresses the deficits of decent work in the construction sector with the high share of male workers and in the domestic work sector with high share of female workers. The largest regional organizations such as the Gulf Cooperation Council and the League of Arab States do not reflect migration as a priority in the strategic development documents (see Table 3). The interviews with the stakeholders informed this evaluation that migration remains a sensitive issue and the FAIRWAY programme works in a complex environment by trying to sensitize the Arab states on the necessity to abolish the kafala system.
178. Gender related goals on promoting participation of women in a national labour force are in the focus of regional priorities and country priorities for the Arab States region.

**Table 3. Relevance of the FAIRWAY framework to the global and regional goals**

STRATEGY	AREAS OF RELEVANCE	FAIRWAY RESULTS FRAMEWORK
SDGs	SDG 10: Reduced inequalities SDG 8: Decent work and economic growth SDG 5: Achieve gender equality and empower women and girls.	Outcome 1, 2 and 3
Global Compact for Safe, Orderly and Regular migration	OBJECTIVE 3: Provide accurate and timely information at all stages of migration. OBJECTIVE 6: Fair and ethical recruitment and safeguard conditions that ensure decent work. OBJECTIVE 7: Address and reduce vulnerabilities in migration OBJECTIVE 10: Prevent, combat and eradicate trafficking in persons in the context of international migration OBJECTIVE 13: Use immigration detention only as a measure of last resort and work towards alternatives OBJECTIVE 23: Strengthen international cooperation and global partnerships for safe, orderly and regular migration	Outcome 1, 2, 3, 4

STRATEGY	AREAS OF RELEVANCE	FAIRWAY RESULTS FRAMEWORK
ILO Programme & Budget	<p>GLO 365: Guidance on gender responsive fair labour migration frameworks</p> <p>Output 7.5: Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers</p>	<p>Outcome 2</p> <p>Outcome 1</p>
Global Coalition for Social Justice led by the ILO	Thematic priorities: addressing inequality, discrimination and exclusion. Realizing labour rights as human rights, ensuring human dignity and meeting basic needs	Outcome 1,2,3,4
AU Migration Policy Framework for Africa 2018-2027 <sup>67</sup>	<p>Thematic issues: Theme 1. Migration governance; Theme 2. Labour migration and Education; Theme 5. Irregular Migration ii) Human Trafficking iii) Return, Re-Admission and Re-integration</p> <p>Cross-cutting issues: Migration and Development; Human Rights of Migrants; Migration and Gender; Inter-State and Inter-Regional Cooperation</p>	Outcome 1,2,3,4
Economic Community of West African States (ECOWAS)	ECOWAS migration policy priorities: Protection of migrants' rights; Migration and development; Regional cooperation	Outcome 1,2,3,4
East African Community (EAC) labour migration policy	EAC labour migration policy priorities: Promotion of ethical recruitment practices; Rights of migrant workers, including access to social services and the right to organize and collectively bargain; Return and reintegration of migrant workers	Outcome 1,2,3,4
Intergovernmental Authority on Development (IGAD) Free Movement	<p>IGAD Free Movement Protocol priority areas:</p> <p>Contribute to the achievement of the SDGs, particularly in the areas of poverty reduction, health, education and <b>gender equality</b>. Ensure respect for human rights and dignity of migrants and their</p>	Outcome 1,2,3,4

<sup>67</sup> [AFRICAN UNION \(au.int\)](http://au.int)

STRATEGY	AREAS OF RELEVANCE	FAIRWAY RESULTS FRAMEWORK
Protocol	families. Enhance security and stability in the region through increased cooperation and collaboration on migration and border management.	
Bali Declaration 2016	<p>Policy priority #8. enhancing labour migration policies based on relevant international labour standards that:</p> <p>(a) recognize the labour market needs of all;</p> <p>(b) are based on the General principles and operational guidelines on fair recruitment (2016), including no charging of recruitment fees or related costs to workers; and the entitlement of workers to keep in their possession travel and identity documents;</p> <p>(c) provide adequate protection to all migrant workers, including through better portability of skills and social security benefits;</p> <p>(d) take into account the ILO Multilateral Framework on Labour Migration (2005);</p> <p>(e) redress employer–worker relationships that impede workers’ freedom of movement, their right to terminate employment or change employers, taking into account any contractual obligations that may apply, and their right to return freely to their countries of origin.</p>	Outcomes 1,2,3,4
Singapore Statement 2022	Paragraph 15. Strengthen governance frameworks and respect for freedom of association to protect the rights of migrant workers, including improved accommodation, protection of wages and extension of social protection and, where appropriate, through enhanced bilateral labour migration agreements between both sending and receiving countries. Tripartite mechanisms should help promote cooperation between constituents to mitigate negative impacts and harness opportunities that arise from labour migration	Outcomes 1,2,3,4
Development agenda of the Gulf Cooperation Council	<p>Long –Term Comprehensive Development Strategy for the GCC states 2020 – 2025:</p> <p>Continuing with paying due attention to the role of women in society in all aspects of society and economy and reiterating her crucial role in raising the family. Increasing the level of participation of women in the workforce.</p>	Outcomes 1,2,3,4
Arab Charter on	Article 2: Each State party to the present Charter undertakes to ensure that every individual located	Outcomes

STRATEGY	AREAS OF RELEVANCE	FAIRWAY RESULTS FRAMEWORK
Human Rights	within its territory and subject to its jurisdiction, shall have the right to enjoy all the rights and freedoms recognized in this [Charter], without distinction on the basis of race, colour sex, language, religion, political opinion, national or social origin, wealth, birth or other status, and without any discrimination between men and women.	1,2,3,4

179. This concern of the Arab states is well reflected in their national strategic documents. E.g. in Jordan the **Jordan Vision 2025** says explicitly that employment strategy should ensure that foreign workers complement rather than replace Jordanian labour. Nevertheless, the **DWCP in Jordan 2018 - 2022** mentions the importance of creating decent working conditions for migrant workers. The FAIRWAY supported the operationalization for Hemayeh Online platform for registering complaints including from the migrant workers.

180. The Decent Work Programmes Lebanon<sup>68</sup> and Kuwait<sup>69</sup> articulate the importance of improving the labour governance. In Kuwait the FAIRWAY Programme supported an assessment and mapping of the regulatory framework of PAM, while in Lebanon the Programme has not had a chance to work at the policy level. In Lebanon FAIRWAY programme focused on the deficits of the human rights protection by the provision of legal aid to migrant domestic workers who are predominantly women in cooperation with the National Federation of Workers and Employees Trade Union FENASOL. The latter has also worked on organizing migrant domestic workers in the trade union movement.

181. In Bahrain the DWCP doesn't exist and the FAIRWAY programme in Bahrain focused on the protection of rights of migrant workers in the construction sector. See more examples of the relevance of the FAIRWAY activities to the national priorities in the Table 4.

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<sup>68</sup> The Lebanon Decent Work Country Programme 2017-2020

<sup>69</sup> The Kuwait Decent Work Country Programme 2018-2020



**Table 4. Relevance of the FAIRWAY activities to the national priorities in the region of Arab states**

STRATEGY	AREAS OF RELEVANCE	RELEVANT FAIRWAY ACTIVITIES
Jordan	<p><b>Jordan Vision 2025</b></p> <p>Employment. Ensure that foreign workers complement rather than replace Jordanian labour; Focus on integration of young people, persons with disabilities and women in the labour market</p> <p><b>Jordan DWCP 2018 – 2022</b></p> <p>DWCP Priority II: Decent working conditions for all to create a level playing field for male and female Jordanians, refugees and migrants</p> <p><b>United Nations (UN) Sustainable Development Framework 2018 – 2022 (Outcome 1)</b></p>	<p>The FAIRWAY supported the operationalization for <a href="#">Hemayeh Online platform</a> for registering complaints. The FAIRWAY assisted with the assessment of the platform from the perspective of workers based on the analysis of around 8,000 complaints, as well as a survey of 955 complainants who used the platform between March – September 2022. A user manual has been prepared and MOL inspectors trained. Also, 13 OSH officers (4 women) trained in OSH. These initiatives are relevant to the priorities of the Jordan DWCP.</p>
Lebanon	<p><b>Lebanon DWCP 2017 – 2020</b></p> <p>PRIORITY 1: Improved labour governance in accordance with International Labour Standards and with a particular focus on Fundamental Principles and Rights at Work</p>	<p>In Lebanon, the FAIRWAY cooperated with the Ministry of Labour on the revision of the Standard Unified Contract (SUC) for the employment of migrant domestic workers. Though revised SUC was endorsed, further implementation was abolished by the government.<sup>70</sup> <b>These efforts on dismantling the kafala system corresponded to the priorities of the DWCP.</b></p>

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<sup>70</sup> Note: following a complaint made by the Syndicate of Owners of Recruitment Agencies before the administrative court, on 14 October 2020, the Shura Council (Council of State) decided to suspend the implementation of the SUC on the ground that it represented “severe damage” to the agencies’ interests.

STRATEGY	AREAS OF RELEVANCE	RELEVANT FAIRWAY ACTIVITIES
Kuwait	<p><b>Kuwait National Development Plan 2035</b></p> <p>Pillar: Sustainable diversified economy; Pillar: Strong progressive infrastructure</p> <p>Kuwait DWCP 2018 – 2020</p> <p>PRIORITY 1: Enhancing skills of women and men foreign workers</p> <p>PRIORITY 2: Improved Governance of foreign labour</p>	<p>The FAIRWAY programme launched an assessment and mapping of the regulatory framework of PAM. It also developed standard operating procedures (SOPs) for the Domestic Workers Department in PAM. The training on labour organization/negotiation was delivered to Sandigan Kuwait Domestic Workers (SKDW) and Ethiopian Domestic Workers Association (EDWA).</p> <p><b>These correlates with the priorities of the DWCP.</b></p>
Bahrain	<p><b>Economic Vision 2030</b> focuses on shaping the vision of the government, society, and the economy, based on three guiding principles; sustainability, fairness, and competitiveness.</p> <p>UN Bahrain Strategic &amp; Sustainable Development Cooperation Framework 2021-2024 (Outcomes 1, 2 and 3)</p>	<p>In Bahrain the FAIRWAY supported the tripartite meeting on rights of migrant workers in the construction sector with the participation of the General Federation of Bahraini Trade Unions (GBFTU), Ministry of Labour and Bahrain Chamber of Commerce and Industry (BCCI). In collaboration with the MOL and relevant government entities, OSH profile is being reviewed and soon to be adopted.</p> <p><b>These correlates with the national priorities of Bahrain in line with Economic Vision 2030</b></p>

182. National priorities of the African states targeted by the FAIRWAY are focused on increasing income of their citizens (e.g. Ethiopia, Kenya, Uganda, and Nigeria). The interviews with the stakeholders in Africa informed this evaluation that governments understand that migration is a source of good income for their citizens and at present the national labour market can't absorb young graduates<sup>71</sup>. The human

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<sup>71</sup> Confirmed by the desk research conducted by the evaluators.

rights issues faced by national citizens migrating for employment abroad are of great concern in Ethiopia, Uganda, Kenya and Nigeria. The FAIRWAY programme addressed the risks of human trafficking and fair recruitment in these countries through different interventions including the establishment and strengthening of the MRCs. In Ethiopia community leaders, regional trade union leaders and district level anti-trafficking taskforce leaders were trained on migration issues.

183. In Morocco, Kenya, Nigeria and Uganda the FAIRWAY implemented activities aimed at improvement of labour migration governance. In Kenya the FAIRWAY supported the tripartite actors in the development of the Kenya Migrant Workers' Welfare Fund (KMWWF) Bill. In Nigeria the FAIRWAY supported the development of two draft model contracts in relation to skilled and unskilled migrant workers in the framework of the BLA. In Morocco the FAIRWAY also supported the integration of labour migration module in general population and housing census (GPHC). In Uganda the FAIRWAY trained private recruitment agencies (PRA) on Business and Human Rights and Fair recruitment. These examples of activities support the achievement of the national objectives. See more examples in the table 5.

**Table 5. Relevance of the FAIRWAY activities to the national priorities in the CoO in Africa**

STRATEGY	AREAS OF RELEVANCE	FAIRWAY FRAMEWORK	RESULTS
Ethiopia	<p><b>Ethiopia Strategic Vision 2030:</b></p> <p>Improvement in income levels and wealth accumulations so that every citizen would be able to satisfy their basic needs and aspirations</p> <p><b>Ethiopia DWCP 2021 – 2025:</b></p> <p>Output 1.4 Migrants and returnees are enabled to improve their employability, access decent jobs and participate in the labour market.</p> <p><b>UN Sustainable Development Cooperation Framework, UNSDCF (2020-2025) and contributing to Outcomes 1-3</b></p>	<p>The FAIRWAY in Ethiopia targeted potential and returnee migrant workers through sensitization campaigns and outreach work on safe labour migration and labour rights. Confederation of Ethiopian Trade Unions (CETU) raised awareness on importance of organizing into union.</p> <p>Grievances of women domestic workers were facilitated by Mulu Tesfa Domestic Workers Association (MTDWA) through the help desk. FAIRWAY supported returnee migrant workers for their sustainable reintegration in Ethiopia through offering vocational skills and business skills trainings including financial support to establish businesses.</p> <p><b>These activities are relevant to the Ethiopia Strategic Vision</b></p>	

STRATEGY	AREAS OF RELEVANCE	FAIRWAY FRAMEWORK	RESULTS
Kenya	<p><b>Kenya strategic vision 2030</b> aims to transform Kenya into “a newly-industrializing, middle income country providing a high quality of life to all its citizens in a clean and secure environment.”</p> <p><b>Kenya DWCP 2021-2024</b></p> <p>Country Programme Outcome 2.2. Marginalized vulnerable groups and regions in Kenya have increased access to decent jobs, income and entrepreneurship opportunities.</p> <p><b>UN Development Assistance Framework, 2018-2022, Strategic Priority Area 3</b></p>	<p><b>and the DWCP.</b></p> <p>The FAIRWAY also trained Labour and Employment Officers on Labour Migration Governance and protection of Migrant Workers. The FAIRWAY also supported the establishment of the Kenya Labour Migration Resource Center (KLMRC) at National Employment Authority (NEA).</p> <p>The FAIRWAY collaborated with National Industrial Training Authority (NITA) to develop Home Care Training Curriculum aimed to improve the quality of skills training intended for domestic workers going to Arab countries.</p> <p><b>These initiatives contribute to the Kenya DWCP priorities.</b></p>	
Uganda	<p><b>Uganda Vision 2040</b> aims to transform Uganda from a predominantly peasant and low-income country to a competitive upper middle income status country.</p> <p><b>UN Sustainable Development Cooperation Framework, 2021-2025 Strategic Priority 2 (Outcome 2.1)</b></p>	<p>The FAIRWAY supported the establishment of the MRC in Kampala. Job Portal was established to assist workers re-integrate into the local job market.</p> <p>The district leaders in Western and Eastern Uganda were sensitized on national legislation governing labour migration in Uganda.</p> <p>The project also supported review of the guidelines for recruitment and placement of Ugandan migrant workers abroad (yet to be adopted).</p> <p><b>Though the Uganda DWCP has not been signed yet these initiatives falls in line with the priorities outlined by the stakeholders.</b></p>	
Nigeria	<p><b>The Nigeria Agenda 2050</b></p>	<p>In Nigeria the FAIRWAY trained the Public Employment Agencies</p>	

STRATEGY	AREAS OF RELEVANCE	FAIRWAY FRAMEWORK	RESULTS
	<p>The Nigeria development agenda aims at the long-term economic transformation blueprint of Nigeria to address the aforementioned developmental challenges and become an upper middle-income country.</p> <p><b>DWCP III</b></p> <p>The comprehensive strategy outlined in DWCP III encompasses measures to combat issues such as informality, working poverty, child labour, forced labour, human trafficking, outdated labour laws, insufficient labour inspection, poor working conditions, and gaps in social dialogue.</p> <p><b>UN Sustainable Development Partnership Framework, 2018 – 2022; Result Area 3 (Outcome 7)</b></p>	<p>on Fair Recruitment Practices and the Implementation of the Revised Code of Conduct for PEAs and Employers.</p> <p>The FAIRWAY supported the development of two draft model contracts in relation to skilled and unskilled migrant workers together with a standard BLA, the development of the Gender Mainstreaming Strategy (GMS) and the official launch of the revised National Policy on Labour Migration.</p> <p>The FAIRWAY also supported in capacity building of existing 5 MRCs managed by Federal Ministry of Labour and Employment.</p> <p><b>These activities support the priorities outlined in national development objectives, including the DWCP.</b></p>	
Morocco	<p>Projet de Stratégie Nationale de Développement Durable</p> <p>Objectif 3. Renforcer les initiatives d'un État employeur responsable</p> <p>Stratégie National d'Immigration et d'Asile<sup>72</sup></p> <p>Objectif stratégique 3. Mettre en place un cadre institutionnel adapté</p>	<p>In Morocco the FAIRWAY supported to include labour migration module in general population and housing census.</p> <p>The FAIRWAY programme carried out pilot survey on recruitment fee and related cost which is first ever such study in North Africa.</p> <p>A comprehensive training package was developed collaborating with ITC and training was provided to employment officers on fair</p>	

<sup>72</sup> [Stratégie National d'Emmigracion et d'Asil](#)

STRATEGY	AREAS OF RELEVANCE	FAIRWAY FRAMEWORK	RESULTS
		recruitment, skills matching of migrant workers abroad.	anticipation and of Moroccan seeking job abroad.

4.1.5. To what extent did the FAIRWAY address the issues of the environmental sustainability as one of the main ILO’s cross-cutting policy drivers?

184. The FAIRWAY programme addressed the environmental sustainability as one of the main ILO’s cross-cutting policy drivers to a low extent. The Programme has not embedded environmental issues into its Project Cycle Management in a strategic manner addressing the issues at the design stage through problems analysis, consultations with partners and integrating specific activities.

185. At the implementation level the FAIRWAY addressed issues related to just transition to the environmental sustainability by conducting some activities in Bahrain, Kuwait and Ethiopia.

- **In Bahrain**, the FAIRWAY addressed a pressing issue of a heat stress in Bahrain as this state has the weakest legislative protections in the region, despite rapidly rising temperatures. The FAIRWAY supported the MOL on finalizing the OSH profile and offered legislative support in a number of areas including on heat stress/climate change.
- **In Kuwait**, the FAIRWAY in the cooperation with the European Union Delegation to the State of Kuwait and the General Secretariat of the Supreme Council for Planning and Development organized an event titled “**Supporting a Just Transition in Kuwait: Decent Jobs for a Sustainable Future**”. This event, held in Kuwait City on 26th September 2023, sought to highlight the importance of a Just Transition to tackle the effects of climate change grounded in a human-centred and human rights-based approach, ahead of the upcoming 2023 UN Climate Change Conference (COP-28) in the United Arab Emirates<sup>73</sup>.

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<sup>73</sup> [The European Union, ILO and Kuwait join efforts to advance just transition ahead of COP-28.](#)

- **In Ethiopia**, the FAIRWAY program collaborated with Multi Partner Trust Fund Project to sensitize 2,400 (1,546 women) potential and returnee migrant workers on safe labour migration and climate change adaptation issues.

186. At the sub-regional level, the FAIRWAY addressed environmental issues through supporting a section titled “Heat-related risks and occupational safety and health measures in the GCC countries” in the ILO publication “**Working on a warmer planet. The impact of heat stress on labour productivity and decent work**”.

187. The analysis of the development strategies of the target countries showed that the environmental issues remain one of the main concerns in the CoO and CoD. The climate change drives the population from rural areas to migrate to the urban areas and further, across the borders. The FAIRWAY activities targeted population in the CoO in Africa in rural areas by assisting them to make informed decision on migration options including international labour migration to the Arab states.

#### KEY FINDINGS ON RELEVANCE:

188. Strategic relevance of the FAIRWAY programme has been rated as high by all key stakeholders and constituents who confirmed great importance of the programme in light of its inter-regional set up and strong commitment to the rights-based approach. By assisting the CoO to develop national policies aimed at improved conditions for migrant men and women in the CoD in the Arab states the FAIRWAY programme is relevant to the needs of migrant men and women and higher national development goals of the African states seeking prosperity of their citizens. In the CoD in the Arab states the FAIRWAY programme is relevant to the needs of countries in the region which seek increasing participation of women in the labour force. Skilled domestic workers currently bridge the gap of lack of investment to the care economy in the Arab states and fill the gap in labour shortage in the national labour markets.

## Validity of Design

### *Validity of Design — the extent to which the design is logical and coherent*

4.2.1. To what extent is the Programme design coherent and realistic to achieve the planned outcomes? Are the activities supporting the achievement of the set project objectives (strategies)? Does it incorporate international labour standards, social dialogue mechanisms, the prescriptions of ratified International Conventions and its recommendations?

## Coherence of the Programme Design



189. The Programme design is coherent as it includes outcome and outputs level results relevant to the problems of migrant men and women in the CoO and CoD. The baseline data was collected and the specific timelines were assigned to the targets at the outputs and outcome levels. The interviews with the stakeholders in Africa informed this evaluation that the Theory of Change in the CoO is supportive to the set of programme objectives and outcomes of the FAIRWAY programme. The ToC was based on solid problems analysis and the assumptions identified in the CoO and the CoD proved to be valid. The evaluability assessment of the FAIRWAY theory of change pointed out that the ToC should be tailored to the different needs of migrant men and women working in the construction and the domestic work sector. This evaluation has not found that these suggestions were duly addressed. The migration corridor approach was depicted in the ToC yet the cooperation strategy with the most influential partners across migration corridors was not developed (e.g. African Union Council, Gulf Cooperation Council, Gender Focused organizations).

### **Appropriateness of the Programme Design to achieve planned outcomes**

190. Overall, the medium-term planned objectives realistic in terms of existing challenges in the CoO and the CoD yet the achievement of the long-term objective “Migrant workers contribute more fully to social and economic development” could be challenged. The literature review, the interviews with the stakeholders and beneficiaries showed that in the CoD the employers of the domestic workers are interested in cheap labour. Large number of young migrant women goes into Arab states where the domestic work is not treated as a dignified profession. The migrant women are asked to do many tasks beyond their direct obligations – the responsibilities range from taking care of little children to working in the garden, cooking and washing cars. Often the migrant women are brought to another household of relatives of employers. Thus, domestic work is not valued and less paid vs professional services. Considering the complex tasks and responsibilities assumed by many domestic workers, the ILO’s Committee of Experts on the Application of Conventions and Recommendations (CEACR), has questioned the classification of domestic work as “unskilled” work”. One way of overcoming this bias is to link wage percentage increases – above the minimum wage – to education and skill categories. The FAIRWAY design provisioned the Output 4.2 related to this issue named as “Low-skilled migrant workers have access to skills training and opportunities for professionalization in the pre-departure phase, while working abroad, and upon return” yet the scope of work was planned in the CoO only while the work on the recognition of skills of the domestic workers should be undertaken in the CoD.

191. In the CoO the FAIRWAY cooperated with National Industrial Training Authority (NITA) to develop Home Care Training Curriculum aimed to improve the

quality of skills training intended for domestic workers going to Arab countries which serves as a good example of uplifting the status of the domestic work qualifications.

### **Appropriateness of the programme activities to support the achievement of the set project objectives (strategies)**

192. The analysis of the Programme Activities indicated in the Programme Logframe suggests that the FAIRWAY included a wide range of interventions across the areas recommended in line with the recommendation with the Governing Body decision on temporary labour migration programmes (2022). The activities in the logframe were distributed according to their relevance to the CoO in Africa and CoD in the Arab states. The activities under outcomes 1 and 2 were planned as in the CoO as in the CoD. The activities under Outcome 3 «Diminished discriminatory attitudes towards women and men migrant workers» were planned in the CoD in the Arab states which is well justified. The activities under Outcome 4 “Migrant workers have improved access to information and support services throughout the migration cycle” were targeted at the CoO in Africa which means that the focus was made at the stage of pre-departure and return. See Table 6.
193. The activities to support service provision to migrant men and women in the CoD were not planned specifically yet at the implementation level the FAIRWAY programme tried to bridge the gap in provision of services to migrant men and women in the Arab states.

**Table 6. Distribution of activities across the outcomes and targeted regions**

<b>Activities to be implemented and inter-regional actions</b>	
<b>Outcome 1 - Private sector, employers' and workers' organizations engaged for decent work for migrant workers</b>	
1.1.1 Develop and implement training modules for company personnel and suppliers	
1.1.2 Pilot test different intervention models on addressing decent work for migrant workers	
1.1.3 Work with private recruitment agencies in countries of origin to better align their practices to the ILO General Principles and Operational Guidelines for Fair Recruitment, including through capacity building and innovative monitoring systems (COVID-19 response in Kenya).	
1.1.4 Support bilateral cooperation between employers organizations in countries of origin and destination	
1.2.1 Initiate or support strengthened cooperation between workers' organizations in Africa and the Arab States, focusing on selected corridors	
1.2.2 Identify and support trade union actions	
1.2.3 Support trade unions to create sectoral unions	
<b>Activities in African countries of origin</b>	<b>Activities Arab countries of destination</b>

## Outcome 2 - Gender-responsive policy frameworks are developed or strengthened for fair recruitment and decent work and regulatory compliance

2.2.1 Support strengthening or reforming of regulatory frameworks for recruitment

2.2.2. Conduct assessments and deliver training on the preparation, negotiation, implementation and monitoring of rights-based and gender-sensitive bilateral labour agreements

2.2.3 Support development and implementation of labour migration policies, legislation and regulations relevant to protection of rights of migrant workers employed in the Arab States and foster social partner engagement in these processes,

2.2.5 Support countries in reforming the sponsorship system, particularly to ensure that domestic workers and other low-skilled workers are included in reforms (Lebanon, Jordan, Kuwait, Bahrain)

2.3.1 Review mechanisms to register, license, and inspect private recruitment agencies and provide follow-up technical support

2.3.2 Monitor worker-paid recruitment fees and related costs, including through building the capacities of national statistical offices to pilot the methodology for SDG indicator 10.7.1

2.3.3 Support governments of origin and their consular services in their efforts to strengthen COVID-19 response measures and to establish, operationalize or upgrade efficient and reliable migrant worker registration systems at destination as well as conduct regular surveys producing more robust estimates including nationals in irregular situations (Ethiopia, Morocco)

2.3.4 Develop Ministry of Labour dispute resolution standards and train staff (Kuwait, Jordan, Bahrain)

2.3.5 Pilot the use of technological platforms and remote interpretation services to provide translation support to migrants

2.3.6 Promote and facilitate reform in labour inspection (Jordan, Bahrain)

2.3.7 support training of “tripartite plus” organizations to promote legal aid and strategic litigation (Lebanon, Kuwait, Jordan Bahrain)

**Activities in African countries of origin**

**Activities Arab countries of destination**

## Outcome 3 - Diminished discriminatory attitudes towards women and men migrant workers

**No activities planned**

3.1.1 Establish a baseline to assess attitudes

towards migrant workers and how to influence them, based on perception surveys among target groups (employers, policymakers, general public)

3.1.2 Complete a research trial<sup>74</sup> on what works in behavioral change strategies, including interventions involving possible mass communication campaigns, media influence, etc., with assessment against the baseline (Kuwait and Jordan)

3.1.3 Roll out employer orientation sessions through social partners/CSOs based on the training manual developed in FAIRWAY Middle East Phase I (Lebanon, Jordan, Kuwait)

3.1.4 Support youth-led campaigns with a view to change behavior towards domestic workers

3.1.5 Provide support for broad-based coalitions of advocates on labour migration issues including combining nationals and migrants and high- and low-skilled workers (Jordan, Kuwait, Bahrain)

#### Activities in African countries of origin

#### Activities Arab countries of destination

### Outcome 4 - Migrant workers have improved access to information and support services throughout the migration cycle

4.2.1 Build capacity among public employment services, MRCs and TVET agencies, as appropriate to the national context, to support returning migrant workers in accessing skills recognition systems (two target countries in Africa, COVID-19 response in Ethiopia)

4.2.2 Build capacity of migrant support services and micro finance institutions to provide financial services, financial education to migrants and their families in pre-departure and/or upon return (two target service providers)

4.2.3 Enhance employability of returning

**No activities planned**

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<sup>74</sup> Randomized-controlled trial supported by ILO Geneva/INWORK

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Ethiopian migrant workers and support the Ethiopian Employers Federation in ensuring referrals to job-placement services and skilling opportunities.

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194. The FAIRWAY cooperated with various partners to ensure human rights protection of migrant workers. The provision of legal aid to migrant men and women was foreseen in Lebanon through active implementation agreements with the FENASOL and Egna Legna and to some extent in Jordan – through the cooperation with another ILO project. In Lebanon and Jordan though the political climate is more conducive to the NGOs, the donors are reluctant to fund programme with active support of legal work due to its high cost and lengthy time. The services delivered by the FAIRWAY programme on human rights protection of domestic workers in Lebanon allowed bridging this gap and assist the most vulnerable categories of women migrant workers – detained in prisons and often forgotten and in the situation of a modern-day slavery.

195. The interviews with the stakeholders Kuwait and Bahrain (though very limited number) informed this evaluation that despite the notable reforms in the human rights field there is no effective system in place for human rights protection of migrant men and women, especially for migrant domestic workers.

- **In Bahrain**, the migrant workers' right to change their employment continued to depend on the approval of the Labour Market Regulatory Authority (LMRA). The CEACR has not found effective mechanism set up by the state of Bahrain in matters related to passport confiscation and the non-payment of wages. Though the Ministry of Labour and Social Development (MLSD) settles cases and complaints concerning the non-payment of wages to employees the migrant workers are reluctant to seek redress in the event of a violation of their rights, without fear of retaliation.<sup>75</sup> There is also a lack of alternative services delivered by the NGOs.

The newsletters of the Bahraini NGO “Migrant Workers Protection Society” reflect some cases of support to migrant workers, mostly of humanitarian nature – aid to

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<sup>75</sup> [Texts of pending comments \(ilo.org\)](#)

migrant workers in distress, donation of food repatriation in case of gained disability at work or death. Some cases show work on retrieval of a passport. In Bahrain <sup>76</sup>the political environment is not conducive for the development of the civil society organizations to bridge this gap. The FAIRWAY support to the GFBT to provide new labour dispute and complaints management services was instrumental to bridge the gap. The efforts of the programme to strengthen voice of migrant women resulted in the establishment of the first Domestic Workers Union in Bahrain which started the provision of support to the domestic workers.

- **In Kuwait**, the Domestic Work Department (DWD) was established to deal with issues related to recruitment and placement of the domestic workers, including settling the disputes filed by the domestic workers. The Government also established a shelter for housing migrant workers, especially domestic workers, who have conflicts with their employers. The shelter provides numerous services, including medical and legal services. The Kuwait Home Helper Operating Company is an online platform which facilitates the registration of potential domestic workers candidates as well as potential employers. The Ministry of Social Affairs and Labour and the Public Authority of Manpower was mandated to address the complaints from migrant workers including through the provision of at no cost a lawyer to domestic workers, in collaboration with the national human rights organizations. The CEACR acknowledged these reforms conducted by the Kuwait however pointed out that the government reported on the number of the received complaints from the domestic workers without specifying the ground of such complaint. The FAIRWAY support to provided technical assistance to PAM to develop standard operating procedures focusing, in particular, on dispute resolution mechanisms, and how to ensure accessibility of services for migrant domestic workers. FAIRWAY trained 26 labour inspectors and administration staff on identifying cases of trafficking and forced labour, sharing practical checklists and resources. The FAIRWAY also supported the Ethiopian Domestic Workers Association (EDWA) and West African Domestic Workers Association (WADWA) to provide support to their members – domestic workers.

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<sup>76</sup> [news \(mwpsbahrain.com\)](http://news(mwpsbahrain.com))

196. African countries often do not have a diplomatic presence in the Arab states and their resources are limited to address the large number of complaints of their citizens. The FAIRWAY supported Ethiopian missions in Lebanon and Saudi Arabia to address the grievances of their citizens through para/legal assistance, support to the shelters run by the missions in Lebanon and dignified return to the countries of origin. Thus, this demonstrates consistency in commitment of the FAIRWAY to support migrant men and women throughout the migration cycle.

### **ILS, social dialogue mechanisms, the prescriptions of ratified International Conventions and its recommendations in the Programme Design**

197. The FAIRWAY programme integrated the international labour standards (ILS) to a high extent by including the capacity building activities aimed at knowledge and application in practice the ILO General Principles and Operational Guidelines and the conventions related to labour recruitment such as migration Private Employment Agencies Convention, 1997 (No. 181), Migration for Employment Convention (Revised), C97, C143 - Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), C189 - Domestic Workers Convention, 2011 (No. 189), C088 - Employment Service Convention, 1948 (No. 88).

198. The conventions related to forced labour and discrimination such as C111 - Discrimination (Employment and Occupation) Convention, 1958 (No. 111) and C029 - Forced Labour Convention, 1930 (No. 29) were not embedded at the Programme's design yet the FAIRWAY provided relevant training to the stakeholders in the CoO and CoD on these conventions. It was particularly important in the Arab states region as the C29 has been ratified by all Arab States and several of them have also ratified C111 including the countries targeted by the FAIRWAY - Jordan, Kuwait, Bahrain, Lebanon. Also, International Labour Standards were included in the rationale and narrative of the Theory of Change and the Results Framework. The problems' analysis included the mapping of the relevant ILS adopted by states at the date of the Programme's conceptualization or inception phase.<sup>77</sup>

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<sup>77</sup> See Project Document, Annex F. Country Profiles, Ratification of relevant conventions.



4.2.2. How does the Programme fit within the international and national frameworks on labour migration, and within the discussions at the ILO on related subjects? E.g. ILO Governing Body decision on temporary labour migration programmes (2022) and the Programme & Budget outcomes (2020-21 and 2022-23, outcome 7.5)?

199. At the International Labour Conference in 2017 the Governing Body requested the Director-General to take into account its guidance concerning the proposed ways forward to maximize the opportunities and minimize the risks associated with temporary labour migration, including exploring further good practices and means for their implementation, and enhancing the participation of the social partners in the design, monitoring and implementation of temporary labour migration schemes of all types.
200. The resolution and conclusions concerning fair and effective labour migration governance concluded that temporary labour migration can be positive for labour markets of countries of origin and destination and can fill genuine short-term labour and skills gaps in certain sectors. However, careful consideration needs to be given to effective governance of temporary labour migration to protect the rights of migrant workers and national workers, ensure decent work, afford equal treatment in accordance with national laws and regulations and international obligations, and respect the fundamental principles and rights at work<sup>78</sup>.
201. The activities of the FAIRWAY programmes in the CoO and CoD fit within the ILO Governing Body decision on temporary labour migration programmes (2022) as the activities of the FAIRWAY programme support the states in the application of the ILS in fair recruitment, prevention of forced labour and human trafficking, strengthening legislation in relation to migrant rights, promoting fundamental rights of migrant men and women, assisting the states in the development of the rights based bilateral agreements and facilitating cooperation through .
202. The implementation of the FAIRWAY programme, and specifically its outcomes 1 and 2, supports the achievement of the outcome 7.5 “Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers” of the Programme & Budget outcomes of the ILO (2020-21 and 2022-23).

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<sup>78</sup> [Resolutions adopted by the International Labour Conference at its 105th Session \(ilo.org\)](https://www.ilo.org/public/english/convenc/resolutions/105th-session)

203. FAIRWAY also supports the international trade union movement of the domestic workers. The FAIRWAY supported the affiliate organizations of the International Domestic Workers Federation (IDWF) to reach and organise migrant domestic workers, and to liaise with other unions abroad. E.g., the FAIRWAY and the IDWF collaborated in order to improve the protection of Ethiopian migrant workers' abroad with the purpose of organizing and empowering them through capacity-building activities, the dissemination of information and the production of advocacy tools, but also providing policy-advice to the Ethiopian Government. Collaborating with IDWF affiliate in Ethiopia, nine (9) local-level domestic workers' associations were established, and 1,543 women domestic workers were enrolled as new members in new and existing associations including large number of women domestic workers returned from Arab countries (Ethiopia). In the Arab states the FAIRWAY collaborated with the IDWF in Kuwait and Bahrain resulting in the establishment of three (3) member-based organizations and the first domestic workers union in the Gulf.
204. At the national level the FAIRWAY programme supported the development and / or implementation of the national policy frameworks on migration. E.g., in Morocco, in collaboration with the High Commission of Planning (HCP), a pilot survey on the recruitment fees and related costs linked to employment of Moroccan workers abroad is underway. Together with HCP, FAIRWAY has also provided technical support to develop a methodology for estimating the number of migrants in Morocco and Moroccan migrants abroad by integrating a labour migration module in the general population and housing census (GPHC). These efforts contribute to the national strategy on migration of Morocco – “**Stratégie National d’Immigration et d’Asile.**”
205. In Kenya and Nigeria, the FAIRWAY supported the development of new labour migration policies. In Kenya the FAIRWAY supported the development of Labour Migration Policy which was approved by the Cabinet and the new Labour Migration Management Bill 2023. In Nigeria the FAIRWAY supported the development of the Gender Mainstreaming Strategy (GMS) and the official launch of the revised National Policy on Labour Migration.
206. In Uganda, the FAIRWAY Project supported the Ministry of Gender, Labour and Social Development in Uganda in moving forward the ratification process of Private Employment Agencies Convention, 1997 (No. 181), and the Employment Service Convention, 1948 (No. 88) through supporting seven (7) regional consultative workshops across the country. Uganda’s policy frameworks governing labour

migration is guided by the Migration Policy Framework for Africa and Plan of Action (2018 – 2030), the Common African Position (CAP) on the global compact for safe, orderly and regulatory migration and the IGAD Regional Migration Policy Framework and Action Plan. However, it has yet to establish a labour migration policy or strategy.<sup>79</sup>

207. In Ethiopia the FAIRWAY programme supported the consular services oversees in Lebanon and the Kingdom of Saudi Arabia to provide a range of consular and protection services. These initiatives correspond to the decision of the Ethiopian government in 2018 which lifted the ban on overseas migration. The new legislation aims to protect its citizens from ill-treatment by establishing regulations for recruitment agencies, minimum age requirements, a minimum level of education, and training for migrant workers before departure.
208. In Arab states the FAIRWAY programme supported the states in addressing their national migration priorities though it faced some challenges. E.g., in Bahrain the Labour Market Regulatory Authority, which is the key agency working on labour migration in the country, has not responded to the FAIRWAY proposals on cooperation. The FAIRWAY programme provided tripartite support for a national Occupational Safety and Health (OSH) profile in Bahrain. Also, it has engaged with the GBFTU to protect the right of migrant workers including women migrant domestic workers.
209. In Jordan the FAIRWAY programme supported the initiatives of the UN National Migration Working Group in Jordan and provided technical assistance to government to strengthen national legislation on OSH and improving national system of registering labour complaints adapted to the needs of migrant workers. The FAIRWAY programme supported the Ministry of Labour's Occupational Safety and Health Department on the review of three key OSH regulations so they would address the rights of migrant workers and organized a training workshop focusing on OSH in the construction sector with high number of migrant workers.
210. In Kuwait, the FAIRWAY programme supported the Public Authority for Manpower (PAM) in assessment and mapping of the regulatory framework of PAM. It also developed standard operating procedures (SOPs) for the Domestic Workers Department in PAM and trained labour inspectors and labour administration staff trained on identification of cases of forced labour. These efforts supported the

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<sup>79</sup> [wcms\\_849258.pdf \(ilo.org\)](#)

government of Kuwait in finalizing a new law that would relax the country's immigration policy. If the law is passed, domestic workers will be issued a residence permit equal to the duration of their employment contract and will be allowed to change sponsorship in Kuwait, which is also not currently allowed.<sup>80</sup>

211. In Lebanon, the Programme has focused on national policies and action plans on ageing and disability, as a way to integrate the voices and needs of paid care workers, including the migrant domestic workers into the policies/action plans. In October 2022, FAIRWAY organized a technical meeting relating to home-based care work as part of a research project which aims to improve working conditions for care workers, whilst ensuring affordable and quality care for households. The event generated a discussion on new models of care giving, and the type of regulations, training programmes and public investment that could ensure adequate and accessible care for households as well as decent work for care workers and also led to a collaboration between ILO and UN WOMEN in the form of a statement calling for reforms with respect to home-based care work in Lebanon, which summarized the ideas and recommendations put forward during the consultation (Global Day of Action for Care on 29 October 2022). Also, the FAIRWAY programme supported the local actors in the provision of legal aid to migrant domestic workers. These initiatives were extremely relevant in the light of a filed complaint against Lebanon before the Committee on the Application of Standards (CAS) in June 2023 on non-compliance on Forced Labour Convention, 1930 (No. 29). Thus far, the complaint does not appear to have led to any concrete action by the Lebanese government to protect migrant domestic workers and the FAIRWAY activities addressed the violations of human rights faced by migrant men and women.

#### 4.2.3. Has the FAIRWAY programme strengthened coherence between country and regional levels?

212. In the countries of origin in Africa the FAIRWAY programme conducted several regional level activities complementing efforts at the national level. They include training of the CoO at the negotiation and the development of the rights-based bilateral labour agreements, symposium on the MRCs to share best practices and

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<sup>80</sup> [Kuwait: Relaxed Immigration Law Forthcoming | Fragomen, Del Rey, Bernsen & Loewy LLP](#)

lessons learned and the African conference on labour migration to strengthen the unity and the bargaining positions of African states.

213. In accordance with the recommendation 4 to Strengthen the inter-regional dimensions of the Programme the FAIRWAY was instrumental in supporting the continental Africa Labour Migration Conference, organized by the ILO and the AUC which took place on 18-20 October 2023 in Abidjan, Cote d'Ivoire. The rationale for the conference was the recognized need to implement appropriate policy and practical actions using a regional approach to address the common challenges faced by African migrant workers. The communiqué issued following the conference expressed the distinctive position of the participants of the conference on rights-based approach of migrant men and women and included practical recommendations on BLAs, on fair and ethical recruitment, on Gender Dimension of labour migration, on extending social protection of Migrant workers, on Skills development and Recognition, on Strengthening Intra-Regional and Inter-Regional Dialogue and Cooperation. At the national level these capacity building and knowledge sharing initiatives contributed to the development of BLAs, operationalization of the MRCs and the design of the migration policies.
214. The FAIRWAY programme in the Arab states also produced knowledge products in Africa that focus on strengthened knowledge sharing and coherence at regional and interregional level, including: (a) FAIRWAY discussion note on lessons learned in supporting BLMAs between Africa and Arab States (2023); (b) Demographic research on stocks and flows of African workers in the Arab States, conducted in 2021 (ILO-AUC Thematic Brief) and 2023 (draft form). In the countries of destination, in the Arab states region the FAIRWAY programme supported the knowledge sharing among the members of the Migration Advisory Group and produced country briefs of the regulatory frameworks governing migrant workers in the Arab States. The interviews with the stakeholders showed that these briefs were of utmost importance for the various stakeholders to get accurate and updated information on the migration developments in Qatar, Saudi Arabia, UAE, Oman, Bahrain, Lebanon, Kuwait and Jordan.
215. In the Arab States, the focus of activities to support policies and legislative reform was on kafala ('absconding') and grievance mechanisms/access to justice. The **«Workshop with GCC governments to promote a rights-based approach to employment contract termination ('absconding') for migrant workers in the Gulf»** took place on 17-18 October 2023 in Bahrain. Following preliminary research conducted by the ILO, IOM, OHCHR and UN Women to better understand the legal basis for 'absconding' in the GCC countries, the two-day workshop, which took place in Bahrain, was intended as an opportunity to discuss these important issues, identify promising practices and explore future areas for reform.
216. The ILO, together with the International Organization for Migration (IOM), UN Women and the Office of the UN High Commissioner for Human Rights (OHCHR), and the GCC Executive Bureau co-hosted the workshop with representatives of the

six GCC governments (United Arab Emirates, Kingdom of Bahrain, Kingdom of Saudi Arabia, Sultanate of Oman, State of Qatar and State of Kuwait) to discuss legislation, policies, reforms, good practices and remaining challenges in addressing issues around 'unexplained absences' from the workplace.

217. The outcome was the final joint UN policy brief «**Towards a rights-based approach to employment contract termination in the GCC: Ways to reform the “absconding” systems**». The policy brief considered legislation, policies, reforms, good practices and remaining challenges in addressing issues around the 'absconding' system and a number of countries indicated informally that they found the information helpful in reviewing their systems and policies. It is expected that brief will be published in May 2024.



**Picture 3. Participants at the workshop with GCC governments on absconding reform. Source: ILO website**

218. FAIRWAY also worked with the GCC Executive Bureau on a regional assessment of wage protection systems – with the participation for the first time off all six GCC Labour Ministers.

219. The initiative was an idea that grew out of the development of a Guidance Note on Wage Protection for Migrant Workers, developed and launched by FAIRWAY, MIGRANT and INWORK in 2023. **The Workshop with GCC governments on wage protection systems took place in Bahrain on 20-21 February 2024.** The Bahrain representative shared that they had for many years tried to find information on other countries' wage protection systems without success and was especially grateful to the ILO for the initiative. The Saudi representative said that he was impressed with

how the Qatari system monitored overtime payments (a key wage protection issue impacting on migrant workers) and said that they would study it as a priority for future reform. The UAE's model of mandatory inclusion of domestic workers into their wage protection system (only 5 'high skilled categories' for now; but according to the representatives, a Ministerial Decree extending this to all domestic workers 'very soon') was received with interest by other GCC representatives. A final report in English and Arabic will go out to the governments by end of March. The report will be launched either at the upcoming Doha conference on wage protection or a high-level side meeting at the Arab Labour Conference in June 2024.<sup>81</sup> This success of this important initiative supported by all GCC states was largely attributed to the GCC Executive Bureau Labour Manager, who has been a member of the Migration Advisory Group (MAG) since 2020 and supported the FAIRWAY in mobilizing the political will on the part of the respective GCC governments to engage with the ILO on these topics.

220. The FAIRWAY Programme's mechanisms to coordinate the activities at country and regional level in Arab states include the MAG and the Project Oversight Committee (POC). The POC includes representatives from the ILO at regional and country levels and the representatives of the Donor, the SDC at the HQ, regional and country level. The POC committee meets bi-annually to update the SDC on the developments and align the implementation strategy of the FAIRWAY programme with the current needs. The ILO regional specialist on migration based in ROAS is a member of the POC. The FAIRWAY programme reinforced and continued the role of the Migration Advisory Group (MAG) in Arab states. The migration expert from Uganda was invited to the MAG, however the stakeholders from other African countries (as it was recommended by the Mid-Term Evaluation) were not.

221. In Africa the coordination between country and regional level was ensured through regular meetings of the FAIRWAY team (on a monthly basis) and coordination support was provided by the regional migration specialist in ROAF. The regional specialist managed quarterly meetings of team leads of all Migration Projects across the ROAF region in which project progress was discussed. Key achievements at country and REC level were also discussed as well as points of synergy between the projects. These regular meetings were also attended by all ROAF Regional Migration Specialists in the Africa Region (i.e., labour migration specialists with coverage oversight for South, East, West and North Africa). These regular meeting

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<sup>81</sup> Based on interview with the ILO representative



kept FAIRWAY well plugged into the overall labour migration implementation and planning for the Africa region. In addition to this, FAIRWAY was a member of the ILO Labour Migration Coordination Group for East Africa (which covered East Africa and the Horn of Africa). Here again, labour migration actions for all projects in this region were mapped and synergies established.

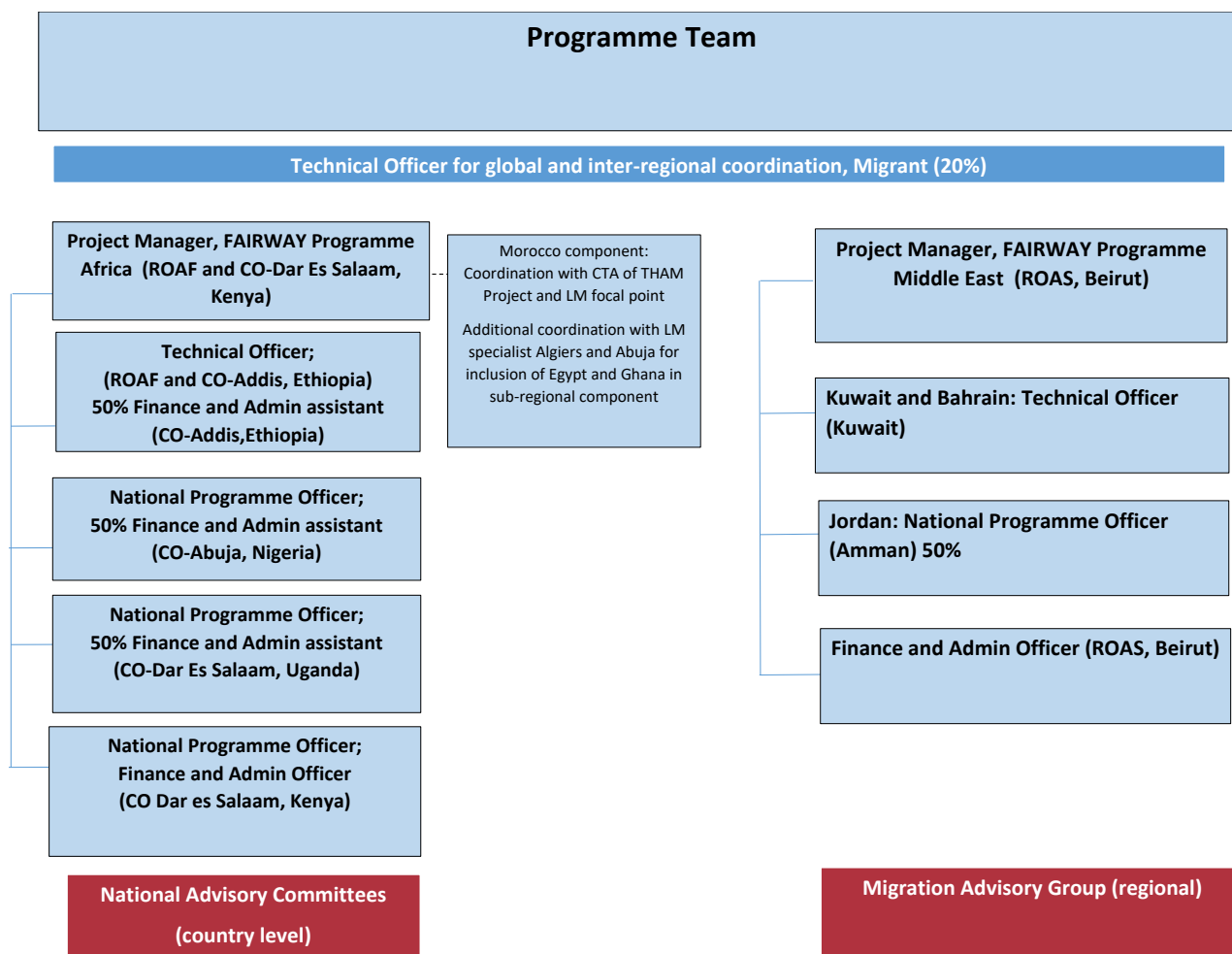
222. At the country level the FAIRWAY programme consulted with national country level committees on migration:

- **Nigeria** - Labour Migration Advisory Committee (LMAC) in Nigeria (a joint technical committee of all labour migration projects in Nigeria as part of the ILO direction of delivering as one).
- **Uganda** - FAIRWAY Project Advisory Committee (PAC) was established.
- **Kenya** - LMAC (Fairway Project Technical Committee) which then later on became part of the National technical working group (TWG-Kenya) for ILO Labour Migration Projects in Kenya (a joint technical committee of all labour migration projects in Kenya as part of the ILO direction of delivering as one) to avoid duplication.

223. In Ethiopia the FAIRWAY did not have a standalone project committee but received technical guidance under a sub-group of Ethiopia's DWCP Committee that reviewed all ILO projects in the context of Ethiopia's DWCP.

224. In Morocco the project did not have a staff member and as a project the FAIRWAY has not had a technical committee. However, the FAIRWAY programme coordination was supported through the ROAF level mechanisms. The lack of a designated staff person for the project in Morocco severely restricted the level of direct engagement by the project on the ground. The FAIRWAY led all the collaborations through the THAMM Project. In fact, all FAIRWAY activities in Morocco were done in collaboration with the THAMM Project and were managed directly by THAMM Project staff.

#### **Picture 4. FAIRWAY Programme Organigramme**



225. The similar group to the Migration Advisory Group (MAG) in Arab states was not established in Africa as it was recommended by the Mid-Term Evaluation. The FAIRWAY programme relied on the existing coordination mechanisms established in the continent. Also, this evaluation has not found evidences of the clear coordination mechanisms between the FAIRWAY target countries in the Arab states and in Africa though it collected some evidences of cooperation of both sides of migration corridors.

226. Overall, the FAIRWAY programme demonstrated strengthening of the country and regional level activities in the regions of Africa and in the region of Arab states to a **medium extent** as a platform for joint cooperation between CoO and CoD has not been established to include all target states in Africa.

4.2.4. To what extent did partnerships strengthen the programme's capacity to reach intended outputs and outcomes? What were their roles? And what were their expectations? To what extent have these partnerships been useful in the achievement of the intended results?

227. The FAIRWAY programme established cooperation with a wide range of partners strengthening capacity to reach intended outputs and outcomes. Key strategic relationship was established with the AUC and the GCC which helped to maintain the dialogues on sub-regional and regional development.

228. The cooperation with the AUC resulted in key publications:

- ILO and African Union Commission. 2021. Thematic brief: Internal labour market mobility. Africa – Arab States Interregional Tripartite Meeting on Labour Migration
- ILO and African Union Commission. 2021. Thematic brief: Labour migration trends between Africa and Arab States. Africa – Arab States Interregional Tripartite Meeting on Labour Migration

229. The cooperation with the UN agencies allowed strengthening the voice of the international community in the protection of human rights through the discussions on dismantling the kafala system in the Arab states:

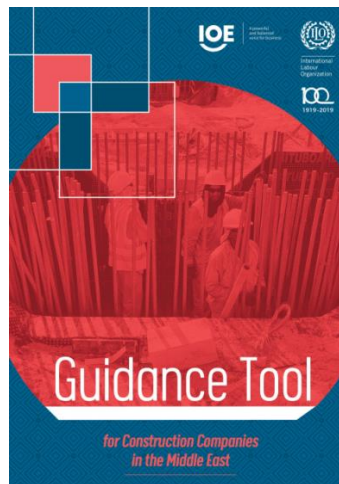
- ILO, IOM, OHCHR and UN WOMEN. Forthcoming. Doing away with absconding: A roadmap to a rights-based approach to labour contract termination in the Arab States.

230. The cooperation with the IOM resulted in the joint publication of the ILO and IOM “Promoting fair and ethical recruitment in a digital world”, 2021 led by the FAIRWAY, which was launched by the global UN Network on Migration committee with high level representatives from India, Korea, Saudi Arabia and the EU.



**Picture 5. ILO and IOM joint publication “Promoting fair and ethical recruitment in a digital world: lessons and policy options” (2021) led by the FAIRWAY**

231. The Guidance Tool for Construction Companies in the Middle East, developed by the FAIRWAY Arab states, the International Organization of Employers (IOE) and the business industry group 'Building Responsibly', is intended for companies operating in the construction sector in the Middle East and particularly the GCC (See Pictures 6 and 7). Companies can use this practical and flexible tool to enhance their ability to comply with national and international labour standards. The revision of the documents of the “Building Responsibly” and the interview with its member showed that the tool has been instrumental in improving compliance procedures among the companies.



**Picture 6. Guidance Tool for Construction Companies in the Middle East**

## Labour supply companies

### KEY IDEAS ON THE USE OF LABOUR SUPPLY COMPANIES

Contractors can assist labour supply companies in meeting their protection at work responsibilities and can additionally include language specifically relating to the protection at work responsibilities in the agreement with labour supply companies, to ensure that workers are not charged any recruitment fees and related costs.

CONSIDERATIONS FOR WORKING WITH LABOUR SUPPLY COMPANIES		YES	NO
<b>Does your company have a process for ensuring that labour supply companies have:</b>			
A commitment to labour standards under national laws in the country of operation and the capacity to ensure protection at work, including necessary training, equipment and other resources?			
No history of worker abuse or exploitation?			
The necessary permits or licenses required under national law?			
<b>Do your contracts with the labour supply companies:</b>			
Require a commitment to the labour supply company's protection at work policy?			
Specify the respective responsibilities of the company in relation to protection at work issues, including wages, living conditions, safety and health?			
Set out the penalties for non-compliance with the company's protection at work policy?			
<b>Does your company have mechanisms for monitoring the conduct of labour supply companies to ensure that they comply with the company's protection at work policy?</b>			
<b>Does your company allow workers employed by labour supply companies to access company grievance mechanisms to report protection at work issues?</b>			
<b>Does your company have a remediation procedure that can be used to resolve and remedy protection at work issues impacting workers employed by labour supply companies?</b>			

**Picture 7. Practical checklists shared in the Guidance Tool for Construction Companies in the Middle East**

232. At the country level in the CoO the cooperation with the government agencies proved to be highly effective as it led to the self-mobilization following the FAIRWAY support.

**Table 7. Mapping of the FAIRWAY partnerships with the government actors in the CoO**

Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization
Ethiopia	Directorate for Consular Services/Ethiopian missions in Lebanon and the	Supported missions in Lebanon and Saudi Arabia temporarily to hire	Together with the support of FAIRWAY, those respective missions were able to provide different consular services to 133,238 Ethiopian migrant

Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization
	Kingdom of Saudi Arabia	local staff in order to provide pressing consular services and paralegal support to Ethiopian migrant workers	workers including facilitation for return of 37,800 (45% women) to Ethiopia. With this collaboration, those missions were able to provide para/legal assistance to 11,074 Ethiopian migrant workers including 395 workers who received financial compensation for unpaid wages and airfares for the return equivalent to a total of USD 442,325
Kenya	National Employment Authority Offices	MRCs in Nairobi	Support to 2,056 Kenyans at Nairobi migrant worker resource centre (KLMRC) for a range of services that included the following: complaints and dispute resolution, return and reintegration referral services (including medical assistance; psychosocial support; legal assistance; business registration services; training and reskilling; financial advice); registration and information services support to families in the repatriation of the mortal remains of migrant workers who died abroad
	Ministry of Labour and Social Protection	Technical and financial support for the development of KMWWF	Provided extensive technical inputs in the process of designing and developing Kenya Migrant Workers Welfare Fund together with support for organizing multiple rounds of consultation with different stakeholders to move this process ahead
Uganda	Ministry of Gender, Labour and Social Development in	Trained government actions on developing BLAs	A BLA signed between Uganda and the Kingdom of Saudi Arabia (KSA) on 29 March 2023. Negotiations for other BLA are ongoing with Turkey, UK, Canada, Bahrain, Kuwait, Israel and Oman
Morocco	High Commission for Planning	FAIRWAY support to develop the methodology and	Integration of a labour migration module in general population and housing census (GPHC) and

Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization
	National Agency for the Promotion of Employment and Skills (ANAPEC)	carrying out pilot surveys  Design, development and delivery of customized and comprehensive training modules collaborating with ITC	pilot survey on recruitment fee and related cost of labour migration in Morocco  Provided comprehensive training to 108 Employment Counselors on fair recruitment, skills anticipation and skills matching of Moroccan workers seeking job abroad. This training enabled the employment counsellors with appropriate skills, knowledge and information to provide effective foreign employment counseling and job matching to Moroccan workers seeking employment abroad
<b>Nigeria</b>	Federal Ministry of Labour and Employment	Fairway support to develop Gender Mainstreaming Strategy	Adoption of the strategy and its application through the MRC services. Additional training of 45 staff of the MRCs on gender responsive services for migrant workers conducted

233. At the country level in the CoD the cooperation with the government agencies proved to be highly effective as it led to the self-mobilization following the FAIRWAY support (See Table 8).

**Table 8. Mapping of the FAIRWAY partnerships with the government actors in the CoD**

Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization
<b>Lebanon</b>	Ministry of Social Affairs; Ministry of Labour	FAIRWAY's inputs on the needs of migrant care workers	National Action Plan on Ageing
<b>Jordan</b>	Ministry of Labour	FAIRWAY provided assistance to the national Hemayah online platform for registering complaints with	Hemayah online platform for registering complaints launched in Arabic and English with modules in Bangla and Amharic envisaged in the future



Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization
		improvements to include domestic work complaints	
<b>Bahrain</b>	Ministry of Labour	FAIRWAY supported the development of the OSH profile	Following the validation at the tripartite meeting, the MOL plans to amend five ministerial decree relating to OSH
<b>Kuwait</b>	Public Authority for Manpower (PAM)	FAIRWAY assessment and mapping of the regulatory framework of PAM	The Public Authority for Manpower (PAM), in January 2023, launched new electronic services for domestic worker disputes, enabling a domestic worker to file two a complaint against the employer, and/or the recruitment agency.
<b>Oman</b>	The General Federation of Omani Workers (GFW)	GFW organized a national workshop in October 2023 with Ministry of Labour, the National Committee to Combat Human Trafficking, labour recruitment agencies, and UN agencies (OHCHR and UNODC), in addition to ILO ROAS. Additional technical and financial support was provided by FAIRWAY	As a result of this intervention, the Omani government requested ILO assistance to review the draft new regulations on domestic work. The Oman Ministry of Labour have also requested ILO support to review draft amended measures relating to (migrant) worker absenteeism (absconding) and draft regulations on recruitment

234. At the country level in the CoO the cooperation with the social partners proved to be highly effective as it led to the self-mobilization following the FAIRWAY support (See Table 9).

**Table 9. Mapping of the FAIRWAY partnerships with the social partners in the CoO**

Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization
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Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization
Ethiopia	Confederation of Ethiopian Trade Unions (CETU)	Strengthened capacity of CETU to reach out, sensitize and organize potential and returnee migrant workers through outreach	<p>CETU mobilized educators and reached out to 19,563 (89% women) potential migrants and returnees including high school students with message around safe migration and unionization.</p> <p>CETU has also trained 110 (32 women) members of district level taskforce on combating human trafficking and smuggling on safe migration and enhancing access to justice of migrant workers.</p>
	Mulu Tesfa Domestic Workers Association (MTDWA) member of IDWF	Strengthened capacity of MTDWA to reach out and organize women domestic workers including returnee migrant workers	<p>MTDWA has started a help desk to facilitate resolving grievances of domestic workers (including returnee migrant domestic workers).</p> <p>MTDWA has established nine new domestic workers associations and organized 1,543 new members that include both returnee migrant and domestic workers working within the country.</p>
Kenya	Kenya Union Of Domestic Hotels Educational Institutions Hospitals and Allied Workers (KUDHEIHA)	Strengthened capacity to deliver messages and training to local communities on fair recruitment and safe migration	KUDHEIHA continued providing information and training to migrant workers on awareness and access to information on ILO's principles for fair recruitment and provisions of national laws on labour migration.
	Central Organization of Trade Unions-Kenya (COTU-K)	Strengthened capacity to deliver messages and training to local communities on fair recruitment and safe migration	<p>COTU-K delivered training to 90 migrant workers (29 male, 61 female) on awareness and access to information on ILO's principles for fair recruitment and provisions of national laws that govern labour migration from 29th September to 1st October.</p> <p>COTU-K ran radio messages through Radio Jambo on safe, fair and orderly labour migration to sensitize the general public and potential migrant workers before departure from Kenya.</p>
	Federation of Kenya Employers (FKE)	FAIRWAY supported the FKE on raising their capacity to deliver training	<p>Federation of Kenya Employers (FKE) trained 20 Private Recruitment Agencies on Fair Recruitment and Labour Migration Laws.</p> <p>Also FKE focused on integrating PEAs into</p>

Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization
		on fair recruitment	their federation and promoting ethical business practices among them. This ensured that PEAs had improved visibility among stakeholders in the labor migration sector, including the government.
Uganda	HTS- Union	Support to the establishment of the MRC	175 migrant and potential migrant workers assisted by HTS- Union run MRC
	National Organizations of Trade Unions (NOTU).		100 migrant workers (65 women, 35 men) provided with psychosocial support and business skills by the National Organizations of Trade Unions (NOTU).  NOTU also conducted documentation and profiling of returnee migrant workers to inform programming.
Nigeria	Nigeria Employers Consultative Association (NECA)	-	11 PEAs and employers trained on the intersectionality between Businesses, OSH and Rights of Migrant Workers conducted by NECA  NECA conducted the TOT on Fair Recruitment Practices and the Implementation of the Revised Code of Conduct for PEAs.
	Nigerian Labour Congress (NLC)		NLC Launched the trade union information guide for returning migrants and migrant workers

235. At the country level in the CoD the cooperation with the social partners proved to be highly effective as it led to the self-mobilization partnerships following the FAIRWAY support.

- **In Lebanon**, the FAIRWAY programme cooperated with the trade union FENASOL and the women’s led NGO “Egna Legna” on the legal assistance to migrant domestic workers. Both organizations take a proactive position in the defense of labour and human rights of the domestic workers by undertaking new approaches. ***This evaluation has not found examples of cooperation with employers’ organizations.*** As explained by the FAIRWAY management team the engagement with employers’ organizations and companies was limited to the GCC (and focused on Kuwait), because construction workers in Jordan and Lebanon are Syrian, rather

than African. There is already a substantial amount of work with Syrian refugees through other projects implemented in Lebanon and Jordan.

- **In Jordan**, the FAIRWAY programme worked with non-conventional ILO partners such as academia, mass media and migrants associations to provide training on cross-border journalism related to migration, fair recruitment and forced labour issues. As a result Al Ghad news (Jordanian daily newspaper) adopted in December 2021 a code of conduct based on FAIRWAY support. Trained journalism students wrote stories in cooperation with their Uganda fellows. In the absence of proper representation of domestic workers under the conventional trade unions, the FAIRWAY programme had to seek look for alternatives beyond the ILO conventional constituents. FAIRWAY programme established cooperation with the Domestic Workers Solidarity Network in Jordan (DWSNJ) and ATUC Migrant Resource Centre. Due to freedom of association restrictions on migrant workers in Jordan, as noted in a number of CEACR observations, the FAIRWAY programme's strategy focused trade union engagement on trade unions in Lebanon and Bahrain, rather than Jordan.
- **In Bahrain**, the FAIRWAY programme established cooperation with the General Federation of Bahrain Trade Unions (GBFTU) and International Domestic Workers' Federation which resulted in the first Domestic Workers Union under the GBFTU. The FAIRWAY established cooperation with the Bahrain Chamber of Commerce and Industry (BCCI) on conducting the survey on skills needs in the Arab states region post the COVID-19 pandemic. However, after multiple attempts to circulate the survey on skills needs through BCCI, the response rate was very low (less than 30 companies) and the FAIRWAY conducted the survey in cooperation with the Omani Chamber of Commerce and Industry (OCCI).
- **In Oman**, cooperation with OCCI was a success as it engaged 106 Omani firms in the study and resulted in a publication **“Skills needs in the Oman labour market: An employer survey”**.
- **In Kuwait**, the FAIRWAY programme managed to involve a wide range of partners from the private sector including Kuwait Chamber of Commerce and Industry (KCCI), International Organization for Employers (IOE) and American Chamber of Commerce (ACC) which helped reaching out multinational and national companies for engaging them in discussion on kafala reforms and training on identification and prevention of forced labour. A study was completed with KCCI on skills needs in the private sector in the wake of the COVID-20 pandemic and the types of skills required by private sector companies based on a survey of 240 companies which resulted in a publication **“Skills needs in Kuwait following the COVID-19 pandemic”**. In addition, in collaboration with IOE, KCCI was engaged in a multi-sectoral workshop with 40 large and medium private sector companies on internal labour market mobility

and a survey<sup>82</sup> of almost 200 companies to gauge their views on the benefits of internal labour market mobility.

**Table 10. Mapping of the FAIRWAY partnerships with the social partners and other relevant stakeholders in the CoD**

Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization support
Lebanon	Trade Union “FENASOL”	FAIRWAY’s financial support	FENASOL established a legal unit to provide assistance to migrant domestic workers and has supported more than 300 workers
	Women led NGO “Egna Legna”	FAIRWAY’s financial support	Legal aid was provided to 206 African domestic workers. Leaders of the communities of migrant domestic workers were trained on human rights protection
Jordan	Yarmouk University	Fairway provided training on cross-border journalism	Trained students wrote articles in cooperation with Uganda journalist students
	Middle East University		
	Al Ghad news (Jordanian daily newspaper)	FAIRWAY provided training on migration, fair recruitment and forced labour issues	adopted in December 2021 a code of conduct based on FAIRWAY support.
Bahrain	General Federation of Bahrain Trade Unions (GBFTU)	FAIRWAY supported the establishment of a legal unit	Establishment of the Domestic Workers Union under the GBFTU

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<sup>82</sup> . At the time of writing this evaluation report the survey has not been published yet but shared with a team leader as evidence.

Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization
	International Domestic Workers' Federation	FAIRWAY cooperated with IDWF to support the establishment of the first union of domestic workers in Bahrain	Domestic Workers Union was established
Kuwait	Kuwait Chamber of Commerce and Industry (KCCI)	FAIRWAY supported on the design of the methodology of the survey	Survey of 200 Kuwaiti companies, which showed that three quarters were in favour of sponsorship reforms. A meeting on internal labour market mobility (kafala reform) was organized by the KCCI
	Feminist grassroots organization En.v Earth	FAIRWAY supported on methodology to pilot women's circles	The collaboration led to the creation of a bilingual toolkit and a public event to share findings and discuss lessons learned. Social media campaign @domesticworkiswork was launched on Instagram
Kuwait	International Domestic Workers Federation	FAIRWAY collaborated with IDWF in Kuwait in 2020 to support the response to COVID-19 in order to protect MDWs	SKDWA and EDWA Ethiopian Domestic Workers Association and West African Domestic Workers Association were supported and strengthened to offer services to migrant men and women in their respective communities.
	Kuwait Mental Health Center	FAIRWAY collaborated with the Kuwait Mental Health Center through the project led by the Feminist grassroots organization En.v Earth	The Kuwait Mental Health Society sent four of their therapists to run a 4-hour workshop for migrant caseworkers focused on supporting peer counselors in identifying and addressing different mental health disorders  They also created information packets on four common mental health conditions: depression, anxiety, bipolar disorder, and schizophrenia, which they shared with participants, along with assessment criteria
	Abolish 153, a Kuwaiti NGO	FAIRWAY collaborated with the Kuwait	Abolish 153, a Kuwaiti NGO who usually protects rights of Kuwaiti nationals reached out to migrant

Countries	Key Partners	FAIRWAY support	Partnership led to self-mobilization
		Mental Health Center through the project led by the Feminist grassroots organization En.v Earth	communities to offer training for women around their rights and protection issues
<b>Oman</b>	The General Federation of Omani Workers (GFOW)	The FAIRWAY organized a national workshop in October 2023 with Ministry of Labour, the National Committee to Combat Human Trafficking, GFOW, labour recruitment agencies, and UN agencies (OHCHR and UNODC, in addition to ILO ROAS).	Based on the results and recommendations of the workshop, the GFOW formulated an initial plan to direct its efforts concerning domestic workers.

#### 4.2.5. Were differential needs of migrant men and women well reflected in the programme's interventions?

236. The design of the FAIRWAY programme was based on the needs analysis of the vulnerable groups of migrants in the CoO and the CoD focused on low- and medium skilled<sup>83</sup> migrant workers. The risks factors which may lead to the conflicts of

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<sup>83</sup> The definition ILO uses for the term low, medium and high-skilled workers are as follows:



migrants with local population due to the pressure on the labour market were also studied. The programme rationale pointed out that the priorities of the governments in the CoD are to increase the employability of the national workers including the increase of the participation of the female in the national labour force. However, the Project Document highlights that in relation to nationalization policies, increases in women's female labour force participation is not expected to displace low-skilled migrant workers, as national working women will be concentrated in the mid- and high-skilled sectors. Furthermore, an increase in Female Labour Force Participation rate (FLFPR) may serve to increase demand for domestic and care work, as to date increasing FLFPR has not gone hand in hand with the adoption of policies to support working or studying mothers, such as child support or maternity-leave subsidies.

237. The human rights risks to vulnerable workers were assessed and addressed. The Programme design targeted various decent work deficits that remain a reality for many migrant workers, including deceptive, fraudulent, and abusive hiring practices and debt bondage, cases of abuse and exploitation, particularly against migrant domestic workers,<sup>84</sup> as well as poor working conditions. The three out of four target outcomes of the FAIRWAY addressed the needs of migrant men and women:

- **Outcome 2** - Gender-responsive policy frameworks are developed or strengthened for fair recruitment and decent work and regulatory compliance;
- **Outcome 3** - Diminished discriminatory attitudes towards women and men migrant workers
- Outcome 4** - Migrant workers have improved access to information and support services throughout the migration cycle.

238. The FAIRWAY Programme Monitoring Framework included gender-sensitive indicators and committed to the disaggregation of data by gender. However, the

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**Low-Skilled Worker** - ILO Statistics classifies low skilled workers (levels 0-2) as workers engaged in elementary occupations, in accordance with ISCO Broad Occupations Groups. These workers are employed in occupations that mainly "consist of simple and routine tasks which require the use of hand-held tools and often some physical effort." (ISCO, Introduction to occupational classifications, ILO Bureau of Labour Statistics)

**Medium-Skilled Worker** - ILO Statistics classifies workers at a medium skill-level (level 2) as "skilled manual workers" in accordance with ISCO Broad Occupations Groups. This work is characterised by routine and repetitive tasks in cognitive and production activities. These include workers in occupations such as skilled agriculture and fishery, clerical work, craft and related trades and plant, machine operators and assemblers. (ISCO, Introduction to occupational classifications, ILO Bureau of Labour Statistics).

**Highly-Skilled Worker** - ILO Statistics classifies two levels of Highly-Skilled workers (level 3 and 4), in accordance with ISCO Broad Occupations Groups. These workers include managers (skill level 3 and 4), as well as professionals (skill level 4) and are broadly employed as legislators, senior officials, managers, professionals, technicians and associate professionals. "Professionals" are understood to increase the existing stock of knowledge; apply scientific or artistic concepts and theories; teach about the foregoing in a systematic manner; or engage in any combination of these activities.

<sup>84</sup> See for example ILO (2016). *Intertwined. A Study of Employers of Migrant Domestic Workers in Lebanon*, International Labour Office, Geneva.

programme design has not demonstrated the inclusion of specific gender responsive services, trainings and/or specific activities targeting special needs of men and women working in construction and domestic sector. The interviews with the FAIRWAY stakeholders in the CoO demonstrated that the intention to establish gender-sensitive MRC in practice has not been operationalized yet. The services are provision regardless of whether the potential migrant is a man, or a woman.

239. At the implementation level the FAIRWAY programme addressed the differentiated needs of men and women. The deficits of decent work and particular poor practices in OSH were addressed in Kuwait and Bahrain through activities focused on construction sector where male migrant workers are predominant. In Lebanon and Jordan who host the largest number of female domestic workers the FAIRWAY programme focused on protection of women migrant workers including those with irregular status.

240. In the countries of origin, the FAIRWAY programme addressed the specific needs of migrant men and women affected by the COVID-19 focused on potential and returned migrant men and women.

241. As part of COVID-19 response in Ethiopia, 1,003 (90% women) returnee migrant workers received vocational skills and business skills trainings aimed at supporting their sustainable reintegration within the country. Out of 1,003 returnees, 500 who received extensive business skills training also benefited from the cash grant towards establishing new businesses or expanding their existing businesses. The analysis of the response gained from the beneficiaries through the online survey showed that 100% of participants – 26 persons (all women) expressed that the training provided them with practical skills and improved their life.

242. Accordingly, the project supported Ethiopian missions in Lebanon and Saudi Arabia to strengthen its capacity to provide different consular services and protection to Ethiopian migrant workers primarily affected by COVID-19. This support has enabled those missions to extend consular and protection services to 133,283 Ethiopian migrant workers. Those services included issuance/renewal of travel documents, facilitation for return, para/legal services on financial claims and release from detention centers etc.

**Table 11. Examples of the FAIRWAY activities targeted needs of migrant men and women in the CoO in Africa and CoD in Arab States region**

Targeted regions	FAIRWAY activities relevant to the needs of male migrant workers	FAIRWAY activities relevant to the needs of female migrant workers
Countries of Origin in Africa	1.1.3 Work with private recruitment agencies in countries of origin to better align their practices to the ILO General Principles and Operational Guidelines for Fair Recruitment, including through capacity building and innovative monitoring systems (COVID-19 response in Kenya).	

	4.2.3 Enhance employability of returning Ethiopian migrant workers and support the Ethiopian Employers Federation in ensuring referrals to job-placement services and skilling opportunities.
<b>Countries of Destination in the Arab states</b>	2.2.5 Support countries in reforming the sponsorship system, particularly to ensure that domestic workers and other low-skilled workers are included in reforms (Lebanon, Jordan, Kuwait, Bahrain)
	2.3.5 Pilot the use of technological platforms and remote interpretation services to provide translation support to migrants

243. The Programme’s design included a wide range of activities aimed at raising awareness of migrant men and women on risks of forced labour and human trafficking in the CoO and CoD (see Table 11). Long term activities included interventions under Outcome 3 targeted at the direct work with the media and journalism students in the CoO and CoD. E.g. trainings and joint cooperation between Uganda and Jordan universities.
244. The outreach activities and trainings with migrant men and women were conducted in Ethiopia, Kenya and Uganda. In Nigeria and Morocco, the FAIRWAY activities were focused at the policy and institutional level capacitating civil servants to provide services to migrant men and women. In Nigeria the FAIRWAY programme provided training to the MRC’s staff on delivering services in a gender-sensitive way. In Morocco the FAIRWAY provided training to counsellors from National Agency for the Promotion of Employment and Skills (ANAPEC) on fair recruitment and associated ILS so they could provide quality services to migrant men and women.
245. The interviews with stakeholders from CoO revealed that the FAIRWAY programme might have a negative effect on young female migrant women who leave their children behind migrating to Arab states. The migration usually takes longer than it was initially planned, sometimes years, depriving little children from mother’s attention. This trend hampers social and economic development in the CoO strengthening inequality between the regions and undermining the development goal of the FAIRWAY programme: to improve conditions of labour migration across migration pathways from Africa to Arab states and better protect vulnerable migrant workers within the Arab States region, thereby enabling migrant workers to contribute more fully to social and economic development in both countries of origin and destination. FAIRWAY acknowledges this possible negative effect in its reports.

#### KEY FINDING ON VALIDITY OF DESIGN:

246. This final evaluation found that the FAIRWAY design proved to be valid and in line with the Results Based Management approach. The mid-term recommendations were addressed to a good extent. Planned outcomes and outputs support the development objective.

The scope of activities under Output 4.2 “Low-skilled migrant workers have access to skills training and opportunities for professionalization in the pre-departure phase, while working abroad, and upon return” was planned in the CoO only while the work on the recognition of skills of the domestic workers should be undertaken in the CoD.

### 4.3.Coherence

***Coherence — the compatibility of the intervention with other interventions in a country, sector, or institution***

4.3.1. Assess the extent of compatibility of interlinkages between the FAIRWAY programme and other ILO projects, other interventions carried out by governments, social partners and other international partners, including the initiatives of the SDC, at the inter-regional, regional, sub-regional and country levels

247. The FAIRWAY programme conducted a **mapping of the ILO projects** at the global, regional, sub-regional and country levels<sup>85</sup>. The interviews with the ILO staff based in Africa and in the Arab states demonstrated good awareness of other initiatives carried out by governments, social partners and other international partners, including the initiatives of the SDC.

248. The programme put in place the mechanisms allowing avoiding duplication of efforts and maximizing impact of results through utilizing the existing platforms of cooperation on migration, liaising with the regional ILO technical specialists on labour migration and cooperation with the development actors including with the SDC. The ILO department MIGRANT was in charge of the coordination with the SDC at the global level while the FAIRWAY’s CTAs based in Africa and in the Arab states facilitated the coordination of the SDCs initiatives at the sub-regional, regional and country levels.

### Swiss Added Value

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<sup>85</sup> Source: Project Document, Annex G. Ongoing ILO Projects and synergies with FAIRWAY

249. Switzerland was one of the first countries to position itself internationally on the topic of migration and development (M&D). Since the launch of the Bern Initiative in 2011, Switzerland has been a champion in shaping the global normative framework governing international migration. Thanks to its long-standing track record, Switzerland was mandated by the UN to co-facilitate the first intergovernmentally negotiated agreement on migration, the GCM, together with Mexico. The SDC was also among the first development agencies to implement dedicated programmes in the field of M&D. As a result, the SDC has more than 10 years of operational experience and is considered a global leader in the field of M&

250. The Programme Objectives are in line with the **SDC Global Programme on Migration and Development (GPMD) Strategic Framework 2018-2021** and **Global Programme Framework on Migration and Forced Displacement (GPMFD) 2022-2025**.

- **GPMD.** In particular, Outcome 2 links to the GPMD Outcome 2.1 on ensuring safe and regular migration, decent work and improved living conditions along the migration cycle. Outcome 1 contributes to GPMD Outcome 2.2 (framework conditions are enabling migrants' engagement in countries of origin and destination) in that supporting the right of migrant workers to freedom of association in countries of destination will help to promote their engagement with one another, and migrant communities. The project's strong focus on engaging with the private sector links also with GPMD Outcome 1.1 on strengthening the coherence of migration and development policies through partnerships in policy dialogue and processes.
- **GPMFD.** The development goal of the FAIRWAY Programme is aligned with the GPMFD 2022-2025: **the GPMFD aims to enhance the safety, well-being and livelihood prospects of vulnerable and disadvantaged migrants, their families, and the communities they live in, with a view to minimizing the individual and societal costs of migration, and fully unlocking the development impact of migration.** The Outcome 2.3 of the GPMFD "Migrants and forcibly displaced persons, as well as host communities, benefit from equitable service provision and opportunities that support socio-economic inclusion at the local level" is supported by the activities under FAIRWAY outcome 3. Women empowerment, Gender and migration are the area of critical importance to the Switzerland. This aspiration is supported by the Outcome 2 of the FAIRWAY Programme.

251. The implementation of the FAIRWAY programme through the migration corridor approach between Africa and Arab states targets human rights protection of disadvantaged groups of population – migrant workers in construction and domestic work occupied by migrant men and women. **This supports the commitment of Swiss People and the Cantons expressed in the Swiss constitution:**

*"it shall in particular assist in the alleviation of need and poverty in the world and promote respect for human rights and democracy, the peaceful co-existence of peoples as well as*

*the conservation of natural resources” (Article 54).*

252. Following the implementation of the ILO project in Jordan “**Enhancing the capacity of the Workers’ Center to respond to the needs of migrant workers (2015-18)**” funded by the SDC and the ILO Work in Freedom programme funded by FCDO, the FAIRWAY programs established cooperation with the Workers’ Center to deliver messages of migrants to the policy makers. The experience of the ILO Integrated Programme on Fair Recruitment (FAIR) funded by the SDC and implemented from 2018 to 2020 served as a ground for developing innovative campaigns targeted at the employers of the domestic workers in Kuwait.
253. The lessons learned of the ILO programmes implemented in Asia and funded by the SDC “**Application of Migration Policy for Decent Work for Migrant Workers (2016-20)** and **Safe Labour Migration Programme in Sri Lanka (2013-20)**” were used for the development of National Migration Policies in Nigeria, Kenya and Uganda.
254. The close interlinkages were developed between the FAIRWAY and the regional **ILO Better Regional Migration Management (BRMM)** Programme in Africa. The BRMM project funded by the UK Foreign, Commonwealth and Development Office strategic cooperation on the development of the Kenya Migrant Welfare Fund (KMWF). Also, in cooperation with the BRMM a Multi-regional Trade Union Dialogue and Cooperation on Reinforcing Commitment and Fostering Action for Migrant Workers’ Rights was held in 2023 with the participation of six regional trade union organizations.
255. In the Arab states, the FAIRWAY organized peer learning webinars between other ILO programmes on migration including the “**Safe and Faire**” and “**FAIR**” on fair recruitment and sharing best practices and lessons learned on MRCs in Asia and Africa.

4.3.2. *To what extent did the FAIRWAY programme leverage partnerships (with constituents, national institutions, and other UN/development agencies) that enhanced projects relevance and contribution to priority SDG targets?*

256. The FAIRWAY programme leverage partnerships to a high extent that enhanced programme relevance and contribution to the **SDG target 8.8 “Protect labour rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment.**
257. To secure decent work conditions for migrant women the FAIRWAY leveraged partnerships with the International Domestic Workers Federation (IDWF). In Ethiopia the implementation agreement was signed with the Mulu Tesfa Domestic Workers

Association (MTDWA), an IDWF affiliate. The MTDWA organized 1,859 women into various domestic workers associations and assisted to 519 women in addressing their grievances.

258. The awareness creation and training provided by the trade union CETU to peer educators for community conversations was important to engage with communities on migration-related topics and reaching out-of-school potential migrants through discussions on safer migration. And in-school facilitators received training on peer-to-peer education to reach out in-school potential migrants. The training provided to district level anti-trafficking taskforce members (set to protect rights of workers and provide the right information migration) was important.
259. In Kuwait, a rapid assessment on how the pandemic has been affecting migrant domestic workers was launched under a partnership with the IDWF and their partner Sandigan in Kuwait. A similar element of assessment but focusing on the construction sector in Bahrain, was negotiated in the context of the agreement with Building and Wood Worker's International (BWI). In Kuwait, FAIRWAY also committed to contribute to the UN Risk Mitigation and Recovery Plan (RMRP) under COVID-19.
260. The FAIRWAY programme leverage partnerships that enhanced programme relevance and contribution **SDG target 8.7, which seeks to eradicate forced labour, modern slavery, human trafficking and child labour.**
261. In Africa the FAIRWAY cooperated with the national constituents in the targeted countries to promote usage of the Migrant Recruitment Advisor tool. This web tool developed by International Trade Union Confederation (ITUC) is aimed at migrant workers for their review of recruitment agencies and sharing of their migration experiences with the agencies. By helping migrants avoid falling for false promises, this tool is an important contributor to the promotion of fair recruitment. In Nigeria, FAIRWAY working through an implementation agreement with the Nigeria Labour Congress, supported the dissemination of the ITUC Migrant Recruitment Advisor to returnee migrant workers in Nigeria. In Kenya 150 returning migrants providing reviews on the migrant recruitment advisor.
262. In the Arab states, the cooperation with the Building Responsibly group - a group of leading engineering and construction companies which – between them – employ more than one million workers across 120 countries of operation, resulted in training for the Building Responsibly Implementation Support Group on migrant workers' access to grievance mechanisms, freedom of association and workers' committees. Also, members of Building Responsibly validated the ILO Guidance Note for Construction Companies in the Middle East which could be instrumental for hundred construction companies to eradicate forced labour.
263. The FAIRWAY programme leveraged partnerships that enhanced programme relevance and contribution **SDG target 10.7, to “Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies.**



264. In Kuwait, FAIRWAY focused on reviewing and enhancing the dispute prevention and resolution mechanisms both within the Public Authority of Manpower (PAM), and within the Kuwait Trade Union Federation's (KTUF) Migrant Workers' Office as well as on providing technical assistance for the revision of legislation, in particular the Domestic Workers' Law No. 68 of 2015.
265. In Lebanon, the FAIRWAY cooperated with the Ministry of Labour on the revision of the Standard Unified Contract (SUC) for the employment of migrant domestic workers. The revised SUC (subsequently endorsed by the MOL in September 2020) represents a major step towards dismantling the kafala system. However, that following a complaint made by the Syndicate of Owners of Recruitment Agencies before the administrative court, on 14 October 2020, the Shura Council (Council of State) decided to suspend the implementation of the SUC on the ground that it represented "severe damage" to the agencies' interests. The CEACR urged the Government of Lebanon to take the necessary measures, without delay, in order to provide migrant domestic workers with adequate legal protection, including by ensuring the effective implementation of the revised Standard Unified Contract and the adoption of the Bill regulating the working conditions of domestic workers, and to provide a copy of the legislation, once adopted.<sup>86</sup> In this light the FAIRWAY cooperation with the FENASOL and Eгна Legna allowed provision of legal protection of migrant domestic workers in Lebanon in the absence of adequate national protection mechanisms.
266. In Kenya the FAIRWAY programme collaborated with existing ILO projects and the IOM to lend technical support to the processes of developing and adopting the National Labour Migration Policy and Labour Migration Management Bill. In Nigeria the FAIRWAY cooperated with the Social Partners Advisory Board and with the Federal Ministry of Labour and Employment (FML&E) on the National Labour Migration Policy.

**These examples demonstrate FAIRWAY's relevance and contribution to priority SDG targets 8.8, 8.7 and SDG 10.7 to a high extent.**

#### KEY FINDING ON COHERENCE:

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[https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO::P13100\\_COMMENT\\_ID,P13100\\_COUNTR Y\\_ID:4290243,103147](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO::P13100_COMMENT_ID,P13100_COUNTR Y_ID:4290243,103147)

267. This evaluation observed strong interlinkages between the FAIRWAY programme and other development actors at the global, inter-regional, regional, sub-regional and country levels. The FAIRWAY results framework is coherent with strategic programme frameworks on migration of the Swiss Confederation. The FAIRWAY put in place coordination mechanisms between other ILO programmes on migration (e.g., BRMM, TMM, FAIR, etc.). FAIRWAY contributes to SDG targets 8.8, 8.7 and SDG 10.7 to a high extent.

#### 4.4. Effectiveness

***Effectiveness - The extent to which the interventions achieved, or are expected to achieve, their objectives and results, including any differential results across groups***

4.4.1. To what extent has the FAIRWAY Programme achieved the expected results (outcomes and outputs) at inter-regional, regional, sub-regional and country level? Have actions been implemented by the FAIRWAY programme after the mid-term evaluation to boost the achievement of planned results?

268. Though the FAIRWAY was planned as an inter-regional programme, it resulted as a successful large-scale intervention at the global level. The FAIRWAY supported FAIRWAY-MFA-SARTUC-ITUC Africa collaboration to bring CSOs and trade unions in Africa and Arab States around a joint coalition and exchange (2021) and a Multi-Regional Trade Union Dialogue (2023) with a participation of six regional trade unions to build a stronger solidarity and connection between these organizations.

269. The FAIRWAY Programme achieved the expected results (outputs) at inter-regional, regional, sub-regional and country level to a high extent.

270. **Inter-regional level.** Planned outputs at the inter-regional level were delivered as they were initially planned. The interregional meeting organized by the ILO and African Union Commission (AUC) in 2021 gathered over 200 participants from governments, Regional Economic Communities (RECs) in Africa, employers' and workers' representatives, civil society organizations, academia as well as international development partners and United Nations agencies working in Africa and the Arab states. Though the interregional dialogue between Africa and Arab states, with a Ministerial-level discussion, proposed by Qatar at this event though it did not take place in Doha in September 2023 as it had been planned, there is still a demonstrated level of commitment on the part of Qatari government to hold an event in 2024.

271. The FAIRWAY knowledge products including the research on migration from Africa to Arab states, policy notes on inter-regional migration dialogue between Africa and Arab states, guidance notes on wage protection and fair recruitment were exposed to 17,581 people in Africa and Arab states exceeding the planned target of 2,500 people.

272. **Regional level.** At the regional level the FAIRWAY programme exceeded the

targets planned in the CoO in Africa and faced challenges in meeting targets planned in the region of Arab states. The most notable event delivered by the FAIRWAY was the First Africa Labour Migration Conference #ALMC23 held on 20 October 2023, in Abidjan, Côte d'Ivoire. The communiqué issued as a result of this conference allowed strengthening the voices of African countries of origin and manifest joint approach on migration according to the human-rights based approach.

273. In the CoO in Africa more than 800 participants vs 200 planned (46% of them are women) were trained on ILS related to the recruitment of migrant workers (e.g., C181, C97, C143, C189, C88; GPOG, etc.) and on preparing, negotiating and implementing bilateral labour agreements. In the Arab states the FAIRWAY Programme trained 111 persons in Kuwait though initially it had planned to train 50 people in the CoD. In the CoC in Africa the FAIRWAY trained 322<sup>87</sup> media professionals, media educators and students on migration, fair recruitment and forced labour issues exceeding the target set of 200 persons. In the Arab states the planned target of 200 persons trained was not met – the FAIRWAY programme trained 140<sup>88</sup> media professionals (mostly journalism students) in Kuwait and Jordan. The FAIRWAY programme showed high level of performance under **Outcome 4** targeted at CoO in Africa - the planned targets were met exceeding the planned ones 3-4 times. In Uganda, Nigeria, Kenya and Ethiopia 612 government personnel and social partners were trained on the design and implementation of pre-employment, pre-departure and post-return services.

274. In the CoD in the Arab states, the FAIRWAY reached the target on the number of government authorities operationalizing gender-sensitive tools and guidelines developed by the project, to enhance labour inspection and service delivery to migrant workers. The notable results were achieved in Kuwait in Jordan. **In Jordan**, the FAIRWAY assisted to the Ministry of Labour Inspection Department of Jordan to improve labour complaints platform. **In Kuwait**, the FAIRWAY programme supported the government's Domestic Workers' Department in PAM to develop standard operating procedures focusing, in particular, on dispute resolution mechanisms, and how to ensure accessibility of services for migrant domestic workers.

275. **Sub-regional level.** In the CoO in Africa the FAIRWAY organized a Symposium on improving information and Services for Migrant Workers through MRC

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<sup>87</sup> Gender disaggregation is not provision due to the inconsistency of the reported data

<sup>88</sup> sex disaggregated data is not available

held in Uganda from 25-27 September 2023 which hosted 34 participants (18 females and 16 males) were from Ministries, Trade Unions and ILO from Nigeria, Kenya, Indonesia, Vietnam, Ethiopia, Philippines, South Sudan, Somalia, Tunisia, Ivory Coast, Switzerland and Uganda.

276. In the CoD in the Arab states, the FAIRWAY planned the particular results for Kuwait and Bahrain through piloting 6 research interventions on what works in behavioral change strategies. The FAIRWAY programme managed to conduct 4 trials in Kuwait which included testing impact of behavior levels on social media engagement using videos to promote welfare of domestic workers; intersectional community meetings of migrant and non-migrants on mental health; youth fellowship on changing attitudes and behaviors of youth towards migrants; impact assessment of social media campaign. No results on research interventions achieved were witnessed in Bahrain due to the challenges faced by the ILO to establish cooperation with the government authority in charge.

277. **Country level.** The FAIRWAY programme met all the targets planned in the CoD and the CoO at the rate of at least 75%.<sup>89</sup> The performance of the countries towards achievement of results (including unintended ones) at the policy, institutional and individual level is assessed at the medium extent in the CoD and at the high extent in the CoO. It is important to note that in the Arab states the topic of migration remains a highly sensitive issue. Nevertheless, all countries targeted in CoD showed achievement of policy and institutional level results. In Kuwait - to a high extent, while in Bahrain, Jordan and Lebanon - to a medium extent. In Africa where the political environment is a more conducive to the development interventions the FAIRWAY programme achieved results in Kenya, Uganda and Nigeria to a high extent and in Ethiopia to a medium extent. In Morocco this evaluation assessed the achievement of policy and institutional level results to a low extent. However, some promising results are expected in the field of better migration governance through the fruitful cooperation with government agencies.

278. The Programme achieved its major results at the end of the implementation, yet the planned targets related to the better recruitment practices on the part of PRA and employers have not been met.

279. The brief analysis of the results under FAIRWAY outcomes is presented below.

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<sup>89</sup> The analysis of the results reported under Programme Monitoring Plan.

- **Under Outcome 1**, the delivery of the targets within Outputs 1.1. and Output 1.2. exceeded planned ones except for the target related to the number of Recruitment agencies with at least 40% of their trained staff on fair recruitment that report better understanding of fair recruitment (OTP 1.1.2) – this result was not achieved due to the lack of cooperation on the part of PRA.
- **Under Outcome 2**, the delivery of the targets under Output 2.1 were met, except for the target related to the number of joint activities / meetings / advocacy campaigns between trade unions in countries of origin and destination. This indicator was delivered at 50% rate in the CoO and in the CoD. The targets under **Output 2.2** related to the number of tripartite actors capacitated for strengthening regulatory and policy frameworks at national level **were achieved in the CoO and COD exceeding the targets planned**. Targets under Output 2.3. related to the number of recruitment and recruitment cost monitoring systems in place **were not achieved though some efforts were undertaken in Nigeria and Morocco**. Targets on the number of government authorities operationalizing gender-sensitive tools and guidelines developed by the project, to enhance labour inspection and service delivery to migrant workers were successfully met in the COD – Kuwait, Jordan.
- **Under Outcome 3**, the targets planned in COD under **Output 3.1 - Knowledge based on behavioral changes interventions is strengthened and used to implement strategic public advocacy** were achieved. In Kuwait and Bahrain, the FAIRWAY delivered 8 research trial/pilot interventions on what works in behavioral change strategies implemented and systematized versus 8 planned. Only 635 (21%) employers out of 1 500 planned were directly reached through trial interventions in Lebanon. Due to the economic crisis the campaigns on the rights of migrant workers were not conducted as it was initially planned as it could provoke clashes with local population. The targets under Output 3.2 - Media sensitized to labour recruitment and forced labour issues for balanced and evidence-based reporting were achieved in the COO at the delivery rate of 161% (Nigeria and Uganda) and at 36% delivery rate in COD (Jordan).
- **Under Outcome 4**, the targets planned for Output 4.1 and Output 4.2 in the COO were successfully exceeding the planned ones. Migrant workers have improved access to information and support services in all COO targeted by the FAIRWAY – Kenya, Uganda, Ethiopia, Nigeria and Morocco. Though the service component was not planned in the CoD the services for migrants were delivered in Saudi Arabia and Lebanon through the consular services of Ethiopia.

**Table 12. The delivery rate of the FAIRWAY outputs in the CoO and the CoD**

	Inter-regional	Regional	Sub-Regional	Country
<b>Outcome 1 Private sector, employers' organizations and workers organizations engaged for decent work for migrant workers</b>				
<b>Output 1.1</b> - Employers organizations and private sector are supported to ensure fair recruitment and decent work in countries	N/A	N/A	N/A	OTP 1.1.1. - 470% achieved (Uganda, Kenya) OTP 1.1.2 – 0% achievement OTP 1.1.3 – 93% achievement (Jordan, Kenya, Kuwait) OTP 1.1.4 – 100% achieved (Jordan)
<b>Output 1.2</b> - Increased representation of migrant workers in worker's organizations and across labour migration corridors	OTP 1.2.3 – 200% achieved (Nigeria – Bahrain; Kenya – Lebanon; Ethiopia – Lebanon)		A Symposium on Migrant Resource Centers was held in Uganda from 25-27 September 2023. (Nigeria, Kenya, Indonesia, Vietnam, Ethiopia, Philippines, South Sudan, Somalia, Tunisia, Ivory Coast, Switzerland and Uganda)	OTP 1.2.1. – 83% achievement (Kenya, Nigeria) OTP 1.2.2 - 83% (Bahrain, Lebanon, Ethiopia, Uganda) OTP 1.2.4 – 375% achieved (Kuwait, Jordan, Lebanon, Ethiopia)
<b>Outcome 2 - Gender-responsive policy frameworks are developed or strengthened for fair recruitment and decent work and regulatory compliance</b>				
<b>Output 2.1</b> - Regional and inter-regional tripartite dialogue held on specific fair migration topics based on good practices and solid evidence	OTP 2.1.1 – 100% achieved tripartite interregional Meeting on Labour Migration organized by the ILO and AUC in 2021 (Arab States region: 18 institutions; Africa	OTP 2.1.3 – 50% achieved		

	Inter-regional	Regional	Sub-Regional	Country
	region 82 institutions  OTP 2.1.2 – 703% achieved (Global, Ethiopia, Morocco, Nigeria)  OTP 2.1.3 – 50% achieved			
<b>Output 2.2</b> - Tripartite actors capacitated for strengthening regulatory and policy frameworks at national level		OTP 2.2.1 – 222% achieved in COD (111 officers trained in Kuwait vs 50 planned in COD).  OTP 2.2.1 – 342% achieved in COO (Nigeria, Kenya, Uganda, Ethiopia, Morocco)		OTP 2.2.2 – 100% achieved in Kuwait (100% of government officials reporting improvement of behavior and application of new learnings to their work)  OTP 2.2.3 – 75% achieved (Bahrain, Jordan, Nigeria, Uganda, Kenya)
<b>Output 2.3</b> - Enhanced capacity of tripartite plus stakeholders to enforce recruitment regulations, safe working conditions, and protection and grievance mechanisms		OTP 2.3.2 (planned for COD) – 100% achieved (Kuwait, Jordan)		OTP 2.3.1. – not achieved (efforts were undertaken in Nigeria and Morocco)
<b>Outcome 3 - Diminished discriminatory attitudes towards women and men migrant workers</b>				
<b>Output 3.1</b> - Knowledge based on behavioral changes interventions is strengthened and			OTP 3.1.1 (for COD) – targets were planned for Kuwait and Bahrain – achieved at 50% rate	



	Inter-regional	Regional	Sub-Regional	Country
used to implement strategic public advocacy			OTP 3.1.2 (for COD) – 21% achieved (employers reached in Kuwait and Lebanon)	
<b>Output 3.2</b> - Media sensitized to labour recruitment and forced labour issues for balanced and evidence-based reporting		OTP 3.2.1 (planned for COD and COO) – 36% achieved for COD (Jordan) and 161% achieved for COO (Nigeria, Uganda)		OTP 3.2.2 – 120 % achieved (measured for Nigeria only)
<b>Outcome 4 - Migrant workers have improved access to information and support services throughout the migration cycle</b>				
<b>Output 4.1</b> - Strengthened capacity of labour administrators and social partners to deliver information and assistance to migrant workers.		OTP 4.1.2 – planned for COO – 340% achieved (Kenya, Uganda, Nigeria, Ethiopia)		OTP 4.1.1 (planned for COO) – 167% achieved – Kenya, Uganda, Nigeria, in Saudi Arabia and Lebanon through Ethiopia consular services)
<b>Output 4.2</b> - Low-skilled migrant workers have access to skills training and opportunities for professionalization in the pre-departure phase, while working abroad, and upon return.		OTP 4.2.2 - planned for COO – 176% achieved (Uganda, Ethiopia)		OTP 4.2.1 - planned for COO – 415% achieved (Morocco)

280. Following the mid-term evaluation, the FAIRWAY programme has undertaken several initiatives which allowed boosting the achieved results.

1. Focus on mobilization strategies to reach out migrant domestic workers across the regions and locations including the most vulnerable groups of population, young men and women, students
2. Focus on organizing strategies and advocacies to empower and strengthen voices of migrant women through the trade union movement
3. Sharing best international practices and lessons learned between Asia and Africa
4. Focus on sharing best practices and lessons learned with the MRCs across targeted countries, MRCs previously established in other countries and other ILO projects in migration
5. Empowering constituents in the CoO to adopt improved gender sensitive migration policies and sensitizing constituents in the CoD on the importance of kafala reforms and human rights protection.

#### 4.4.2. To what extent has the delivery of outputs contributed to improving conditions and choices for labour migration across migration pathways from Africa to Arab states and specific need of women migrant workers?

281. The FAIRWAY delivered specific outputs (e.g., outputs 1.1., 2.2., 3.2, 4.1. and 4.2) targeted at improving conditions and choices for labour migration across migration pathways from Africa to Arab states. In the countries of origin, the FAIRWAY programme implemented specific capacity building activities focused on public employment services and MRCs to support outgoing and returning migrant workers in accessing skills recognition systems (Activity 4.2.1.). The activities also included the improvement of migrant support services and micro finance institutions to provide financial services, financial education to migrants and their families in pre-departure and/or upon return (Activity 4.2.2). In Ethiopia, Kenya and Morocco the FAIRWAY supported governments of origin in their efforts to strengthen COVID-19 response measures and to establish, operationalize or upgrade efficient and reliable migrant worker registration systems at destination as well as conduct regular surveys producing more robust estimates including nationals in irregular situations (Activity 2.3.3.). In Uganda and Ethiopia, the FAIRWAY programme aimed to enhancing employability of returning migrant workers and support the Federation of Uganda Employers in ensuring referrals to job-placement services and skilling opportunities (Activity 4.2.3).
282. In the Arab states the FAIRWAY programme supported Lebanon, Jordan, Kuwait, Bahrain in reforming the sponsorship system, particularly to ensure that domestic workers and other low-skilled workers are included in reforms (Activity 2.2.5). The youth-led campaigns with a view to change behaviour towards domestic workers were conducted in Lebanon and Kuwait. (Activity 3.1.4).
283. The delivery of these activities contributed to the outputs and higher-level results at the policy, institutional and individual level leading to better conditions of potential migrant men and women and variety of choices for labour migration. **In the countries of destination in the Arab states:**

**In Lebanon**, the FAIRWAY programme addressed the gaps in the national system of human rights protection to migrant domestic workers through the provision of free legal assistance to around 3,000 domestic workers in cooperation with the trade union FENASOL, women led organization Egna Legna and migrant communities. It was learned through the interviews that prison officers started cooperation with human rights organizations (e.g., Egna Legna) to address the needs of imprisoned migrant women, including women with children. **Overall level of performance: medium extent**<sup>90</sup>

**In Jordan**, the FAIRWAY programme assisted the government to improve the national complaints system adapted to the language needs of migrant workers and capacitated 41 migrant domestic workers from MRC and the Solidarity Centre Network on international (and domestic) labour standards. The FAIRWAY capacitated media professionals to report on labour migration through cross-border collaboration initiative with Uganda. **Overall level of performance: medium extent**

**In Kuwait**, the FAIRWAY contributed to the results at the policy and institutional level which may lead to the systematic change related to kafala reform. The government adopted Ministerial Decision No. 22/2022 on domestic work, which incorporates some of the recommendations from FAIRWAY as submitted in the ILO Memorandum of Technical Comments on Law 68/2015 in 2020. It includes, raising the minimum wage to 75KD per month (US\$245) in line with private sector workers and blocking an employer from filing an absconding report against a worker who files a complaint in the Domestic Work Department) and enables some workers to change employers.

FAIRWAY supported the government's Domestic Workers' Department in PAM to develop standard operating procedures focusing, in particular, on dispute resolution mechanisms, and how to ensure accessibility of services for migrant domestic workers. FAIRWAY also trained 26 labour inspectors and administration staff on identifying cases of trafficking and forced labour, sharing practical checklists and resources. 135 representatives of companies were trained on forced labour, human

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<sup>90</sup> High extent – specific activities resulted in higher level results at the policy, institutional and individual level leading to better conditions of potential migrant men and women; Medium extent – specific activities resulted in higher level results at institutional and individual level; low extent – specific activities resulted in higher level results at individual level only

trafficking and rights of migrants. 1,131 individuals directly engaged through a campaign on domestic work in Kuwait.

The other notable result achieved – the democratic and sustainable member-based organizations of Filipino, Ethiopian and West African workers were established – Sandigan Domestic Workers Association (SDWA)<sup>91</sup>, Ethiopian Domestic Workers Association (EDWA), West African Domestic Workers Association (WADWA). 650 paying members of Filipino and Ethiopian domestic workers have participated in online forums and discussions on rights of domestic workers. **Overall level of performance: high extent**

**In Bahrain**, first General Domestic Workers Union was established as a result of the FAIRWAY support to the IDWF. The entity established under the General Federation of Bahrain Trade Union (GFBTU) will provide a more unified voice for domestic workers in Bahrain and is a significant development.<sup>92</sup> It has started to provide support to workers. The MOU was signed in June 2022 between Nigeria Labour Congress and Bahrain GFBTU to improve protections of the rights of Nigerian migrant workers in Bahrain. The MoU establishes a joint committee to monitor its implementation. Yet at the time of this evaluation the MoU has not been put in operation.

Three (3) companies in the construction sector, employing around 2500 workers of whom between 50% to 70% are migrant workers, set up OSH worker/management committees. GFBTU in Bahrain established a migrant workers committee (MWC). 925 workers from construction companies received legal aid and raised awareness on OSH in construction sector. To add memorandums signed with African countries. **Overall level of performance: medium extent**

284. In the countries of origin in Africa, the FAIRWAY programme demonstrated high level of performance towards the targets met.

**In Kenya**, The Labour Migration Policy for Kenya, developed with FAIRWAY support was approved by the Cabinet in August 2023 and is in the parliament for

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<sup>91</sup> The proper name is to be confirmed

<sup>92</sup> [MWPS welcomes union for Domestic workers \(bahrainthisweek.com\)](https://bahrainthisweek.com)

Parliamentary Approval. Tripartite actors developed and validated the policy draft of the Kenya Migrant Workers' Welfare Fund (KMWWF) which is also integrated into the draft Labour Migration management Bill, 2023. In total 2,888 (817 men and 2,069 women) potential and returning migrants benefitted from services provided by the Kenya Labour Migration Resource Center (KLMRC) at National Employment Authority (NEA), out of them 2,404 persons were served via Free Toll line. Services included pre-departure support to migrate through legally accepted PRAs, obtention of documentation before leaving the country, access to appropriate channels in case of dispute and distress situations, referral to other relevant service providers like the police service, psychosocial, information on financial management and literacy. Services also included the use of NEA's online portal for job seekers, and information on the COD for the potential migrants. **Overall level of performance: high extent**

**In Uganda**, Job Portal was established to assist workers re-integrate into the local job market. Migrant Unit (Help Desk) was established at Federation of Uganda Employers office with project support. 139 district leaders in Western and Eastern Uganda sensitized on national legislation governing labour migration in Uganda; assistance mechanisms available for migrant workers and how to verify information on available jobs and licensed recruitment agencies. HTS (Uganda Hotels, Food, Tourism, Supermarkets and Allied Workers Union) has established a migrant workers resource centre (MRC) In Kampala, providing information and support services to migrant workers and potential migrant workers. The HTS-UNION signed an MoU with Uganda Association of External Recruitment Agencies (UAERA) on the 26<sup>th</sup> of May 2023 to set out the parameters of operation, the roles of each partner and how to strengthen the collaboration in supporting migrant workers. 202 migrant workers (108 women, 94 men) provided with psychosocial support and business skills by the National Organizations of Trade Unions (NOTU). 73 migrant workers (10 men & 63 women) provided with information services by HTS-through the MRC. 47 PEAs and 25 pre-departure training agencies trained on Business and human rights and Fair Recruitment Practices. Further, PEAs through their umbrella body supported to develop a strategic plan which promotes fair recruitment. 98 (40 women & 58 men) media professionals from different media houses around the country and journalism students (from three universities) trained on effective reporting of labour migration issues including forced labour and fair recruitment. 308 districts officials (113 women and 195 men) sensitized on Private Employment Agencies Convention, 1997 (No. 181)); and the Employment Service Convention, 1948 (No. 88). **Overall level of performance: high extent**

**In Ethiopia**, 2,046 petitions submitted to the government by MTDWA for ratification of C 189 and legal recognition of domestic work. Around 500 employers reached through campaigns organized to celebrate International Women's Day (March 8)

with the messages focusing on decent domestic work, rights and welfare of domestic workers. 25,176 (91% women) potential migrants including school students, returnees and families left behind reached by different partners with key information on labour migration and regular process. 1,003 (90% women) returnee migrant workers benefited from vocational skills training and business skills training provided by the project. Of these returnee migrant workers, 500 (88.5% women) provided with follow up coaching and mentoring support. CETU's services reached 18,436 potential and returnee migrant workers, educators and outreach workers, including sensitization on safe labour migration and labour rights to 10,049 (96% women). 7,826 (91% girls) school students were sensitized on safe labour migration. The Help desk was established at the MTDWA to facilitate resolving grievances of domestic workers. 3,914 women domestic workers negotiated on their employment contract, 9 new associations of domestic workers established, and 1,543 women are enrolled as new members of different local associations of domestic workers. Through project's support, Ethiopian missions in Lebanon and Saudi Arabia were able to provide consular and protection services to 133,283 (56.4% women) Ethiopian migrant workers. **Overall level of performance: medium extent**

**In Nigeria**, Employers' representatives led by the Nigeria Employers Consultative Association (NECA) established a Labour Migration Advisory Committee for Employers (LMACE). Terms of Reference for the Committee have been adopted and a maiden meeting held with 12 member companies on the Committee. Draft Gender Mainstreaming Strategy (GMS) developed and validated for the International Labour Migration Division (ILMD). Validated the Implementation Action Plan for the National Policy on Labour Migration. Supported the official launch of the revised National Policy on Labour Migration.

Code of Conduct for Private Employment Agencies was revised and validated by stakeholders. Three MRCs (Abuja, Lagos and Benin City) have improved capacities to deliver gender responsive services based on the Gender Mainstreaming Strategy developed through training of 45 staff with support of the Programme. 84 organizations (media, TUs and academia) trained on the application of the media tool for fair recruitment and forced labour and on the Migrant Recruitment Advisor. 89 per cent of the participants in the training on the ILO Media toolkit on reporting forced labour and fair recruitment consider that they have adequate knowledge of reporting labour migration. 32% of the media personnel training had already done some report(s) on these topics after the training. Elizade University is developing a module based on the ILO labour migration reporting toolkit to be part of their curriculum for journalism degree program. **Overall level of performance: high extent**

**In Morocco**, Plan of action agreed with the Directorate of Labour Inspection to

improve the accessibility of services of Department of Labour and Department of Employment by promoting services made available online; and the provision of information and facilitation mechanisms for migrant workers and private recruitment agencies (PRA). **108 (48 women, 60 men)** Employment Counsellors from ANAPEC trained on skills anticipation and skills matching of migrant workers. The job specific skills training provided to Employment Counselors in the long run will be beneficial for thousands of Moroccan workers seeking employment abroad through proper skills assessment of the workers and placing them in the jobs abroad matching the skills. Pilot survey on the testing of the new terminology adopted at the 20th ICLS, and on the recruitment fee and related costs for Labour Migration are underway, and the survey report is now available. **Overall level of performance: low extent**

#### 4.4.3. Has the M&E mechanism adequately measured and in a timely manner Programme progress at the level of outcomes and outputs?

285. The FAIRWAY programme developed a Programme Monitoring Plan aimed to measure progress at the level of outcomes and outputs against the developed indicators. The data was collected on a quarterly basis and the M&E consultant assisted the Programme team to assess the progress and highlight the outcomes and outputs with poor performance against the targets set. The results matrix provided a visual status of the cumulative progress of each indicator from the start of the project to the reporting period by comparing the actual value with the expected target, as follows:

- the actual value of the indicator is above 75% of the target.
- the actual value of the indicator is between 50% and 75% of the target.
- the actual value of the indicator is below 50% of the target.

286. This allowed the FAIRWAY team to focus on managing for results adjusting the programme's strategy and implementation modalities.

**The evidences to support the reporting on indicators were collected on the shared workspace. This method has been extremely instrumental to support this final evaluation.**

287. The FAIRWAY programme developed M&E tools such as post-training surveys to measure the improved change of behavior due to training (e.g., OTP 1.1.4, OTP 2.2.2, OTP 3.2.2). This evaluation found that the tools were utilized to a good extent. The post-training assessment was conducted in Jordan, Kuwait, Bahrain and Nigeria. The interviews with the ILO staff at the country level showed that they found the monitoring mechanism and reporting modalities effective to allow tracking progress in a timely manner.

288. The results of the M&E were discussed internally. The lessons learned were outlined and used by the FAIRWAY Programme yet not disseminated to the interested parties at the inter-regional and global level. At the country level, in Nigeria, the ILO prepared an ILO brief



based on lessons learned on involving CSOs into labour migration governance<sup>93</sup>. The lessons learned from the fellowship on cross-border journalism between Jordanian and Ugandan students was later replicated in the corridor between Tunisia and Côte d'Ivoire and shared with media professionals in Kuwait.

289. Overall, the M&E mechanism developed and put in operation by the FAIRWAY programme measured to a high extent and in a timely manner Programme progress at the level of outcomes and outputs. The inconsistencies were observed on reporting data in a sex-disaggregated manner. This could be corrected through a robust training of implementing partners on gender equality and importance of reporting data in a sex-disaggregated manner and how it could be further used and applied in tailoring their services strategies.

4.4.4. To what extent were cross-cutting issues (such as environmental sustainability, international labour standards, social dialogue, gender equality, disability inclusion and human rights) been duly considered/mainstreamed in the project implementation and how well was this reflected in the project reports? If any gaps, how could they have been better integrated?

290. The FAIRWAY Programme considered/mainstreamed cross-cutting issues in the project implementation addressed to a various extent.

- **Environmental sustainability** was not integrated through all the stages of the Programme Management Cycle (PCM) across the established migration corridors. Some activities were observed at the country level and documented in the project reports.
- **International Labour Standards** were addressed to a high extent through all stages of the PCM with examples of integration across the migration corridors: Kenya – Lebanon, Uganda – Jordan, Uganda – Saudi Arabia. Following the signing of the MOU between the Kenyan Central Organization of Trade Unions (COTU-K) and the National Federation of Worker and Employee Trade Unions in Lebanon (FENASOL) the unions have worked to advocate for ratification of relevant Conventions and at least three technical virtual meetings have been held between the two union

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<sup>93</sup> ILO brief [Civil Society Organizations and Labour Migration in Nigeria: Learning from the FAIRWAY Global Programme](#) -

federations in 2023. The MOU was developed following a mission to Lebanon in July 2022 by COTU-K. The mission included meeting with dozens of Kenyan domestic workers to hear their challenges and concerns and close discussions with FENASOL. These exchanges led both trade union federations to affirm their mutual support to work individually and at a corridor level to protect migrant workers.

- **Social Dialogue.** This evaluation has not found the examples of strengthened social dialogue across migration corridors understood as a dialogue between tripartite constituents of the ILO – governments, trade unions and employers’ organizations. The cooperation between trade unions was strengthened across such migration corridors as Ethiopia – Lebanon, Kenya – Lebanon to a high extent confirmed by joint actions on protection of human rights of migrants between the trade unions on both sides of the corridors, including signing of MoUs. In the corridor Nigeria – Bahrain, though the MoU was signed between the trade unions, the joint actions on improving conditions for migrant men and women in the CoD was not witnessed by this evaluation. The examples of this cooperation were well reflected in the progress report including the challenges to establish bilateral cooperation between the organization of employers.
- **Gender Equality** was addressed by the FAIRWAY programme to a medium extent as the gender mainstreaming strategy was not developed to be applied across the migration corridors and at the regional and country level in the CoO and CoD. The Gender Analysis was developed following the mid-term evaluation yet the FAIRWAY strategy on gender equality was not developed at the time of this final evaluation. The initial results framework of the FAIRWAY aimed at the development of gender-sensitive policies related to labour migration governance yet this evaluation has not found evidences how the programme would achieve these results (e.g., training on gender-sensitive policy programming, gender-sensitive budgeting, etc.). Following the training on negotiating BLAs in the ILO ITC Turin, the policy makers applied their knowledge at the revision of the BLMA between Uganda and Saudi Arabia. The BLMA revised by Uganda and Saudi Arabia has not integrated specific needs of men and women.<sup>94</sup>

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<sup>94</sup> Revision of the document by the evaluators

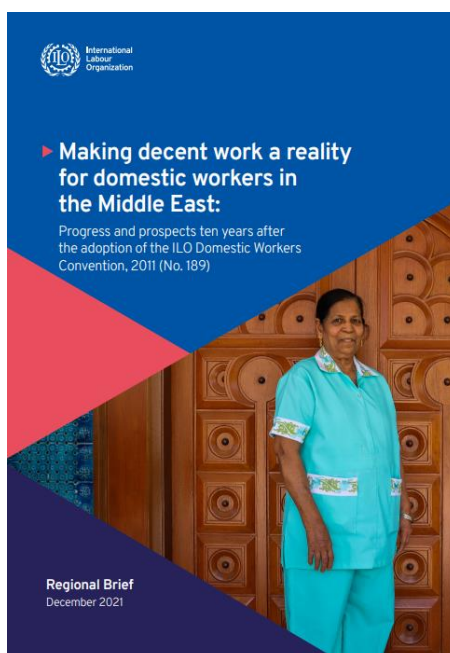
291. However, the FAIRWAY facilitated cooperation of the stakeholders on human rights protection of men and women across the corridors: Ethiopia – Lebanon, Kenya – Lebanon, Saudi Arabia – Lebanon:

- In Saudi Arabia and Lebanon, the Ethiopian consulates assisted men and women in the protection of their rights. In Jordan and Uganda corridors, the students collected stories of migrant men and women.
- In Kenya and Lebanon corridor, the actions on the violation of human rights on the part of women were addressed by the trade unions and high-level officials. The Kenyan Ministry of Labour referred a distress case of a Kenyan worker locked in the house by her employer to FAIRWAY. The subsequent referral to FENASOL led to an intervention with the employer that resulted in the worker being released and able to go home.

**This evaluation has not found the examples of cooperation to address the needs of migrant men and women between the CoO in Africa and FAIRWAY countries located in GCC, namely Kuwait and Bahrain.**

- **Human Rights** challenges were addressed by the FAIRWAY programme to a high extent through all the phases of the PCM. FAIRWAY facilitated the return of 37,800 (45% women) Ethiopian migrant workers from Saudi Arabia and Lebanon to their country of origin. Legal assistance was provided to Ethiopian and Kenyan migrant women imprisoned in Lebanon. In Uganda and Saudi Arabia corridor, the BLA includes a Joint Technical Committee to monitor implementation of the BLA regarding the human and labour rights of Ugandan migrant workers. In Uganda and Jordan corridor the cross-border journalism cooperation highlighted the violation of human rights faced by migrant men and women.

292. At the regional level the FAIRWAY produced a publication of paramount importance as it provides analysis of the working conditions of domestic workers in the Arab States region in accordance with the ILO Domestic Workers Convention. The publication titled «Making decent work a reality for domestic workers in the Middle East: progress and prospects ten years after the adoption of the ILO Domestic Workers Convention, 2011 (No, 189)» provides analysis on the extent of legal coverage experienced by domestic workers; actual wages and working time compared to other employees (to the degree that limited data is available); and analysis of effective social protection coverage. Policy recommendations on closing legal and implementation gaps could be instrumental to the ILO tripartite constituents in the Arab states and other relevant development actors.



**Picture 8. ILO publication «Making decent work a reality for domestic workers in the Middle East: progress and prospects ten years after the adoption of the ILO Domestic Workers Convention, 2011 (No 189) »**

- **Disability inclusion.** This evaluation learned that FAIRWAY has not addressed disability inclusion through its interventions. This gap could be addressed through the enhancing access to the MRCs for the men and women with disabilities, raising capacity of the national PES to increase employability of migrant men and women and sensitizing stakeholders that migration is a right and men and women with disabilities should enjoy it as well if the certain work could be performed in spite of their different abilities. The indicators aimed at collecting the data on the beneficiaries with disabilities, research on the needs of persons with disabilities in the CoD and CoO and their potential routs for migration could be instrumental to bridge the gaps.

**Table 13. Examples of addressing cross-cutting issues targeted by the FAIRWAY programme across the migration corridors**

Migration corridor:	CROSS-CUTTING ISSUES OF THE HIGH IMPORTANCE TO THE ILO:					
	Environmenta l Sustainability	ILS	Social Dialogue	Gender Equality	Disability Inclusion	Human Rights
Ethiopia Lebanon	- Not addressed	Not addressed	MoU signed between trade unions	9,803 (99.8% women) Ethiopian migrant workers received such	Not addressed	Provision of protection and consular services in Lebanon and Saudi Arabia, including issuance of

	<b>CROSS-CUTTING ISSUES OF THE HIGH IMPORTANCE TO THE ILO:</b>					
<b>Migration corridor:</b>	<b>Environmenta l Sustainability</b>	<b>ILS</b>	<b>Social Dialogue</b>	<b>Gender Equality</b>	<b>Disability Inclusion</b>	<b>Human Rights</b>
				support in Lebanon		travel documents/re newal of passport  Facilitation of return of 37,800 (45% women) Ethiopian migrant workers to their country of origin  Supported migrant women in prisons of Lebanon
<b>Ethiopia - Saudi Arabia</b>	Not addressed	Not addressed	Not addressed	123,480 (53% women) benefited from this support in Saudi Arabia		
<b>Kenya - Lebanon</b>	Not addressed	Joint collaboration of the trade unions in Kenya and Lebanon on the advocacy strategy to ratify relevant conventions	MoU signed between trade unions; mission from Kenya to Lebanon	Addressi ng the grievanc es of the women working in the domestic sector	Not addressed	Provision of protection and legal services to Kenyan migrant workers in Lebanon.
<b>Uganda - Jordan</b>	Not addressed	Workshops for journalism students at both ends of the corridor on sensitization on forced labour	Not addressed	Stories of migrant men and women collected by the Ugandan and Jordania n students	Not addressed	Joint activities between academia and journalists to document the violations of human rights of Ugandan labour migrants in Jordan
<b>Uganda - Saudi Arabia</b>	Not addressed	BLMA reviewed between governments against ILS	Not addressed	Not addresse d	Not addressed	The BLA includes a Joint Technical Committee to monitor implementatio n of the BLA

	CROSS-CUTTING ISSUES OF THE HIGH IMPORTANCE TO THE ILO:					
Migration corridor:	Environmenta l Sustainability	ILS	Social Dialogue	Gender Equality	Disability Inclusion	Human Rights
						regarding the human and labour rights of Ugandan migrant workers
<b>Nigeria Bahrain</b>	- Not addressed	Negotiation on the BLMA is ongoing	MoU signed between trade unions	No cooperati on establis hed	Not addressed	No cooperation established
<b>Nigeria Saudi Arabia</b>	- N/A: the corridor has not been established yet	N/A: the corridor has not been established yet	N/A: the corridor has not been established yet	FAIRWAY provided technical comments on a draft BLMA	N/A: the corridor has not been established yet	N/A: the corridor has not been established yet

293. At the country level in the countries of origin in Africa and in the countries of destination in the Arab states the FAIRWAY programme addressed the cross-cutting to a various extent. International labour standards (ILS), Social Dialogue and Human Rights were addressed to a high extent in the countries of CoD and CoO.

**International labour standards (ILS).** In Africa, 595 participants (106 in Ethiopia, 108 in Morocco, 308 in Uganda, 73 in Kenya) completed training on International Labour Standards related to the recruitment of migrant workers (e.g. C181, C97, C143, C189, C88, GPOG for Fair Recruitment, etc.). In Ethiopia 2,106 (77% women) representatives from Domestic Workers associations and other different local stakeholders were also sensitized on the ILO Domestic Workers Convention, 2011 (No, 189) in Ethiopia.

**Social Dialogue.** In Kenya, Uganda and Nigeria social dialogue on fair recruitment process been improved in the target countries as the result of project's interventions. E.g., Tripartite actors developed and validated the draft of the Kenya Migrant Workers' Welfare Fund (KMWWF) contained in Section 40 of the draft Kenya Labor Migration Management Bill, 2023. In Uganda, the tripartite actors participated in discussion and validation of the Code of Conduct for Private Employment Agencies (PEAs). In Nigeria tripartite actors participated in validation of the Code of Conduct for Private Employment Agencies (PEAs) as well.

**Human Rights.** Human Rights of migrant men and women were addressed to a high extent in the countries of origin and destination. The FAIRWAY programme addressed human rights grievances though direct legal and para-legal support to migrant men and women in Kenya, Ethiopia, Saudi Arabia, Lebanon, and Bahrain. In Jordan FAIRWAY assisted in adapting the national platform on receiving complaints from the domestic workers. In Kuwait

the FAIRWAY programme raised capacity of employers to identify cases of forced labour and human trafficking. The awareness raising campaigns on the risks of forced labour and human trafficking were conducted in Kenya, Uganda and Ethiopia through outreach work.

**Gender Equality.** The FAIRWAY conducted gender analysis following the mid-term evaluation and formulated indicators in a sex disaggregated manner at the conceptualization phase of the PCM. Some targets included the establishment of gender-sensitive MRCs. The interviews informed this evaluation that the recommendation of the mid-term evaluation is not clearly understood by the stakeholders and the services delivered to migrant men and women are not gender-sensitive. The FAIRWAY programme has not developed a gender-mainstreaming strategy including the strategy on Prevention of Sexual Exploitation and Abuse (PSEA) and risks of HIV faced by migrant men and women in the CoD and CoO. The reasons to that was unconscious overseeing on the part of the programme management to address the gender issues in a strategic manner at the phase of program conceptualization. The evaluability of the Results Framework should avail from the gender experts' services and the Gender Equality department of the ILO to avoid better integration of gender issues at the implementation level.

294. The analysis of the delivery of results presented in sex disaggregated manner suggests that men and boys have not benefitted to the equal extent as women and girls. E.g., In Lebanon, 2,994 Ethiopian migrant workers (100% women) received different consular and protection services from the Ethiopian missions. In Ethiopia 7,098 (6,647 women, 451 men) potential migrants including school students, returnees and families left behind reached by different partners with key information on labour migration and regular process and 500 returnee migrant workers (88.5% women) received training on business skills. In Kenya 1,189 (270 men and 919 women) potential and returning migrants assisted with services provided by the Kenya Labour Migration Resource Center (KLMRC) at National Employment Authority (NEA). Some gender parity was achieved in Saudi Arabia - 123,480 migrant workers from Ethiopia (47% men and 53% women) benefited from support of consular services.

295. The analysis of the revised BLA between Uganda and KSA on domestic workers showed that needs of migrant men and women were not reflected in the document from gender-sensitive perspective. E.g., provisions of support to women migrant workers in the state of pregnancy, including provision of medical assistance, emergency assistance to give birth, safe return home of a mother and a child. Male domestic migrants working in KSA as a drivers, cooks, and body guards express their concern that consular services give



preferences to women and families<sup>95</sup>, thus equal access to services should be guaranteed to men and women, including access to health, regular working hours, work and life balance, promised wages, access to justice including in case of gender harassment and abuse.

296. This evaluation concludes that the project's stakeholders, including social partners, capacitated to promote human rights to a high extent and to a medium extent to promote gender equality through the fair recruitment process of migrant men and women and mitigate risks associated with forced labour and human trafficking, including prevention of sexual exploitation and abuse of migrant women and women.

297. Disability inclusion and environmental sustainability were of less attention to the FAIRWAY programme with some activities observed in Bahrain, Ethiopia and Kuwait towards just environmental sustainability and disability inclusion in Lebanon.<sup>96</sup>

#### KEY FINDING ON EFFECTIVENESS:

298. The FAIRWAY Programme achieved the expected results (outputs) at the multi-regional, inter-regional, regional, sub-regional and country level to a high extent. Planned outputs at the inter-regional level were delivered as they were initially planned. At the regional level the FAIRWAY programme exceeded targets planned in the CoO in Africa and in CoD in the region of Arab states. At the country level, the FAIRWAY programme met all the targets planned in the CoD and the CoO at the rate of at least 75%. The performance of the countries towards achievement of results at the policy, institutional and individual level is assessed at the medium extent in the CoD and at the high extent in the CoO.

### 4.5. Efficiency

***Efficiency - the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way***

4.5.1. Did the FAIRWAY Programme have enough resources (financial and human), strategically distributed to achieve the results in the expected times? To what extent was the financial execution consistent with the planned budget plan and was it oriented with a

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<sup>95</sup> [Driven to despair: Male domestic workers in Saudi - Migrant Rights \(migrant-rights.org\)](https://migrant-rights.org/)

<sup>96</sup> Previously observed in the other sections of the report.

## gender perspective as a tool to allocate concrete resources to reduce the gender inequality gap?

299. The analysis of the planned budget expenditures suggests that the financial and human resources between planned outputs in the CoO and CoD were not equal. In the CoO in Africa the FAIRWAY planned 33% of the total budget and in the CoD – 17% of the total budget. The budget structure included 9 outputs, out of them one Global Output and eight (8) regional outputs. Regional outputs were distributed between Africa and the Arab states: 4 to be delivered in the CoO and 4 to be delivered in the CoD. (See Table 14).

- **In Africa**, the largest share of resources was allocated to the **Output - 04.01 Strengthened capacity of labour administrators and social partners to deliver information and assistance to migrant workers** – 16% of the total FAIRWAY budget. Almost equal share of resources was distributed across **Output 01.01 Africa-Employers' organizations and private sector are supported to ensure decent work in CoO and CoD** and **Output 2.01 Regional and inter-regional tripartite dialogue held on specific fair migration topics based on good practices and solid evidence** - 7 and 8 per cent correspondently. The smallest share of resources was allocated to the **output 03.01 Media sensitized to labour recruitment and forced labour issues for balanced and evidence-based reporting** – 2% of the total FAIRWAY budget.
- **In the Arab states**, the largest share of resources was allocated to the **Output 06.01-Regional and inter-regional tripartite dialogue held on specific fair migration topics based on good practices and solid evidence** and the smallest share (almost 0%) to the **Output 08.01-Strengthened capacity of labour administrators and social partners to deliver information and assistance to migrant workers**. Almost equal share of resources was allocated to the outputs **05.01 - Employers' organizations and private sector are supported to ensure decent work in CoO and CoD** and **07.01-Knowledge based on behavioral changes interventions strengthened and used to implement strategic public advocacy** – 5 and 4 per cent correspondently.

300. This allocation of resources ensured smooth implementation of achieved results. The deficits of allocated resources at the country level were observed in Uganda and Morocco in the CoO. In the CoD the smallest share of resources was allocated in Jordan and Lebanon.

301. The financial execution was consistent with the planned budget plan. At the date of 01.03.2024 the expenditure rate across all outputs in the CoO and CoD exceeded 80%. This final evaluation has not found evidences of budget orientation as a tool to allocate concrete resources to reduce the gender inequality gap.

**Table 14. Share of resources planned across outputs in the CoO and CoD**

<b>Outputs planned for Africa</b>	<b>Budget, USD</b>	<b>Share from the total budget</b>	<b>Outputs planned for Arab states region</b>	<b>Budget, USD</b>	<b>Share from the total budget</b>
01.01 Africa-Employers' organizations and private sector are supported to ensure decent work in CoO and CoD	<b>753 344,79</b>	<b>7%</b>	05.01-Employers' organizations and private sector are supported to ensure decent work in CoO and CoD	<b>564 936,78</b>	<b>5%</b>
02.01 Regional and inter-regional tripartite dialogue held on specific fair migration topics based on good practices and solid evidence	<b>927 934,17</b>	<b>8%</b>	06.01-Regional and inter-regional tripartite dialogue held on specific fair migration topics based on good practices and solid evidence	<b>764 857,89</b>	<b>7%</b>
03.01 Media sensitized to labour recruitment and forced labour issues for balanced and evidence-based reporting	<b>198 614,31</b>	<b>2%</b>	07.01-Knowledge based on behavioral changes interventions strengthened and used to implement strategic public advocacy	<b>487 714,77</b>	<b>4%</b>
04.01 Strengthened capacity of labour administrators and social partners to deliver information and assistance to migrant workers	<b>1 766 369,15</b>	<b>16%</b>	08.01-Strengthened capacity of labour administrators and social partners to deliver information and assistance to migrant workers	<b>6 500,00</b>	<b>0, 06%</b>
<b>Total per CoO</b>	<b>3 646 262,42</b>	<b>33%</b>	<b>Total per CoD</b>	<b>1 750 398,02</b>	<b>17%</b>

302. There have been some significant deviations or delays in programme implementation:

- The Doha-Dialogue was scheduled for March 2024 thus the FAIRWAY programme was extended until the end of March 2024 to support its implementation.
- The Gender Analysis was conducted in the end of 2023 and needed to be concluded to develop Gender Strategy to roll out in the next FAIRWAY programme.

4.5.2. To what extent did the project management capacities and arrangements put in place support the achievement of the expected results i.e., shared management between two CTAs in Africa and Arab states, the provision of the technical oversight at the regional and HQ level, establishment of regional and global steering committees?

303. The FAIRWAY management structure included two CTAs based in the region of Africa and in the region of Arab states. The division of labour was rather equal, yet the duty station

of the CTA in the Arab states was based in the regional office – ROAS, while the duty station of CTA in Africa was based in a country office, in Kenya. ROAS led and contracted all shared services including contracting the communication specialist for developing the Communications Strategy, a gender expert for conducting Gender Analysis and a web developer to maintain a FAIRWAY webpage.

304. The representation of the CTA in both regions was appreciated by the stakeholders but it was learned that equal distribution of power led to the lack of authorized power to reinforce the higher, inter-regional component of the FAIRWAY programme. The MIGRANT department was in charge of the technical assistance and communication with the donor at the HQ level. The two CTAs were communicating on a regular basis supported by the ILO regional migration specialists in terms of thematic knowledge of migration developments in the region.

305. The establishment of regional and global steering committees was instrumental in delivering Programme's strategy as it allowed joint discussions on the arising challenges, exchange of good practices and lessons learned. The Programme demonstrated highly efficient approach to present the agenda in a unified format to capture the developments to be presented to the committees at the target countries and regional level (for Arab states only). The provision of the technical oversight at the regional and HQ level supported the achievement of the results in efficient manner through application of best practices to the regional context (e.g. ILO Media toolkit for journalists) and assist the states in the developing new intervention models to meet their needs (e.g. MIGRANT Department assisted Kenya on drafting the model of the Welfare Fund for Migrant workers).

306. This evaluation revealed that existing reporting lines are conducive to ensure coordinated delivery of a programme in the regions as both CTAs report to their respective directors. E.g., CTA in the Arab states reports to the director of ROAS, CTA in Africa based in Kenya reports to the deputy regional Director of ROAF. The national officers in the Arab states and in Africa expressed satisfaction over existing reporting lines as they report on their work to their respective CTAs.

4.5.3. Have migrant resource centers established by the FAIRWAY programmes proved to be efficient in terms of quality service delivery to the potential migrant men and women? Have FAIRWAY support to consular services in the COD (e.g., Lebanon and KSA) proved to be efficient?

307. The MRCs established by the FAIRWAY programme in the countries of origin in Uganda and Kenya provided extended services to migrant men and women.

- **In Uganda** the FAIRWAY supported the establishment of the MRC in the capital of the country – Kampala at the premises of the Uganda Hotels, Food, Tourism, Supermarkets and Allied Workers Union (HTS), while the other stakeholders were also providing services to migrant men and women such as Federation of Uganda Employers (FUE) and National Organization of Trade Unions (Uganda). Kampala

MRC was established behind the schedule due to the arranging discussions and procedures on the part HTS-Union, an affiliate of NOTU. The initial discussion started in mid-2021 and the implementation agreement with the HTS was signed in June 2022. In September 2022, the MRC officially opened. The methodology of this evaluation has not foreseen a focused evaluation mission on Uganda thus the assessment of efficiency of the MRCs in Uganda is limited, based on secondary data review and interview with the ILO staff. The reported number of persons served is rather modest – 201 persons (24 men and 177 women) which is explained mainly because of low levels of awareness about the MRC. With the additional support being provided now to enhance awareness - procurement of awareness raising materials, TV and radio messaging, the numbers are likely to go up. Besides awareness raising there are technical capacity gaps. There is a need to support the MRC to develop Standards Operating Procedures (SOPs), establish a referral network and training of the MRC staff (2). This will strengthen the capacity of the MRC to provide support services to migrant workers.

- **In Kenya**, the FAIRWAY supported the National Employment Authority to establish the Migrant Resource Centre in June 2021 to offer diverse services to migrant workers, their families and any other persons interested in labour migration. The resource center is officially known as Kenya Labour Migrant Resource Centre (KLMRC). The KLMRC was established as a premier institution under NEA to provide labor migration information, sensitize potential migrant workers on the labor migration process, and address distress calls and complaints by migrant workers in CoD. Further FAIRWAY supported the establishment of MRCs in Kisumu, Eldoret, Mombasa, Thika and Machakos. The expansion of services of the MRC to other regions has led to easy access to labour migration information and quick response for distress calls in those regions. At pre-departure stage, KLMRC has provided access to free, comprehensive, and accurate information on the recruitment process and protection at work to migrant workers seeking the services through providing brochures and its website. The information targets outgoing, returning, and distressed migrant workers. They involve guiding job seekers, registering them, and linking them to accredited recruitment agencies. The center also assists families left behind by tracing and connecting them with migrants in destination countries. The KLMRC has also supported labour dispute & complaints management by handling the cases where relevant and referring some to the concerned authorities. Through the KLMRC, returnee migrant workers have been provided with referrals to psychosocial counselling to ensure that they are in a stable state once they return to the country. The KLMRC also does follows up with recruitment agencies to ensure that migrants return after completing their contracts. Supporting the establishment of the center has seen the program make a remarkable increase in the number of potential migrant workers, family members of migrant workers, and other interested persons seeking information on labor migration.

308. The establishment of the Kenya Migrant Resource Center (KMRC) under the Programme has been a significant step in ensuring that migrant workers have access to vital information and support services throughout their migration journey. The KMRC serves as a hub for disseminating information on labor migration processes and addressing the concerns and complaints of migrant workers. This has enhanced the overall support structure available to migrant workers, ensuring they are well-informed and assisted at every stage of the migration cycle.<sup>97</sup>

309. Returnee migrant workers shared through focus group discussions that the resource center played a crucial role in ensuring that they got back to the CoO safely from the CoD where they faced unfair treatment. For instance, one migrant man facing challenges in Oman asked his family to reach out to the KLMRC to find a way to return home. Having signed a contract to work as a security guard the man was forced to work in a quarry lifting heavy stones for construction. The worker was denied of food and proper shelter. This led to him losing weight and energy to continue working, being in distress. Establishing contact with the KLMRC proved useful as his case was taken up and within two weeks, he had been repatriated back to Kenya. Similar stories were shared by the other migrant workers (women) who participated in the discussions, highlighting the significant role the KLMRC has played within the short period it has been in existence.

310. As currently operating, the MRCs have not adapted any M&E Tools provided by ILO. The KLMRC has developed its own tools to capture the relevant information and submits regular (bi-annual) reports to ILO.

311. The MRCs in Kenya, as currently established, do not ensure equal access of services to migrant men and women, especially those seeking the services physically. There is a need for a bigger space for the KLMRC to ensure privacy and to accommodate more clients. As currently established, the KLMRC has a male and female staff. Both sit in the same room, with two desks. The evaluator witnessed a couple of people come in to seek support, and they were served concurrently in the same room, which again is very small and squeezed. This means that special interest groups and people who require privacy will have to seek another room where they can get the support they need.

312. The entrance to the MRC has a ramp to cater to the needs of people with disabilities. However, the toilets are only for male and female, with none designated to PWDs. Further, the office space for the KLMRC is very small, and cannot accommodate a wheelchair in

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<sup>97</sup> Based on interviews with the government stakeholders

case a client comes with one. Overall efficiency of the MRC established in Nairobi, Kenya is assessed as “medium”.<sup>98</sup>

1. Ongoing services available (e.g., calendar of events) ✓
2. Information and outreach campaigns through various channels ✓
3. Updated websites ✓
4. Referrals established. Not well coordinated.
5. M&E tools put in operation. Not well adapted to ILO M&E Tools.
6. Migrant men and women could leave feedback about quality of services received. ✓
7. Mechanisms to address customers’ complaints put in operations – not clearly defined as it is still ad hoc. There is a need to establish a clear Complaint and Feedback Mechanism System.
8. Training for MRC staff is held on regular basis ✓
9. Services are tailored to the needs of various groups – as currently established, the services are not tailored to the needs of various groups.

313. MRC’s premises are tailored to the needs of persons with disabilities ✓ – considering there is a ramp to the entrance, but the toilets/washrooms are only male-female, with none for people with disabilities.

### **Efficiency of the consular services of Ethiopia in Lebanon and KSA**

314. The FAIRWAY supported consular services in the COD (e.g., Lebanon and KSA). Recently, the government of Ethiopia has laid off some staff and diplomats from many of its embassies as a means of cutting costs. This has become a challenge for the embassies to provide all the necessary support to migrant workers in the Middle East. The support provided by the FAIRWAY programme to embassies in strengthening the temporary shelters was mentioned by the officials as an important and timely support which allowed assisting large number of migrant workers in distress. The relief support provided in the form of COVID assistance is found to be very important to better engage government stakeholders. After COVID assistance, Ethiopian embassies were able to hire additional local staff, which significantly helped them process the repatriation of thousands of returnees in a short period of time. Thus, the provision of consular services proved to be efficient.

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<sup>98</sup> At least 5 indicators met out of 10



## Efficiency of migrant desks established in the countries of destination

315. The FAIRWAY supported the establishment of migrant desks in the countries of destination. In Lebanon a trade union FENASOL and women led organization “Egna Legna” provided direct legal assistance to support migrant domestic workers, predominantly. A trade union GFBTU in Bahrain established a migrant workers committee (MWC) and developed organizing strategy for migrant workers. Migrant workers in Bahrain could join trade unions by law while in Lebanon they are deprived of such rights. The provision of direct legal assistance was important as it allowed addressing serious violations of human rights helping migrant workers to extract themselves from the situations of a modern-day slavery.

316. Due to the specifics of judicial procedures which take times and individual case support the stakeholders assisted limited number of people: FENASOL assisted 337 persons, Egna Legna – 264 persons and GBFTU – 103 persons.<sup>99</sup> Enhanced services included referrals to other organizations for immediate aid (e.g. food, shelter), visiting prisons and police stations to help migrant workers, reaching out communities of migrant workers to offer assistance to the most vulnerable ones, including those who are locked in a house of employers.

317. The engagement of groups such as Egna Legna in Lebanon was able to facilitate the assignment of lawyers for detained domestic workers and facilitate repatriations of domestic workers, even those whose passports were confiscated. The group has very close connections with CSOs in Ethiopia and exchanges information.

**Table 15. Services provided by migrant desks in the Arab states, supported by the FAIRWAY programme**

	LEBANON		BAHRAIN
<b>Location</b>			
<b>Operator</b>	FENASOL	Egna Legna	GFBTU
<b>Number of persons assisted</b>	337	264	103
<b>Mode of the Service Delivery:</b>			
Face-to-face delivery	yes	yes	yes
Toll-free call centre	no	no	no

<sup>99</sup> Sex disaggregated data is not available.

Online delivery	no	no	no
<b>Types of Services available:</b>			
<i>a) free, comprehensive and accurate information about living and working conditions as well as legal provisions related to MW's employment and stay in CoD;</i>	yes	yes	yes
<i>b) legal aid and conflict resolution support in the event of individual and/or collective labour disputes;</i>	yes	yes	yes
<i>c) outreach activities including awareness raising sessions about labour rights, the roles and responsibilities of TUs;</i>	yes	yes	yes
<i>d) organizing opportunities including collective bargaining;</i>	No	no	yes
<i>e) health services and any other protection services as needed (e.g. relief assistance in times of crisis).</i>	no	no	no

#### 4.5.4. Was the selection of countries rational and appropriate, given possible limitation in selection, including availability of necessary resources, the priority sectors, and also the need to ensure depth of intervention in each country?

318. Overall, the selection of countries was rational and appropriate based on the statistical data, available research and migration trends, including the specific sectors in focus such as construction and domestic work.

319. The eligibility criteria for the selection of the countries included:

- presence in the target regions;
- respect to the tripartite dialogue;
- readiness to adhere to the international labour standards, including protection of human rights of migrant men and women.

320. The selection of the countries and the strategy on implementing modalities in each country was based on risks analysis conducted at the stage of programme conceptualization and further update of Risks matrix.

321. The FAIRWAY programme demonstrated high level of awareness and commitment to address the kafala reforms in the region through engaging the other countries beyond the targeted ones (e.g. Qatar, Oman and Saudi Arabia) to the extent possible. In Qatar the FAIRWAY programme worked on regional initiatives through the GCC Executive Bureau supported by ILO country office in Doha. In Oman, FAIRWAY established cooperation with the trade union, which had an important impact on building relations with both government and social partners. During the course of the current phase of FAIRWAY, ILO ROAS has not been able to engage with KSA and UAE directly on labour migration governance, which means that it has not been possible for FAIRWAY to engage either. The FAIRWAY

programme worked through the consular services of Ethiopia to address the needs of migrant men and women from Ethiopia.

322. This evaluation learned that there are some signals indicating of potential interest on the part of Saudi Arabia to work on the migration issues related to human rights of migrants. The 2034 FIFA World Cup will be the 25th FIFA World Cup, a quadrennial international football tournament, hosted in Saudi Arabia. This will drive investments into construction sector and hospitality sector. The human rights of migrant workers will be in the spotlight of international attention.

#### KEY FINDINGS ON EFFICIENCY:

323. Overall implementation of the FAIRWAY activities proved to be efficient without significant delays. At the end of its implementation period the expenditures rate was close to 100%. The representation of the CTAs in both of the regions was efficient but equal distribution of power led to the lack of authorized power to reinforce the higher, inter-regional component of the FAIRWAY programme. The existing reporting lines are conducive to ensure coordinated delivery of FAIRWAY in both regions. The established MRCs operated by government in Kenya provided wide range of services to migrant men and women reaching high number of persons – more than two thousand (2,000).

#### **4.6. Impact**

***Impact - the extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level results***

4.6.1. To what extent does FAIRWAY Programme better position ILO in the countries, regionally and inter-regionally to achieve an impact on public policy? To what extent is it influencing the design and/or application of national public policies in favour of migrants' labour rights protection in the host communities?

323. FAIRWAY Programme better positions ILO in the countries, regionally and inter-regionally to achieve an impact on public policy. It was noted by the stakeholders in Africa and in the Arab states that this is the only ILO programme with a migration corridor approach which targets multiple countries in the Arab States region.

324. The programme well positioned ILO at the inter-regional agenda in Africa through the first Africa Labour Migration Conference<sup>100</sup> to strengthen the unity and the bargaining positions of African states in future dialogue with Arab states. The communiqué on 9 pages issued upon the conference mentioned the ILO nineteen (19) times highlighting the importance of this organization in the assistance to migration governance and policy development, international cooperation on bargaining BLAs, including the development of Standard Employment Contracts and other important areas of work.

325. At the country level, the FAIRWAY programme achieved notable policy level results in Jordan, Kuwait, Nigeria, Kenya and Uganda.

326. In the CoO in Africa, the FAIRWAY programme has positively positioned ILO in Kenya, particularly through its alignment with national labor migration objectives and advocacy efforts. As cited by the key informants, the programme's influence in shaping public policies towards more ethical and fair labor migration practices is evident, particularly in discussions about policy changes and labor bills, which have been highlighted in previous sections. In addition, the programmes advocacy and training components have led to a greater recognition of the rights of migrant workers and the importance of ethical recruitment among the key stakeholders in the labor migration sector, including local communities where the migrant workers are drawn. This has influenced dialogue on labor migration not only at the national but local level as well, making ILO Kenya be at the center stage of labor migration reforms in Kenya. The FAIRWAY implementation encouraged the Ministry of Labour and Social Protection to consider the ratification of the ILO Convention No.189 on Domestic Workers and ILO Convention No.190 on Violence and Harassment. (See picture 5).

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<sup>100</sup> took place on 18-20 October 2023 in Abidjan, Cote d'Ivoire

Picture 9. Call for memorandum on Ratification of ILO Convention No.189 on Domestic Workers and ILO Convention No.190 on Violence and Harassment



**MINISTRY OF LABOUR AND  
SOCIAL PROTECTION**  
**STATE DEPARTMENT FOR LABOUR AND SKILLS DEVELOPMENT**  
**OFFICE OF THE PRINCIPAL SECRETARY**

REPUBLIC OF KENYA

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**Telephone: +254(0)20-2729800**  
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**When replying, please quote**

**Ref: MLSP/LD/LAB/339**

**Social Security House,  
Block 'A' Eastern Wing  
Bishop Road  
P.O. Box 40326-00100  
NAIROBI**

**Date: 22<sup>nd</sup> January 2024**

**Call for memorandum on Ratification of ILO Convention No. 189 on Domestic Workers and ILO Convention No. 190 on Violence and Harassment**

In line with the constitutional imperative of ensuring wide consultations and public participation, and in our unwavering commitment to fortify the rights and well-being of workers, the State Department for Labour and Skills Development invites your valued contributions through memoranda on the Ratification of ILO Convention No. 189 (Domestic Workers Convention) and No. 190 (Violence and Harassment Convention). Participation by all stakeholders is encouraged including:

Members of the public; worker's unions, employers' organisations, Civil Society, Non-Governmental organisations, MDAs, Persons with disabilities, women, the youth and all other persons with a view on the ratification of the Conventions.

Comments and/or memoranda may be submitted not later than **7<sup>th</sup> March 2024 at 5:00 pm** by hand delivery to the following address or sent to the email address provided hereunder  
The Principal Secretary

**State Department for labour and Skills Development  
NSSF Building Block "A" Eastern Wing, 7<sup>th</sup> Floor  
P.O. Box 40326-00100  
[ps@labour.go.ke](mailto:ps@labour.go.ke)**



327. In the CoD, the FAIRWAY well positioned the ILO across the Arab states on migration development issues. The joint initiative on the policy brief on absconding based on the research conducted in 6 GCC countries resulted in the interest of the Arab states to conduct policy reforms. Oman and Saudi Arabia expressed their interest to the ILO to seek its assistance in future reforms in absconding<sup>101</sup>. First union of domestic workers established in

<sup>101</sup> Based on evidences presented to the team leader – e-mails from the high government officials.

the Gulf and three of the first domestic worker member-based organizations in Kuwait including EDWA and WADWA impacted migrant men and workers in their rights for freedom of association and collective bargaining. Strengthened legal practice of human rights protection of domestic workers, including detained women.

328. At the country level in the Arab regions, the policy results were achieved in Kuwait and Jordan. In Kuwait, Ministerial Decree on domestic workers (No 22/2022) was adopted following the FAIRWAY technical memorandum on Kuwait legislation vis-a-vis ILS (May 2020). In Jordan three OSH ministerial decrees were passed in July 2023, following ILO support in December 2019-January 2020, etc. In Bahrain OSH national profile is being developed as a result of the FAIRWAY support. Once adopted it will serve as a base for developing national policies on OSH giving better protection to migrant men and women.

329. The institutional level results were witnessed in Bahrain and Kuwait: First union of domestic workers established in Bahrain and three of the first domestic worker member-based organizations in Kuwait, including EDWA and WADWA, impacted migrant men and workers in their rights for freedom of association and collective bargaining. In Lebanon national stakeholders in the CoD stressed the importance of work conducted by FAIRWAY as it allowed strengthening legal approach to protect migrant men and women and raise capacity of community leaders.

#### 4.6.2. What are the most significant results produced directly or indirectly by the project in terms of impact? Are there any impact level results contributing to gender equality and non-discrimination?

330. This final evaluation collected the ten (10) most significant results produced directly or indirectly in terms of impact:

1. The FAIRWAY impacted the GCC countries on their willingness to start reforming the kafala sponsorship systems and to implement effectively existing reforms, as well as to improve the reforms which have been already undertaken.
2. The CoO in Africa has been empowered and united in bargaining better conditions for their workers in Arab states
3. MRCs and migration desks were created in the CoO and CoD to protect migrant men and women
4. Consular services in Saudi Arabia and Lebanon impacted lives of migrant men and women in distress
5. FAIRWAY support strengthened legal practice of human rights protection of women domestic workers, including detained women
6. The unionization of migrant domestic workers has been strengthened including the establishment of the first union of domestic workers in the Gulf
7. The reporting on cross-border journalism strengthened across Arab States region and Africa



8. The governments in the CoO were capacitated to develop migration policies tailored to the needs of migrant workers.
9. Returnees were assisted in their reintegration to the national economies in Africa.
10. OSH practices and legislation were improved in some countries (Kuwait and Jordan) to protect migrant workers (predominantly men) working in construction sector.

**In Nigeria**, the FAIRWAY support achieved impact level result contributing to gender equality. The revision of the National Policy on Labour Migration (NPLM), the development of the pre-departure orientation seminar manual and the gender mainstreaming strategy has contributed to enhanced protection of the rights of migrant workers – men and women.

**In Kuwait**, FAIRWAY advocacy and technical work with government (including 2020 legislative gap analysis on Domestic Work Law vis-a-vis ILS) led to Ministerial Decree 22/2022 which removed the discriminatory minimum wage for domestic workers, raising it to the same level as all workers in the private sector.

**331. It was observed that the FAIRWAY programme has not addressed the needs of male domestic workers while this final evaluation acknowledges the impact level result on male migrant workers working in construction.**

332. The FAIRWAY support impacted lives of vulnerable women in the CoD including migrant women in distress, detained women including women detained with their children, migrant women who gave birth in the CoD and women with mental health issues.

333. FAIRWAY programme could have a negative impact on children of migrant women in Africa who opt for migration driven by lack of opportunities in their countries. The concerns were raised in Kenya while this holds true for women and girls from Ethiopia. The stakeholders interviewed shared that girls and women from Oromia, Amara, and the southern regions, as well as from Addis Ababa, are heading to the Arab countries to work as domestic workers. Recently, relatively educated women, families, and women displaced from other regions (IDPs) due to conflicts are desperate to get an income. In spite of high education, they are getting into the life of domestic work.

**334. The FAIRWAY programme has not impacted men and women with disabilities in a positive way.**

#### KEY FINDINGS ON IMPACT:

335. This final evaluation observed that FAIRWAY Programme better positions ILO in the target countries, regionally and inter-regionally. The CoO in Africa has been empowered and united in bargaining better conditions for their workers in Arab states. In the CoD, the FAIRWAY well positioned the ILO across the Arab states on migration and development issues. OSH practices and legislation were improved in some countries (Kuwait and Jordan) to protect migrant workers (predominantly men) working in construction sector. The joint initiative on the policy brief on absconding based on the research conducted in 6 GCC countries resulted in the interest of the Arab states to conduct policy reforms. Direct impact on lives of migrant men and women was observed in Lebanon, Kingdom of Saudi Arabia, Ethiopia and Kenya. In Nigeria, the FAIRWAY support



achieved impact level result contributing to gender equality. In Kuwait, the FAIRWAY support contributed to the policy level result contributing to non-discrimination of migrant workers.

## **4.7. Sustainability**

***Sustainability - the extent to which the net benefits of the intervention continue, or are likely to continue;***

4.7.1. What strategies were taken to ensure the sustainability of the results achieved by FAIRWAY Programme and differentiated effects for men, women, and vulnerable migrants? Were these worked out with the constituents and other national counterparts to maintain the results during the post COVID-19 recovery phase?

336. The FAIRWAY programme has adopted several strategies to enhance the sustainability of results:

- capacity building aimed at raising capacities of tripartite constituents to address needs of migrant men and women;
- establishing and supporting partnerships across migration corridors shaped by the MoUs and action plans;
- cost-sharing with the national partners and leveraging funding from other programmes to ensure that the established MRCs would continue functioning;
- learning through practice approach to encourage skills development and application of knowledge gained;
- provision of technical assistance and mentoring support to achieve results at policy and institutional level.

337. The FAIRWAY achieved solid results at the policy, institutional and individual level with high prospects to be sustained by the tripartite plus constituents in future:

## **Governments**

### **Jordan:**

1. OSH legislation was adapted to address the needs of migrant workers.
2. The Hemaye platform adapted to the needs of migrant domestic workers will be supported by the government.

### **Bahrain:**

3. National OSH profile once adopted would serve as a basis for developing future programmes on OSH for workers, including migrant workers (men and women)

**Kuwait:**

4. The government adopted Ministerial Decision No. 22/2022 on domestic work, which incorporates some of the recommendations from the project, including raising the minimum wage to 75KD per month (US\$245) in line with private sector workers, and blocking an employer from filing an absconding report against a worker who files a complaint in the Domestic Work.
5. The Public Authority for Manpower (PAM), in January 2023, launched new electronic services for domestic worker disputes, enabling a domestic worker to file a complaint against employer, and/or the recruitment agency.
6. FAIRWAY trained 111 persons (9 labour judges and 102 PAM officials) <sup>102</sup> on conciliation / mediation, forced labour and trafficking and forced labour indicators.

**Nigeria:**

7. Gender Mainstreaming Strategy (GMS) developed and validated.
8. Validated the Implementation Action Plan for the National Policy on Labour Migration.
9. Pre-departure orientation manual was developed to be used by at the MRCs established by the governments to deliver pre-departure orientation for migrant men and women.

**Kenya:**

10. Labour Migration Policy for Kenya approved by the Cabinet and currently in the Parliament.
11. Kenya Migrant Workers' Welfare Fund (KMWWF) was developed and validated by the tripartite stakeholders and included in Section 40 of the draft Kenya Labor Migration Management Bill, 2023.
12. Six MRCs were established at the government premises in Nairobi, Mombasa, Kisumu, Machakos, Thika, and Eldoret and the provision of services to migrant men and women at the MRCs were included as a part of job description of PES officials.
13. National Industrial Training Authority (NITA) started the revision of the Homecare Management Curriculum for the training and pre-departure preparation of potential migrant workers.

**Uganda:**  

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<sup>102</sup> sex disaggregated data is not available

14. Job Portal established to assist workers re-integrate into the local job market.
15. Capacitated district leaders in Western and Eastern Uganda got better understanding of national legislation governing labour migration in Uganda; assistance mechanisms available for migrant workers, the External Employment Management Information System (EEMIS) platform and how to verify information on available jobs and licenced recruitment agencies.
16. Capacitated government officials to bargain BLAs applied their skills and knowledge to negotiate the BLA between Uganda and KSA
17. Ministry of Gender, Labour and Social Development in Uganda is moving forward the ratification process of Private Employment Agencies Convention, 1997 (No. 181)) and the Employment Service Convention, 1948 (No. 88).

#### **Morocco:**

18. 108 (45% women) employment counsellors from (ANAPEC) trained on fair recruitment and associated ILS
19. Plan of action agreed with the Directorate of Labour Inspection to improve the accessibility of services of Department of Labour and Department of Employment by promoting services made available online; and the provision of information and facilitation mechanisms for migrant workers and private recruitment agencies (PRA)

## **Employers**

#### **Kuwait:**

1. 60 managers/executives from more than 30 large companies with large migrant worker populations were capacitated to identify forced labour and practice fair recruitment.
2. Companies trained their staff and revised their corporate policies such as code of conduct and recruitment policies using FAIRWAY checklists to assess compliance on forced labour, including in the supply chain.
3. The International Organization for Employers and Kuwait Chamber of Commerce and Industry cooperated with the FAIRWAY programme to raise awareness of Kuwaiti companies on kafala reform in Kuwait.

#### **Bahrain:**

4. Three (3) companies in the construction sector, employing around 2500 workers of whom between 50% to 70% are migrant workers, set up OSH worker/management committees.

#### **Nigeria:**

5. Employers' representatives led by the Nigeria Employers Consultative Association (NECA) established a Labour Migration Advisory Committee for Employers (LMACE)

#### **Kenya:**

6. The Federation of Kenya Employers (FKE) was capacitated to deliver training to Private Recruitment Agencies on fair recruitment and including PRA as their members recognizing their role in labour migration.

**Uganda:**

7. Eighty-one (81) agencies, including external recruitment agencies, pre-departure training centers, and Uganda Association of External Recruitment Agencies (UAERA), trained on Business and Human Rights and Fair recruitment.

**Jordan, Lebanon, Ethiopia, Morocco: no policy or institutional level results to be supported by employers**

## **Trade Unions and workers' organizations**

**Kuwait:**

1. Sandigan Kuwait Domestic Workers (SKDWA) was established and capacitated to organize domestic workers.
2. Ethiopian Domestic Workers Association and West African Domestic Workers Association were capacitated to organize domestic workers.

**Bahrain:**

3. GBFTU established a migrant workers committee (MWC) and provides new labour dispute and complaints management services.
4. Domestic workers Union was established under the GBFTU, equipped, and capacitated to provide services to migrant workers.

**Lebanon:**

5. FENASOL Domestic Workers Union offers case support to MDWs in Lebanon focusing on African workers.
6. FENASOL Domestic Workers Union continues collaborating with the COTU-K within signed MoU.

**Ethiopia:**

7. CETU raised capacity of its regional representatives and peer educators to reach more than 18 thousand potential and returnee migrant workers.
8. MTDWA established Help desk to facilitate resolving grievances of domestic workers.
9. MTDWA established 9 new local level DW associations and organized 1,543 new women DW as members.

**Kenya:**

10. COTU was capacitated to deliver training to 90 migrant workers (29 male, 61 female) on awareness and access to information on ILO's principles for fair recruitment and provisions of national laws that govern labour migration.

**Uganda:**

11. The HTS-UNION signed an MoU with Uganda Association of External Recruitment Agencies (UAERA) on the 26th of May 2023. The MOU includes a joint Grievance Handling and Penalties Committee to handle grievances that may arise from placement issues.

**Nigeria:**

12. NLC Launched the trade union information guide for returning migrants and migrant workers

338. The analysis of the sustainability of the achieved results allows concluding that domains on fair recruitment, decent work and prevention of forced labour will remain priorities for the governments in the CoO in Africa, namely in Nigeria, Kenya and Morocco. In Ethiopia FAIRWAY has not engaged at policy level. The national migration policy drafted two years ago with the support of different programs including the FAIRWAY programme, has not been approved yet.

339. In the countries of destination, in the Arab states, the most notable sustainability results at the policy and institutional level to be supported by government in relation to protection of migrant men and women was observed in Kuwait. The other governments of the targeted FAIRWAY countries, e.g., Bahrain and Jordan, have demonstrated commitment on strengthening OSH protection of their workers including migrant workers. The most persistent challenges of human rights protection of migrant domestic workers remain in Lebanon.

340. Though the FAIRWAY cooperated with the Ministry of Labour on the revision of the Standard Unified Contract (SUC) for the employment of migrant domestic workers as an important step on dismantling the kafala system, the Shura Council suspended the implementation of the SUC on the ground.

**Validity of Risk Factors and Assumptions identified by the FAIRWAY programme**

341. The risks factors and assumption have been considered and updated in the course of programme implementation and well reflected in the Programme document and progress reports. The analysis of the risks and mitigation strategies proved to be valid.

342. This evaluation observed that the risks "government officials and/or social partners fail to deliver effective services to migrant workers during all the migration cycle" could hold

true. High number of persons served reported by Ethiopian consulates may compromise on quality of the services delivered to migrant men and women.

343. The shelter established by the consulates may require competent and trained service providers with practical experience of serving people in distress, gender-sensitivity and demonstrated adherence to the protocols of service delivery in accordance with human rights standards. Also, knowledge of national service providers and state structures is important for effective coordinated response.

344. The support provided by the FAIRWAY programme may fall short to ensure effective delivery of results in accordance with international practices of assisting vulnerable persons including victims of trafficking, sexual exploitation and abuse, men and women. The financial support to Ethiopian consulates should go in line with the training for the personnel of the shelters to provide support in line with international standards and practices. The sustainability prospect of the shelter supported by the FAIRWAY programme in Lebanon is questioned. It was shared during the interviews that Ethiopian government has no funds to pay around 25 000 USD monthly for its rent.

#### 7.2.2. Have the Migrant Resource Centers (MRCs) established by the FAIRWAY Programme in Uganda and Kenya are sustainable to continue delivering services to migrant men and women beyond the FAIRWAY programme?

345. The Migrant Resource Centers (MRCs) established by the FAIRWAY Programme in Uganda and Kenya have various level of sustainability. Though in both countries the MRCs were established at the premises of the partners – in Uganda at the trade union, while in Kenya at the government premises, the MRCs established in Kenya showed higher level of sustainability.

346. For the short period six MRCs were established at the government premises in Nairobi, Mombasa, Eldoret, Kisumu, Machakos and Thika. The provision of services to migrant men and women at the MRCs were included as a part of job description of National Employment Authority (NEA) officials. The services were provided as in face-to-face as in a distant mode – through the Toll-Free number. The MRC established in Uganda has not reached great number of persons and its operations need further support, including raising awareness about the MRC services to the potential clients.

347. To ensure the sustainability of the results achieved by the FAIRWAY Programme and to address the differentiated effects for men, women, and vulnerable migrants, the programme implemented a variety of strategies. These strategies have been developed in collaboration with constituents and other national counterparts to maintain the results during the final phase of the program and ensure continuity of results achieved:

- a. **Collaboration with the Ministry of Labor and Social Protection.** The programme engaged the Ministry in awareness and capacity building initiatives of Labor Officers in issues around labor migration, equipping them with the necessary skills and knowledge to handle such matters effectively. Through this, the officers trained are now capable of handling labor migration issues beyond the life of the programme.

The engagement also triggered the establishment of the Labor Migration Directorate that will be a fully-fledged office tasked with handling labor migration issues. Currently, review of documents reveals that the government has already advertised for the various available positions to ensure that the directorate is up and running. The operationalization of this directorate signifies that there is evident goodwill from the Ministry to address labor migration and further affirm the government's commitment to ensure that labor migration issues are systematically and effectively addressed beyond the programme.

- b. **Policy-level changes.** The development and potential enactment of the Labor Migration Management Bill 2023 and the approval of Labor Migration Policy which were supported by the programme are key steps toward sustainable change. These policies aim to provide comprehensive legal and regulatory frameworks for labor migration, extending their impact to grassroots levels. These policies, once enacted, will provide a legal framework for continued support and protection of migrant workers.
- c. **Grassroots/local community engagement:** The training of community leaders and involvement of local administration in labor migration discussions at the grassroots level are seen as crucial for sustainability. The community engagements have also ensured that community leaders and local authorities understand the existing legal and regulatory frameworks on labor migration. This has the potential of ensuring that labor migration becomes a crucial part of the agenda at the community level where most migrant workers are drawn from even beyond the life of the project.
- d. **Establishment and operationalization of the MRCs:** The establishment of these centers under the National Employment Authority offers a sustainable way to provide information and assistance to migrant workers throughout their migration cycle.

348. It is evident that Fairway programme has employed strategies that collectively will contribute to a sustainable framework where the achievements of the Programme can be maintained and built upon, ensuring continued support and protection for migrant workers.

#### KEY FINDINGS ON SUSTAINABILITY:

349. The domains on fair recruitment, decent work and prevention of forced labour will remain priorities for the governments in the CoO in Africa, namely in Nigeria, Kenya and Morocco. In the countries of destination, in the Arab states, the most notable sustainability results at the policy and institutional level to be supported by government in relation to protection of migrant men and women was observed in Kuwait. The governments of Bahrain and Jordan demonstrated commitment on strengthening OSH protection of their workers including migrant workers. The most persistent challenges of human rights protection of migrant domestic workers remain in Lebanon. Though the FAIRWAY cooperated with the Ministry of Labour on the revision of the Standard Unified Contract (SUC) for the employment of migrant domestic workers as an important step on dismantling the kafala system, the Shura Council suspended the implementation of the SUC on the ground.



## 5. CONCLUSIONS AND LESSONS LEARNED

### 5.1. Conclusions

350. The FAIRWAY programme being the largest programme of the ILO on labour migration with the engagement of high number of countries in Africa (Kenya, Ethiopia, Uganda, Nigeria, Morocco), and in the Arab states (Bahrain, Jordan, Lebanon, Kuwait, Oman) contributes to the achievement of SDGs 5, 8 and 10 and with the Objective 3 of the UN Global Compact for Safe, Orderly and Regular migration.

351. The FAIRWAY programme strategically placed and strengthened ILO leadership role on decent work in labour migration and outlined priorities for actions under the domains of International Labour Standards, Skills, Fair recruitment, Data, Social Protection, Temporary Labour Migration, Irregular Labour Migration, Bilateral agreements, Collaboration with relevant institutions that deal with labour migration. Programme is fit within the international and national frameworks on labour migration and within the discussions at the ILO on related subjects, e.g., the resolution and conclusions concerning fair and effective labour migration governance following the discussions at the International Labour Conference in 2017 and ILO Governing Body decision on temporary labour migration programmes (2022).

352. The implementation of the FAIRWAY programme, and specifically its outcomes 1 and 2, supports the achievement of the outcome 7.5 “Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers” of the Programme & Budget outcomes of the ILO (2020-21 and 2022-23). The FAIRWAY programme established cooperation with a wide range of partners strengthening capacity to reach intended outputs and outcomes. The key strategic relationships were established with the AUC and the GCC which helped to maintain the dialogues on sub-regional and regional development. The cooperation with the UN agencies, such as the IOM, UN Women and OHCHR allowed making a significant progress in a discussion of the absconding in the Arab states motivating the states of the GCC to start kafala reforms. At the regional level in Africa, the FAIRWAY goals correspond to the strategic goals of the African Union and the strategic goals of the regional communities of Africa, namely ECOWAS, EAC, IGAD. The FAIRWAY outcomes support the protection of migrants’ rights, the promotion of fair recruitment practices, labour migration governance and decent work for migrant men and women. In the region of Arab states, the FAIRWAY programme addresses the deficits of decent work in the construction sector with the high share of male workers and in the domestic work sector with high share of female workers. The largest regional organizations such as the Gulf Cooperation Council and the League of Arab States do not reflect migration as a priority in the

strategic development documents. The interviews with the stakeholders informed this evaluation that migration remains a sensitive issue and the FAIRWAY programme works in a complex environment by trying to sensitize the Arab states on the necessity to abolish the kafala system.

353. The effectiveness of the FAIRWAY Programme is assessed by this evaluation as high. Though the FAIRWAY was planned as an inter-regional programme, it resulted as a successful large-scale intervention at the global level. The FAIRWAY supported FAIRWAY-MFA-SARTUC-ITUC Africa collaboration to bring CSOs and trade unions in Africa and Arab states around a joint coalition and exchange (2021) and a Multi-Regional Trade Union Dialogue (2023) with a participation of six regional trade unions to build a stronger solidarity and connection between these organizations.

354. The FAIRWAY Programme achieved the expected results (outputs) at the multi-regional, inter-regional, regional, sub-regional and country level to a high extent. Planned outputs at the inter-regional level were delivered as they were initially planned. The interregional meeting organized by the ILO and African Union Commission (AUC) in 2021 gathered over 200 participants from governments, RECs in Africa, employers' and workers' representatives, civil society organizations, academia as well as international development partners and United Nations agencies working in Africa and the Arab States. Though an interregional dialogue between Africa and Arab States, with a Ministerial-level discussion, proposed by Qatar at this event though it did not take place in Doha in September 2023 as it had been planned, there is still a demonstrated level of commitment on the part of Qatari government to hold an event in 2024. The FAIRWAY knowledge products including the research on migration from Africa to Arab states, policy notes on inter-regional migration dialogue between Africa and Arab states, including ILO 2023 Guidance Note on Wage Protection for Migrant Workers, were exposed to 17,581 people in Africa and Arab states exceeding the planned target of 2,500 people.

**355. At the regional level** the FAIRWAY programme exceeded the targets planned in the CoO in Africa and in CoD in the region of Arab states. The most notable event supported by the FAIRWAY was the continental conference on migration in Africa held in October 2023. The communiqué issued as a result of this conference allowed strengthening the voices of African countries of origin and manifest joint approach on migration according to the human-rights based approach.

**356. At the sub-regional level**, in the CoO in Africa the FAIRWAY organized a Symposium on improving information and Services for Migrant Workers through MRC held in Uganda in 2023. The Symposium allowed sharing best international practices and lessons learned between representatives of Ministries, Trade Unions and ILO from Nigeria, Kenya, Indonesia, Vietnam, Ethiopia, Philippines, South Sudan, Somalia, Tunisia, Ivory Coast, Switzerland and Uganda. In the CoD the FAIRWAY conducted two important events regional GCC Meeting on Absconding, 2023 and Regional GCC Meeting on Wage Protection Systems, 2024. These events were crucial to motivate the GCC states on further reforms under the domain of labour migration.

**357. At the country level**, the FAIRWAY programme met all the targets planned in the CoD and the CoO at the rate of at least 75%. The performance of the countries towards achievement of results at the policy, institutional and individual level is assessed at the medium extent in the CoD and at the high extent in the CoO. It is important to note that in the Arab states the topic of migration remains a highly sensitive issue. Nevertheless, all countries targeted in CoD showed achievement of policy and

institutional level results. In Kuwait to a high extent, while in Bahrain, Jordan and Lebanon to a medium extent. In Africa where the political environment is a more conducive to the development interventions the FAIRWAY programme achieved results in Kenya, Uganda and Nigeria to a high extent and in Ethiopia to a medium extent. In Morocco this evaluation assessed the achievement of policy and institutional level results to a low extent. However, some promising results are expected in the field of better migration governance through the fruitful cooperation with government agencies.

358. This evaluation found that the implementation of the FAIRWAY resulted in moderately-defined migration corridors such as Kenya – Lebanon migration corridor; Ethiopia – Lebanon migration corridor; Nigeria – Bahrain migration corridor; Uganda – Jordan migration corridor - activities were implemented in both CoO and CoD with the participation of at least two tripartite actors (government, trade unions, employers’ organizations) which resulted in medium term and sustainable partnerships and / or results at policy, institutional and individual level.

359. The FAIRWAY Programme considered/mainstreamed cross-cutting issues in the project implementation across migration corridors and at the country level to a various extent:

- High extent: International Labour Standards (ILS) and Human Rights
- Medium extent: Social dialogue and Gender Equality
- Low extent: Environmental Sustainability and Disability Inclusion

360. This assessment was based on the extent of integration of cross-cutting issues at all phases of the Project Cycle Management of the FAIRWAY programme. The FAIRWAY integrated ILS and Human Rights at all phases of the PCM mainstreaming these cross-cutting issues through work with partners at the policy, institutional and individual level. Establishing social dialogue across migration corridors and at the country level was challenging given limited freedom of association in some countries in the Arab states. In this light the FAIRWAY support to the migrant men and women in the CoD to establish trade unions was of paramount importance.

361. The representation of the CTA in both of the regions was appreciated by the stakeholders but it was learned that equal distribution of power led to the lack of authorized power to reinforce the higher, inter-regional component of the FAIRWAY programme. This evaluation revealed that existing reporting lines are conducive to ensure coordinated delivery of a programme in both regions. The provision of the technical oversight at the regional and HQ level supported the achievement of the results in efficient manner through application of best practices to the regional context (e.g. ILO Media toolkit for journalists) and assistance to the states in the development of new intervention models to meet their needs (e.g. MIGRANT Department assisted Kenya on drafting the model of the Welfare Fund for Migrant workers).

362. The establishment of MRCs in the Africa was efficient in terms of avoiding duplication of efforts (e.g. FAIRWAY capacitated previously established MRCs in Nigeria), utilizing resources in place (e.g. in Uganda and Kenya the FAIRWAY established MRCs at the premises of trade unions and governments), and conducting feasibility study to expand the MRCs to different locations in Kenya. The assessment of MRCs in Kenya operated by the government is currently assessed at a “medium” rate in terms of limitation of staff, space and the need to strengthen operation procedures. However, given the fact that MRC is being run by the government, expanded to six locations in

Kenya and embedded into the national migration framework of Kenya gives high sustainability prospects of this intervention model.

363. The support provided by the FAIRWAY programme to Ethiopian embassies in setting up and strengthening the temporary shelters was mentioned by the officials as an important and timely support which allowed assisting large number of migrant workers in distress. The relief support provided in the form of COVID assistance is found to be very important to better engage government stakeholders. After COVID assistance, Ethiopian embassies were able to hire additional local staff, which significantly helped them process the repatriation of thousands of returnees in a short period of time.

364. This final evaluation found that the domains on fair recruitment, decent work and prevention of forced labour will remain priorities for the governments in the CoO in Africa, namely in Nigeria, Kenya and Morocco. In Ethiopia FAIRWAY has not engaged at policy level. The national migration policy drafted two years ago with the support of different programs including the FAIRWAY programme, has not been approved yet. In the countries of destination, in the Arab states, the most notable sustainability results at the policy and institutional level to be supported by government in relation to protection of migrant men and women was observed in Kuwait. In Bahrain and Jordan governments demonstrated commitment on strengthening OSH protection of their workers including migrant workers.

365. The most persistent challenges of human rights protection of migrant domestic workers remain in Lebanon. Though the FAIRWAY cooperated with the Ministry of Labour on the revision of the Standard Unified Contract (SUC) for the employment of migrant domestic workers as an important step on dismantling the kafala system, the Shura Council suspended the implementation of the SUC on the ground.

366. The FAIRWAY intervention achieved impact level results in the region of Arab states but given limited freedom of association and collective bargaining their sustainability prospects are still fragile and need further support. Migrant Resource Centers established at trade unions and community organizations could be instrumental in the countries of CoD to protect migrant men and women through post-departure assistance and return, given that migrant workers sometimes fear approaching government led services.

367. While protection focus of the programme is important, the implementation of the Outcome 4 should be strengthened in the CoD. The FAIRWAY design provisioned the Output 4.2 “Low-skilled migrant workers have access to skills training and opportunities for professionalization in the pre-departure phase, while working abroad, and upon return” yet the scope of work was planned in the CoO while the work on the recognition of skills of the domestic workers should be undertaken in the CoD. In the CoO the FAIRWAY cooperated with National Industrial Training Authority (NITA) to develop Home Care Training Curriculum aimed at improvement of quality of skills training intended for domestic workers going to Arab countries. This serves as a good example of uplifting the status of the domestic work qualifications addressing historical discriminative gender perceptions of low-paid domestic work performed usually by women.

## Lessons Learned

368. The FAIRWAY implementation resulted in four (4) lessons learned of potential application by the ILO programmes and other development programmes including of the UN agencies and the SDC, the donor. The detailed description of these lessons learned could be found in the Annex E to this report.

**369. Lesson learned 1.** The programme of such scale and ambitions should have provisioned gender analysis and gender strategy at the stage of programme inception.

**370. Lesson learned 2.** The support of M&E consultant of high qualification was important to ensure coherent monitoring and reporting on programme results across country, regional and inter-regional levels.

**371. Lesson learned 3.** Provision of two CTAs in both regions though simplifies delivery of results at the regional level but doesn't allow for managing results at the inter-regional level.

**372. Lesson learned 4.** Joint research on Wage Protection Systems in the GCC facilitated by the GCC bureau and collaboration of the UN agencies allowed strengthening international appeal on kafala reforms in the Arab states region.

### 5.3. Good Practices

**373. This final evaluation collected ten good practices as a result of the FAIRWAY implementation to be of further application by the trade unions, governments, employers and the development actors. The detailed description of these good practices could be found in the Annex F to this report.**

**Good practice 1.** The Domestic Workers Union was established, equipped and capacitated to provide services to migrant workers. *Source: Bahrain*

**Good practice 2.** The fellowship on journalism between Uganda and Jordan universities resulted in joint collaboration between Jordanian and Ugandan youth to cover stories of migrant men and women. *Source: Jordan*

**Good practice 3.** The cooperation between the trade unions of Kenya and Lebanon resulted in strengthened approach to protect Kenyan migrant domestic workers in Lebanon. *Source: Kenya – Lebanon*

**Good practice 4.** The innovative initiative “Women’s Circles” aprobated in Kuwait increased understanding of the behavior of female employers of domestic workers. *Source: Kuwait*

**Good practice 5.** The support of women-led community-based organizations allowed human-rights protection of the most vulnerable migrant women and children – victims of forced labour, detained women, including women with children. *Source: Lebanon*

**Good practice 6.** Six MRCs were established at the government premises (National Employment Authorities) in Kenya to provide services to migrant men and women at the MRCs across various locations via face-to-face mode and a Toll-free Hot line. This

increased regional coverage of the services available to potential migrant men and women. *Source: Kenya*

**Good practice 7.** The support to the Consulates of Ethiopia in KSA and Lebanon proved to be efficient which resulted in return of 37,800 (45% women) Ethiopian migrant workers to their country of origin during the COVID-19 pandemic. *Source: Ethiopia*

**Good practice 8.** The training provided by the ITC-ILO on the design and bargaining BLA to the Ugandan stakeholders resulted in application of knowledge during the negotiation process on the BLA between Uganda and KSA. The signed BLA included a Joint Technical Committee to monitor implementation of the BLA regarding the human and labour rights of Ugandan migrant workers. *Source: Uganda*

**Good practice 9.** The technical assistance provided by the FAIRWAY programme resulted in the design and adoption of a Gender Mainstreaming Strategy in Nigeria (GMS). *Source: Nigeria*

**Good practice 10.** FAIRWAY supported Building Responsibly – a global industry group in construction - to strengthen knowledge of companies on practical ways to ensure decent work for migrant construction workers in the Arab states (especially GCC)

## 6. RECOMMENDATIONS

	ADDRESSED TO	PRIORITY	RESOURCE	TIMING
1	<b>To the ILO governing body.</b> To establish ILO country offices in the countries of the GCC region with highest number of migrant men and women, e.g., Kingdom of Saudi Arabia (KSA) and United Arab Emirates (EAU) to develop cooperation with policy makers on kafala reforms in line with international labour standards (ILS)	High	High	24 months
2	<b>To the MIGRANT at the ILO HQ.</b> To support the countries of origin and countries of destination on joint monitoring of the signed BLAs through the technical support and participation in the monitoring missions	High	Low	12 months
3	<b>To the ROAS.</b> To develop a plan of actions with other UN agencies to assist the Arab states countries on kafala reforms	High	Low	12 months



4	<p><b>To the HQ, ROAS and ROAF.</b> To initiate a high-level tripartite plus forum in the GCC region on Africa and Arab states migration in joint collaboration with the AUC, GCC and the League of Arab states to invigorate discussions on kafala reforms, joint monitoring of the BLAs and human rights protection of migrant men and women</p>	High	High	24 months
5	<p><b>To the FAIRWAY team in ROAS.</b> To align the activities on OSH in construction with the initiatives and projects of the ILO Flagship programme Safety + Health for All and the Vision Zero Fund focused on OSH in construction in favor of other sectors, e.g., agriculture, hospitality, transportation</p>	Medium	Low	6 months
6	<p><b>To the FAIRWAY team in ROAS.</b> To develop robust gender equality strategy to address the needs of male migrant workers, including of male domestic workers in Saudi Arabia, and the needs of women domestic workers faced in the Arab states</p>	High	Low	6 months
7	<p><b>To the FAIRWAY Team in Africa.</b> To ensure access to the MRC services to the various groups of population by offering face-to-face and online services, access to the persons with disabilities and gender-sensitive services for young men and women. Special needs of women with children should be considered by offering them flexible employment opportunities in the countries of origin. Prevention of sexual exploitation and abuse and raising awareness on the risks of HIV should be integrated through services and training of the consultants and contractors working with beneficiaries – migrant men and women.</p> <p>Further, the MRCs should consider developing and utilizing technology-based platforms like mobile apps, hotlines, and online resources to provide readily accessible information and support to migrant workers, regardless of their location. Another key area that needs attention is strengthening pre-departure and return migration support. The MRCs should offer pre-departure training on safe migration practices, labor rights, and</p>	High	High	6 months



	destination country information to potential migrant workers as currently it is being done in a non-structured manner. Provide reintegration support for returning migrants, including skills development and job placement assistance should also be integrated into the operational manual of the MRCs.			
8	<b>To the FAIRWAY Team in Africa.</b> To build on achieved results of enhanced cooperation between the trade unions, migrant workers (men and women), MRCs and Private Recruitment Agencies by motivating them to contribute to the development and usage of the Migrant Recruitment Advisor of the International Trade Union Confederation (ITUC) to identify unethical recruitment practices on the part of PRA and support migrant men and women in filing complaints and protecting their rights.	High	High	6 months
9	<b>To MIGRANT, HQ.</b> To foster inter-regional component of the FAIRWAY programme by establishing a specific position of a CTA or a coordinator in charge of inter-regional activities.	Medium	Medium	6 months
10	<b>To ROAS and ROAF.</b> To strengthen skills component of the FAIRWAY programme through uplifting skills of migrant workers (men and women) in domestic work in Africa and strengthened work on recognition of skills of domestic workers in the Arab states	High	High	6 months
11	<b>To the ROAS.</b> To address the needs of the Arab states in increasing participation of women in national labour force through encouraging the states to increase investments into national care economy and creating favorable working conditions for women with children of pre-school age.	High	High	6 months

## ANNEXES

### **ANNEX A List of Documents Analyzed**

#### LIST OF THE DOCUMENTS ANALYZED

##### **A. Key documents related to the FAIRWAY Programme Cycle Management**

1. ILO FAIRWAY Project Document (PRODOC)
2. ILO FAIRWAY Submission to extension document
3. ILO FAIRWAY Global Work Plan, Year 1
4. ILO FAIRWAY Annual Work Plan, 2022
5. ILO FAIRWAY Annual Work Plan, 2023
6. ILO FAIRWAY Performance Plan
7. ILO FAIRWAY Theory of Change in the countries of origin (CoO) and in the countries of destination (CoD). Power Point Presentation.
8. FAIRWAY Project Monitoring Plan. Updated in September 2023
9. FAIRWAY Project Monitoring Plan with M&E Tool and Narrative Update (September 2023). Excel sheet.
10. FAIRWAY List of M&E Tools and Evidences
11. ILO FAIRWAY Overview of the M&E System. Power Point Presentation.
12. Note for the file, 2021. Global Steering Committee meeting

13. Note for the file, 2022. Global Steering Committee meeting
14. ILO Programme and Budget, 2022-2023
15. ILO FAIRWAY 1<sup>st</sup> Annual Progress Report. 1 December 2019 – 30 June 2020
16. ILO FAIRWAY 2<sup>nd</sup> Annual Progress Report. 1 July 2020 – 30 June 2021
17. ILO FAIRWAY 2<sup>nd</sup> Annual Progress Report. 1 July 2020 – 30 June 2021. Annex A. Risk Register
18. ILO FAIRWAY 2<sup>nd</sup> Annual Progress Report. 1 July 2020 – 30 June 2021. Annex B. Project Monitoring Plan
19. ILO FAIRWAY 2<sup>nd</sup> Annual Progress Report. 1 July 2020 – 30 June 2021. Annex C. Programme Newsletter
20. ILO FAIRWAY 3<sup>rd</sup> Annual Progress Report. 1 July 2021 – 30 June 2022
21. ILO FAIRWAY 4<sup>th</sup> Annual Progress Report. 1 July 2022 – 30 July 2023.
22. ILO FAIRWAY Evaluability Review, Javier Varela, November 2020
23. ILO FAIRWAY Gender Analysis, July 2023
24. ILO FAIRWAY Mid-Term Evaluation Report, 6 September 2022
25. ILO FAIRWAY Programme Mid-Term Evaluation Programme Management Response

**B. Documents related to the FAIRWAY Programme Indicators**  
**C. Documents related to the FAIRWAY activities in Arab states**  
**D. Document related to the FAIRWAY activities in Africa**  
**E. Documents related to the inter-regional FAIRWAY activities**  
**F. External Documents**

26. [Resolutions adopted by the International Labour Conference at its 105th Session \(ilo.org\)](#)
27. [Governing Body, 346<sup>th</sup> Session, Geneva, October-November 2022. GB.346/POL/1. Temporary Labour Migration](#)
28. Locked down and in limbo: The global impact of COVID-19 on migrant worker rights and recruitment. Katharine Jones, Sanushka Mudaliar, Nicola Piper, 19 April 2021, FAIR II, ILO
29. [Migration in Africa and the Middle East | IOM, UN Migration](#)
30. [Migration Policy Framework for Africa and Plan of Action \(2018 – 2030\) \(un.org\)](#)
31. ILO Global Estimates on International Migrant Workers, 2021
32. Africa Labour Migration to the GCC states: the case of Ghana, Kenya, Nigeria and Uganda. An African Trade Union Overview by Kennedy Atong, Emmanuel Mayah, and Akhator Odigie. ITUC – Africa, 2018
33. UN World Population Prospects
34. [UNFPA World Population Dashboard. Ethiopia](#); [World Bank website, Ethiopia](#)

35. [Ethiopia - Country Profile - Destination Ethiopia - Nations Online Project](#)
36. [Ethiopian National Voluntary Review conducted in 2022 by Ministry of Planning and Development](#)
37. IOM Ethiopia: 2023- Migration Management Overview
38. [Kenya - Republic of Kenya - Country Profile - Nations Online Project](#)
39. The World Bank in Kenya <https://www.worldbank.org/en/country/kenya/overview>
40. Quarterly Labor Force Report [https://www.knbs.or.ke/download/quarterly-labour-force-report-2022\\_quarter\\_4/?wpdmdl=6990&refresh=655514ab48a8c1700074667](https://www.knbs.or.ke/download/quarterly-labour-force-report-2022_quarter_4/?wpdmdl=6990&refresh=655514ab48a8c1700074667)
41. [Kenya Trains Domestic Workers in Middle East About Rights](#)
42. [Uganda - Country Profile - Nations Online Project](#)
43. [Socio Economic Update of Uganda-First Edition Oct 2022.pdf \(undp.org\)](#)
44. [Nigeria - Country Profile - Nations Online Project](#)
45. [Nigeria Overview: Development news, research, data | World Bank](#)
46. [UNODC Observatory on Smuggling of Migrants. Focus on smuggling migrants from Nigeria. Key Findings on the Characteristics of Migrant Smuggling of Nigerians First Edition | 25 March 2020](#)
47. [Morocco - a Country Profile - Nations Online Project](#)
48. [La migration marocaine dans les pays du Golfe \(eui.eu\)](#)
49. [Qatar is currently the wealthiest country in the Arab World - Fast Company Middle East | The future of tech, business and innovation. \(fastcompanyme.com\)](#)
50. IOM World Migration Report 2022
51. [Situation report on international international migration 2021: Building forward better for migrants and refugees in the Arab region \(unescwa.org\)](#)
52. Key findings from mapping of stocks and flows of African workers to Arab States, ILO
53. [Reforming the Kafala System\\_july 3.indd \(ilo.org\)](#)
54. [Bahrain - A Country Profile - Nations Online Project](#)
55. [Kuwait - A Country Profile - Nations Online Project](#)
56. Economic Report, 2022. Kuwait. Swiss Confederation
57. [United Nations. Kuwait common country analysis, 2021](#)
58. [UN Kuwait. Common Country Analysis, 2021](#)
59. دائرة الإحصاءات العامة – Department of Statistics | دائرة الإحصاءات العامة (dos.gov.jo)
60. [Jordan - Hashemite Kingdom of Jordan, Country Profile - Nations Online Project](#)
61. International Monetary Fund, Jordan 2023 Review, June 2023
62. [Hashemite Kingdom of Jordan Understanding How Gender Norms in MNA Impact Female Employment Outcomes 01.06.20218](#)
63. Jordan: education, labour market, migration Annex B to “Dutch labour market shortages and potential labour supply from Africa and the Middle East” (SEO Report No. 2019-24)
64. Migration profile : Jordan (eui.eu)
65. World Bank Data <https://data.worldbank.org/indicator/SL.TLF.CACT.ZS?locations=JO>

66. <https://www.un.org/en/development/desa/population/migration/data/estimates2/countryprofiles.asp>
67. Internal ILO Bi-annual country report, 2023
68. [Lebanon Overview: Development news, research, data | World Bank](#)
69. [Lebanon Net Migration Rate 1950-2023 | MacroTrends](#)
70. [Lebanon follow-up Labour Force Survey – January 2022. Factsheet.](#)
71. [City Migration Profile Beirut. UN-HABITAT, ICMPD, UCLG](#)
72. [‘She just vanished’: Ethiopian domestic workers abused in Lebanon | Conflict | Al Jazeera](#)
73. [Ethiopia-Lebanon labour agreement contains little protection for domestic workers | Middle East Eye](#)
74. UNEG Norms and standards for evaluation, 2016
75. [AFRICAN UNION \(au.int\)](#)
76. The Lebanon Decent Work Country Programme 2017-2020
77. The Kuwait Decent Work Country Programme 2018-2020
78. [Stratégie National d’Emmigracion et d’Asil](#)
79. [The European Union, ILO and Kuwait join efforts to advance just transition ahead of COP-28](#)
80. [Texts of pending comments \(ilo.org\)](#)
81. [Resolutions adopted by the International Labour Conference at its 105th Session \(ilo.org\)](#)
82. [Kuwait: Relaxed Immigration Law Forthcoming | Fragomen, Del Rey, Bernsen & Loewy LLP](#)
83. ILO (2016). Intertwined. A Study of Employers of Migrant Domestic Workers in Lebanon, International Labour Office, Geneva.
84. [https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO::P13100\\_COMMENT\\_ID,P13100\\_COUNTRY\\_ID:4290243,103147](https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:13100:0::NO::P13100_COMMENT_ID,P13100_COUNTRY_ID:4290243,103147)
85. [MWPS welcomes union for Domestic workers \(bahrainthisweek.com\)](#)
86. ILO brief [Civil Society Organizations and Labour Migration in Nigeria: Learning from the FAIRWAY Global Programme](#)
87. [Driven to despair: Male domestic workers in Saudi - Migrant Rights \(migrant-rights.org\)](#)

## ANNEX B List of Persons Interviewed

### SUMMARY STATISTICS

**Total Number of interviews conducted:** 63

**Persons participated:** 82 persons (42 men and 40 women).

### List of interviews with ILO officials, constituents and partners

TIME	DATE
	07 December 2023
<b>In-person, Individual Interview</b>	Ms. Suha Labadi, FAIRWAY National Coordinator in Jordan, ILO
	11 December 2023
<b>Online, Individual Interview</b>	Mr. Geremew Aklessa, Mulu Tesfa Domestic Workers Associations, Ethiopia
	12 December 2023
<b>Online, Individual Interview</b>	Mr. Mustapha Said, Regional Workers' Specialist, ACTRAV, ILO ROAS
<b>Online, Individual Interview</b>	Mr. Aklilu, DOT,
<b>Online, Individual Interview</b>	Mr. Fiseha Melese, Agar Ethiopia
	13 December 2023
<b>In-person, Individual Interview</b>	Ms. Linda Kalash, NGO "TAMKEEN", Jordan

TIME	DATE
<b>In-person, Individual Interview</b>	Ms. Majd Hamman, Consultant – Hemaya platform, Jordan
<b>Online, Individual Interview</b>	Ms. Safa Baroudi, Middle East University Graduate, Jordan
14 December 2023	
<b>Online, Individual Interview</b>	Ms. Grace Sebageni (part 1), FAIRWAY CTA in Africa, ILO
<b>Online, Individual Interview</b>	Ms. Sophia Kagan (part 1), FAIRWAY CTA in the Arab states, ILO
<b>Online, group Interview</b>	Ms. Tsigereda Brihanu and Ms. Banch Yimer, NGO “Egna Legna, Lebanon
<b>In-person, group Interview</b>	Mr. Duncan Omondi and Mr. William Wandera, Federation of Kenya Employers (FKE)
<b>In-person, group Interview</b>	Mr. Eliab Muriithi and Mr. Amos Mbugua, Association of Skilled Migrant Agencies of Kenya (ASMAK)
<b>Online, Individual Interview</b>	Mr. Yibeltal, consultant
<b>Online, Individual Interview</b>	Mr. Temesgen Oumer, Consul General of the Federal Democratic Republic of Ethiopia, Beirut, Lebanon
<b>Online, Individual Interview</b>	Mr. Basanta Kumar, Technical Officer, ILO Ethiopia
<b>Online, Individual Interview</b>	Mr. Peter van Rooij, ILO HQ, Multilateral Partnerships and Development Cooperation Department, Director
15 December 2023	
<b>Online, Individual Interview</b>	Ms. Zeina Mezher, Senior Project Coordinator, WE CARE, ILO ROAS
<b>Online, Individual Interview</b>	Ms. Sophia Kagan (part 2), FAIRWAY CTA in the Arab states, ILO ROAS
<b>Online, Individual Interview</b>	Ms. Grace Sebageni (part 1), FAIRWAY CTA in Africa, ILO
18 December 2023	
<b>In-person, individual Interview</b>	Mr. Abed Aljawad Alnatsheh, FAIRWAY National Coordinator, ILO Jordan
<b>Online, Individual Interview</b>	Mr. Charles Autheman, <b>Equinoxes</b> , Consultant
<b>Online, Individual Interview</b>	Ms. Eliza Marks, Technical Officer, MIGRANT Unit, ILO HQ
<b>Online, Individual Interview</b>	Ms. Meselech, Returnee from Lebanon to Ethiopia
<b>Online, Individual Interview</b>	Ms. Wubalem, Returnee from Lebanon
<b>Online, Individual Interview</b>	Ms. Hana Sebsibie, Returnee from Lebanon



TIME	DATE
19 December 2023	
<b>Online, Individual Interview</b>	Mr. Max Tunon, Head of Qatar Office, ILO
<b>Online, Individual Interview</b>	Ms, Sophia Kagan (part III), FAIRWAY CTA in the Arab states, ILO ROAS
20 December 2023	
<b>Online, Individual Interview</b>	Mr. Peter Rademaker, Deputy Regional Director, ILO
<b>Online, Individual Interview</b>	Ms. Farah Abdallah, Project Coordinator, FENASOL, Lebanon
<b>Online, Individual Interview</b>	Ms. Suneetha Eluri, ILO Workers Centre, ILO Jordan
<b>Online, Individual Interview</b>	Ms Samia Kazi Aoul, Labour migration specialist, ILO MIGRANT, HQ
<b>Online, Individual Interview</b>	Ms. Lea Bou Khater, Technical Office, ILO ROAS
20 December 2023	
<b>Online, Individual Interview</b>	Mr. Paolo Salvai, Employers Dep. Manager, ITC ILO
<b>Online, Individual Interview</b>	Mr. Ryszard Cholewinski, Regional Labour Migration & Mobility Specialist, ILO ROAS
20 December 2023	
<b>In-person, Individual Interview</b>	Ms. Winnie Helida, National Employment Authority (NEA), Kenya
<b>Online, Individual Interview</b>	Mr. Vincent Ombati, Kenya Association of Private Recruitment Agencies (KAPEA)
2 January 2024	
<b>Online, Individual Interview</b>	Niyama Rai, Technical Officer, ILO Project Office in Doha
<b>Online, Individual Interview</b>	Ms. Coumba Diop, Regional Labour Migration & Mobility Specialist, ILO, ROAF
3 January 2024	
<b>Online, Individual Interview</b>	Ms. Nihal Akl, Head of Labour Mobility, IOM Bahrain
<b>Online, Individual Interview</b>	Ms. Henriette Mccool, Social Innovation & Human Rights Manager, VINCI
5 January 2024	
<b>Online, Individual Interview</b>	Ms. Teresa Wabuko, Focal Person for Labour Migration Central Organization of Trade Unions, Kenya (COTU-K)
<b>In-person, Individual Interview</b>	Ms. Siham Nusaibeh, ILO Kuwait, National Coordinator

TIME	DATE
09 January 2024	
<b>In-person, Individual Interview</b>	Mr. Caleb Okello, Director for Cooperate Affairs National Employment Authority (NEA), Kenya
<b>In-person, Group Interview</b>	Mr. Ali Hossayan, head of the Labor & Industry Department, Kuwait Chamber of Commerce and Industry (KCCI Kuwait) Mr. Mashael Motawwa'a, researcher
<b>In-person, Group Interview</b>	Mr. Fahad Mourad, Head of manpower protection department, Public Authority for Manpower (PAM) Ms. Sondos Al Theeb, Foreign Relations Department, PAM Mr. Khalid Al Sabah, Head of Domestic Workers Department (DWD), Public Authority for Manpower (PAM)
<b>In-person, Group Interview</b>	Dr. Tahseen (Ms.), Ms. Noor and Ms. Areej Women Circles trainers, Kuwait
10 January 2024	
<b>Online, Individual Interview</b>	Mr. Javier Varela, FAIRWAY M&E consultant
<b>Online, Individual Interview</b>	Mr. Mahmoud Kanaan, Operations Team Leader / Human Resources, CANAR – Private Sector Company, Kuwait
<b>In-person, Individual Interview</b>	Ms. Ann Abunda, Founder, Sandigan Kuwait
<b>In-person, Individual Interview</b>	Mr. Naser Al-Azmy, General Secretary, Kuwait Trade Union Federation
12 January 2024	
<b>Online, Individual Interview</b>	Ms. Jesca Angida, National FAIRWAY Programme Coordinator, ILO Uganda
<b>Online, Individual Interview</b>	Mr. William Gois, Regional Coordinator in the Arab States, Migrant Forum Asia
<b>In-person, Individual Interview</b>	Mr. Kephass Odhiambo, Senior Labour Officer, Ministry of Labour and Social Protection Mr. Peter Mutema, Senior Labour Officer, Ministry of Labour and Social Protection Mr. Francis Lenarum, Senior Labour Officer, Ministry of Labour and Social Protection
<b>In-person, Individual Interview</b>	Mr. Duncan Omondi, Projects Manager, Federation of Kenya Employers (FKE)

TIME	DATE
	Mr. William Wandera, Projects Manager, Federation of Kenya Employers (FKE)
14 January 2024	
<b>In-person, Individual Interview</b>	Mr. Charles Nyangute, Managing Partner, Devconsult Management Services, Kenya
22 January 2024	
<b>Online, Individual Interview</b>	Ms. Elisa Franche, Director, en. v earth (civil society organization), Kuwait
23 January 2024	
<b>Online, Individual Interview</b>	Ms. Noor Khatib, Program coordinator at env, women's circle member and member of women's advisory group (WAG), Kuwait
5 February 2024	
<b>Online, Individual Interview</b>	Mr. Hamada Abu Nijmeh, Director, Workers' House, Jordan
<b>Online, Individual Interview</b>	Mr. Mohammad Maaytah, General Federation of Jordanian Trade Unions (GFJTU). Arab Trade Union Confederation
<b>Online, Individual Interview</b>	Dr. Ruba Zaidan (Ms), Lecturer in Middle East University, Jordan
6 February 2024	
<b>Online, Individual Interview</b>	Mr. Mustafa Alshaikh and Hani Mahfoodh, Director of Inspection and Occupational Safety, and Expert, at MOL, respectively, Bahrain

## ANNEX C Terms of Reference



### Final Independent Evaluation of FAIRWAY Programme Call for Expressions of Interest

The Evaluation Office of the International Labour Organization (ILO/ ILO-EVAL) is seeking expressions of interest from an independent international qualified evaluation consultant team to conduct a final evaluation of the above project.

The duration of the assignment is an estimated total of 35-45 working days. The evaluation should be conducted in a hybrid mode by a team led by one international consultant with labour migration expertise along with a team of national consultants, based in the FAIRWAY Programme countries – two in Africa (Uganda, Kenya, Nigeria or Ethiopia) and two in Arab states (Jordan, Lebanon, Kuwait or Bahrain).

Deadline for applications: 31 July 2023, at 18h00 of Eastern European Standard Time (GMT+2).

For more details see the ToRs below.

Interested candidates are required to supply the following information together:

A technical proposal providing brief approach to be used to conduct this evaluation, with a description of how the candidates' skills, qualifications and experience are relevant to the required qualifications of this assignment (maximum 6 pages).

A list of previous evaluations that are relevant to the context of labour migration governance and to multi-stakeholder approaches covering several countries and regions, indicating the role played by the consultants applying (it can be highlighted in the CVs).

A copy of all candidates' CVs (including language skills).

A statement confirming their availability to conduct this assignment and that the candidates have no previous involvement in the implementation and delivery of the project to be evaluated, or a personal relationship with any ILO Officials who are engaged in the project (no specific template).

Adhere him/herself in writing to the attached [code of conduct](#) and comply with UN Norms and standards

The names of two referees for each consultant (including phone and email) who can be contacted.

Samples of two reports from the team lead dated within the last five years.

A financial proposal indicating a daily professional fee expressed in USD (for each international and national consultants). Note that fees must be commensurate with the consultants' qualifications and experience.

The deadline for the submission of an expression of interest for this assignment is 31 July 2023, at 18h00 of Eastern European Standard Time (GMT+2). Prospective team candidates should send their expression of interest by email to Evaluation Manager Camila Almeida ([almeida@ilo.org](mailto:almeida@ilo.org)) copying to Rasha Tabbara ([Tabbara@ilo.org](mailto:Tabbara@ilo.org)) with a subject header "Final evaluation of FAIRWAY".

**Terms of Reference**  
**Final Independent Evaluation of FAIRWAY Programme**

**1. Key facts**

Title of project being evaluated	FAIRWAY Programme
Project DC Code	GLO/19/06/CHE
Type of evaluation (e.g. independent, internal)	Independent evaluation
Timing of evaluation (e.g. midterm, final)	Final
Donor	Swiss Agency for Development and Cooperation (SDC)
Administrative Unit in the ILO responsible for administrating the project	MIGRANT
Technical Unit(s) in the ILO responsible for backstopping the project	MIGRANT, RO Africa, RO Arab States
P&B outcome (s) underevaluation	GLO 365: Guidance on gender responsive fair labour migration frameworks  Output 7.5: Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers  Country Programme Outcomes: <i>Arab States:</i> BHR102, JOR103, KWT106, LBN151, RAB129 <i>Africa:</i> ETH155, MAR129, NGA904, UGA177, KEN 107, RAF903
SDG(s) under evaluation	SDG 10: Reduced inequalities SDG 8: Decent work and economic growth
Budget	USD 10,972,250.00

**2. Background information**

A combination of demographic pressures, a growing workforce, wage differentials, and poor employment prospects at home are key drivers of young African women and men to seek work abroad, both within the region and towards other regions. In recent years, there is a trend of growing number of workers from East, North, and West Africa migrating for work to the Arab States, where they are often employed in low- and medium-skilled occupations in construction, manufacturing, agriculture, food services, retail trade, and domestic and care work.

The overall scale of labour migration in the Middle East is immense. In 2019 the ILO estimated there were at least 24.1 million migrant workers in 12 Arab States including the GCC countries and Jordan and Lebanon,<sup>1</sup> with 39% women.<sup>2</sup> While the GCC (Gulf

Cooperation Council) states only host 14% of the world's migrant population, in all these states migrants make up large proportions of their residents.<sup>3</sup> African migrants within the Arab States are mostly women domestic workers,<sup>4</sup> a fact of significant relevance for the FAIRWAY programme, with its major focus on this category of worker.

Given this scale, the health, welfare and safety of women and men migrant workers in the Middle East continues to be a subject of enormous importance, especially given the challenges all these countries face with protecting migrant worker rights with respect to legislation, regulation and practice under the kafala system that ties all migrant workers to a single employer.

Demand for workers in the Arab States has opened up economic opportunities and access to relatively higher wages for low-waged workers from Africa, including for women. However, it has also brought about challenges in terms of human rights, in particular decent work and labour rights protection. These have their roots in a combination of governance, institutional, and social challenges such as: (1) inadequate labour migration policies, regulations, and enforcement frameworks especially related to recruitment, including the Kafala (sponsorship) system; (2) need for improved understanding and capacity of social partners; (3) practical barriers preventing low-wage workers from enjoying their existing rights and accessing opportunities; (4) uneven bargaining power between countries of origin and destination and insufficient cooperation within and across regions; and (5) discrimination and xenophobia towards migrant workers in some destination countries. The COVID-19 pandemic has additionally aggravated the employment and decent work situation of migrant workers, as many are finding themselves out of jobs in countries of destination.

The FAIRWAY Programme funded by the Swiss Agency for Development and Cooperation (SDC), is a four-year (December 2019 – December 2023) inter-regional development cooperation initiative that aims to improve conditions of labour migration across migration pathways from Africa to the Arab States, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The Programme provides continuity to interventions in countries of destination in the Arab States initiated under FAIRWAY Middle East (2016-2019), targeting low- skilled migrant workers from all regions. The Programme is incorporated into the ILO's broader work on labour migration governance and is aligned with the SDC Programme Framework 2022–25 (Global Programme Migration and Forced Displacement). FAIRWAY also contributes to the achievement of SDGs 8 and 10.

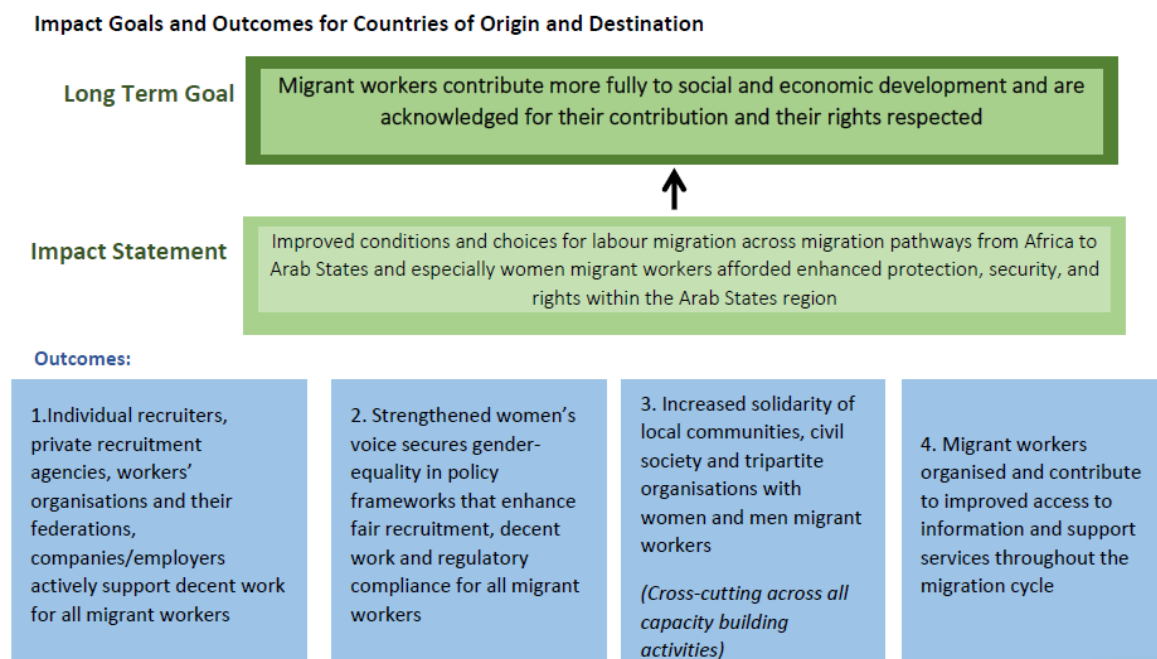
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With a total budget of USD 10,972,250 (additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin), FAIRWAY aims to protect migrant workers, including the most low-wage migrant worker dominant sectors - domestic work and construction - from decent work deficits such as deceptive, fraudulent and abusive hiring practices, forced labour and debt bondage, poor working conditions and abuse and exploitation. It addresses inter-linked structural, behavioral and practical barriers at their source through national-level interventions in selected countries of origin (CoO) in East (Ethiopia, Kenya, Uganda), West (Nigeria) and North Africa (Morocco), and countries of destination (CoD): Bahrain, Lebanon, Jordan and Kuwait. In addition, sub-regional and inter-regional interventions serve to identify areas of common interest and improve understanding of key stakeholders' respective needs, to create an environment conducive to cooperation across labour migration corridors.

The four objectives of FAIRWAY are to engage private sector, employers', and workers' organizations to produce decent work for migrant workers; develop and strengthen gender-responsive policy frameworks to realize fair recruitment and decent work and regulatory compliance; diminished discriminatory attitudes towards women and men migrant workers; and improving migrant workers' access to information and support services throughout the migration cycle. FAIRWAY engages with policymakers, trade unions and migrant workers'



representatives, as well as employers' representatives, the private sector, the media, and civil society. These objectives are encapsulated within a theory of change that includes four main outcome areas, that was revised after the mid-term evaluation carried out in September 2022. The diagram below shows the top two lines of the programme's theory of change, with a long-term goal and impact statement. This is followed by the medium-term outcome statement(s) that are the main parameters by which the programme is organised and will be assessed by in this evaluation.



The programme management has been undertaken by two Chief Technical Advisors (CTAs), one for the Arab States based in Beirut, and one for Africa based in Nairobi. Support and liaison with the Swiss Development Cooperation (SDC), the donor for this phase, is provided through ILO's Geneva headquarters.

### 3. Purpose, objectives, and scope of the evaluation

The **purpose** of this evaluation is to **identify expected and unexpected results achieved by FAIRWAY, how they were achieved, the factors that led to such achievements and how they have affected different target groups**. The evaluation will also identify the lessons learned and good practices that were found to support evidence-based learning and decision-making for future programming. The **specific objectives** of the final evaluation are:

- Assess the extent to which the project has contributed to improving conditions in labour migration in Africa and Arab States, identify unexpected positive and negative outcomes of the programme.
- Assess the extent to which the project has contributed to affording

women migrant workers enhanced protection, security, and rights within the Arab States region.

- Assess the contribution of African and Arab components and collaboration with key stakeholders of the project and other projects (from the ILO and other development partners).
- Assess whether and how factors have affected project implementation, and whether such factors have been effectively addressed.
- Assess the extent to which project results will be sustainable.
- Identify lessons learned and possible good practices, in particular about intervention models that can be applied later, and innovative approaches developed within the framework of interventions, whether on the subject of social dialogue, tripartism and the project management itself. These learnings will have the potential to improve future project designs.

Regarding **scope**, the final evaluation will cover all the activities and products related to the FAIRWAY Programme in Africa and Arab States at the countries' level, as well as knowledge inter- and intra- regional linkages, in the period of December 2019 to November 2023. The areas of knowledge generation and capacity building of workers and employer's organizations; improvement of gender- responsive policies framework; transformation of social norms and discrimination standards; and access and use of information and support services by migrant workers should be analyzed.

The gender dimension should be considered as a cross-cutting issue throughout the evaluation methodology, results, and final report, in accordance with ILO [Guidance Note 3.1: Integrating gender equality in monitoring and evaluation of projects](#). Likewise, the evaluation will integrate the ILO cross- cutting policy axes into the evaluation methodology and all deliverables (including the final evaluation report), namely: standards and social dialogue, gender equality, the inclusion of disability and other types of discrimination, and the medium and long-term effects of capacity building initiatives. The evaluation will pay specific attention to how ILO interventions are relevant to ILO policy and program frameworks at the country and regional level. The evaluation will also focus on issues such as project risk analysis, exit strategies, sustainability of results, and overall contribution to the SDGs.

#### **4. Evaluation criteria and questions (including Cross-cutting issues/ issues of special interest to the ILO)**

In accordance with the ILO Policy guidelines for results-based evaluation and the ILO Evaluation Policy (2017 and complementary provisions in the ILO Evaluation Policy Guidelines), an independent final evaluation will be carried for the FAIRWAY Programme. These guidelines adhere to the norms and standards of evaluation adopted by the United Nations Evaluation Group and the OECD/DAC Evaluation Quality Standards, and its criteria of relevance, validity of design, effectiveness, efficiency, impact, and sustainability, integrating into the design of the tools, methodology and analysis tripartism, social dialogue, gender equality and non-discrimination and environmental sustainability.

The final evaluation will systematically assess the performance of the Programme against a set of key criteria and derived questions, document lessons learned and good practices and make recommendations to improve organizational learning for enabling sustainability of the action and the development of future interventions. The evaluation is also expected to provide effective guidance to ILO constituents on their future work on labour migration. The results of

this evaluation will be analyzed and documented in a structured and systematic way, clearly identifying what works, for whom and why.

Suggested questions are:

### **Relevance**

1. To what extent did the Programme address the recommendations of the mid-term evaluation regarding the design of the Programme to incorporate the gaps and needs of migrant workers and employer's and workers' organizations in CoD and CoO?
2. Were specific recommendations from mid-term evaluation on gender equality to address the barriers faced by migrant women and other vulnerable groups taken into account?
3. How strong are the synergies and interlinkages between the project and other interventions carried out by the government and other national institutions and frameworks? Is there evidence of mutual leveraging and complementarity?

### **Validity of design**

4. To what extent is the project design coherent and realistic to achieve the planned outcomes? Are the activities supporting the achievement of the set project objectives (strategies)? Does it incorporate international labour standards, social dialogue mechanisms, the prescriptions of ratified International Conventions and its recommendations?
5. How does the project fit within the international and national frameworks on labour migration, and within the recurring discussions at the ILO on related subjects?
6. In which extent the project incorporated findings from mid-term evaluation in order to enhance a gender responsive approach and coherence between country and regional levels?
7. To what extent did partnerships strengthen the project's/programme's capacity to reach intended outputs and outcomes? What were their roles? And what were their expectations? To what extent have these partnerships been useful in the achievement of the intended results?

### **Effectiveness**

8. To what extent has the project achieved the expected results (outcomes and outputs) at country level? Have actions been implemented by the project after the mid-term evaluation to boost the achievement of planned results?
9. To what extent has the delivery of outputs contributed to improving conditions and choices for labour migration across migration pathways from Africa to Arab States and specific need of women migrant workers?
10. Has the M&E mechanism adequately measured and in a timely manner Programme progress at the level of outputs and results? Are

- the results of M&E disseminated to the interested parties and used?
11. Did the project benefit women and men, and people with disabilities, differently and if so, why and how?

### **Efficiency**

12. Did FAIRWAY Programme have enough resources (financial and human), strategically distributed to achieve the results in the expected times? To what extent was the financial execution consistent with the planned budget plan and was it oriented with a gender perspective as a tool to allocate concrete resources to reduce the gender inequality gap?
13. To what extent has a decentralized, regional management of the Programme contributed to improving the efficiency of implementation?

### **Impact orientation**

14. To what extent does FAIRWAY Programme better position ILO in the countries, regionally and inter-regionally to achieve an impact on public policy? To what extent is it influencing the design and/or application of national public policies in favour of migrants' labour rights protection in the host communities?
15. What are the most significant results produced directly or indirectly by the project in terms of impact?

### **Sustainability**

16. What strategies were taken to ensure the sustainability of the results achieved by FAIRWAY Programme and differentiated effects for men, women, and vulnerable migrants? Were these worked out with the constituents and other national counterparts to maintain the results during the recovery phase?
17. To what extent are the results of the project likely to be durable and maintained in the different target countries? Does the project have a sustainable exit strategy? Have the risk factors and assumptions been considered and updated?
18. What are the best practices and lessons learned by the project to increase the scale and sustainability of results beyond the end of the project?

## **5. Methodology**

The evaluation will follow ILO's evaluation policy guidelines and comply with UNEG evaluation norms, standards and follow ethical safeguards, as specified in ILO's evaluation procedures. The evaluation should address OECD/DAC and UNEG evaluation criteria and concerns, i.e., relevance, coherence, effectiveness, efficiency, sustainability and impact.

The evaluation will apply a Theory of Change approach, for which an exhaustive review of the ToC of FAIRWAY Programme will be carried out, taking into account the priorities of the

ILO in participant countries. The evaluation will apply a set of mixed methods that will allow an analysis of quantitative and qualitative data. Elements of qualitative impact assessment will be used, applying multiple lines and levels of evidence to ensure the triangulation of information on the results achieved.

The evaluation methodology must allow an evaluation of the results and the probability of impact by combining quantitative and qualitative data that demonstrate results. The evaluation will use various data collection techniques (for example, document analysis, virtual/face-to-face interviews, direct observation, and questionnaires) to ensure the validity and reliability of the findings. It will also use a participatory approach (either face-to-face or virtually) involving key ILO stakeholders, such as the ILO's tripartite constituents, ILO staff and strategic partners. The evaluation should also consider use-oriented approach, gender and human rights-based approach and the participatory approach.

The evaluation team can adapt the methodology subject to agreement with the evaluation manager during the inception phase. The data collection instruments, survey questionnaires, as well as the interview protocols, are expected as part of the inception report in order to guarantee objectivity and consistency in the interviews. The recommendations that emerge from the evaluation should be closely linked to the evaluation findings and should provide clear guidance to all stakeholders on how they can be addressed, indicating for each one who they are for, the priority, the resources needed and the term (long, medium or short).

The evaluation team will ensure that the opinions and perceptions of women are equally reflected in the interviews and that gender-specific questions are included. As appropriate, the questions and information collection will be disaggregated by population group based on race/ethnicity, sexual orientation, gender identity, age, disability. Findings, conclusions and recommendations in the evaluation report are expected to be responsive to gender equality concerns.

## 6. Main deliverables

The evaluation will result in a concise evaluation report detailing the overall and specific performance of the project as assessed in terms of relevance and strategic fit of the intervention; validity of the design; progress and effectiveness; resource use efficiency; effectiveness of management arrangements; orientation to the impact and sustainability; as defined in the ILO Guidelines for the preparation of independent evaluations of ILO programs and projects ([ILO Policy Guidelines for Results-Based Evaluation](#), 4<sup>th</sup> edition).

The evaluator is expected to deliver the following products in English:

- **Product 1: Inception Report.** The inception report, of no more than 20 pages excluding annexes, will be proposed by the evaluator based on the agreement with the evaluation manager (ILO) and submitted for review and approval. This report must include a description of the methodology to be used, sources and procedures to be used for data collection, key activities, interview questionnaires, list of key stakeholders, research questions, compliance indicators, and the evaluation schedule. This report will be used as the initial point of agreement and understanding between the evaluator and the contractor (see [EVAL Checklist 4.8 Writing the inception report](#)). The Inception report should be approved by the evaluation manager before proceeding with the field work.

- **Product 2: Preliminary Findings to be shared in a Stakeholder’s Workshop.** This is a virtual workshop with the key stakeholders after data collection is completed. The evaluator will set the agenda for the meeting. The workshop will be technically organized by the evaluation team with the logistic support of the project management.
- **Product 3: Progress Evaluation Report and Product 4: Final Evaluation Report).** The evaluation report must be submitted to the evaluation manager. The report must follow the ILO specific presentation formats and must not be longer than 60 pages, excluding annexes. The annexes of the report will include: the questions and indicators used for the investigation, the final instruments used in the field work, the results of the survey, a list of the people interviewed, and a list of the documents reviewed. The report must be established in line with the ILO "quality checklists 4 and 5" for evaluation reports. This Evaluation Report must include:
  - Cover page includes key programme/project and evaluation data
  - Executive Summary
  - Description of the programme/project
  - Purpose, scope and clients of evaluation
  - Methodology
  - Clearly identified findings for each criterion
  - Conclusions
  - Recommendations
  - Lessons learned and good practices
  - Annexes

See [Checklist 4.2: Preparing the evaluation report](#).

The report should follow the EVAL format template, including a title page (see [Checklist 4.3: Filling in the Evaluation Title Page](#)). The quality of the Report will be assessed based on EVAL's quality standards (see [Checklist 4.9: Rating the quality of an evaluation report](#)).

- **Product 5: Executive Summary.** The executive summary for high circulation must follow the EVAL guide format, synthesize the most important results of the evaluation by evaluation criteria, lessons learned, good practices and recommendations and must not be longer than 7 pages (see [Checklist 4.4: Preparing the Evaluation Report Summary](#)). Likewise, an executive summary must be prepared for the project, highlighting the differentiated results by intervention.
- **Product 6: PowerPoint.** A presentation containing main results that summarize the most substantive aspects of the final independent evaluation report, background, methodology used (emphasis on the limitations of COVID-19 and lessons learned), main findings, conclusions, lessons learned, good practices and recommendations.



- **Product 7: Infographic.** A quick note of maximum 4 pages without editing. This note will include a brief description of the main findings (highlighting quantitative information), lessons learned, best practices, main recommendations, and the voices of constituents and key stakeholders (unnamed direct citations, indicating only the type of constituent referred to).

## 7. Management arrangements and work plan (including timeframe)

ILO has overall responsibility for leading and managing the evaluation from start to finish, being responsible for all day-to-day administrative aspects of the evaluation process; act as the main interlocutor with the evaluator; facilitate communication with relevant stakeholders to ensure that the assessor receives the required data and ensure the overall quality of the assessment.

The hired evaluator will be given access to all relevant documentation generated by the project. He/she will be in charge of preparing an evaluation plan and developing the necessary data collection instruments, based on the alignments established in these Terms of Reference. The evaluator will also be responsible for developing the techniques and phases for engaging with relevant stakeholders to collect the necessary data.

The recommendations resulting from the evaluation will be addressed by project management team and incorporated into its application. They will also be used as a basis for improving the design and implementation of projects on related topics in the future.

The evaluation will be managed by an ILO officer in process of certification by EVAL as evaluation manager, who has no prior involvement in the project, and oversight by the Evaluation Focal Point in the ILO WORKQUALITY Department. The evaluation manager is responsible for completing the following specific tasks:

- Draft and finalize the evaluation TOR with inputs from key stakeholders.
- Develop the Call for expression of interest and select the independent evaluator in coordination with EVAL.
- Brief the evaluator on ILO evaluation policies and procedures.
- Initial coordination with the project team on the development of the data collection process and the preliminary results workshop.
- Circulate the first draft of the evaluation report to the key stakeholders requesting written comments within 10 working days.
- Consolidate the received written comments received into a master evaluation report to send the evaluation team.
- Ensure the final version of the evaluation report addresses the stakeholders' comments (or an explanation why any has not been addressed) and meets ILO requirements.

The Programme team will handle all contractual arrangements with the evaluation team and will provide logistic and administrative support to the evaluation throughout the process. The Programme team will provide all the project and non-project documents to be reviewed and ensure they are up to date. The Programme team will also prepare an indicative list of stakeholders/partners/beneficiaries to be interviewed and a detailed agenda of the evaluation mission.



## 8. Tentative Workplan

This evaluation exercise foresees a level of effort of 35-45 effective working days, which will be carried out between August and October 2023. The tentative calendar is as follows:

<b>Task</b>	<b>Responsible</b>	<b>Dates</b>
Inception phase: briefing with the evaluation manager, project manager, documents review and development and approval of the inception report	Evaluation Manager, Project Manager, Consultant,	August 15th
Data collection phase (fieldwork as per agreed itinerary, interviews)	Consultant	October 6th
Post-fieldwork debrief call	Consultant / Evaluation Manager	October 11th
Report writing (full draft with annexes) submitted to the evaluation manager for review; preliminary findings at Stakeholders workshop	Consultant and Evaluation manager	October 31st
Circulating the draft report for comments from stakeholders	Evaluation Manager	November 10th
Consolidate feedback from stakeholders and send feedback to the consultant.	Evaluation Manager	November 17th
Consultant prepares Final Evaluation Report and separate Evaluation Summary and submits to ILO	Consultant	November 20th
Evaluation manager approves the evaluation report at its level and submit to the departmental evaluation focal point	Evaluation manager	November 24th
EVAl provides final approval	Evaluation Manager	December 1st
TOTAL		

## 9. Profile of the evaluation team

The independent final evaluation must be carried out by an independent evaluation team that will carry out the independent final evaluation of the FAIRWAY Project, object of these TOR. The evaluation must be conducted by a team led by one international consultant with labour migration expertise along with a team of national consultants, based in the FAIRWAY Programme countries – two in Africa (Uganda, Kenya, Nigeria or Ethiopia) and two in Arab states (Jordan, Lebanon, Kuwait or Bahrain) short-listed for remote data collection and local assistance. The evaluation team will internally agree among themselves on the distribution and schedule for the evaluation and coordination mechanism, including with the evaluation manager and FAIRWAY Programme team. The Evaluation team is expected to arrange its own logistics, materials, communication costs and office space required to conduct this evaluation. These costs should be included in the financial proposal.

The international consultant will report to the evaluation manager and will have final responsibility for the deliverables mentioned in this TOR. The national consultant will report to the international consultant (team leader). The national consultants will support the team leader in conducting a participatory and inclusive evaluation.

## 10. Required Competencies and skills for the Evaluation Team

- Has good understanding of country context of one or more Programme countries/regions
- Demonstrated knowledge/experience in international migrant workers related issues, especially in Africa or Arab region, preferably one or more FAIRWAY Programme countries.
- Experience in using the Theory of Change approach in evaluations.
- Relevant experience with Results-Based Management.
- Extensive experience in applying, qualitative and quantitative evaluation methodologies, including participatory approaches.
- Proven ability to produce analytical reports and an excellent command of English.
- Ability to bring gender-sensitive and non-discrimination dimensions into the evaluation in the design, data collection, analysis and report writing of the evaluation.
- Be flexible and responsive to changes and demand.
- Be client-oriented and open to feedback.
- Be able to work efficiently and effectively in situations with tight and demanding deadlines
- Demonstrates knowledge and experience with the application of rights-based approaches
- Experience in evaluating projects of the UN system, particularly those working on the protection of international migrant workers, is desirable.
- Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its Programming is desirable.
- Not have any previous involvement/engagement in the design and delivery of the FAIRWAY Programme.

## 11. Required Qualifications and competency of the Evaluation Team Leader

- Advanced university degree in economics, political science, international relations, or other relevant social science fields.
- Minimum 7 years of relevant experience in complex, outcome-level (preferably multi-country), multi-stakeholder, international project/project evaluations.
- Full command of English is required.
- Proven capacity to lead multicultural diverse teams.
- Knowledge on international labour standards, experience in assessing labour migration programmes preferably with ILO or other UN agencies.
- Excellent analytical, facilitation, writing and communications skills; ability to understand and engage with a wide range of stakeholders.
- Adherence to high professional standards and principles of integrity in accordance with the guiding principles of evaluation professionals' associations.
- Qualitative and quantitative research skills.
- Thematic Knowledge and experience on decent work for migrant (including migrant domestic workers) in specific on freedom of association and the right of collective bargaining, forced labour, elimination of all forms of forced or compulsory labour, discrimination at work and occupational Safety and Health will be considered as asset.
- Desirable certificate indicating completion of the ILO EVAL's online Self-induction programme.

## 12. Required Qualifications of national consultants

- University degree with minimum 3 years of experience in project/project evaluations.
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Excellent communication and interview skills.
- Proven ability to deliver quality results within deadlines.
- Based in one of the Programme countries, and not more than one consultant from same Programme country).
- Strong qualitative interview skills.
- Preferable knowledge of labour and migration issues in the country

## 13. Legal and ethical matters

The evaluation team will maintain the utmost confidentiality related to sensitive information and comments that arise during individual and group interviews. They must be given enough space to ask any questions they may have, and they must be answered to their satisfaction before beginning the interview.

This evaluation complies with the United Nations norms and standards for evaluation and will ensure that ethical safeguards regarding the independence of the evaluation are considered. Please see UNEG ethical guidelines [here](#).

## Annex I

### **ILO Policy Guidelines for evaluation: Principles, rationale, planning —and managing for evaluations, 4<sup>th</sup> ed.:**

[http://www.ilo.ch/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](http://www.ilo.ch/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)

#### **Guidance Notes:**

- ▶ [Guidance Note 3.1](#) Integrating gender equality in monitoring and evaluation of projects
- ▶ [Guidance Note 3.2](#) Adapting evaluation methods to the ILO's normative and tripartite mandate
- ▶ [Guidance Note 4.3](#). Data collection methods
- ▶ [Guidance Note 4.5](#). Stakeholder engagement
- ▶ [Guidance Note 5.5](#) Dissemination of lessons learned and good practices

#### **Checklists:**

- ▶ [Checklist 4.8](#) Writing the inception report
- ▶ [Checklist 4.2](#) Preparing the evaluation report
- ▶ [Checklist 4.9](#) Rating the quality of evaluation reports

#### **Templates:**

- ▶ [Lessons Learned](#)
- ▶ [Best Practices](#)
- ▶ [Executive Summary](#)
- ▶ [Title Page](#)
- ▶ [Code of Conduct](#)

## ANNEX D Evaluability of Human Rights and Gender Equality

### EVALUABILITY OF HUMAN RIGHTS AND GENDER EQUALITY

This evaluation exercise will adopt Human Rights and Gender Sensitive Approach. To ensure this, UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation<sup>103</sup> will be followed in conducting the exercise and reporting.

Evaluability	Characteristics of the intervention	Evaluators' comments
<b>High</b>	The intervention theory has clearly considered HR & GE issues (e.g. the intervention identified, from the beginning, problems and challenges that affect particular groups, inequalities and discrimination patterns in the area where it occurs, contextual or systematic violations of rights, etc.)	<p>With regards to human rights, the intervention theory applies human rights approach focused on the under-privileged groups of migrants (low- and medium skilled) to ensure that migrant workers are in situations of safety and decent work throughout the migration cycle.</p> <p>Gender Equality is partially raised in the Project document. At the same time the focus of the Programme on migration corridors within particular industries – domestic workers (mostly female) and construction (mostly male) demonstrate distribution of Programme activities targeted at men and women.</p> <p>Problem analysis entails the analysis of gender issues including the barriers faced by migrant men and women, institutional capacity to address gender issues and various drivers for migration on the part of migrant men and women, challenges of gender pay gap faced by migrant women.</p>

103 United Nations Evaluation Group, *Integrating Human Rights and Gender Equality in Evaluation*, (UNEG, 2014)

Evaluability	Characteristics of the intervention	Evaluators' comments
	<p>HR &amp; GE are clearly reflected in the intervention design (logframe, indicators, activities, M&amp;E systems, reporting mechanisms)</p>	<p>The programme elaborated gender sensitive approach and integrated gender-issues into the Theory of Change. “Strengthened gender-responsive policy framework for fair recruitment, decent work and regulatory compliance” (Outcome 2) was sought as one of the Programme’s outcomes. Yet, the development objective was formulated in a gender-blind mode – addressing needs of “migrant workers” and not specifying the expected results at the outcomes and outputs level in relation to migrant men and women.</p> <p>The programme elaborated activities aimed at gender-issues under Outcome 1 and 2:</p> <p>2.2.2. Conduct assessments and deliver training on the preparation, negotiation, implementation and monitoring of rights-based and gender-sensitive bilateral labour agreements</p> <p>4.1.3 Support ministries of labour to develop additional protection measures, such as standard contracts, contract verification measures, appropriate responses to gender-based violence, and supporting governments of origin and their labour and consular services to develop, recruit, train and deploy labour / social attachés (Particularly targeting Ethiopia and Morocco, but also Nigeria, Uganda, Kenya)</p> <p>Gender-sensitive indicators were developed:</p> <ul style="list-style-type: none"> <li>- No. of countries with new or improved gender responsive labour migration frameworks in place;</li> <li>- No. of union members/officials reached with training on fair migration (by country; gender)</li> <li>- No. of trade unions establishing or improving gender-sensitive migrant units and/or developing strategies for organizing migrant workers;</li> <li>- No. of participants from tripartite institutions completing training (per country; institution; gender );</li> <li>- No. of gender-sensitive operational tools and guidelines developed to assist government authorities in labour inspection and service delivery to migrant workers</li> </ul> <p>The Performance Evaluation Framework addresses “migrant workers” in general and no specific actions planned targeted at men or for women. However, indicators include gender-transformative results (e.g., <i>No. of countries with new or improved gender responsive labour migration frameworks in place</i>) and allow collecting data in sex disaggregated manner (e.g. <i>No. of union members/officials reached with training on fair migration (by country; gender)</i>)</p> <p>HR&amp;GE have not been outlined specifically in M&amp;E Plan. Though the plan includes specific gender-sensitive indicators it doesn't suggest specific tools to measure quality gender-focused indicators, e.g.</p>

Evaluability	Characteristics of the intervention	Evaluators' comments
		<ul style="list-style-type: none"> <li>- <u>Gender-sensitive migrant units</u>: committee/office/safe space with dedicated staff and budget allocated to organizing-related activities led by and/or with migrant workers including volunteers</li> </ul> <p>There are no specific indicators introduced to understand how the established migrants units are gender-sensitive, e.g. at least 30% of the staff are women, at least 50% of the services are tailored to various needs of female and male migrant workers, units are equipped to address the needs of migrant women, delivery of trainings aimed at prevention of gender-based violence on a regular basis, etc.</p> <p>Progress report templates do not foresee regular reporting on HR&amp;GE.</p>
	The intervention design benefited from a strong and inclusive stakeholder analysis	Yes, to a medium extent. The Programme consulted with a wide range of stakeholders to a various extent. Direct consultations and dialogues with tripartite constituents. The Programme underlined key stakeholders – international organizations, CSOs, migrants, media outlets however it didn't ensure direct consultation process on the ground with important stakeholders – human rights organizations, media, women's organizations, important to for this intervention.
	The intervention design benefited from specific human rights and gender analyses	The problem analysis provided in the project document focuses on human rights violations as a result of unfair recruitment. Gender analysis has not been conducted on the design stage. However following the recommendation of the mid-term evaluation the FAIRWAY programme conducted gender-analysis to strengthen its programming in terms of advancing gender equality.
	Records of implementation and activity reports contain information on how HR & GE issues were addressed	To a medium extent. The progress report covering the period from July 2022 to June 2023 refers to findings of gender analysis. The progress reports of the FAIRWAY in the previous years contain some information on gender equality. E.g. under Outcome 2 related to gender-sensitive policies the FAIRWAY reported on technical support to Jordan government to address OSH challenges in construction sector. Though this measure concerns the needs of migrant men mostly occupied by migrant men, the FAIRWAY doesn't mention this. In the progress report covering the FAIRWAY activities implemented 2021 the programme mentions the provision of urgent legal and psychosocial support to 93 domestic workers who were victims of gender-based violence. Sex-disaggregated data is not provided.  Overall, the FAIRWAY implements gender-sensitive approach but the programme doesn't report on its contribution to gender equality in a holistic manner with the analysis of how the achieved results addressed needs of men and women and contributed to gender equality.
	Stakeholders (both women and men) have	No data. The data on the participation in the consultations, trainings and outreach activities is not gender-disaggregated. Source: Annual progress report, 2020. The annual progress report, 2021 mentions



Evaluability	Characteristics of the intervention	Evaluators' comments
	<p>participated in the various activities of the intervention in an active, meaningful and free manner</p>	<p>some disaggregated data, e.g. the project provided cash transfers to meet the immediate needs of returnee migrant workers affected by the COVID-19 pandemic, reaching 415 female and 276 male returnees.</p> <p>The sex disaggregated data on the number of trainees is not provided, e.g. "in Kenya, FAIRWAY conducted three workshops at sub-county level, training 94 participants (mainly potential/ returnee migrants and representatives from two recruitment agencies) in targeted communities on the ILO General Principles and Operational Guidelines for Fair Recruitment, safe labour migration, and provisions of national laws that govern migration".</p> <p>The gender of the participants of the Global Steering Committee (GSC) has not been indicated yet the review of the list of participants suggests that both men and women were participating in the event. It was noted by the ILO Programme staff the GSC consisted of 5 women and 2 men.</p> <p><b>Important notice:</b> the evaluators have not yet reviewed the activity-specific documentation included provided participant lists</p>
	<p>Monitoring systems have captured HR &amp; GE information (e.g. the situation of different groups of people, specific indicators, etc.)</p>	<p>To a good extent. The monitoring system includes quality and quantity indicators related to gender equality issues. Gender disaggregated data required where it is appropriate. The examples of quality type indicators in relation include:</p> <ul style="list-style-type: none"> <li>- It should integrate gender concerns and factors rooted in the gender division of labour and unequal power relations between men and women; taking into account men's and women's needs, constraints, and opportunities, as well as the possible differential effects and impacts of migration measures on men and women. (Evaluator's note: In relation to Migrant Resource Centers);</li> <li>- More gender-sensitive inspections (Evaluator's note: In relation to OTC 2.3)</li> </ul>
	<p>Data has been collected in a disaggregated manner (e.g. by sex, ethnicity, age, etc.) reflecting the diversity of stakeholders</p>	<p>Monitoring system (indicators) allows collecting data in sex disaggregated manner, however the progress reports do not always reflect data in a sex / age / ethnicity manner.</p>
	<p>Progress and results reports for the intervention include HR &amp; GE information</p>	<p>Yes. The progress reports mention information related to human rights and gender equality, e.g. consultations on kafala reforms, cooperation with feminist organizations, etc.</p>
	<p>Context (political, institutional, cultural, etc.)</p>	<p>No. the countries targeted by the FAIRWAY are not ranked in the first 50 countries based on Global Gender Gap Index. Kenya, Uganda, the United Arab Emirates and Ethiopia are ranked with the score starting</p>

Evaluability	Characteristics of the intervention	Evaluators' comments																																																						
	<p>where the intervention is inserted is conducive to the advancement of HR &amp; GE</p> <p>the intervention is inserted is conducive to the advancement of HR &amp; GE</p>	<p>from 50 to 80. While the other countries are ranked with the score of gender gap exceeding 100. These are countries located in MENA region and Nigeria, located in West Africa (see the table below)</p> <table border="1" data-bbox="584 461 1086 842"> <thead> <tr> <th>Country</th> <th>Ranking</th> </tr> </thead> <tbody> <tr><td>Kenya</td><td>57</td></tr> <tr><td>Uganda</td><td>61</td></tr> <tr><td>United Arab Emirates</td><td>68</td></tr> <tr><td>Ethiopia</td><td>74</td></tr> <tr><td>Lebanon</td><td>119</td></tr> <tr><td>Jordan</td><td>122</td></tr> <tr><td>Nigeria</td><td>123</td></tr> <tr><td>Saudi Arabia</td><td>127</td></tr> <tr><td>Kuwait</td><td>130</td></tr> <tr><td>Bahrain</td><td>131</td></tr> <tr><td>Morocco</td><td>136</td></tr> <tr><td>Qatar</td><td>137</td></tr> </tbody> </table> <p>In terms of economic participation and opportunity, Kenya and Nigeria are the countries in the first fifty to close the gender gap. While the majority of countries are ranked with the lowest rankings.</p> <table border="1" data-bbox="584 972 1086 1397"> <thead> <tr> <th>Country</th> <th>Ranking</th> </tr> </thead> <tbody> <tr><td>Kenya</td><td>6</td></tr> <tr><td>Nigeria</td><td>50</td></tr> <tr><td>Uganda</td><td>73</td></tr> <tr><td>Ethiopia</td><td>112</td></tr> <tr><td>Kuwait</td><td>123</td></tr> <tr><td>Jordan</td><td>125</td></tr> <tr><td>Saudi Arabia</td><td>128</td></tr> <tr><td>Bahrain</td><td>134</td></tr> <tr><td>United Arab Emirates</td><td>132</td></tr> <tr><td>Qatar</td><td>133</td></tr> <tr><td>Lebanon</td><td>135</td></tr> <tr><td>Oman</td><td>137</td></tr> <tr><td>Morocco</td><td>139</td></tr> </tbody> </table> <p>Thus, the interventions of the FAIRWAY programme are located mostly in the countries with not conducive environment for advancing gender equality.</p>	Country	Ranking	Kenya	57	Uganda	61	United Arab Emirates	68	Ethiopia	74	Lebanon	119	Jordan	122	Nigeria	123	Saudi Arabia	127	Kuwait	130	Bahrain	131	Morocco	136	Qatar	137	Country	Ranking	Kenya	6	Nigeria	50	Uganda	73	Ethiopia	112	Kuwait	123	Jordan	125	Saudi Arabia	128	Bahrain	134	United Arab Emirates	132	Qatar	133	Lebanon	135	Oman	137	Morocco	139
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UNEG recommendations to address evaluability challenges:

- Make sure that the evaluation ToR takes full advantage of the information already produced by the intervention, and of the participation and accountability mechanisms established.
- Consult stakeholders on whether there are still areas where the HR & GE dimensions in the intervention need improvement.
- Address any possible weaknesses and recommend steps to improve the intervention, if necessary. Consult stakeholders on their ideas about how to improve.
- If necessary, include methods and tools in the evaluation that can capture new data or strengthen the existing ones on HR & GE (e.g. information on additional groups of people, changes in the context, etc.).
- Use the context (political, institutional, cultural) of the intervention in favour of the evaluation: when it is conducive, build on this support to ensure a highly participatory evaluation.

Evaluability	Characteristics of the intervention	Evaluators' comments
Medium	The intervention theory has considered HR & GE issues to a certain extent, with weaknesses in some areas of the intervention	yes
	HR & GE have been reflected in the intervention design to some extent (e.g. intended or mentioned, but not clearly articulated on how to address them in practice; limited to only a few disaggregated indicators such as number of men and women; addressing numbers without addressing actual changes in rights and equality situation; clear in the narrative but not in the logframe, etc.)	yes
	The intervention design benefited from a stakeholder analysis, but important groups have been left out	yes
	The intervention design benefited from limited human rights and gender analyses, or from only one of them	yes
	Records of implementation and activity reports include limited data on how HR & GE have been addressed	yes
	Stakeholders have participated in the intervention to a certain extent (e.g. being informed or consulted, but not taking part in decisions; only some groups have been consulted; etc.)	yes
	Monitoring systems have captured some information on HR & GE	yes
	Some limited disaggregated data have been collected	yes
	Progress and results report for the intervention include some information on HR & GE	yes
Context (political, institutional, cultural, etc.) where the intervention is inserted is conducive, to a certain extent, to the advancement of HR & GE	No	

UNEG recommendations to address evaluability challenges:

- Understand the reasons for the limitations: are they political, practical, budgetary, time related, due to limited know-how, etc.? Consult stakeholders and documentation that may offer insights on this.
- Highlight the evaluability limitation in the evaluation ToR. Include, in the evaluation design, tools and methods that make use of the existing data, but that may also help generate new information on HR & GE. Include tools and methods that strengthen stakeholder participation.
- Pay special attention to the stakeholder analysis in the evaluation process, and who should be involved. **Make sure to consider groups that have been left out, and how to include them at this stage.**
- Include in the evaluation process an exercise to strengthen the existing HR & GE analyses.

Evaluability	Characteristics of the intervention	Evaluators' comments
<ul style="list-style-type: none"> <li>• During the evaluation process, seek partners and documents that may have useful information on HR &amp; GE that has not been captured by the intervention (e.g., national evaluation/statistics offices, other development agencies, civil society and community organizations, media, academia, etc.)</li> </ul>		
Low	The intervention theory failed to consider HR & GE dimensions in its design, implementation and monitoring	No
	Stakeholder, HR & GE analyses were not conducted adequately or not existent at all	No
	Data on HR & GE and/or disaggregated data are not available	No
	Stakeholder participation in the design, implementation and monitoring processes of the intervention has been minimal or has left out important groups (women, men, indigenous people, people with disabilities and HIV/AIDS, children, etc.)	No
	Progress and results reports for the intervention do not address HR & GE issues	No
	Context (political, institutional, cultural, etc.) where the intervention is inserted is not conducive to the advancement of HR & GE	Yes
<p>UNEG recommendations to address evaluability challenges:</p> <ul style="list-style-type: none"> <li>• Understand the reasons for the failure: are they political, practical, budgetary, time-related, due to limited know-how, etc. Consult stakeholders and documentation that may offer insights on this.</li> <li>• Highlight the evaluability limitation in the evaluation ToR. Include, in the evaluation design, tools and methods that may help generate information on HR &amp; GE, even if limited. Include tools and methods to enhance stakeholder participation.</li> <li>• Pay special attention to the stakeholder analysis in the evaluation process, and who should be involved. Because the HR &amp; GE dimensions have not been considered in the intervention, several important stakeholders will most probably have been left out.</li> <li>• Include preparation of HR &amp; GE analyses in the evaluation process.</li> <li>• During the evaluation process, seek partners and documents that may have useful information on HR &amp; GE that has not been captured by the intervention (e.g. national evaluation/statistics offices, other development agencies, civil society and community organizations, media, academia, etc.).</li> <li>• In spite of the context, try to identify advocates and supporters of HR &amp; GE and involve them from the evaluation design stage.</li> <li>• During the data analysis process, pay special attention to the question whether the intervention had a negative effect on particular stakeholders. Consider and consult stakeholders on how this situation could be improved.</li> <li>• Highlight the challenges of addressing HR &amp; GE in the evaluation report, including evaluability challenges. Since HR &amp; GE are a mandate of the UN, which should be considered in every intervention design, provide assertive recommendations for immediate action.</li> </ul>		
<p><b>Conclusions: Based on the conducted analysis the evaluability of HR&amp;GE dimensions the FAIR II Project is rated as “medium to high”.</b></p>		

Evaluability	Characteristics of the intervention	Evaluators' comments
		<ol style="list-style-type: none"> <li>1. Human Rights and Gender Equality dimension was included in the Programme Intervention Logic and Design.</li> <li>2. Specific outcomes and performance indicators were formulated to achieve significant success in upholding HR&amp;GE.</li> <li>3. The programme benefitted from the Stakeholder analysis based on the “tripartite +” approach. However, women’s organizations, human rights organizations and media were not consulted at the design stage of the interventions in a direct and engaging manner.</li> <li>4. Vulnerable groups were outlined (“migrants”, “low-skilled migrants”, “domestic workers”) but not specified in terms of age and gender (e.g., young migrant men, young migrant women, female migrant workers with children – heads of households, men migrant workers with disability, female migrant workers with disability, etc.). However, interests and needs of migrants were embedded in the Programme Design.</li> <li>5. Though Performance Evaluation Framework allows collecting data in a sex disaggregating manner, progress reports do not reflect any progress on HR&amp;GE in a meaningful manner. Often sex-disaggregated data is absent.</li> <li>6. The Programme demonstrated high commitment to learn and improve integration of gender equality issues and benefitted from the gender analysis.</li> </ol> <p>The following UNEG recommendations are suggested to be included in M&amp;E Evaluation Process:</p> <ul style="list-style-type: none"> <li>• Making use of the existing data and generate new information on HR &amp; GE.</li> <li>• Considering groups that have been left out (women organizations and activists, organizations serving men and women with disability, human rights organization, mass media), and how to include them at this stage.</li> <li>• Include in the evaluation process an exercise to strengthen the existing HR &amp; GE analyses.</li> <li>• Seeking partners and documents that may have useful information on HR &amp; GE that has not been captured by the intervention (e.g., national evaluation/statistics offices, other development agencies, civil society and community organizations, media, academia, etc.)</li> <li>• Utilize the findings of the gender analysis for any further intervention</li> </ul>

## ANNEX E Lessons learned

### Lesson Learned 1

Project Title: The FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2023

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

LL Element	Text
Brief description of lesson learned (link to specific action or task)	The programme of such scale and ambitions should have provisioned gender analysis and gender strategy at the stage of programme inception
Context and any related preconditions	The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.
Targeted users / Beneficiaries	Development actors, including the ILO and the UN agencies

**Challenges /negative lessons**  
**- Causal factors**

The FAIRWAY programme missed on integrating the gender equality in a strategic manner, starting from its conceptualization phase, by conducting gender analysis and developing a gender strategy supported by the Results Framework addressing gender equality issues through specific outcomes and outputs targeted at various needs of migrant men and women.

In accordance with the Recommendation 2 and 5 of the Mid-Term Evaluation, the gender analysis was conducted yet the gender strategy has not been developed at the end of the FAIRWAY intervention.

The FAIRWAY supported the establishment of the Migrant Resource Centers (MRCs) in Uganda and Kenya and operationalization of earlier established three MRCs in Nigeria. The interviews with the stakeholders revealed that the FAIRWAY programme has not developed specific services addressing needs of migrant men and women and rather worked on individual needs basis regardless of clients' gender – migrant men and women.

There was a notable effort by implementing partner in Ethiopia to engage relevant government offices or structures (children and women affairs, labour and skills, police and justice system) and grass-root CSOs. However, there was no specific investment made by the Programme and implementing partners on gender training, gender case development, researches and gender materials/guidelines.

The analysis of the delivery of results presented in sex disaggregated manner suggests that men and boys have not benefitted to the equal extent as women and girls. E.g. In Lebanon, 2,994 Ethiopian migrant workers (100% women) received different consular and protection services from the Ethiopian missions. In Ethiopia 7,098 (6,647 women, 451 men) potential migrants including school students, returnees and families left behind reached by different partners with key information on labour migration and regular process and 500 returnee migrant workers (88.5% women) received training on business skills. In Kenya 1,189 (270 men and 919 women) potential and returning migrants assisted with services provided by the Kenya Labour Migration Resource Center (KLMRC) at National Employment Authority (NEA).



<p><b>Success / Positive Issues - Causal factors</b></p>	<p>The FAIRWAY staff received the training on gender issues and the evaluation stakeholders represented by the Programme staff demonstrated high awareness on importance of gender equality.</p> <p>The FAIRWAY adopted a strong 'women's empowerment focus through its activities and interventions in the CoO and CoD. The FAIRWAY programme integrated needs of women and girls into its activities in all local contexts in a consistent manner across different locations in the CoO in Africa and CoD.</p>
<p><b>ILO Administrative Issues (staff, resources, design, implementation)</b></p>	<p>To the Programme Department of the ILO, ROAS, programme staff at country level:</p> <ol style="list-style-type: none"> <li>1. The programmes results frameworks should benefit from the expertise of ILO GEDI Bureau</li> <li>2. Gender experts and gender-equality organizations should be consulted</li> <li>3. Evaluability of human rights and gender equality should be conducted in line with the UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation prior the implementation on the ground</li> </ol>

## Lesson Learned 2

Project Title: The FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2023

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	The support of M&E consultant of high qualification was important to ensure coherent monitoring and reporting on programme results across country, regional and inter-regional levels
<b>Context and any related preconditions</b>	The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.
<b>Targeted users / Beneficiaries</b>	Development actors, including the ILO and the UN agencies

<p><b>Challenges /negative lessons</b> - Causal factors</p>	<p>Overall, the M&amp;E mechanism developed and put in operation by the FAIRWAY programme measured to a high extent and in a timely manner Programme progress at the level of outcomes and outputs. The inconsistencies were observed on reporting data in a sex-disaggregated manner. This could be corrected through a robust training of implementing partners on gender equality and importance of reporting data in a sex-disaggregated manner and how it could be further used and applied in tailoring their services strategies.</p>
<p><b>Success / Positive Issues -</b> Causal factors</p>	<p>The M&amp;E consultant of high qualification was procured by the FAIRWAY programme who developed a Programme Monitoring Plan aimed to measure progress at the level of outcomes and outputs against the developed indicators. The data was collected on a quarterly basis and the M&amp;E consultant assisted the Programme team to assess the progress and highlight the outcomes and outputs with poor performance against the targets set. This allowed the FAIRWAY team to focus on managing for results adjusting the programme's strategy and implementation modalities.</p> <p>The evidences to support the reporting on indicators were collected on the shared workspace. This method has been extremely instrumental to support the mid-term and final evaluations. The FAIRWAY programme developed M&amp;E tools such as post-training surveys to measure the improved change of behavior due to training. This evaluation found that the tools were utilized to a good extent. The post-training assessment was conducted in Jordan, Kuwait, Bahrain and Nigeria. The interviews with the ILO staff at the country level showed that they found the monitoring mechanism and reporting modalities effective to allow tracking progress in a timely manner.</p>

<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<p>To the Programme Department of the ILO, programme staff at regional and country level:</p> <ol style="list-style-type: none"><li>1. Complex programmes implemented at global, inter-regional or sub-regional level should avail from the expertise of M&amp;E consultant or M&amp;E staff of high qualification</li><li>2. Project Monitoring Plans should be updated on quarterly basis</li><li>3. M&amp;E Tools should be developed to measure quality indicators in addition to the quantity ones</li><li>4. Collection of the data in a sex-disaggregated manner should be consistent and used to adjust implementation strategy towards gender equality</li></ol>
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## Lesson Learned 3

Project Title: The FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2023

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	Provision of two CTAs in both regions though simplifies delivery of results at the regional level but doesn't allow for managing results at the inter-regional level
<b>Context and any related preconditions</b>	The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.
<b>Targeted users / Beneficiaries</b>	Development actors, including the ILO and the UN agencies

<p><b>Challenges /negative lessons</b> - Causal factors</p>	<p>The FAIRWAY management structure included two CTAs based in the region of Africa and in the region of Arab states. The division of labour was rather equal, yet duty station of the CTA in the Arab states was based in the regional office – ROAS, while the duty station of CTA in Africa was based in a country office, in Kenya. ROAS led and contracted all shared services including contracting the communication specialist for developing the Communications Strategy, a gender expert for conducting Gender Analysis and a web developer to maintain a FAIRWAY webpage.</p> <p>The representation of the CTA in both of the regions was appreciated by the stakeholders but it was learned that equal distribution of power led to the lack of authorized power to reinforce the higher, inter-regional component of the FAIRWAY programme. The MIGRANT department was in charge of the technical assistance and communication with the donor at the HQ level.</p>
<p><b>Success / Positive Issues -</b> Causal factors</p>	<p>The two CTAs were communicating on a regular basis supported by the ILO regional migration specialists in terms of thematic knowledge of migration developments in the region.</p>
<p><b>ILO Administrative Issues</b> (staff, resources, design, implementation)</p>	<p>To the Programme Department of the ILO, programme staff at HQ, regional and country level:</p> <ol style="list-style-type: none"> <li>1. Inter-regional programmes should provision clear distinction roles between the CTAs on achieving inter-regional level results;</li> <li>2. or one CTA should manage the programme as “one” giving attention to inter-regional level activities;</li> <li>3. Regional level activities could be supported by regional thematic specialists.</li> </ol>

## Lesson Learned 4

Project Title: The FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2023

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	Joint research and collaboration of the UN agencies allowed strengthening international appeal on kafala reforms in the Arab states region
<b>Context and any related preconditions</b>	The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.
<b>Targeted users / Beneficiaries</b>	Development actors, including the ILO and the UN agencies
<b>Challenges /negative lessons - Causal factors</b>	N/A



**Success / Positive Issues -  
Causal factors**

In most GCC countries, and in Jordan and Lebanon as well the employer-migrant worker relationship is regulated under the kafala sponsorship system. The Kafala (Sponsorship) System emerged in the 1950's to regulate the relationship between employers and migrant workers in many countries in West Asia. It remains the routine practice in the GCC countries of Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, and the United Arab Emirates (UAE), and in the Arab states of Jordan and Lebanon. The sponsorship system's economic objective was to provide temporary, rotating labour that could be rapidly brought into the country in economic boom and expelled during less affluent periods. The kafala sponsorship system is considered a key factor of vulnerability. It places the migrant workforce in precarious socioeconomic positions that violate their labour and human rights, through which the kafeel (sponsor) has complete authority over the migrant worker, who is dependent on the goodwill of the national sponsor.

The ILO, together with the International Organization for Migration (IOM), UN Women and the Office of the UN High Commissioner for Human Rights (OHCHR), and the GCC Executive Bureau co-hosted the workshop with representatives of the six GCC governments (United Arab Emirates, Kingdom of Bahrain, Kingdom of Saudi Arabia, Sultanate of Oman, State of Qatar and State of Kuwait) to discuss legislation, policies, reforms, good practices and remaining challenges in addressing issues around 'unexplained absences' from the workplace. The Workshop with GCC governments to promote a rights-based approach to employment contract termination ('absconding') for migrant workers in the Gulf took place on 17-18 October 2023 in Bahrain.

This allowed strengthening the position of the UN agencies in promoting human rights of migrant men and women. As a result of this workshop some governments approached the ILO seeking technical assistance to reform their labour migration systems.

<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	To the ILO staff at the HQ, regional and country level:  Collaboration with the UN agencies allows strengthening voice on sensitive agenda and mitigate risks of unfair treatments on the part of hosting governments to a certain UN agency if it acts on sensitive issues alone.
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## ANNEX F Emerging Good Practices

### Emerging Good Practice 1

Project Title: FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2024

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The Domestic Workers Union was established, equipped and capacitated to provide services to migrant workers in Bahrain
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin

<p><b>Establish a clear cause-effect relationship</b></p>	<p>In the Arab states freedom of association is not extended towards migrant workers to the same extent as to the national workers. In some countries of the Arab states migrant workers are not allowed to organize themselves into trade unions and in some countries they are allowed to join the trade unions established in the countries but can't vote as other workers. Domestic workers are the most vulnerable group of workers as often their opportunities to organize is limited given the nature of their work. In some countries (eg. Lebanon) migrant domestic workers are not covered by the national labour law.</p> <p>The FAIRWAY programme established cooperation with the General Federation of Bahrain Trade Unions (GBFTU) and International Domestic Workers' Federation which resulted in the first Domestic Workers Union under the GBFTU.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>The entity established under the General Federation of Bahrain Trade Union (GFBTU) will provide a more unified voice for domestic workers in Bahrain and is a significant development. On 05.03.2024 the Domestic Workers Union comprised about 500 members – domestic workers, mostly women.</p>
<p><b>Potential for replication and by whom</b></p>	<p>This best practice could be replicated by development actors (trade unions, the international aid development actors), affiliates of the IDWF and migrant domestic workers (men and women) in the Arab states</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>Outcome 7.5 "Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers" of the Programme &amp; Budget outcomes of the ILO (2020-21 and 2022-23).</p>
<p><b>Other documents or relevant comments</b></p>	<p><a href="#">Memorandum of Understanding between the GBTU and IDWF</a> to promote migrant domestic workers' rights and welfare in Bahrain;</p> <p><a href="#">MWPS welcomes union for Domestic workers (bahrainthisweek.com)</a></p>

## Emerging Good Practice 2

**Project Title:** FAIRWAY Program

**Project TC/SYMBOL:** GLO/19/06/CHE

**Name of Evaluator:** Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

**Date:** 05.03.2024

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*

GP Element	Text
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>The fellowship on journalism between Uganda and Jordan universities resulted in joint collaboration between Jordanian and Ugandan youth to cover stories of migrant men and women</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p>The cross-border fellowship of journalism students in Uganda and Jordan resulted in the creation of stories of migrant men and women. Anthology of journalist stories of migrant workers on Uganda – Jordan corridor included case studies on migrant women – young mothers, domestic workers who left their small children behind to work abroad; young women from rural areas seeking for employment abroad; migrant men – young graduates from college seeking professional employment in Jordan, etc.</p>

<b>Indicate measurable impact and targeted beneficiaries</b>	9 articles produced and published as an anthology <a href="#">Anthology Labour migration along the Uganda-Jordan corridor.pdf (mak.ac.ug)</a>
<b>Potential for replication and by whom</b>	Journalism departments of universities, journalists, ILO offices at regional and country level
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	Outcome 7.5 “Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers” of the Programme & Budget outcomes of the ILO (2020-21 and 2022-23).
<b>Other documents or relevant comments</b>	<a href="#">Africa-Arab States fellowship for journalism students in labour migration reporting (ilo.org)</a>

## Emerging Good Practice 3

Project Title: FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2024

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*

GP Element	Text
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>The cooperation between the trade unions of Kenya and Lebanon resulted in strengthened approach to protect Kenyan migrant domestic workers in Lebanon. Source: Kenya – Lebanon</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p>The MOU was developed following a mission to Lebanon in July 2022 by COTU-K. The mission included meeting with dozens of Kenyan domestic workers to hear their challenges and concerns and close discussions with FENASOL. These exchanges led both trade union federations to affirm their mutual support to work individually and at a corridor level to protect migrant workers.</p>

<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>Following the signing of the MOU between the Kenyan Central Organization of Trade Unions (COTU-K) and the National Federation of Worker and Employee Trade Unions in Lebanon (FENASOL) the unions have worked to advocate for ratification of relevant Conventions and at least three technical virtual meetings have been held between the two union federations in 2023. This work impacted the constituents in Kenya to consider ratification of the ILO Convention No.189 on Domestic Workers and ILO Convention No.190 on Violence and Harassment.</p>
<p><b>Potential for replication and by whom</b></p>	<p>Trade unions at both sides of migration corridors.</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>Outcome 7.5 "Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers" of the Programme &amp; Budget outcomes of the ILO (2020-21 and 2022-23).</p>
<p><b>Other documents or relevant comments</b></p>	<div style="text-align: center;">  <p><b>MINISTRY OF LABOUR AND SOCIAL PROTECTION</b>  STATE DEPARTMENT FOR LABOUR AND SKILLS DEVELOPMENT  OFFICE OF THE PRINCIPAL SECRETARY</p> </div> <hr/> <p>Telephone: +254(0)20-2729800  Website: <a href="http://www.labour.go.ke">www.labour.go.ke</a>  E-mail: <a href="mailto:ps@labour.go.ke">ps@labour.go.ke</a>  When replying, please quote</p> <p style="text-align: right;">Social Security House,  Block 'A' Eastern Wing  Bishop Road  P.O. Box 40326-00100  NAIROBI</p> <p>Ref: MLSP/LD/LAB/339 <span style="float: right;">Date: 22<sup>nd</sup> January 2024</span></p> <div style="background-color: red; color: white; padding: 5px; text-align: center; margin: 10px 0;"> <b>Call for memorandum on Ratification of ILO Convention No. 189 on Domestic Workers and ILO Convention No. 190 on Violence and Harassment</b> </div> <p>In line with the constitutional imperative of ensuring wide consultations and public participation, and in our unwavering commitment to fortify the rights and well-being of workers, the State Department for Labour and Skills Development invites your valued contributions through memoranda on the Ratification of ILO Convention No. 189 (Domestic Workers Convention) and No. 190 (Violence and Harassment Convention). Participation by all stakeholders is encouraged including:</p> <p>Members of the public; worker's unions, employers' organisations, Civil Society, Non-Governmental organisations, MDAs, Persons with disabilities, women, the youth and all other persons with a view on the ratification of the Conventions.</p> <p>Comments and/or memoranda may be submitted not later than <b>7<sup>th</sup> March 2024 at 5:00 pm</b> by hand delivery to the following address or sent to the email address provided hereunder</p> <p>The Principal Secretary</p> <p style="text-align: center;"><b>State Department for labour and Skills Development</b>  NSSF Building Block "A" Eastern Wing, 7<sup>th</sup> Floor  P.O. Box 40326-00100  <a href="mailto:ps@labour.go.ke">ps@labour.go.ke</a></p> 



## Emerging Good Practice 4

Project Title: FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2024

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The innovative initiative “Women’s Circles” approbated in Kuwait increased understanding of the behavior of female employers of domestic workers.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin

<p><b>Establish a clear cause-effect relationship</b></p>	<p>In collaboration with a feminist led organization Kuwaiti NGO EnV Earth the FAIRWAY programme undertook a comprehensive strategic approach to address power relations between female Kuwaiti employers and female migrant domestic workers. This approach started from a grassroots research, identifying differences in women and men’s experiences and needs, then building to an iterative exploration of the ways in which gendered-inequities could be addressed, with respect and agency of women migrant leaders themselves.</p> <p>This experience was laid into the development of the training for trainers aimed at equipping Kuwaiti women with knowledge on the barriers faced by female domestic workers, facilitating skills and tools to conduct “Women’s Circle” community meeting with participation of the female employers and migrant domestic workers.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>Women trained by the En.V. at the training for trainers shared during the focus-group that “women’s circles” meetings are considered as safe spaces to discuss the relationships and morals of the employment under kafal system. Women said that they weren’t able to discuss these sensitive topics before. One participant noted: “This activity changed us. We still have limitations to voice these issues. At the beginning we asked ourselves are we supposed to do this?”</p>
<p><b>Potential for replication and by whom</b></p>	<p>Female employers of the domestic workers in the Arab states, migrant domestic workers in Arab states, development actors who could support delivery of training for trainers in communities</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b></p>	<p>Outcome 7.5 “Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers” of the Programme &amp; Budget outcomes of the ILO (2020-21 and 2022-23).</p>
<p><b>Other documents or relevant comments</b></p>	<p><a href="#"><u>The Women’s Circles Project: A Toolkit. A guide to holding conversations with female employers of domestic workers</u></a></p>

## Emerging Good Practice 5

Project Title: FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2024

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*

GP Element	Text
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>In Lebanon, the support of women-led community-based organizations allowed human-rights protection of the most vulnerable migrant women and children – victims of forced labour, detained women, including women with children.</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin</p>
<p><b>Establish a clear cause-effect relationship</b></p>	<p><b>In Lebanon</b>, the FAIRWAY programme cooperated with the women’s led NGO “Egna Legna” on the legal assistance to migrant domestic workers. The organization took a proactive position in the defense of labour and human rights of the domestic workers by undertaking new approaches. NGO “Egna Legna” started visiting regularly the police departments and prisons to assist migrant domestic workers, women, detained due to the irregular status or filed complaints from employers. Legal aid was provided to 206 African domestic workers. Leaders of the communities of migrant domestic workers were trained on human rights protection.</p>

<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>It was learned through the interviews that prison officers started cooperation with human rights organizations (e.g. Eгна Legna) to address the needs of imprisoned migrant women, including women with children.</p>
<p><b>Potential for replication and by whom</b></p>	<p>Human Rights Defending organizations, community organizations, diasporas of migrant domestic workers</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>Outcome 7.5 “Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers” of the Programme &amp; Budget outcomes of the ILO (2020-21 and 2022-23).</p>
<p><b>Other documents or relevant comments</b></p>	

## Emerging Good Practice 6

Project Title: FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2024

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*

GP Element	Text
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>Six MRCs were established at the government premises (National Employment Authorities) in Kenya to provide services to migrant men and women at the MRCs across various locations via face-to-face mode and a Toll-free Hot line. This increased regional coverage of the services available to potential migrant men and women</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>The FAIRWAY Program is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin</p>

**Establish a clear cause-effect relationship**

**In Kenya**, the FAIRWAY supported the National Employment Authority to establish the Migrant Resource Centre in June 2021 to offer diverse services to migrant workers, their families and any other persons interested in labour migration. The resource center is officially known as Kenya Labour Migrant Resource Centre (KLMRC). The KLMRC was established as a premier institution under NEA to provide labor migration information, sensitize potential migrant workers on the labor migration process, and address distress calls and complaints by migrant workers in CoD. Further FAIRWAY supported the establishment of MRCs in Kisumu, Eldoret, Mombasa, Thika and Machakos. The expansion of services of the MRC to other regions has led to easy access to labour migration information and quick response for distress calls in those regions. At pre-departure stage, KLMRC has provided access to free, comprehensive, and accurate information on the recruitment process and protection at work to migrant workers seeking the services through providing brochures and its website. The information targets outgoing, returning, and distressed migrant workers. They involve guiding job seekers, registering them, and linking them to accredited recruitment agencies. The center also assists families left behind by tracing and connecting them with migrants in destination countries.

The KLMRC has also supported labour dispute & complaints management by handling the cases where relevant and referring some to the concerned authorities. Through the KLMRC, returnee migrant workers have been provided with referrals to psychosocial counselling to ensure that they are in a stable state once they return to the country. The KLMRC also does follow up with recruitment agencies to ensure that migrants return after completing their contracts. Supporting the establishment of the center has seen the program make a remarkable increase in the number of potential migrant workers, family members of migrant workers, and other interested persons seeking information on labor migration.

<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>Returnee migrant workers shared through focus group discussions that the resource center played a crucial role in ensuring that they got back to the CoO safely from the CoD where they faced unfair treatment. For instance, one migrant man facing challenges in Oman asked his family to reach out to the KLMRC to find a way to return home. Having signed a contract to work as a security guard the man was forced to work in a quarry lifting heavy stones for construction. The worker was denied of food and proper shelter. This led to him losing weight and energy to continue working, being in distress. Establishing contact with the KLMRC proved useful as his case was taken up and within two weeks, he had been repatriated back to Kenya. Similar stories were shared by the other migrant workers (women) who participated in the discussions, highlighting the significant role the KLMRC has played within the short period it has been in existence.</p> <p>Support was provided to 2,056 Kenyans at Nairobi migrant worker resource centre (KLMRC) for a range of services that included the following: complaints and dispute resolution, return and reintegration referral services (including medical assistance; psychosocial support; legal assistance; business registration services; training and reskilling; financial advice); registration and information services support to families in the repatriation of the mortal remains of migrant workers who died abroad.</p>
<p><b>Potential for replication and by whom</b></p>	<p>Governments in the countries of origin of migrant men and women</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>Outcome 7.5 “Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers” of the Programme &amp; Budget outcomes of the ILO (2020-21 and 2022-23).</p>
<p><b>Other documents or relevant comments</b></p>	<p>The official website of the National Employment Authority that runs the MRCs: <a href="https://kmw.nea.go.ke/">https://kmw.nea.go.ke/</a></p> <p>The webpage of the MRC: <a href="https://kmw.nea.go.ke/">https://kmw.nea.go.ke/</a></p> <p>The website where one can check the Authenticity of PRAs and apply for jobs advertised by PRAs: <a href="https://www.neaims.go.ke/">https://www.neaims.go.ke/</a></p>



## Emerging Good Practice 7

**Project Title:** FAIRWAY Program

**Project TC/SYMBOL:** GLO/19/06/CHE

**Name of Evaluator:** Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

**Date:** 05.03.2024

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*

GP Element	Text
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>The support to the Consulates of Ethiopia in KSA and Lebanon proved to be efficient which resulted in return of 37,800 (45% women) Ethiopian migrant workers to their country of origin during the COVID-19 pandemic</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>The FAIRWAY Programme is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab States region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.</p>

<p><b>Establish a clear cause-effect relationship</b></p>	<p>The FAIRWAY supported consular services in the COD (e.g. Lebanon and KSA). Recently, the government of Ethiopia has laid off some staff and diplomats from many of its embassies as a means of cutting costs. This has become a challenge for the embassies to provide all the necessary support to migrant workers in the Middle East. The support provided by the FAIRWAY programme to embassies in setting up and strengthening the temporary shelters was mentioned by the officials as an important and timely support which allowed assisting large number of migrant workers in distress. The relief support provided in the form of COVID assistance is found to be very important to better engage government stakeholders. After COVID assistance, Ethiopian embassies were able to hire additional local staff, which significantly helped them process the repatriation of thousands of returnees in a short period of time. Thus, the provision of consular services proved to be efficient.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>The missions were able to provide consular and protection services to 133,283 (56.4% women) Ethiopian migrant workers and facilitated return of 37,800 (45% women) Ethiopian migrant workers to their country of origin</p>
<p><b>Potential for replication and by whom</b></p>	<p>Governments in the countries of origin of migrant men and women, consulates of the governments in the countries of destination of migrant men and women</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>Outcome 7.5 “Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers” of the Programme &amp; Budget outcomes of the ILO (2020-21 and 2022-23).</p>
<p><b>Other documents or relevant comments</b></p>	

## Emerging Good Practice 8

Project Title: FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2024

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*

GP Element	Text
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>The training provided by the ITC-ILO on the design and bargaining BLA to the Ugandan stakeholders resulted in application of knowledge during the negotiation process on the BLA between Uganda and KSA. The signed BLA included a Joint Technical Committee to monitor implementation of the BLA regarding the human and labour rights of Ugandan migrant workers.</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>The FAIRWAY Programme is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.</p>

<p><b>Establish a clear cause-effect relationship</b></p>	<p>The FAIRWAY provided training on international labour migration governance including on protection of migrant workers and better negotiation skills on the Bilateral Labour Agreements (BLA).</p> <p><b>Technical content on BLMAs and MoU included:</b></p> <ul style="list-style-type: none"> <li>• Historical overview and current developments of bilateral labour migration agreements (BLMAs) and memorandum of understanding (MoU)</li> <li>• Types and general features of BLMAs and MoU on labour migration</li> <li>• Recent global and regional trends of BLMAs and MoU</li> <li>• Normative foundations of bilateral labour agreements including Global Guidance on Bilateral Labour Migration Agreements</li> <li>• Agreement Structure, Assessment and Good Practices</li> <li>• Minimum standards/provisions for a bilateral agreement/MOU</li> <li>• Skills Dimension in the BLMAs and MoU</li> <li>• Social Protection provision in the BLMAs and MoU</li> <li>• Adopting a gender-sensitive approach to the development and implementation of BLMAs and MoU</li> <li>• How to make agreements work?</li> <li>• Monitoring and evaluation</li> <li>• Joint committees: role, TORs and agenda</li> <li>• Good practice review: Bilateral Agreements/MOUs on Labour Migration</li> </ul> <p><b>Technical content on Negotiation skills</b></p> <ul style="list-style-type: none"> <li>• Process and stages of negotiating bilateral labour agreements;</li> <li>• Characteristics of position-based and needs-based negotiation;</li> <li>• Behaviors of effective negotiators</li> </ul>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>Following the training the trainees joined the negotiations on new revised BLA between Uganda and Saudi Arabia. The signed BLA included a Joint Technical Committee to monitor implementation of the BLA regarding the human and labour rights of Ugandan migrant workers.<sup>1</sup> BLA signed between Uganda and the Kingdom of Saudi Arabia (KSA) on 29 March 2023</p>

<b>Potential for replication and by whom</b>	Labour attaches at the governments in the countries of origin and countries of destination of migrant men and women
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	Outcome 7.5 “Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers” of the Programme & Budget outcomes of the ILO (2020-21 and 2022-23).
<b>Other documents or relevant comments</b>	<a href="https://www.arabnews.com/story/2022/02/23/saudi-arabia-uganda-sign-new-agreement-to-strengthen-labor-cooperation">Saudi Arabia and Uganda sign new agreement to strengthen labor cooperation (arabnews.com)</a> <a href="https://www.itcilo.org/courses/developing-negotiating-and-implementing-bilateral-labour-agreements">https://www.itcilo.org/courses/developing-negotiating-and-implementing-bilateral-labour-agreements</a>

## Emerging Good Practice 9

**Project Title:** FAIRWAY Program

**Project TC/SYMBOL:** GLO/19/06/CHE

**Name of Evaluator:** Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

**Date:** 05.03.2024

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*

GP Element	Text
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>The technical assistance provided by the FAIRWAY programme resulted in the design and adoption of a Gender Mainstreaming Strategy in Nigeria (GMS)</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>The FAIRWAY Programme is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.</p>

<p><b>Establish a clear cause-effect relationship</b></p>	<p>The FAIRWAY provided technical assistance to the Federal Ministry of Labour and Employment on developing a Gender Mainstreaming Strategy in Nigeria (GMS) as a means of ensuring that efforts at improving governance and management of labour migration in Nigeria are gender responsive.</p> <p>The Strategy identifies gender equality objectives which focus on aligning and enhancing gender responsiveness of labour migration, complementing the National Policy on Labour Migration and relevant national frameworks targeted at safeguarding the rights of all migrant workers, including women whose strategic needs have made them vulnerable across the migration cycle.</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>Gender Mainstreaming Strategy in Nigeria (GMS) and Gender Mainstreaming Implementation Action Plan were developed</p>
<p><b>Potential for replication and by whom</b></p>	<p>Governments in the countries of origin and countries of destination of migrant men and women</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>Outcome 7.5 "Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers" of the Programme &amp; Budget outcomes of the ILO (2020-21 and 2022-23).</p>
<p><b>Other documents or relevant comments</b></p>	<p>Gender Mainstreaming Strategy in Nigeria (GMS) and Gender Mainstreaming Implementation Action Plan</p>



## Emerging Good Practice 10

Project Title: FAIRWAY Program

Project TC/SYMBOL: GLO/19/06/CHE

Name of Evaluator: Ms. Svetlana Bronyuk (team leader, international consultant), Mr. Ahmed Tamimi (regional consultant in Arab states), Mr. Walter Atito (regional consultant in Africa), Mr. Ayalew Abebe (national consultant in Ethiopia)

Date: 05.03.2024

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*




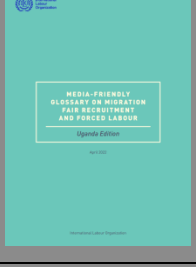


GP Element	Text
<p><b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b></p>	<p>FAIRWAY supported Building Responsibly – a global industry group in construction - to strengthen knowledge of companies on practical ways to ensure decent work for migrant construction workers in the Arab States (especially GCC)</p>
<p><b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b></p>	<p>The FAIRWAY Programme is a four-year inter-regional development cooperation project funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by the International Labour Organization (ILO) from December 2019 to March 2024. The programme aims to improve conditions of labour migration across migration pathways from Africa to Arab States and better protect all migrant workers in vulnerable situations within the Arab states region, thereby enabling migrant workers to contribute more fully to sustainable development in both countries of origin and destination. The budget of the Programme is USD 10,972,250 including an additional USD 1,500,000 in 2020 to support the COVID-19 response in African countries of origin.</p>

<p><b>Establish a clear cause-effect relationship</b></p>	<p>The FAIRWAY provided guidance to the Building Responsibly – a group of leading construction engineering and construction companies which employ more than one million workers across 120 countries of operation. Since 2020, this included targeted training for the Building Responsibly Implementation Support Group on migrant workers’ access to grievance mechanisms, freedom of association and workers’ committees, and updates on Arab States legislation (based on FAIRWAY country profiles).</p> <p>FAIRWAY also worked closely with Building Responsibly members to validate our Guidance Note for Construction Companies in the Middle East (published in 2020).</p>
<p><b>Indicate measurable impact and targeted beneficiaries</b></p>	<p>FAIRWAY inputs to a survey on grievance mechanisms at field level was piloted by two Building Responsibly companies. The members of Building Responsibly members have used or shared the materials presented with local entities, or used the information to review procedures, or incorporated the information into project procedures. In November 2023, FAIRWAY presented to EDH, an industry association of French companies interested in human and labour rights, on opportunities, challenges and good practices in engaging in Saudi Arabia. In total there were 47 representatives, including from several major companies among them is EDF (Electricite de France), which won a \$1bn contract to build the Al Henakiyah solar plant, and the Amaala resort on the Red Sea that will employ thousands of workers including low-wage construction workers.</p>
<p><b>Potential for replication and by whom</b></p>	<p>Construction engineering and construction companies</p>
<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b></p>	<p>Outcome 7.5 “Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers” of the Programme &amp; Budget outcomes of the ILO (2020-21 and 2022-23).</p>
<p><b>Other documents or relevant comments</b></p>	<p>ILO and International Organization of Employers (IOE). 2020. <a href="#">Guidance Tool for Construction Companies in the Middle East</a></p>

## ANNEX G List of Knowledge Products produced by the FAIRWAY programme

	<p>ILO and International Organization of Employers (IOE). 2020. <a href="#"><u>Guidance Tool for Construction Companies in the Middle East.</u></a></p>
	<p>ILO. 2020. <a href="#"><u>Discussion Note for Policymakers: Interregional dialogues on migration involving countries in the Middle East and Africa</u></a></p>
	<p>ILO. 2020. <a href="#"><u>Ethical Reporting on Labour Migration in the Arab States</u></a></p>
	<p>ILO. 2021. <a href="#"><u>Information Brief: Promoting balanced media reporting on migrant workers in the Arab States</u></a></p>
	<p>ILO. 2021. <a href="#"><u>COVID-19 Pandemic: Wage Protection of Migrant Workers in the Arab States.</u></a> ILO Regional Office for Arab States.</p>

	<p>ILO. 2021. <a href="#"><u>Making decent work a reality for domestic workers: Progress and prospects in the Arab States ten years after the adoption of the ILO Domestic Workers Convention, 2011 (No. 189)</u></a></p>
	<p>ILO and IOM. 2021. <a href="#"><u>Promoting fair and ethical recruitment in a digital world.</u></a></p>
	<p>ILO and African Union Commission. 2021. <a href="#"><u>Thematic brief: Promoting internal labour market mobility in the Arab States.</u></a> Africa – Arab States Interregional Tripartite Meeting on Labour Migration</p>
	<p>ILO and African Union Commission. 2021. <a href="#"><u>Thematic brief: Bilateral labour migration instruments – Africa and Arab States</u></a> Africa – Arab States Interregional Tripartite Meeting on Labour Migration</p>
	<p>ILO. 2022. <i>Care in Crisis: Changes to home-based care work in Lebanon and the implications for households and workers</i></p>
	<p>ILO. 2022. <a href="#"><u>Skills needs in the Oman labour market: An employer survey</u></a></p>

	<p>ILO. 2022. <a href="#">Skills needs in Kuwait following the Covid-19 pandemic</a></p>
	<p>ILO. 2022 <a href="#">Reporting on forced labour and fair recruitment: an ILO toolkit for journalists in Uganda</a></p>
	<p>ILO. 2022 <a href="#">Reporting on forced labour and fair recruitment: an ILO toolkit for journalists in Nigeria</a></p>
	<p>ILO. 2022. <a href="#">A media friendly glossary on migration, fair recruitment and forced labour (Uganda Edition)</a></p>
	<p>ILO. 2023. The Women's Circle Toolkit: How to have conversation about rights-based employment of migrant domestic workers": <a href="#">The Women's Circle Project: A Toolkit (ilo.org)</a></p>
	<p>ILO. 2023. <a href="#">Civil Society Organizations and Labour Migration in Nigeria: Learning from the FAIRWAY Global Programme</a></p>

	<p>ILO. 2023. <a href="#"><u>Media and Labour migration in Nigeria: Lessons from the FAIRWAY Global Programme</u></a></p>
	<p>ILO. 2023. <a href="#"><u>Promoting better media reporting relating to returning Nigerian migrant workers</u></a></p>
	<p>ILO. 2023. <a href="#"><u>Country briefs of the regulatory frameworks governing migrant workers in the Arab States</u></a></p>