



ILO EVALUATION

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This evaluation has been reviewed by the ILO Evaluation Office (EVAL). It does not meet the quality standards for evaluation in ILO as stipulated in ILO's evaluation policies and guidelines (checklist 6). This midterm evaluation is significantly delayed and the report has been released in order not to cause any further delays to the implementation process of the project. EVAL expects the final evaluation to be conducted to a higher standard so it meets ILO's quality standards for evaluations. The report has not been professionally edited.

Foreword

The evaluation team consisted of two international consultants. The team member Dr. Kifle A. Wondemu collected the primary data through a two-week long field mission to Ethiopia. The team leader, Seetharam Mukkavilli, prepared the evaluation inception report based on the field mission report of the team member. The team leader developed the tools of data collection including the survey questionnaires, carried out data analysis and authored the evaluation report.

The ILO evaluation managers, Mr. Gugsu Yemer Farice, Senior Monitoring and Evaluation Officer, ILO Regional Office for Africa and Ms. Mariette Sabatier, Labour Migration and Strategic Partnerships, Regional Office for Africa provided support and guidance.

The ILO Project Team in Ethiopia led by Ms. Aida Awel, Chief Technical Advisor provided the project documentation and facilitated the field mission to Ethiopia by Dr. Kifle A. Wondemu. Stakeholders including beneficiaries of the training shared their perspectives for the evaluation. The team leader's work was supported by Mrs. Suvarchala Mukkavilli.

Seetharam Mukkavilli, Ph.D., PMP

International consultant and team leader

Acronyms

AU	African Union
BoLSA	Bureau of Labour and Social Affairs
CETU	Confederation of Ethiopian Trade Unions
CTA	Chief Technical Advisor
DOT	Digital Opportunities Trust
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EDF	European Development Fund
EEF	Ethiopian Employers Federation
ER	Expected result
ETH	Ethiopia
EUD	European Union Delegation
FDRE	Federal Democratic Republic of Ethiopia
FEMSEDA	Federal Micro and Small Enterprise Development Agency
GDP	Gross Domestic Product
GTP	Growth and Transformation Plan
HQ	Headquarters
ILO	International Labour Organisation
IOM	International Organisation for Migration
KSA	Kingdom of Saudi Arabia
MFI	Micro Finance Institution
MOFA	Ministry of Foreign Affairs
MoLSA	Ministry of Labour and Social Affairs
MOU	Memorandum of understanding
NGO	Non-governmental organization

NPC	National Project Coordinator
PMO	Prime Minister's Office
PSC	Project Steering Committee
ROAF	Regional Office for Africa
SIYB	Start & Improve Your Business
SO	Specific objective
TVET	Vocational Education and Training Agency
TWG	Technical Working Group
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office for Drug Control

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Executive summary

Background and context

The ILO project titled, 'Support to the reintegration of returnees in Ethiopia' had its origin in the forcible repatriation of 163,018 Ethiopian undocumented migrants from the Kingdom of Saudi Arabia (KSA) to Ethiopia during November 2013 to March 2014. As per the intervention logic if KSA returnee capacities are built for employment generation, besides psycho-social counselling to adjust, then they would successfully reintegrate in Ethiopia. The specific objective of the project is to provide individualised and rights based reintegration assistance to returnees with a particular focus on vulnerable women and girls. The three year project began in January 2015 and is scheduled to finish at the end of 2017. It covers three regional states of Ethiopia. The project is overseen by the ILO team but implemented by partners at local level. It provides psycho-social support, Training of Trainers' training, entrepreneurship and motivation training and short-term skills training for self-employment among the returnees. It also provided revolving funds to local financial institutions to enhance their lending capital for returnees.

The purpose of the mid-term evaluation is to assess project's progress towards the outcomes and long term goals. The scope of the mid-term evaluation is limited to the period from January 2015 to 30 May 2017. Expected users of the evaluation are European Union (donor), the ILO, the government, project partners and other stakeholders. The evaluation was carried out through a desk review and a field mission. It used primary and secondary methods of data collection including key informant meetings and survey of beneficiaries of the training and rehabilitation. The field mission covered two regional states of Amhara and Oromia and within them three woredas chosen on the basis of proximity to Addis Ababa. Within the chosen regional states, three woredas located near the regional state capitals were visited. Thirty-eight beneficiaries were interviewed. They were chosen as per availability at the woreda administration offices as per prior arrangements made by the project authority.

Relevance and strategic fit

The project addresses the governmental strategy and the ILO's priorities at the global and national levels. The project is aligned to the needs of the returnees as it aims to deal with lack of skill and lack of access to credit. However, as the project did not use any means-tested criteria to select the returnees for benefit provision, relevance in terms of targeting the poor is a gap.

Validity of design

The ILO project has a clearly defined outcome and three outputs. There are no 'impact' level results in the design. There are indicators and targets but no baseline¹ in the design. The indicators were not fully adequate to monitor the four interventions specified in the design to accomplish the outcome. Research on needs assessment in the form of a needs assessment with the main stakeholders (ILO, 2014) informed the formulation of the project design. The project design includes a strategy for sustainability. The annual reports for the project for 2015 and 2016 discuss about challenges with the validity of the project design and state that the project target is unrealistic. The design by its assumptions failed to adequately take into account the risk of blockages in project implementation. The project design did not include any selectivity criteria in terms of beneficiary selection for provision of its scarce resources.

Project effectiveness

The project has three outputs on social integration, training and reintegration support. As of 30 May 2017, the achievement is 45 per cent of the target for social support as per the project data. Through AGAR(an NGO), the ILO project assisted 1545 persons comprising of 946 females, 577 males and 22 children of whom eight were male and 14 were female. For the output on training, Training of Trainers' on entrepreneurial and motivational training was provided for 214 TVET teachers and partners. Entrepreneurial and motivational training was given for 9347 returnees in Tigray, Amhara and Oromia regions. Short-term skills training were provided for 3016 returnees. Areas to address on training include translation of materials in to local languages, customization of the training modules, increase in course duration and accommodating the diverse educational background of the trainees.

For the output on reintegration support, 312 returnees (259 males and 53 females) were given total loan of Ethiopian Birr (ETB) 10.48 million in Oromia regional state; 347 returnees received loans from May 2016 to February 2017 in Amhara². There are contributing and challenging factors affecting effectiveness of the project activities. However, these vary from region to region depending on local circumstances.

Contributing factors

- Returnee interest in motivational and vocational skills training
- Availability of Technical and Vocational Training Institutes(TVET)
- Presence of project partner MoLSA/BoLSA at federal and regional state levels
- Availability of a network of MFIs

Challenging factors

- Reshuffling of government officials and experts.

¹ The project team did a baseline study in 2017

² Amhara Credit and Savings Institution's progress report ending 28 February 2017. Both ACSI and ILO contributed ETB 10 million to a loan matching fund of the project to finance returnees

- Weak inter-institutional coordination
- Limited access to working space to start business

The Regional Government representatives³ stated that they are hesitant to give preferential access to working space, credit and employment opportunities to the returnees as it could be both unethical and supportive of illegal migration.

Efficiency of resource use

At the mid-term stage, the project completed 42 per cent of the activities in its implementation plan and the rest were either on-going or yet to start though overall project implementation appears to be behind the schedule. The project completed preliminary project office related activities such as hiring the project staff and setting up of office besides conclusion of an agreement with the Government of Ethiopia. While the ILO project team was endowed with expertise on migration, expertise on other areas was elicited from external entities. Participation of TVETs contributed to the project achievements on provision of training. The gaps in expertise include those related mentoring of new businesses of the returnees at the local level and those related to monitoring and reporting. While the ILO project team was in position from the beginning lending continuity, there was staff turnover among partners at local level.

Effectiveness of management arrangements

The project team is fully staffed. It has in-house expertise on migration besides other areas. It acquired the technical services on training from outside. TVETs in the project area contributed to the project with expertise on short term skills training. The stakeholder feedback on the ILO's technical support was positive. The project team succeeded in signing of MOU with key partners including MFIs. The project constituted the advisory committees known as Project Steering Committee (PSC) and Technical Working Group (TWG). A project monitoring and evaluation plan is in place for the project. It supports the project implementation plan. Most of the indicators in the M&E plan are input indicators. The project has annual narrative reports for 2015 and 2016. The project data is segregated by gender. Financial data in terms of allocation and expenditure by outputs and regions is not available from the ILO project. The project activities were delayed for different reasons including the declaration of emergency in Ethiopia. Governance and management arrangements are affected by: i. setting ambitious targets, ii. Choice of several interventions despite the risks associated with high dependency on external entities for project implementation; iii. Limited in-house capacity on social reintegration; and v. not so active contribution of the advisory committees in providing strategic advice for the project and addressing implementation issues due to infrequent meetings. Issues about the management arrangement according to the key informant meetings were:

³ As per the key informant meetings with regional government representatives during the field mission (email dated 31 October 2017 from Dr. Kifle A. Wondemu)

- Infrequent monitoring of the project by the ILO
- The rural and urban local government is not part of the steering committee
- The monitoring system is very weak

An area in need of strengthening relates to post-training technical support for returnees in developing business plans. After developing them, beneficiaries may need technical support through mentoring to implement the business plans. Impact orientation and sustainability

Impact orientation and sustainability

As this is a mid-term evaluation, it is difficult to comment on impact or sustainability. At the mid-term stage, as per the program strategy the returnees are trained, MFIs provided loan fund, and some businesses are launched. In the next phase, if the returnees successfully establish and operate their businesses, impact in terms of economic reintegration may surface. Capacity of the returnees is being built through training though a significant number of them are yet to utilize the skills. Among national institutions, the project strengthened the capacity of TVET colleges in the project area through:

-Engaging TVET staff in the Training of Trainers' programme

-Engaging TVETs in developing skill training modules

The project has a study on developing a national strategy for reintegration of returnees that may offer ideas for the future public policy. The trained TVET staff may continue to train others in entrepreneurship. The time lag between the motivational training and skills training on one hand and between skills training and start of businesses on the other could have an adverse effect on the impact of training. While the project activities do not appear to be sustainable, the skills provided for the returnees are sustainable.

Conclusions

Relevance and strategic fit

The project addresses the governmental strategy and the ILO's priorities at the global and national levels. The project is aligned to the needs of the returnees as it aims to deal with lack of skill and lack of access to credit. However, as the project did not use any means-tested criteria to select the returnees for benefit provision, relevance in terms of targeting the poor is a gap.

Validity of design

The design had an empirical foundation through a needs assessment of the returnees. Though the design had a logical framework, project planning seems to have missed

feasibility analysis of the implementation framework for the project, including the partners' capacity. The design of the project was also problematic with one outcome with the ILO and the rest with MoLSA.

There was a lack of service providers for rehabilitation in areas other than Addis Ababa limiting its implementation and thereby undermining the chosen intervention in the project design.

Project effectiveness

The project completed preliminary project office related activities such as hiring the project staff and setting up of office besides conclusion of an agreement with the Government of Ethiopia. Many of the activities in the project implementation plan were either completed or initiated. The research-based activities progressed well while field based implementation lagged affecting goal achievement. According to the ILO project's annual reports, the project's main target is said to be not achievable due to underfunding. In the realm of economic integration, the project succeeded in training module development, organization of trainings on Training of Trainers', Entrepreneurship and Motivation, and skills development in collaboration with TVETs. However, trained returnees experienced notable barriers to start business such as obtaining finance, working space, etc.

Efficiency of resource use

While the ILO project team was endowed with expertise on migration, expertise on other areas was elicited from external entities. Participation of TVET contributed to the project achievements on provision of training. The gaps in expertise include those related mentoring of new businesses of the returnees at the local level and those related to monitoring and reporting. While the ILO project team was in position from the beginning lending continuity, there was staff turnover among partners at local level. At the mid-term stage, the project completed 42 per cent of the activities in its implementation plan and the rest were either on-going or yet to start though overall project implementation appears to be behind the schedule.

Effectiveness of management arrangements

Effectiveness of management arrangements is affected by: i. Complexity of the project structure with several actors, both administrative and technical; ii. Setting ambitious targets, iii. Choice of several interventions despite the risks associated with high dependency on external entities for project implementation; and iv. not so active contribution of the advisory committees in providing strategic advice for the project and addressing implementation issues due to infrequent meetings. Despite the preparation of a M&E Plan, there were challenges in project monitoring.

Impact orientation and sustainability

It is too early to assess impact of the project at the mid-term stage of implementation as the economic integration through decent job creation is yet to gain momentum.

Elements that are likely to be sustainable from a programmatic perspective are the strengthening of capacity of TVET teachers in project area, development of region specific skill training modules which could be used by TVETs and the lessons and experiences gained by the project partners such as BoLSA which can be used even after the project is over.

Lessons learned

Carry-out feasibility analysis of the project implementation plan at the project design stage. In the project, the partner specific issues such as monitoring capacity affected progress of work.

Recommendations

1. There is no risk management and mitigation plan for the project. Given the implementation experience and high dependency on partners, one may consider developing a risk management and mitigation plan for the next phase.
2. It may be worthwhile to reflect if the project should continue with the existing four interventions or delimit them in the next phase for a better focus.
3. The needs assessment of the ILO noted that about half of the returnees felt that they may be able to manage the crisis on their own. It also noted the sharp economic differences among the returnees. Hence, bringing in selectivity criteria for benefit provision of all types of assistance for better targeting at the most vulnerable among KSA returnees may be considered.
4. Given the implementation delays and the issue of funds shortage, it is recommended to consider whether to start wage employment creation activities, unless it has a clear feasibility plan in place, while taking note of the lessons of the project in the first half. At the mid-term stage, wage employment related activities have not commenced.
5. Inter-linkages between social reintegration or rehabilitation and economic reintegration could be considered whereby beneficiaries of rehabilitation are assessed and if needed supported through economic reintegration intervention.

1. Project background

1.1 Brief outline of the country

The Federal Democratic Republic of Ethiopia comprises nine regional states and two city administrations. Ethiopia's population is estimated at 84.7 million in 2011 which makes it the second most populous nation in Africa. The country's economy relies heavily on agriculture, which accounts for 83.4% of employment; 80% of the exports and 43% of the gross domestic product (GDP).⁴ The Growth and Transformation Plan (GTP) for 2010/11-2014/15 identifies agriculture as the main driver of growth towards industry development. According to the project concept note⁵, in the Growth and Transformation Plan 2011 -2015, migration was identified as a Cross Cutting issue. Referring to the United Nations Development Assistance Framework (UNDAF), it states, "The UNDAF being aligned to the GTP, this project will also contribute to Pillar 4 of the UNDAF, Women, Youth and Children."

In recent years, the Ethiopian economy has registered remarkable economic growth, double-digit growth for most of the years. However, the growth has not been inclusive and inadequate to bring significant reduction in poverty. Moreover, while unemployment and underemployment are mostly concentrated in urban areas, most of the growth originated either in agriculture sector or the relatively skill and transaction-intensive service sectors. As a result, the achieved high growth rate did not generate sufficient job opportunities to low skill and new entrants into the labour market, which is increasing at the rate of 3.2 per cent per annum. Although the economy has achieved impressive reductions in the unemployment rate, unemployment remains high and currently stands at close to 17%. Widening income inequality and high rate of inflation have further eroded the welfare position of even those that are employed in low paying formal and informal sectors. Consequently, for many unemployed or underemployed individuals, to achieve better living standards, out-migration is considered as an attractive and alternative livelihood opportunity.

1.2 Context and intervention logic

As a result of limited domestic productive opportunities, but burgeoning youth unemployment, a large number of young citizens are leaving the country in search of job opportunities, particularly to South Africa, Middle East, Europe and North America. The project had its origin in the forcible repatriation of 163,018 (100,688 male, 53,732 female and 8,598 children) Ethiopian undocumented migrants from the Kingdom of Saudi Arabia to Ethiopia during November 2013 to March 2014 as part of the "Saudization" of the KSA labour market⁶. KSA returnees face severe difficulties, particularly in terms of decent livelihood opportunities and reintegration into the Ethiopian labour market. The intervention logic for the project is rooted in an erstwhile ILO project's experience, an

⁴ World Bank report, 2012

⁶ ILO, Draft TOR for MTR for support for the reintegration of returnees project

ILO's needs assessment of returnees⁷, and national and international good practice. IF KSA returnee capacities are built for employment besides psycho-social counselling to adjust, THEN they would successfully reintegrate in Ethiopian society. The 2014 ILO assessment documented the range of challenges hindering returnees' reintegration, such as lack of financial support to initiate micro or small enterprises (92%); followed by lack of training (58.7%); lack of business development services (28.4%) and access to government services (41.2%). Through the ILO assessment, three problems were identified: 1) The need for decent livelihoods; 2) The need to reintegrate with dignity, since stigma is a crucial issue related to reintegration; and 3) The need for close coordination and knowledge sharing among service providers. These informed the design of the interventions in the project being evaluated which focuses on enhancing employability through training and financing arrangements for micro-enterprises.

1.3 Project objective

The ILO project being evaluated addresses the second goal of a larger EU funded project: enhance migration governance in Ethiopia and support the reintegration of returnees. The first goal is pursued separately through a project implemented by the Ministry of Labour and Social Affairs (MoLSA), Federal Democratic Republic of Ethiopia (FDRE). The specific objective of this project is to provide individualised and rights based reintegration assistance to returnees with a particular focus on vulnerable women and girls.

1.4 Organizational arrangements for the project's implementation

The ILO in collaboration with the Ministry of Labour and Social Affairs (MoLSA), Federal Democratic Republic of Ethiopia and other stakeholders is implementing the three year technical cooperation project in three regional states, 10 zones and 20 Woredas in Ethiopia. The regional states covered are Oromia, Amhara and Tigray wherein the principal implementing agency is Bureau of Labour and Social Affairs (BoLSA) that is supported by other regional and local entities. The project team consists of a Chief Technical Advisor (CTA) and two Project Coordinators (PC) and support staff located at Addis Ababa. It is technically backstopped by MIGRANT, ILO HQ, Geneva. The social integration services are provided by Agar Ethiopia Charitable Society which runs a shelter⁸.

A National Project Steering Committee provides strategic guidance to the implementation of the project comprises officials from Ministry of Labour & Social Affairs (MOLSA), Ministry of Foreign Affairs (MOFA), Ministry of Finance and Economic Development (NAO/MoFED), the Technical and Vocational Education and Training Agency (TVET) of the Ministry of Education, Prime Minister's Office (PMO), Federal Micro & Small Enterprise Development Agency (FEMSEDA), Bureaus of Labour and Social Affairs (BoLSAs) from Amhara, Oromia and Tigray, as well as EU and social partners (Ethiopian Employers' Federation (EEF) and Confederation of Ethiopian Trade Unions (CETU)). In addition, a Technical Working Group

⁷ Needs Assessment of KSA returnees, ILO, 2014

⁸ www.agarethiopia.com

(TWG) comprising experts from the same offices provides technical guidance to the day to day implementation of the project⁹.

1.5 Evaluation background

Purpose, scope, users and criteria

The purpose, scope, users, criteria, questions (28), team composition and other methodological aspects of the evaluation including the field mission for primary data are specified in the ILO's terms of reference for the evaluation (Annex 1). According to it, the purpose of the mid-term evaluation is to assess project's progress towards the outcomes and long term goals and ensure that challenges and results are monitored, communicated and acted upon in a timely and efficient and result based manner. The scope of the mid-term evaluation is limited to the component on reintegration implemented by the ILO, hereafter referred to as the project. The reference period for the evaluation is January 2015 to end of May 2017. Expected users of the evaluation are the donor (EU), the ILO, the government, partners as well as other relevant stakeholders.

Methodology

The evaluation methodology was specified in the terms of reference (ANNEX 1). The evaluation was carried out through a desk review and a field mission to Ethiopia. The desk review analyzed project related documentation. An inception report was developed prior to the field mission. It elucidated the methodology and included data collection sheet and work plan. It also included seven tools of primary data collection such as questionnaires and a Case Documentation Sheet to document good practice. The evaluation methods include desk review of project documentation, key informant interview and field survey.

Field mission to Ethiopia for primary data collection

A field mission was carried out to Ethiopia between 26 June 2017 and 4 July 2017. The ILO's terms of reference (ANNEX 1) specified that the field mission would be carried out by an international evaluation consultant to be supported by a national consultant for the duration of the field mission. However, the field mission was carried out by an international consultant (who was hired in place of the national consultant) alone as team leader's field mission to Ethiopia was cancelled due to visa related issues. The ILO prepared an itinerary for the field mission (ANNEX 2). A list of persons met during the field mission is at Annex 3.

Amhara and Oromia regional states were selected for the field mission. While Oromia regional state was chosen due to its proximity to Addis Ababa, Amhara regional state was purposively selected. From the two selected sample regional states, based on their proximity, accessibility and concentration of beneficiaries, Showa Robit Woreda in Amhara regional state and Jeju Woreda in Oromia regional were selected for field visits. However,

considering the proximity of Ataye, which is 49 km away from the Showa Robit, the ILO project office suggested to include the woreda as an additional sample for field data collection. Within each selected woreda, the objective was to make a random selection of beneficiaries of the different interventions. However, the list of the beneficiaries that potentially participate in the survey was not made available before the field visit and thus, it was not possible to do a random sampling. Convenience sampling was used to identify respondents within each woreda. The Woreda Labour and Social Affairs Offices were asked to identify returnees that are reachable and willing to participate in the data collection. They were also asked, where possible, to ensure adequate gender representation among the sample. Those beneficiaries that were willing to participate were asked to come to the Woreda Labour and Social Affairs Bureaux. The beneficiaries of training programs were interviewed at the Woreda Administration Offices in Amharic¹⁰. Beneficiaries of the rehabilitation program identified by AGAR were interviewed at its facility in Addis Ababa. Key informant interviews were carried out with the stakeholders identified by the ILO project team. Stakeholders were drawn from key implementing partners that oversee the implementation of various components of the project, target beneficiary institutions, and the project sponsor (ANNEX 3).¹¹ Sample size details are presented in Table 1.

Table 1: Respondents by instrument of data collection and gender

Category	Men	Women	Total
Questionnaire for beneficiaries of Training of Trainers' program	15	0	15
Questionnaire for beneficiaries of short term technical skills training	10	5	15
Questionnaire for beneficiaries of the rehabilitation program	0	8	8
Number of persons at key informant meetings	20	6	26
Completed Key Informant Schedules	1	2	3

Limitations

The limitations¹² are:

¹⁰ The semi-structured interview guidelines were prepared in English. However, all discussions were held in Amharic

¹¹ Based on emails dated 6 and 14 July and 27 September 2017 from Dr. Kifle A. Wondemu, team member who carried out the field mission.

¹² As per the email messages dated 6th, 7th and 14 July 2017, and 27 September 2017 from Dr. Kifle A. Wondemu, international consultant/team member who carried out the field mission to Ethiopia

- Selection of beneficiaries of the different interventions was constrained as the relevant lists of beneficiaries were not provided before the field visit¹³. In Jeju woreda, the TOT beneficiaries did not come for the meeting and as a result, they were not interviewed. In Ataye woreda, although the beneficiaries of the skill training were informed about the survey, they did not come to the meeting and in that woreda, only the TOT beneficiaries were surveyed. The sample size was not enough for generalisation. There were a few challenges regarding the meetings with the regional implementing bodies. Some individuals who were working on the ILO project either left the institution or transferred to other institutions as a result of the staff reshuffling in the aftermath of the emergency.

The representatives of the main project partner, Ministry of Labour and Social Welfare (MoLSA) were not met during the field mission due to their unavailability.¹⁴

-The representatives of the Labour Migration Unit, IOM; Confederation of Ethiopian Trade Unions (CETU) and Ethiopian Employer Federation (EEF) at Addis Ababa were not met.¹⁵

- The field mission report¹⁶ did not contain lessons or best practices/good practices¹⁷. Lack of adequate primary data affected responding to the 28 evaluation questions specified in the ToR (ANNEX 1). The evaluation report relies heavily on the desk review of the project documentation. The Annex 7 of the report presents, at a glance, the adherence of the evaluation to the ILO's prescribed terms of reference.

2. Findings

2.1 Relevance and Strategic fit

Relevance in terms of global and national priorities

The project is aligned with the global priorities of the ILO as evident from its Program and Budget (2016-2017) proposal's Outcome 9 on 'Promoting fair and effective migration policies'. The project also fits in with the ILO's priorities at the country level. The DWCP Ethiopia Country Program Outcome ETH155 for 2016-17 titled, 'Improved management of labour migration and reduction of irregular migration' aims at better protecting decent standards at work and the human rights of Ethiopian migrant workers throughout the process of migration from their place of origin to their destination; throughout their employment in private households in the Middle East; and until their return and reintegration in their home country. The project addresses the governmental strategy and the ILO's priorities at the global and national levels.

¹³ As per email of 14 July 2017 from Dr. Kifle A. Wondemu

¹⁴ Ibid

¹⁵ As per email of 27 September 2017 from Dr. Kifle A, Wondemu, team member

¹⁶ The team member, Dr. Kifle A. Wondemu shared a field mission report on 7 July 2017 by email. It was titled, 'Notes regarding the sampling, problems related to data collection and my observations'.

¹⁷ The ILO EVAL Guidance note on Lessons and Best Practices explains these terms

Relevance in terms of 'felt needs'

The ILO assessment (2014:8) found that about a fifth of the returnees had own house with main occupations being farming and trading. A big majority (78 per cent) had health problems and 6.7 per cent had psychological trauma. In terms of sustainable reintegration, the study noted (2014:11), "Returnees spelt out the potential challenges that could hinder them in their effort to make their sustainable livelihoods. Accordingly, lack of working capital (91.5%), lack of working premises (88.7%), lack of technical support (75.3%), and lack of access to credit (74%), lack of skill/knowledge (56.0%) and lack of family support (41.2%) are among the major factors that could compromise the returnees' income generating activities to lead a sustainable life." The study also observed that, "... about half of the KSA returnees believe that there are opportunities in their respective settlements for them to economically sustain with few supports from concerned bodies (2014:11)." In view of these findings, the project is aligned to the needs of the returnees as it aims to deal with lack of skill and lack of access to credit. However, no means-testing criteria were applied to select the beneficiaries, other than targeting the 'returnees and members of vulnerable groups'. Therefore, relevance in terms of targeting the poorer among the returnees was a gap. Key informant interview with the project team revealed that during the reference period for the mid-term evaluation, the project had only supported returnees and is yet to start support for vulnerable groups. It was also explained that vulnerable groups refers to multiple categories depending on the nature of vulnerability in the Ethiopian society.

The project addresses the governmental strategy and the ILO's priorities at the global and national levels. The project is aligned to the needs of the returnees as it aims to deal with lack of skill and lack of access to credit. However, as the project did not use any means-tested criteria to select the returnees for benefit provision, relevance in terms of targeting the poor is a gap.

2.2 Validity of design

Outcomes, outputs and indicators with baselines and targets

The ILO project outline illustrates the design of the project. The larger project has three outcomes¹⁸. The ILO project deals with one outcome on reintegration and the remaining two outcomes are part of MoLSA's component of the larger project. The ILO project has a clearly defined outcome and three outputs. There are no 'impact' level results. There are indicators and targets but there is no baseline¹⁹ in the design. The indicators were not fully adequate to monitor the four interventions specified in the design. Research on needs assessment in the form of a needs assessment with the main stakeholders (ILO, 2014) informed the formulation of the project design.

¹⁸ J. Daniel, Assessment of business services and training market, final report.no date:8-9

¹⁹ The project team did a baseline study in 2017

Realism of the project design

The annual reports for the project for 2015 and 2016 discuss about challenges with the validity of the project design and state that the project target is unrealistic. The design targeted a broader audience consisting of 'returnees' and vulnerable members of local communities which was unrealistic.

Strategy for sustainability

The project design includes a strategy for sustainability by engaging 'mandated' institutions such as MoLSA, MFI, etc. The strategy noted that it will link the project activities with existing development projects but this was not done. The strategy stated that it will build the capacities of non-government stakeholders but the same was not followed through.

Implementation approach

The project outline noted, "The project builds on an existing project implementation structure developed in the last two years (2013-2014) with national project partners from Ethiopia and currently enjoying high political support from the government. This reduces the risk that the project will be stalled in its operation and implementation." The assumption turned out to be unrealistic as the project was hamstrung by implementation challenges. The design did not take into account the risk of blockages. Though the needs assessment study of the ILO (2014) showed that about half of the returnees felt confident managing their reintegration autonomously, the project design did not include any selectivity criteria for provision of its scarce resources.

Coverage of gender

The project document provided information on both men and women. It also refers to other UN entities such as UN Women and UNICEF whose focus is on women. A glaring gap was the lack of disaggregation by gender of the targets in the project outline document. However, regarding the overall target of 27,000, the project's Communication and Visibility Strategy²⁰ states, "The project intends to reach around 27,000 returnees and local communities, with equal gender distribution."

Learning from earlier projects

The design used the learning from other projects of the ILO. The project outline document noted, "The project builds on an existing project implementation structure developed in the last two years (2013-2014)..."²¹ which was called "Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers going to the Gulf Cooperation Council States, Lebanon and Sudan". In

²⁰ ILO, Communication and Visibility Plan:1

²¹ ILO, 358-720 ILO Reintegration Project Final:16

addition, the ILO in Ethiopia is currently implementing different projects in the area of creating livelihood opportunities for women and refugees namely: 1) Women Economic Empowerment and 2) Creating Livelihood Opportunities for Refugees in Dolo Ado, in Ethiopia.²²

2.3 Project effectiveness

Project effectiveness is assessed primarily in terms of performance against the three project objectives based on the project documentation.

At the mid-term stage, planned activities such as setting up the project office including the team, TWG, PSC, memorandum of understanding with stakeholders, conduct of research, social support and organisation of training and arrangements for loan fund were carried out.

Social integration/rehabilitation

The immediate objective on social support is, ‘Returnees have been provided with appropriate social support based on their needs.’ As of 30 May 2017, the achievement is 45 per cent of the target for social support as per the project data (Table 2). Through AGAR, the ILO project assisted 1545 persons comprising of 946 females, 577 males and 22 children of whom eight were male and 14 were female. The indicator and target for social support in the logical framework lack precision as it uses an overall number for all related services put together. A break-up of how many were assisted for which specific type of psycho-social support is not available from the project data. An area mentioned for improvement of service at the key informant meeting related to the quality of food but it was pointed out that budget is the constraint to improve the food quality.

Table 2: Target and achievement immediate objective No. 1 (social support)

Indicator and target	Achievement	Revised indicator and target (2017)
3000 vulnerable returnees have been referred to appropriate services during the life cycle of the project (i.e. shelter, medical services, psycho-social counselling)	-Provided comprehensive psychosocial support for 1,345 returnees.	3,996 vulnerable returnees have been referred to and received appropriate services (i.e. shelter, medical services, psycho-social counselling)

²² Ibid

Source: The ILO project documentation

As part of the evaluation, eight beneficiaries of the project's social integration support were interviewed at AGAR. All respondents were women with an average age of 26 years.

All the respondents perceived the facilities such as lighting, bedding, space, security, health facilities, counselling, medicines and transport to health facilities as 'satisfactory'. All the eight respondents were satisfied by the benefits received at the center such as accommodation, social support skills, safety, and medical facilities. However, one-third were not satisfied with their acceptance in the community and one-fourth of them were not satisfied with the 'feeding'. All of the respondents participated in activities such as individual counselling, group counselling and other psycho-social support interventions offered at the center. All of them expressed satisfaction with the rehabilitation program and stated that their psychological well-being improved highly from the program.

In terms of project documentation, as per a progress report from AGAR for the period July 1-September 30, 2016²³, male and female victims of trafficking were provided food, shelter, clothing, sanitary materials, medical aid, counselling and family reintegration support at the rehabilitation center. The progress report states that the returnees are reintegrated with families and follow-up is done through home visit and telephone. The report's Quarterly summary of financial expenditure states that program costs were 82 per cent and administrative costs constituted 18 per cent for the said quarter.

The interviewed beneficiaries stayed at AGAR for an average period of 12 months. The ILO project did not provide the specific expenditure for the intervention on rehabilitation/social integration as its reports follow 'ILO coding'. While the beneficiaries interviewed are satisfied with the rehabilitation, a limitation of the ILO project appears to be a lack of connectivity between its social integration support and economic integration support. This may erode the benefit of the investments in social support. It was not clear how many, if any, of the returnees assisted through the rehabilitation intervention were followed up through motivational training, skills training and credit support. Usually, counselling is provided immediately upon arrival of the returnees in the country whereas the ILO project started about a year after the returnees arrived in Ethiopia.

Training

The project's second immediate objective relates to training (Table 3). The training strategy employed a cascade model. The project organised three types of training. These are training of trainers, training in entrepreneurship and motivation, and training in skills.

²³ Agar Ethiopia Charitable Society, The fourth quarter progress report (July 1-September 30, 2016). Submitted to ILO Country Office, Project: Rehabilitate and Reintegrate Returnees in Ethiopia, Addis Ababa, October 2016

However, there are no separate targets for any of them. An external consultant named Digital Opportunities Trust (DOT)²⁴ developed resource materials and trained trainers from the government’s Training and Vocational Education institutes (TVET) and partners for seven days, using the ILO’s Start and Improve Your Business (SIYB) resource. The trained trainers provided training on three modules related to management, motivation, and Information and Communication Technology to large groups of returnees. The project also facilitated adaptation of training modules for short-term technical skills training to the returnees. It identified a few trades with local market potential. The project provided short term technical skills training to the returnees. Most of the training took place during the second year of the project in 2016 as per the project annual narrative report.

Table 3: Target and achievement for immediate objective No.2 (training)

indicators and targets	Achievements	Revised indicators and targets (2017)
27 000 returnees and local vulnerable community members have acquired knowledge on technical and/or financial skills and/or business development services (BDS) by the end of the project	<ul style="list-style-type: none"> -Training of Trainers’ on entrepreneurial and motivational training for 214 TVET teachers and partners (145 in 2015 and 73 in 2016) -Entrepreneurial and motivational training for 9347 returnees in Tigray, Amhara and Oromia regions -Identified short term training fields that meet local market needs, -Standardized short-term vocational/skills training modules for returnees 3016 returnees attended short term skills training (course duration from 7-45 days on bee-keeping, garment, poultry, etc.) 	<ul style="list-style-type: none"> -8000 project beneficiaries receive technical or vocational skills training - Design appropriate, market oriented and needs based training modules -15300 project beneficiaries receive entrepreneurship, motivational, financial and managerial skills training.

Source: Project documentation

Training of Trainers (TOT)

²⁴ Digital Opportunity Trust, Reach Up! TOT and mentorship delivery report for ILO Reintegration of returnee project in Amhara

The training was provided by DOT for teachers from TVETs and other experts (Table 4). The specific objectives of TOT are:

- Build the capacity of TVET teachers and experts to provide entrepreneurship and motivational training for returnees in a short period of time
- Support TVET teachers and experts to contextualize the concept of entrepreneurship to the needs and situations of returnees and other most vulnerable groups
- Increase the reach out capacity of the project: upon completion of the training, participants will be able to train 1050 returnees in one round.

Table 4: Participants in ToT training for TVET teachers and experts in project area

Region	Male	Female	Total
Tigray	48	5	53
Oromia	41	15	56
Amhara	44	8	52
Total	133	28	161

Source: Personal communication with the ILO project team, July 2017

Labelled as ‘Reach-Up’ the training covered three modules: life skills, business skills and ICT skills. Reach-Up is DOT’s foundational entrepreneurship program. It focuses on economic empowerment. The 7-day TOT was followed by one-month mentoring. A report of DOT²⁵ identified specific lessons regarding TOT and training on entrepreneurship and motivation that can be useful for the future:

- “The training material translation to various local languages is important
- Customization of the modules is needed in order to meet partners’ requirements is necessary.
- Training period is not enough
- Training should be planned a head of time and jointly to get enough time for preparation and if necessary for module customization which helps to keep the quality of the training
- Participants segmentation is needed in some areas to reduce the effect of too much diversification of educational level on the training delivery process”

The evaluation included a survey of beneficiaries of TOT program in Amhara and Oromia regional states covering 14 respondents. A majority of them stated that they took part in a needs assessment prior to the training. Further, 93 per cent stated that their employer institution supported their participation in the Training of Trainers’ program. The survey respondents’ views on different aspects of the training program are given in Table 5.

Table 5: Beneficiary views on training aspects of TOT (per cent)

²⁵ DOT, ReachUp. TOT and mentorship delivery report for ILO Reintegration of Returnee project in Amhara Region:8

Training aspects	Beneficiary views		
	Highly satisfactory	Satisfactory	Not satisfactory
Course duration	40	53	7
Course content	66	33	0
Training venue	50	43	7
Class size/group size	40	27	33
Course material	53	40	7
Opportunities for learner participation	78	22	0
Relevance of training to your needs	66	27	7
Suitability of trainers	60	40	0

Source: Survey during the evaluation

The training aspects earning highest percentage of appreciation from ex-trainees were: opportunities for learner participation in the training course, relevance of the training to learner needs, trainer suitability, and course content. These aspects also serve as proxy for training effectiveness. The least appreciated training aspect by the beneficiaries was class size followed by course duration. These findings are similar to the challenges specified by DOT in its training report on TOT for Amhara region²⁶ that the training time allocation was not sufficient to cover the modules and other activities the trainees had to perform

Table 6: Beneficiary perception of ability to train returnees by module(per cent)

Name of Reach-Up module	Perception of ability to train returnees		
	Not feeling capable	Feeling somewhat capable	Feeling capable
Life Skills	7	29	64
Business Skills	7	29	64

²⁶ DOT, Reach Up. TOT and mentorship delivery report for ILO Reintegration of Returnee project in Amhara Region:7

ICT Skills	20	40	40
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Source: Survey during the evaluation

Except for the ICT module, a majority of the survey respondents stated that they feel capable to train the returnees on two out of the three modules (Table 6). They experienced difficulty in case of the ICT module. According to DOT report on TOT and mentorship in Amhara, TVETs did not include the ICT module in the training on entrepreneurship and motivation for the returnees in order to reduce the duration of the training. The trained trainers organised 7-day entrepreneurship and motivational training for the returnees (Table 7).

Table 7: Entrepreneurship and motivational training by region and gender

No	Region	Male	Female	Total
1	Tigray	1982	1145	3127
2	Amhara	1698	1699	3397
3	Oromia	2176	647	2823
	Total	5,856	3,491	9,347

Source: ILO, Project Annual Report for 2016:13 and other reports

As per the field data, the stakeholders felt that there was a notable gap between the entrepreneurship and motivational training and the short-term skills training which should be avoided.

Short-term skills training

Short-term skills training refer to technical training programs that will take up to three months in duration. The ILO project's rationale for opting for short-term training is the fact that returnees, unlike regular students, want to engage in business and generate income to sustain them as soon as possible. A total of 7262 returnees were trained in short term technical skills by the project till 30 May 2017 (Table 8) with the most from Tigray region.

Table 8: Number of beneficiaries of short-term technical skills training by region

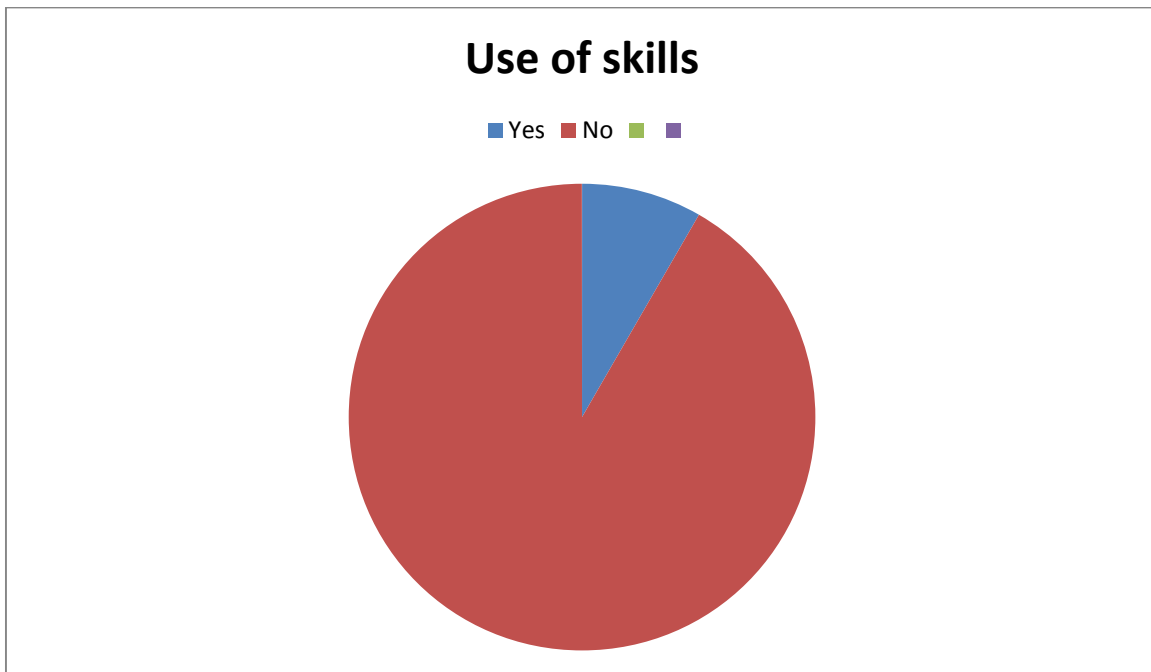
	# of returnees trained until Dec 31, 2016	# of returnees trained in 2017*
Amhara	469	961
Oromia	877	1038
Tigray	1670	2247

Total	3016	4246
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Source: Personal communication from the ILO project team, July 2017

All of the respondents completed the short term skills training. All of them are very much satisfied with the skills training provided to them and did not feel the need for additional training. All would recommend the training to others. At the same time, most of the respondents stated that they are not currently using the skills acquired through training (Fig.1). As discussed, a number of the ex-trainees have not started their businesses. According to the officials of TVET met during the field mission, short-term skills for training were identified by the local administration rather than the trainees themselves. In some instances these were determined by availability in the TVET colleges. Such factors could undermine the use of the training.

Fig. 1 Respondents by use of the skills acquired through training



The beneficiary respondents of skills training pointed out their problems and made suggestions during the evaluation survey:

- Provide finance
- DSA provided for trainees is not sufficient to cover transportation and other costs
- Training venue located in a remote area affecting women's participation
- Most needy are not getting assistance
- Land is a major constraint
- Credit needs collateral which is difficult to arrange
- Refused loan due to lack of working space
- Provide a grace period for repayment of loan till business picks-up

The training programs helped in building local capacity within TVETs in the local areas to organize training programs on entrepreneurship and motivation and facilitated skill acquisition among the returnees.

Reintegration support

The project's immediate objective No.3 is: 'Returnees and local vulnerable community members have been provided with long-term socio-economic reintegration support'. Data regarding this objective is presented in Table 9.

Table 9: Target and achievement for immediate objective No. 3 (reintegration support)

Indicator and target	Achievements	Revised indicators and targets(2017):
27 000 returnees and local vulnerable community members have received access to finance and/or gainful employment	<ul style="list-style-type: none"> -In Oromia, 312 returnees (259 males and 53 females) given total loan of ETB 10.48 million till 31 May 2017. -In Amhara²⁷ 347 returnees received loans from May 2016 to February 2017 -Project signed MOU with MFIs to establish a loanable fund for returnees 	<ul style="list-style-type: none"> 5,900 project beneficiaries (returnees and local vulnerable community members) that have started their own businesses and /or got employment -3,800 beneficiaries (returnees and local vulnerable community members) have received access to finance from financial institutions -2,100 beneficiaries received job placement and referral services - Establish dedicated loanable fund for returnees

Source: 1.ILO, Annual Report Support for reintegration of returnees project 2016: 25-26
2. Other project documentation

In short, Training of trainers' training was provided to 161 (133 men and 28 women) TVET teachers and experts in the three regions. The project provided entrepreneurship and motivational training to 10,047 beneficiaries (6206 men and 3838 women) till May 30, 2017. A total of 7262 returnees were trained in short term technical skills by the project till 30 May 2017. Out of those provided with short term technical skills training such as beef

²⁷ Amhara Credit and Savings Institution's progress report ending 28 February 2017. Both ACSI and ILO contributed ETB 10 million to a loan matching fund of the project to finance returnees

production, poultry, etc. 995 returnees (481men and 295 women) or 13.7 per cent received loan for their businesses. Rehabilitation or social integration assistance was received by 1545 beneficiaries (946 female and 577 male 22 children of which 8 are male and 14 were female).

As per the minutes of TWG dated April 6, 2017 (draft version) the overall implementation rate of the project was 65 per cent. Besides developing business plans, provision of space, etc. for new enterprises, provision of finance is very important for economic reintegration of returnees. The project negotiated the terms for a revolving loan fund with MFIs followed by signing of MOU with them and MFIs disbursed loans to the returnees (Table 10).

Table 10: Loan disbursement (amount in Ethiopian Birr)

Region	Number of beneficiaries			Amount of loan disbursed in 2017
	Male	Female	Total	
Tigray			219	4,285,000.00
Amhara	218	241	459	10,178,767.00
Oromia	263	54	317	10,869,690.00
Total	481	295	995	25,333,457.00

Source: Personal communication with the ILO project team, July 2017

Note: Gender disaggregated data not available for Tigray region

The project strengthened the enabling environment in multiple ways:

- Strengthened TVET teacher capacity through TOT training
- Tried to utilise a local structures such as One Stop Shop (Box 1)
- Strengthened micro finance institutions by offering a matching loanable fund for returnees

Box 1: One Stop Shop (OSS) for enterprise development: Innovative institution

One Stop Shop (OSS) is a governmental structure at Kebele level for enterprise promotion. Kebele is an administrative unit at the lowest level below Woredas. The focal persons of OSS are drawn from relevant local institutions such as Micro and Small Enterprise Development Agencies, TVET and MFI. The ILO project utilised OSS in selection of beneficiaries for Entrepreneurship and Motivational training for the returnees. In terms of the process, as explained in the ILO project’s annual report(2016:14), “The Kebele officials in collaboration with one stop shops transmitted the information to potential participants using various means such as public notice, public announcement and even in some cases through door to door visits. Then the one stop shops in close consultation and approval of the Kebele administrators selected returnees for the training. The list of participants including reserves was announced to returnees and communicated to the Woreda offices in advance.” The report adds, “The Woreda level technical committee will engage and closely work with one-stop shops at Kebele level to increase the knowledge and awareness

of returnees about financial services and advising and assisting returnees in their loan application process. The committee will also closely work with the micro finance institution officials in loan appraisals process and communicating results to returnees.”

Source: Project documentation

Box 2: Focus group discussion at Jeju Woreda with ex-trainees

The group consisted of 14 ex-trainees (11 men and 3 women) of the project’s short-term skills training in beef production provided about a year ago. At the time of the focus group discussion, none of them started business. All of them were not working. The group organized themselves in a cooperative and met 5 per cent deposit requirement for credit. In addition, they applied for land for their business but were unsuccessful thus far. Besides these issues, they opined that the loan amount provided by MFIs with the support of the ILO is not adequate as an optimal number of oxen need to buy for economies of scale for the business to succeed which is not possible with MFI finance limits.

Source: Field mission Notes²⁸

There are contributing and challenging factors affecting project effectiveness. However, these vary from region to region depending on local circumstances (Box 2).

Contributing factors

- Returnee interest in motivational and vocational skills training
- Availability of Technical and Vocational Training Institutes(TVET)
- Presence of project partner MoLSA/BoLSA at federal and regional state levels
- Availability of a network of MFIs

Challenging factors

- Reshuffling of government officials and experts.
- Weak inter-institutional coordination
- Limited access to working space to start business
- Inadequacy of the credit provided

According to the Regional Government representatives met during the field mission, they are hesitant to give preferential access to working space, credit and employment

²⁸ Email of 7 July 2017 from Dr. Kifle A. Wondemu

opportunities to the returnees as it could be both unethical and supportive of illegal migration.

2.4 Efficiency of resource use

Resources relate to human resources, expertise, funding and time. Time refers to activities in the project's work plan.

Human resources

The ILO project team is well resourced with all staff in place since the beginning of the project in 2015. The ILO project team consists of a Chief Technical Advisor (CTA), two National Project Coordinators (NPC) and support staff. Work on three regional states covered in the project is allocated to NPCs on a geographical basis. All staff is based at Addis Ababa and cover the project area spread over three regional states. While the ILO team plans and monitors the project, implementation is carried out by partner organisations. The project implementation was impeded by lack of sufficient human resources at the partner organisations implementing the economic reintegration intervention. Efficiency was also impeded by limited staff capacity at partners such as BoLSA to meet the monitoring and reporting requirements of the ILO as per the key informant meetings. Further, the partner agency staff had to shoulder other program responsibilities besides the ILO work. While the ILO project team was in position from the beginning without any turnover, there were partner staff related disruptions such as reshuffling due to declaration of emergency in the country.

Expertise

The project design calls for a high level of expertise for training in self-employment promotion and research. The project team has expertise on migration and it availed the services of a consultancy firm called DOT for training for entrepreneurship. TVETs collaborated in developing the training modules on skills and supported short term skills training. The key informant meetings confirmed the interest and enthusiasm of TVET leadership in furthering returnee training but it was constrained by low number of trainees succeeding in setting up own businesses. Thus a success factor in provision of training is the availability of TVETs which possess both the faculty and training infrastructure at local level in the project areas. Research studies were carried out by private consultants hired by the project team.

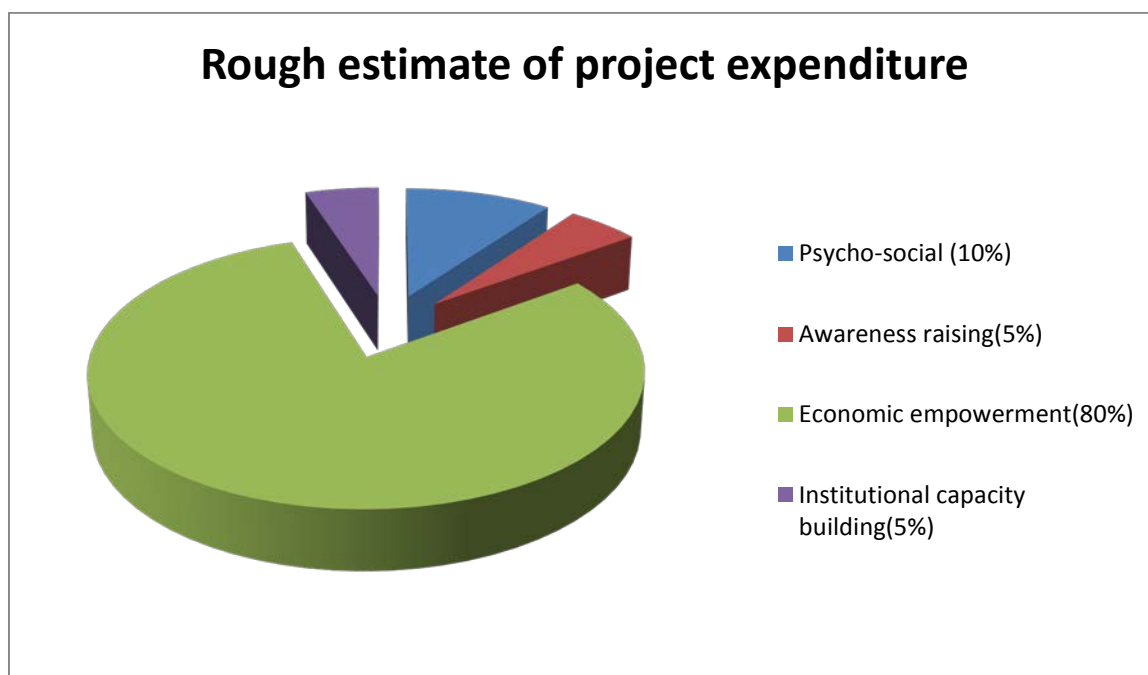
There were a few gaps in expertise. The first gap in terms of the expertise seems to lie in post-skills training support for the ex-trainees on business plan preparation and mentoring of new businesses at the local level. The second gap in expertise relates to monitoring of the project activities including the preparation of reports of acceptable quality for the ILO at the partner organisations engaged in economic reintegration.

Funding

The ILO project concurrently uses two models. The first model involves using a non-governmental partner, namely, AGAR for implementing social reintegration or rehabilitation activities. In this case, the project pays for administrative and operational/program costs. The second model of project implementation used for economic reintegration involves implementation through governmental partners. In this case, the project pays for operational/program costs but not the administrative costs. The second model provides significant cost savings for the project as also stated in the project's baseline report²⁹, "the non-financial contribution of government offices and their experts to provide working space, and facilitate returnees' training and other activities (supportive supervision) for free."

In response to a request sent to the project team for detailed data by year and each of four interventions for each of the three regional states including percentages of expenditure to allocation in the budget, the project team stated that as the project budget was developed based on ILO budget allocation and coding system, it does not have regional state level as well as output and/or intervention level budget³⁰. This constrained the funding analysis. However, the ILO project team provided a rough estimate of the relative share of main activities in the project (Figure 2). The project team informed that the project's administrative cost including the 7% Program Support Cost (PSC) for Headquarters (HQ) is 27.64 per cent.

Fig. 2: Rough estimate of project expenditure by activity



²⁹ ILO, Baseline study report, June 2017:65

³⁰ As per the project's email of 12 July 2017

Source: ILO project team, July 2017

As wage employment creation work has not commenced, 80 per cent share of the total expenditure is on self-employment promotion. The estimates do not include administrative costs of project partners implementing economic empowerment interventions.

Progress against the project schedule (work plan)

The status of the project's activities against the schedule of planned activities in the project implementation plan is detailed in Annex 6. The status is presented using the project documentation for the evaluation's reference period from the beginning of 2015 till May 30, 2017. The data is presented in terms of the preliminary project activities (such as setting up of the ILO project office, staff recruitment, etc.) besides the three immediate project objectives.

The status of implementation of the project activities in relation to the work plan shows that all the preliminary activities were completed. As per Annex 6, 42 per cent of the total activities in the project work plan were completed, 46 per cent were ongoing and 12 per cent of the activities have not started. Among the three objectives, several activities related to the objective on social support were completed. A number of activities related to training and long-term reintegration are ongoing. The project entered into MOU with key partners in the three regional states and disbursed matching loanable fund to MFI. Activities that are yet to commence mainly pertain to the immediate objective on provision of long-term socio-economic reintegration support. Notwithstanding notable completion of the research related activities and ongoing training and other support services, in terms of time, the project is lagging in the face of its target. Wage employment promotion has not started in contrast to the progress made on self-employment.

The partners felt that the ILO procedures are cumbersome and the ILO reports refer to the failure of implementing agencies to meet their reporting requirements such as providing evidence for the utilisation of the project's funds for timely release. The delay in implementation schedule is attributed to limitations at the partner organisations in terms of staff capacity, staff turnover, and staff overburdened by other responsibilities besides the ILO work.

Efficiency can also be understood from the data provided by a key informant for Oromia regional state on participation in entrepreneurship and motivational training, short-term skills training and start of businesses (Table 11).

Table 11: Training received and start of business by gender in Oromia regional state

	Men	Women	Total

Entrepreneurship and motivational training participants	2176	647	2863
Short-term skills training participants	811	221	1032
Trained persons starting business	184	52	236

Source: Field mission notes³¹, July 2017

As per the tabular data, 36 per cent of those who were trained in entrepreneurship and motivation received short-term technical skills training. Of those trained in short term technical skills 23 per cent started business. In terms of ratios, on average for 100 returnees trained in entrepreneurship and motivation, eight per cent started business. The low ratio needs to be viewed in perspective as the field mission data suggests that returnees experienced significant barriers to start business such as obtaining finance, working space, etc. Beyond these barriers, there was lack of awareness among returnees that the ILO support is not a grant and that the loans are not interest free. In Amhara region, according to a key informant³², out of about 35000 returnees, 3394 participated in entrepreneurship and motivational training and out of them 452 (13.3 per cent) used the institutional credit facility from MFIs.

While the ILO project team was endowed with expertise on migration, expertise on training was elicited from external entities. Participation TVET contributed to the project achievements on provision of training. The gaps in expertise include those related mentoring of new businesses of the returnees at the local level and those related to monitoring and reporting. While the ILO project team was in position from the beginning lending continuity, there was staff turnover among partners at local level. Eighty-eight per cent of the activities in the project work plan were either completed or were ongoing. However, overall project is behind the schedule.

2.5 Effectiveness of management arrangements

Technical resources

The project outline document presents details of the technical resource endowment of the project at length. The project outline refers to the ILO's alliance with other United Nations entities with expert knowledge on migration such as the International Organisation on Migration (IOM). The project team possesses technical expertise on migration and it procured the services of a specialist Canadian agency for entrepreneurship and motivational training. Further, TVETs in the project area contributed to the project with

³¹ Email of 7 July 2017 from Dr. Kifle A. Wondemu with the field mission notes

³² Field mission notes dated 7 July 2017

expertise on short term skills training. The stakeholder feedback on the ILO's technical support was positive. An area in need of strengthening relates to post-training technical support for returnees in developing business plans. After developing them, beneficiaries may need technical support through mentoring to implement the business plans. During the interviews, some beneficiaries expressed the need for further training in skills in which they were trained already. There was no evidence of technical expertise on social integration of the returnees in the project and the related services were outsourced to a specialist NGO called AGAR.

Financial resources

With the aim of supporting the returnee businesses, the project signed memoranda of understanding (MOU) with financial institutions (MFI) in three regional states and provided loan funds. As stated in preceding paragraphs, MFIs provided loans for the beneficiaries. There was differential utilization of the loan fund provided to MFI. For example, in Amhara the offtake of the loan fund was not optimal. It was stated at the key informant meetings that the returnees had misinformation that the ILO will provide grants and interest-free loans which might have affected the off-take of the loan fund.

Financial data in terms of allocation and expenditure by outputs and regions is not available from the ILO project. The project annual reports referred to the shortage of funds to attain the project target due to the reduction of the project budget from Euro 10 million to Euro 5 million without changing the target of reaching 27,000 returnees in three years. However, as stated earlier, it was informed at MFI meeting that loan fund offtake was below the expectation. The project annual reports did not specify the amount of financial shortfall while referring to unrealistic project target. The project outline document did not monetise the contribution of the project's main implementing partner, MoLSA. The project outline document does not provide insight into how it arrived at its targets for the three outputs.

Management arrangement

The project holder is the ILO and the project partner is the Ministry of Labour and Social Affairs (MoLSA), Government of Ethiopia. Besides these, there are other institutions involved in the organisation and management of the project such as the ILO Country Office and its Headquarters, the European Union, civil society, Micro Finance Institutions (MFI), Technical and Vocational Education Institutes (TVET), Ethiopian Employers' Federation (EEF), Confederation of Ethiopian Trade Unions (CETU), local administration, etc. The ILO project team takes care of planning, implementation, monitoring and reporting while the partners such as MoLSA and its counterparts, MFI, TVET and NGO (AGAR) implement the project.

Issues about the management arrangement according to the key informant meetings during the field mission were:

- Infrequent monitoring of the project by the ILO
- The rural and urban local government is not part of the steering committee
- The monitoring system is very weak
- Ambiguity regarding the role and responsibilities of different agencies

Management related constraints specified in the Summary Report of the Technical review meeting of the project stakeholders in 2016³³:

- Weak coordination and collaboration among stakeholders at various levels
- Limited involvement of zonal and woreda level leadership in the management of the project
- Budget disbursement and financial reporting requirements of the ILO
- Lack of clarity and common understanding about the project among stakeholders

The financing agreement of the ILO project was signed in May 2015 between the ILO, the EU and the Government of Ethiopia's Ministry of Finance and Economic Cooperation (MoFEC). The EU funding is channeled through the European Development Fund (EDF) provided to the Government of Ethiopia. Thus the project needs financial approvals from the Ministry of Finance and Economic Cooperation (MoFEC) which was stated as a factor for delays due to the procedure involved.

In terms of tripartite issues, the ILO project team informed that the ILO's tripartite partners in Ethiopia, namely, Ethiopian Employers Federation (EEF) and Central Ethiopian Trade Union (CETU) are not directly involved in the project implementation as relevant activities have not commenced. However, EEF and CETU are members of the project's TWG. Thus the role of the two tripartite partners was negligible in until the mid-term stage of the project. The minutes of TWG do not seem to include pointed references to the views of the two tripartite partners. There is no formal engagement of the beneficiaries in the project which limits downward accountability.

Governance arrangement - project committees³⁴

The governance structure of the project as per the financing agreement includes a Technical Committee (TC)³⁵ which consists of the ILO, the EU, Ministry of Finance and Economic Cooperation (MoFEC) and MoLSA. It is expected to meet every fortnight to follow-up on the day to day implementation of the project. Besides the TC, the project's governance structures include Project Steering Committee (PSC) and Technical Working Group (TWG). According to the minutes of the first joint PSC and TWG meeting held on 5 January 2016, "while the role of the steering committee is to provide strategic guidance, the role of the technical working group is to follow up on the day today implementation of

³³ ILO, Summary report: Technical review meeting of the reintegration project July 7, 2017, Ellily Hotel, Addis Ababa, Ethiopia

³⁴ ILO, Minutes of TWG meeting held on 21 January 2015

³⁵ ILO, Minutes of TWG meeting held on 21 January 2015

the project.” Other than the first joint meeting minutes, no other PSC minutes were available. According to its terms of reference³⁶, TWG consists of technical staff from relevant entities. Though several institutions are part of TWG, the minutes of TWG for its meeting on 24 May 2016 show that³⁷, besides the ILO and MoLSA, only UN Women and EU attended the meeting. Though TWG is concerned with the day to day implementation and monitoring of the project, the regional governments are not part of it.

Table 12: Status and frequency of meetings of project advisory bodies at federal level

Advisory bodies	No. of meetings to be held as per TOR till May 30, 2017 from the beginning(Jan 2015)	No. of meetings actually held (%) till May 2017 from the beginning(Jan 2015)	Current status	Preparation of minutes for meetings held
Project Steering Committee	6 times, quarterly starting Jan 2016	Three times	Active	Up-to-date
Technical Working Group	18 times, monthly since Jan 2016	7 times	Active	Up-to- date

Source: Personal communication with the ILO project team, July 2017

As shown in column three of Table 12, the less frequency of the meetings of the project committees undermined the oversight role of these bodies as well as the opportunity to discuss issues of cooperation, coordination and cohesion as the project involved a large number of organizational entities. Thus governance and management arrangements are affected by: i. setting ambitious targets, ii. Choice of several interventions despite the risks associated with high dependency on external entities for project implementation; iii. Limited in-house capacity on social reintegration; and v. not so active contribution of the advisory committees in providing strategic advice for the project and addressing implementation issues due to infrequent meetings.

³⁶ ILO, Terms of reference. Technical Working Group (TWG). Support to the reintegration of the returnees and to the management of labour migration in Ethiopia

³⁷ ILO, minutes of TWG meeting held on 24 May 2016

Project monitoring

A project monitoring and evaluation plan is in place for the project. It supports the project implementation plan. Most of the indicators in the M&E plan are input indicators. The project has annual narrative reports for 2015 and 2016. The project data is segregated by gender. Data is not disaggregated by disability as it does not offer tailored services for that group. The project organized regional and national stakeholder review workshops besides use of Project Steering Committee and Technical Working Group to obtain feedback from the stakeholders. The project team stated that the partner did not provide profiling data on the returnees which impeded monitoring results and also targeting the benefit.

As evidenced from the annual reports and other documentation, the project activities were delayed for different reasons including external ones such as declaration of emergency. The project seeks monitoring reports from the partners and releases funds for activities. The annual reports and the field mission reports refer to bottlenecks in the monitoring of project performance and results. This is corroborated from the qualitative data through key informant meetings during the evaluation's field mission. The consensus view is that the monitoring is weak. 'Alignment' is one of the five principles of Paris Declaration on Aid Effectiveness (2005). It calls on donors to 'use local systems'³⁸. The Accra Agenda for Action (2008) also recommends more use of country systems for aid delivery. A number of project activities relate to research such as baseline survey which could enhance monitoring and assessment of results.

The ILO team is located at the national capital and there are problems of communication such as weak Internet connectivity and inaccessibility of the partner representatives in the regions over the phone due to their other engagements, meetings, etc. While Oromia is close, the other two regional states are located at considerable distance from Addis Ababa.

Project's relationship with stakeholders

The project's management arrangement involves implementation by national, regional and local level partners. The constitution of PSC and TWG including the approval of their ToRs is a success of the project in bringing in the participation of key stakeholders. In pursuance of the same, the ILO signed a MOU with a number of regional entities including MFI. An area of improvement could be enhanced engagement of local stakeholders such as the rural and urban local government. The EU (donor) participated in the TWG according to the meeting minutes.

Support from other entities in the ILO³⁹

³⁸ <https://www.oecd.org/dac/effectiveness/parisdeclarationandaccraagendaforaction.htm>

³⁹ Based on skype interviews with the project head and MIGRANT

The project received support from different entities of the ILO. The most prominent among them is MIGRANT in ILO headquarters at Geneva especially in the beginning of the project and during the implementation. It played an active role in design of the project. According to MIGRANT, it helped transfer lessons from similar projects elsewhere and supported a study tour of the project to Sri Lanka. The Social Finance team at the ILO HQ contributed in preparing the memoranda of understanding signed between the ILO project and MFIs. The DWT, Pretoria provided support. The regional office at Abidjan (ROAF) provided assistance to the project in the area of procurement.

2.6 Impact orientation and sustainability

Programme steering towards impact

As this is a mid-term evaluation, it is difficult to comment on impact or sustainability. At the mid-term stage, as per the program strategy the returnees were trained, MFIs were provided with loan funds, and some businesses launched. In the next phase, if the returnees successfully establish and operate their businesses, impact in terms of economic reintegration may surface. The programme management is handicapped by bottlenecks in implementation. Remigration could nullify impact and sustainability of businesses. As per the field mission notes, due to lack of political and administrative commitment for the returnees from Saudi Arabia, sustainability of government funding for reintegration is unlikely.

The time lag between the motivational training and skills training on one hand and between skills training and start of businesses on the other could have an adverse effect on the impact of training. Due to lack of data, reflections on impact are not evidence based. Universally, new businesses are mentored for a year at the start as this is a critical period for survival. The ILO project is scheduled to end in December 2017. Given the reality that a small proportion of the ex-trainees launched businesses, the remaining period of seven months (June –December 2017) is insufficient: firstly, to help the beneficiaries ground their new ventures and secondly, receive mentoring for 12 months in their first year of operation as new businesses which may jeopardize positive impact. There is no data to reflect on the impact of social integration/rehabilitation intervention but the intervention carried out independent of economic reintegration does not seem to engender positive impact. The project design refers to carrying out an ex-post evaluation to ascertain impact. This is constrained by the delay in conduct of the baseline study.

Capacity of people and national institutions

Capacity of the returnees is being built through training though a significant number of them are yet to utilize the skills. Among national institutions, the project strengthened the capacity of TVET colleges in the project area through:

-Engaging TVET staff in the Training of Trainers' programme

-Engaging TVETs in developing skill training modules

Sustainability of project activities

Sustainability is assessed in terms of program, organization and finance. The project's main programs are rehabilitation, entrepreneurship and skills training, loan fund for MFIs, and support for new businesses. These do not appear to be sustainable. However, the skills provided for the returnees are sustainable. MFIs are local institutions and lending for new businesses may continue. Financial sustainability of the project is unlikely in the absence of other funding. According to the field mission notes, there is a lack of political and administrative will to support reintegration.

Likelihood of the project benefits after closure

The benefits from capacity building in people and institutions may continue. The project has a study on developing a national strategy for reintegration of returnees that may offer ideas for the future public policy. The trained TVET staff may continue to train others in entrepreneurship. Incomes generated by the ex-trainees contribute to enhanced quality of life.

3. Conclusions

Relevance and strategic fit

The project addresses the governmental strategy and the ILO's priorities at the global and national levels. The project is aligned to the needs of the returnees as it aims to deal with lack of skill and lack of access to credit. However, as the project did not use any means-tested criteria to select the returnees for benefit provision, relevance in terms of targeting the poor is a gap.

Validity of design

The design had an empirical foundation through a needs assessment of the returnees. Though the design had a logical framework, project planning seems to have missed feasibility analysis of the implementation framework for the project, including the partners' capacity. The design of the project was also problematic with one outcome with the ILO and the rest with MoLSA.

There was a lack of service providers for rehabilitation in areas other than Addis Ababa limiting its implementation and thereby undermining the chosen intervention in the project design.

Project effectiveness

The project completed preliminary project office related activities such as hiring the project staff and setting up of office besides conclusion of an agreement with the Government of Ethiopia. Many of the activities in the project implementation plan were either completed or initiated. The research-based activities progressed well while field based implementation lagged affecting goal achievement. According to the ILO project's annual reports, the project's main target is said to be not achievable due to underfunding. In the realm of economic integration, the project succeeded in training module development, organization of trainings on Training of Trainers', Entrepreneurship and Motivation, and skills development in collaboration with TVETs. However, trained returnees experienced notable barriers to start business such as obtaining finance, working space, etc.

Efficiency of resource use

While the ILO project team was endowed with expertise on migration, expertise on other areas was elicited from external entities. Participation of TVET contributed to the project achievements on provision of training. The gaps in expertise include those related mentoring of new businesses of the returnees at the local level and those related to monitoring and reporting. While the ILO project team was in position from the beginning lending continuity, there was staff turnover among partners at local level. At the mid-term stage, the project completed 42 per cent of the activities in its implementation plan and the rest were either on-going or yet to start though overall project implementation appears to be behind the schedule.

Effectiveness of management arrangements

Effectiveness of management arrangements is affected by: i. Complexity of the project structure with several actors, both administrative and technical; ii. Setting ambitious targets, iii. Choice of several interventions despite the risks associated with high dependency on external entities for project implementation; and iv. not so active contribution of the advisory committees in providing strategic advice for the project and addressing implementation issues due to infrequent meetings. Despite the preparation of a M&E Plan, there were challenges in project monitoring.

Impact orientation and sustainability

It is too early to assess impact of the project at the mid-term stage of implementation as the economic integration through decent job creation is yet to gain momentum.

Elements that are likely to be sustainable from a programmatic perspective are the strengthening of capacity of TVET teachers in project area, development of region specific skill training modules which could be used by TVETs and the lessons and experiences gained by the project partners such as BoLSA which can be used even after the project is over.

4. Recommendations

The recommendations are numbered, specify their addressees, and include priority besides indicating if resources are required to carry them out.

Recommendations	Addressee	Priority	Resource
1. There is no risk management and mitigation plan for the project. Given the implementation experience and high dependency on partners, one may consider developing a risk management and mitigation plan for the next phase.	ILO	Medium	No
2. It may be worthwhile to reflect if the project should continue with the existing four interventions or delimit them in the next phase for a better focus.	ILO	Low	No
3. The needs assessment of the ILO noted that about half of the returnees felt that they may be able to manage the crisis on their own. It also noted the sharp economic differences among the returnees. Hence, bringing in selectivity criteria for benefit provision of all types of assistance for better targeting at the most vulnerable among KSA returnees may be considered.	ILO and Partners	Low	No
4. Given the implementation delays and the issue of funds shortage, it is recommended to consider whether to start wage employment creation activities, unless it has a clear feasibility plan in place, while taking note of the lessons of the project in the first half. At the mid-term stage, wage employment related activities have not commenced.	ILO and Partners	Medium	No
5. Inter-linkages between social reintegration or rehabilitation and economic reintegration could be considered whereby beneficiaries of rehabilitation are	ILO and Partner	Low	No

assessed and if needed supported through economic reintegration intervention.			
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5. Lesson learned

ILO Lesson Learned Template

Project Title: Support to the reintegration of the returnees in Ethiopia

Project TC/SYMBOL: ETH/15/01/EEC

**Name of Evaluator: Seetharam Mukkavilli, Team leader and Kifle A. Wondemu,
Team member**

Date: 26 September 2017

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
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<p>Brief description of lesson learned (link to specific action or task)</p>	<p>Carry-out feasibility analysis of the project implementation plan at the project design stage. In the project, the partner specific issues such as monitoring capacity affected progress of work.</p>
<p>Context and any related preconditions</p>	<p>This applies to situations where implementation is carried out by organisational entities that are different than the project holder and require service provision at the grass-roots levels</p>
<p>Targeted users / Beneficiaries</p>	<p>Entities engaged in development activities with a field service provision element</p>

Challenges /negative lessons - Causal factors	Lack of feasibility analysis could increase project schedule risks as seen the evaluated project.
Success / Positive Issues - Causal factors	Feasibility analysis at the beginning could help address the deficiencies identified for project effectiveness and efficiency
ILO Administrative Issues (staff, resources, design, implementation)	Design stage calls for greater scrutiny to assess feasibility of management arrangements

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Annex 1: Terms of Reference for the Mid-Term Evaluation

Project Title:	Support to the Reintegration of Returnees in Ethiopia
Project Name:	ETH/15/01/EEC
Implementer	ILO CO for Djibouti, Ethiopia, Somalia, South Sudan and Sudan
Partners	Ministry of Labour and Social Affairs
Backstopping units	MIGRANT
Donor	European Union
Reference Number	FED/2015/358-720
Budget in Euro	5,000,000
Type of Evaluation	Independent

Background of the Project

Growing numbers of Ethiopians are leaving their home towns and villages in search of better opportunities abroad. According to the information from the Federal Ministry of Foreign Affairs (MoFA) of Ethiopia, more than 2 million Ethiopians are residing in North America, the Middle East, Australia and other African countries. The Middle East countries, especially the kingdom of Saudi Arabia (KSA), have been the major destination for semi-skilled and unskilled Ethiopian migrants over the last three decades. Even though there were reported cases of abuse, exploitation and ill treatment of Ethiopian's and other domestic workers in KSA and other middle east countries, migrants were at least able to work, subsist themselves and remit to their families back home.

However, in November 2013, the Government of KSA (GoKSA) decided to expel all irregular migrants as part of the "Saudization" of the KSA labour market. As a result, between November 2013 and March 2014, more than 163,000 Ethiopian migrants were forcibly repatriated. Although the government of Ethiopia, together with other humanitarian actors has successfully managed the repatriation operation, the successful reintegration of returnees in the labour market remains largely unaddressed. A 2014 ILO assessment documented the range of challenges hindering returnees' reintegration, such as lack of financial support to initiate micro or small enterprises (92%); followed by lack of training (58.7%); lack of business development services (28.4%) and access to government services (41.2%). The main challenges for returnees to get access to credit and loan facilities are to meet the mandatory 20% deposit and to deposit for a minimum period of 6 months. Additionally, lack of work opportunities was seen to be a critical area where support is required. Furthermore, there are institutional, structural and coordination challenges within government and non-government institutions such as lack of clarity on mandate, responsibility, commitment and accountability of each stakeholder, as well as a mismatch between returnees' expectations and available resource/government capacity in the respective regions. In addition, many returnees also experience severe hardships during their stay and up on repatriation which caused them medical and psychological problems.

In order to address these challenges and support returnees to establish sustainable livelihood the ILO in close collaboration with MoLSA and other relevant stakeholders is implementing a three years technical cooperation project called "support to the reintegration of Returnees in Ethiopia" as part of a wider programme on improving labour migration management and reintegration of returnees in Ethiopia. The specific objective of the project is to provide improved reintegration assistance to Ethiopian migrants through a holistic and coherent economic and social empowerment approach, with a particular focus on vulnerable groups.

Output 1.1: Returnees and local vulnerable community members have been provided with needs-appropriate social support

Output 1.2: Training programmes that meet local economic opportunities and individuals' interest have been designed and delivered

Result 1.3: Returnees and local vulnerable community members have been provided with long-term socio-economic (re)integration support

Link to the Decent Work Country

The project supports the realization of the DWCP Outcome 155: Improved management of labour migration and reduction of irregular migration and P& B - Outcome 07 - More migrant workers are protected and more migrant workers have access to productive employment and decent work. This project will also contribute to a number of Areas of Critical Importance mainly to ACI 8, Protection of workers from unacceptable forms of work, and ACI 2 Jobs and skills for youth and ACI 4 Productivity and working conditions in SMEs.

Project Management Arrangement

The project is managed by a Chief Technical Advisor (CTA) based in the project Office in Addis Ababa and reports to the director of the ILO CO for Djibouti, Ethiopia, Somalia, South Sudan and Sudan. The project is technically backstopped by MIGRANT, ILO HQ, Geneva. Other relevant units in the ILO such as Social Finance and ENTERPRISE are also providing support on technical matters. The CTA is the principal staff responsible for Programme implementation, supervising staff, allocating Programme budgets, preparing progress reports and maintaining Programme relations with institutional partners. She is also responsible for elaborating the final programme document, gathering supporting information and developing preliminary work plans.

The CTA is supported by two National Project Coordinators and Admin and Finance Assistance based in the project Office in Addis Ababa. A National Project Steering Committee which will provide strategic guidance to the implementation of the project comprising highest government officials from Ministry of Labour & Social Affairs (MOLSA), Ministry of Foreign Affairs (MOFA), Ministry of Finance and Economic Development (NAO/MoFED), the Technical and Vocational Education and Training Agency (TVET) of the Ministry of Education, Prime Minister's Office (PMO), Federal Micro & Small Enterprise Development Agency (FEMSEDA), Bureaus of Labour and Social Affairs (BoLSAs) from Amhara, Oromia and Tigray, as well as EU and social partners (Ethiopian Employers' Federation (EEF) and Confederation of Ethiopian Trade Unions (CETU)) is established. In addition, a Technical Working Group (TWG) comprising experts from the same offices is established to provide technical guidance to the day to day implementation of the project.

Purpose of the Evaluation

The main purpose of the mid-term evaluation is to assess projects progress towards the outcomes and long term goals and ensure that challenges and results are monitored, communicated and acted upon in a timely and efficient and result based manner. The Evaluation is also intended to identify challenges, opportunities and lessons learned and makes recommendations that the donor, ILO, the project team and partners will use to improve implementation of this and other reintegration projects and programs.

Scope of the Evaluation

The evaluation is expected to cover the project period from start until now and all the project components implemented in all project areas.

Clients

The primary clients of the evaluation are the donor, ILO, the government, partners as well as other relevant stakeholders. The evaluation process will be participatory. The Office and stakeholders involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

Evaluation criteria and questions

The evaluation will cover the following evaluation criteria

- i) relevance and strategic fit,
- ii) validity of design,
- iii) project progress and effectiveness,
- iv) efficiency,
- v) impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation⁴⁰.

Analysis of gender-related concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC).

⁴⁰ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project using the indicators in the logical framework of the project.

Key Evaluation Questions

The evaluator shall examine the following key issues:

1. Relevance and strategic fit,
 - Is the project relevant to the achievements of the government's strategy, policy and plan, the DWCP of Ethiopia as well as other relevant regional and global commitments and ILOs strategic Objectives?
 - Is the project relevant to the felt needs of the beneficiaries?
 - How well the project complements and fits with other ongoing programmes and projects in the country.
 - What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?

2. Validity of design
 - Has the design clearly defined outcomes, outputs and performance indicators with baselines and targets?
 - Was the project design realistic?
 - Did the project design include an integrated and appropriate strategy for sustainability?
 - Was the implementation approach valid and realistic? Has the project adequately taken into account the risks of blockage?
 - Has the project addressed gender issues in the project document?
 - Were any lessons learned from previous pilot projects considered in the design and implementation of the project?

3. Project effectiveness
 - Based on project monitoring data and achievement of indicator targets, to what extent has each of the expected seven project sub-objectives and their related outputs been achieved according to the work plan or are likely to be achieved? Please disaggregate this analysis by geographic area and project component.
 - Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?
 - Which have been the main contributing and challenging factors towards project's success in attaining its targets?
 - What, if any, unintended results of the project have been identified or perceived?

4. Efficiency of resource use

- How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
 - To what extent are the project's activities/operations in line with the schedule of activities as defined by the project team and original (and subsequent) work plans?
 - To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why?
5. Effectiveness of management arrangements
- Are the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may be required?
 - Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
 - How effectively has the project management and relevant stakeholders monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?
 - Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders to implement the project?
 - Has the project created good relationship with all stakeholders including the donor to achieve project results and address bottle necks?
 - Is the project receiving adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Addis, DWT Cairo and Abidjan (ROAF)) and the responsible technical units (MIGRANT) in headquarters?
6. Impact orientation and sustainability
- To what extent have the beneficiaries benefited from the project activities? Has the project changed their lives in any meaningful way?
 - Is the programme strategy and programme management steering towards impact and sustainability?
 - Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, systems, policies, people's skills, attitudes etc.)?
 - Assess whether project activities are sustainable and identify steps that can be taken to enhance the sustainability of project components and objectives
7. Lessons learned
- What good practices can be learned from the project that can be applied in the next phase and to similar future projects?
 - What should have been different, and should be avoided in the next phase of the project

The evaluation will be carried out through a desk review and field visit to the project site in Ethiopia and consultations with donor, implementing partners, beneficiaries and other key stakeholders. Consultations with relevant units and officials in Geneva and Addis Ababa will be done and the method for doing so will be decided by the evaluation team. The evaluation team will review inputs by all ILO and non ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and civil sectors.

The draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 8 working days). The evaluation team will seek to apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, field visits, informed judgment, and scoring, ranking or rating techniques.

Desk review

A desk review will analyze project and other documentation including the approved log frame, implementation plan, annual reports and other relevant documents. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the evaluation manager. The evaluation team will review the documents before conducting any interview.

Interviews with ILO Staff

The evaluation team will undertake group and/or individual discussions with project staff in Addis Ababa. The evaluation team will also interview project staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project. An indicative list of persons to be interviewed will be prepared by the CTA in consultation with the Evaluation Manager.

Interviews with Key Stakeholders in Addis Ababa

A first meeting will be held with the ILO CO Director for Djibouti, Ethiopia, Somalia South Sudan and Sudan and with the Project Team. After that, the evaluation team will meet relevant stakeholders including members of the Project Steering Committee (PSC) and TWG, project beneficiaries and regional and local level government officials and experts to examine the delivery of outcomes and outputs at local level. List of beneficiaries will be provided by the project for selection of appropriate sample respondents by the evaluators.

Debriefing to ILO Staff in Addis: At the end of the data collection the evaluator team will make a debriefing to the ILO Director of CO Addis and the project team.

Deliverables

1. Inception report (with detailed work plan and data collection instruments)
2. A concise Evaluation Report (maximum 40 pages) as per the following proposed structure:
 - Cover page with key project and evaluation data
 - Executive Summary
 - Acronyms
 - Description of the project
 - Purpose, scope and clients of the evaluation
 - Methodology
 - Clearly identified findings for each criterion
 - Conclusions
 - Recommendations
 - Lessons learned and good practices
 - Annexes:
 - TOR
 - Project PMP and Data Table on Project Progress in achieving its targets
 - Project Work plan: Level of completion of key activities
 - List of Meetings and Interviews
 - Any other relevant documents
3. Evaluation Summary, Lessons learned and best practices using the ILO template.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided to the evaluation manager in electronic version compatible with Word for Windows.

The first draft of the report will be circulated to the evaluation manager and CO Addis for a 48 hour review, which serves to identify potentially sensitive information and/or inaccuracies in the report. Then a draft of the report will be sent to all partners for an 8 working days review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to the evaluation managers, in the form of a comment matrix, including explanations as to how comments were addressed or why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the Evaluation Team, the report is subject to final approval by ILO Evaluation Office in terms of whether or not the report meets the conditions of the TOR. All reports, including drafts, will be written in English.

The evaluation will comply with UN Norms and Standards and UNEG ethical guidelines must be followed.

Management arrangements, work plan & time frame

Composition evaluation team

The evaluation team will consist of one international evaluation consultant and one independent national consultant, who will accompany the international evaluator in Ethiopia. The international consultant will be the team leader and will have responsibility for the evaluation report. He/she will be a highly qualified senior evaluation specialist with extensive experience from evaluations and ideally also the subject matter in question: migration, reintegration. The national consultants will have particular experience in the areas of reintegration and employment. The evaluation team will agree on the distribution of work and schedule for the evaluation and stakeholders to consult.

Evaluation Manager

The evaluation team will report to the evaluation managers (Mr. Gugsu Yimer Farice, farice@ilo.org) and Mariette Sabatier (sabatier@ilo.org) and should discuss any technical and methodological matters with the evaluation managers should issues arise. The evaluation will be carried out with full logistical support of the project staff, with the administrative support of the ILO Office in Addis.

Work plan & Time Frame

The total duration of the evaluation process is estimated to 25 working days for the independent international consultant over a 6 week period from May 8 to June 20 June 2017 and 12 working days for the national consultant (2 days before the arrival of the international consultant, 7 days working together and 3 days after his departure). The international independent consultant will spent at least 7 working days in Ethiopia. Further detail arrangement and field mission plan will be discussed and agreed with the evaluation manger.

For this independent evaluation, the final report and submission procedure will be followed:

- The team leader will submit a draft evaluation report to the evaluation manager.
- The evaluation manager will forward a copy to key stakeholders for comment and factual correction.
- The evaluation manager will consolidate the comments and send these to the team leader.
- The team leader will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager
- The Evaluation Manager/ the Regional Evaluation Focal person/ will forward the report to EVAL for approval.
- The evaluation manager officially forwards the evaluation report to stakeholders and PARDEV.
- PARDEV will submit the report officially to the donor.

Annex 2: Planned itinerary for the field mission to Ethiopia⁴¹ by Dr. Kifle A. Wondemu, team member

Institutions and address with venue detail	Date	Time	Attendees with contact detail/ visit team
Week 1:			
Regional Oromia TVET	June 27 th	9:30 AM	Ato Tarekgne
ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan, Addis Ababa, UNECA compound		11:30 AM	Ms. Aida Awel & Ephrem Getnet, ILO Office
Regional Oromia BoLSA located in Addis Ababa		1:30 PM	Sisay and Admasu Tseshome
Regional Oromia MSE		3:30 PM	Gonfa Debele and Zaru
Jeju Wereda BoLSA, Arsi zone	June 28 th	9:00 AM	Dereje Waki
Jeju Wereda TVET, MSE and MFI		10:30 AM	Jemal Jundi
Project Beneficiaries interviews will be organized by the Wereda		1:30 PM	Beneficiaries of the social and economic empowerment
Amhara BoLSA (Regional BoLSA located in Bahir Dar)	June 29 th	9:00 AM	Mr. Memberu Yework
Amhara Region MFI (ACSI)		11:00 PM	Saba
Amhara TVET		2:00 PM	Belay Zeleke
Shewa Robit Wereda BoLSA, TVET, MSE & in Amhara Regional state	June 30 th	10:00 AM	Amdetsion , Wedeneh Tigist BoLSA
Shewa Robit Wereda, Project Beneficiaries interviews will be organized by the Wereda		1:30 AM	Beneficiaries of the social and economic empowerment
Ataye Wereda, BoLSA, TVET, MSE & BoLSA in Amhara Regional state	July 1 st	10:00 AM	Edris Lemlem
Ataye Wereda, Project Beneficiaries interviews will be organized by the Wereda		1:30 PM	Beneficiaries of the social and economic empowerment

⁴¹ The itinerary was proposed by the ILO Project Team. However, some of the meetings did not take place.

Institutions and address with venue detail	Date	Time	Attendees with contact detail/ visit team
ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan, Addis Ababa, UNECA compound	July 3rd	9:00 AM	Ephrem Getnet, NPC
Agar Ethiopia Agar Ethiopia Head and Returnees at Agar Rehabilitation Center		10:30	Helen and Fisseha
Migration Management Team, EU		3:30 AM	Ms. Birgitte Hagelund
MoLSA		9:00 AM	Wogayehu
Agar – Beneficiaries at Agar Rehabilitation Center Head and Returnees at Agar Rehabilitation Center	July 4th	11:00 AM	Abera Adeba
Ethiopian Employer Federation (EEF)		2:30 AM	Mr.Suad Mohamed, Program Officer
CETU		3:30 PM	Rahel Ayele

Annex 3: List of persons met for the evaluation

Name	Position	Region	Woreda
Mr Tarekegn Bulcha	Unit Leader, Labour Market Need Assessment and Trainees Development, Oromia BOLSA	Oromia	
Mr. Derege Wake,	Jeju Woreda BOLSA Head,	Oromia	Jeju
Mr. Legesse Tesfaye,	Social Affair Unit Leader	Oromia	Jeju
Mr. Lakew Jimma,	Human Resource and Labour Market Information Unit Leader	Oromia	Jeju
Mr. Issa Mohammed,	Training and Awareness Creation Expert	Oromia	Jeju
Mr. Lilisa Assaminew,	Labour Inspector.	Oromia	Jeju
Mr. Kelil Korso,	Labour Market Study Expert.	Oromia	Jeju
Mr. Keno Dabi	Director of Argoye Branch of the Oromia Credit and Saving Share Company.	Oromia	Jeju
Mr. Membere Worku	Director of BOLSA	Amhara	Bahir Dar
Mrs.Yeketu Mengistu	Oversees Employment Expert	Amhara	Bahir Dar
Mr. Agazie Getahun	Deputy CEO-Operation, Amhara Credit and Saving Institution (ACSI)	Amhara	Bahir Dar
Mrs. Saba Berhe	Operation, ACSI	Amhara	Bahir Dar
Mr. Belay Zeleke,	Deputy Bureau Head, TVET	Amhara	Bahir Dar
Mr. Wodenhe Begashaw,	Manager, ACSI	Amhara	Showa Robit
Mr. Amdetsion Bezabeh	Deputy Dean, TVET	Amhara	Showa Robit
Mrs. Tigist	Expert, BOLSA	Amhara	Showa Robit
Dr. Haile Habte	Dean of TVET	Amhara	Ataye
Mr. Ephraim Getnet	ILO Project Office, NPC	Addis Ababa	
Mrs. Birgitte HAGELUND	Team Leader Migration, Delegation of the European Union to Ethiopia	Addis Ababa	

Mr. Abera Adebo	ED, Agar Ethiopia Charitable Society (Agar Ethiopia)	Addis Ababa	
Mr. Fiseha	ILO focal person, Agar (Ethiopia)	Addis Ababa	
Mr. Admasu Teshome,	Director, Labour Market Promotion	Oromia	
Mr. Zeru Bekele	Job Creation Expert, Oromia Job Creation and Urban Food Security Agency-formerly RMSE	Oromia	

Annex 4: Law, Act, Regulation and Proclamation on Migration in Ethiopia

Ethiopia - Migrant workers - Law, Act

[Ethiopia's Overseas Employment Proclamation No. 923/2016.](#)

Adoption: 2016-02-19 | ETH-2016-L-103965

[Work Permit and Private Employment Agency Licence Fees Council of Ministers Regulation No. 282/2013. -](#)

Adoption: 2013-03-04 | ETH-2013-R-103984

[Refugee Proclamation, No. 409 of 2004.](#)

Adoption: 2004-07-19 | ETH-2004-L-82481

[Directive Issued to Determine the Residence Status of Eritrean Nationals Residing in Ethiopia.](#)

Adoption: 2004-01 | ETH-2004-M-82482

[Immigration Proclamation No. 354/2003.](#)

Adoption: 2003-07-03 | ETH-2003-L-85154

[Providing Foreign Nationals of Ethiopian Origin with certain Rights to be Exercised in their Country of Origin Proclamation No. 270/2002.](#)

Adoption: 2002-02-05 | ETH-2002-L-85159

[Security, Immigration and Refugee Affairs Authority Establishment Proclamation No.6/1995](#)

Adoption: 1995-08-24 | Date of entry into force: 1995-08-24 | ETH-1995-L-70034

[Issuance of Travel Documents and Visas Regulations 1971 \(Legal Notice No. 395 of 1971\).](#)

Adoption: 1971-04-23 | ETH-1971-R-85200

[Proclamation to Regulate the Issuance of Travel Documents and Visas, and Registration of Foreigners in Ethiopia, No. 271 of 1969.](#)

Adoption: **1969-07-22** | Date of entry into force: **1969-08-22** | ETH-1969-L-69653

Source:

http://www.ilo.org/dyn/natlex/natlex4.listResults?p_lang=en&p_country=ETH&p_count=163&p_classification=17&p_classcount=9 accessed on 13 July 2017

Annex 5: List of key documents consulted for the evaluation

358-720 ILO Reintegration Project Final

Annual Report Support for the reintegration of returnees 2016 Final

Annual Report Support for the reintegration of returnees project 2015

Implementation Plan and M&E 2015

Implementation Plan – 2017

ILO TOT and mentorship report March 2016 Amhara

Agar Ethiopia Charitable Society, The fourth quarter progress report (July 1 to September 30, 2016)

ILO, The Ethiopian Overseas Employment Proclamation No. 923/2016

Olubunmi A.G. and others, “Perceived satisfaction and effectiveness of rehabilitation of victims of human trafficking in Nigeria”, *British Journal of Education, Society and Behavioral Science*, 6 (3), 218-226, 2015

EVAl Guidance Resources June 2015

ILO-EVAL Unit Guidance Note 2, Mid-term Evaluations

ILO-EVAL, Checklist 3, Writing the inception report

Annex 6: Status of project activities as defined in the work plan

Project preliminary activities	Activity	Status
	Signing of MoU with EU and Ethiopian Government	Done
	Establishing project office	Done
	Conducting national and regional project launching workshops	Done
	Identification and selection of target areas	Done
	Developing ToRs for the project steering committee and technical working group,	Done
	Preparation of draft implementation plan, M & E plan etc.	Done
	Returnees from Saudi Arabia- Taking stock one year after the exodus.	Done
Outputs	Planned activities	Status
ER 1.1: Returnees have been provided with appropriate social support based on their needs	1.1.1: Produce a baseline on return & reintegration.	Done
	1.1.2: Conduct Rapid Market Assessment	Done
	1.1.3. Conduct Returnees Needs Assessment	Done
	1.1.4: Map out existing support providers/services (government and non-government) and current practices in all three regions and undertake capacity assessment of these institutions.	Done
	1.1.7: Establish and support regular experience sharing and consultation forums among key stakeholders	Ongoing
	1.1.8: Complement returnee referral mechanism and provide capacity building support for key partners involved in reintegration of returnees	Ongoing
	1.1.9: Provide individualized assistance to returned migrants including effective referral services focusing among others on temporary shelter, medical services, food, psycho-social counselling support.	Ongoing: 400 provided psycho social and medical assistance in 2015.
	1.1.10: Support religious leaders to provide counselling and religious support for returnees	Ongoing: Help from Interreligious

		Council of Ethiopia
	1.1.11: Organize experience sharing forum for returned migrants to meet with others who have shared similar experiences so as to help each other in the readjustment and reintegration process.	Ongoing
ER 1.2 Training programmes that meet local economic opportunities have been designed and delivered	1.2.1: Provide refresher courses for TVET teachers and other relevant partners – SYIB	Ongoing: Training provided for 214 TVET teachers and other partners in 2015-16 in Amhara and Tigray regions
	1.2.2: Provide life skill, entrepreneurship and motivational training for returnees	Ongoing: Training provided to 8463 returnees till May 2016
	1.2.3: Develop a skills / livelihood training programme manuals	Done
	1.2.4: Provide vocational skills training for returnees based on their areas of interest	Ongoing: Not customised to individual interest
	1.2.5: Provide financial and managerial skills training	Ongoing
	1.2.6: Provide career counselling and occupational guidance to returnees and local vulnerable community members.	To start
	1.2.7: Conduct community out-reach and awareness raising programmes	Ongoing
	1.2.8: Produce a documentary film on success stories of returnees	Done
ER 1.3: Returnees and local vulnerable community members have been provided with long-term socio-economic	1.3.1: Support returnees to develop their own business plans (individually or in groups)	Ongoing
	1.3.2: Facilitate access to finance for returnees and local vulnerable community members.	Ongoing:MOU signed with regional MFIs No coverage of vulnerable

reintegration support	1.3.3: Collaborate and work with MoLSA, BoLSAs, regional administration and other state actors to secure working space and equipment for vulnerable beneficiaries	Ongoing
	1.3.4: Work with MoLSA, BoLSA, EEF, TVET and chamber of commerce to facilitate apprenticeships and job placement for returnees	To start
	1.3.5: Provide career counselling and occupational guidance to returnees and local vulnerable community members.	To start
	1.3.6: Organize job fairs for returnees and vulnerable local communities	To start
	1.3.7: Organize selected beneficiaries into cooperatives/ associations or join savings and credit cooperatives.	Ongoing
	1.3.8: Provide regular business development service/mentoring supervision	Ongoing

Annex 7: Adherence to the conditions of the ILO's evaluation Terms of Reference

The ILO's terms of reference (ToR) for the mid-term evaluation (ANNEX 1) stipulated the terms and conditions related to the evaluation such as the purpose, methods of data collection, evaluation questions, evaluation team composition, field mission to Ethiopia, evaluation process, etc. The following table helps the reader to understand the evaluation's adherence to the terms and conditions specified in the ILO's ToR.

Content of the ILO's terms of reference(TOR)	Actual ⁴² /reality
Evaluation criteria and questions	
Key Evaluation Questions	Not all the evaluation questions (28) specified in the TOR could be addressed for want of evidence.
Methodology	
The evaluation team will undertake group and/or individual discussions with project staff in Addis Ababa. The evaluation team will also interview project staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project.	The evaluation team consisted of a team leader and a member. However, only the team member, Dr. Kifle A. Wondemu visited Addis Ababa/ Ethiopia for the field data collection. The project staff of other ILO projects at Addis Ababa were not interviewed during the field mission
The evaluation team will review inputs by all ILO and non ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and civil sectors.	The evaluation did not have inputs from the private and civil sectors
An indicative list of persons to be interviewed will be prepped by the CTA	The ILO project team prepared and provided the field mission itinerary including the list of persons
List of beneficiaries will be provided by the project for selection of appropriate sample respondents by the evaluators.	The list of the beneficiaries was not made available by the project before the field visit ⁴³
A first meeting will be held with the ILO CO Director for Djibouti, Ethiopia, Somalia South Sudan and Sudan and with the Project Team.	The meeting did not take place
...the evaluation team will meet relevant stakeholders including members of the Project Steering Committee (PSC) and TWG project beneficiaries and regional and local level government officials and experts	Stakeholders were met but there was no meeting with Project Steering Committee(PSC) and TWG; representatives of Ministry of Labour and Social Welfare(MoLSA),

⁴² This shows what had happened and provides status of adherence as on 27 October 2017

⁴³ Email communication dated 14 July 2017 from Dr. Kifle A. Wondemu, team member

	Confederation of Ethiopian Trade Unions(CETU), Ethiopian Employer Federation(EEF) and Labour Migration Unit, International Organisation for Migration(IOM)
Debriefing to ILO Staff in Addis: At the end of the data collection the evaluator team will make a debriefing to the ILO Director of CO Addis and the project team.	Debriefing to the ILO staff as envisaged in the TOR did not take place ⁴⁴
Deliverables	
Lessons learned and good practices	The field mission report/notes of the team member do not contain lessons learned and good practices.
Management arrangements, work plan & time frame	
Composition evaluation team The evaluation team will consist of one international evaluation consultant and one independent national consultant, who will accompany the international evaluator in Ethiopia.	In place of 'one independent national consultant who will accompany the international evaluator in Ethiopia', the ILO hired an international consultant. Thus the evaluation team consisted of two international consultants
Work plan & Time Frame The international independent consultant will spent at least 7 working days in Ethiopia.	The international independent consultant (team leader who wrote the evaluation report) did not spend even a single working day in Ethiopia. The field mission of the team leader was cancelled due to visa-related issues.

⁴⁴ A short debriefing was made to one of the project coordinators of the ILO project (Eden) on the last day of the field mission as per Dr. Kifle A. Wondemu's email of 7 July 2017. However notes of the same are not available.