



# ILO EVALUATION

- **Evaluation Title:** Addressing the Root Causes of Migration in Ethiopia
- **ILO TC/SYMBOL:** ETH/16/01/ITA
- **Type of Evaluation:** Final
- **Country(ies):** Ethiopia
- **P&B outcome(s):** Outcome 1: More and better jobs for inclusive growth and improved youth employment prospect
- **SDG(s):** SDG 8: Decent Work and Economic Growth, Target 8.6: Promote Youth Employment, Education and Training
- **Date of the evaluation:** November and December 2020
- **Name of consultant(s):** Chris Morris & Meaza Nega
- **ILO Administrative Offices:** ILO Country Office for Djibouti, Ethiopia, Somalia, South Sudan and Sudan
- **ILO Technical Backstopping Office:** ILO DWT Cairo and MIGRANT
- **Date project ends:** December 2020
- **Donor: country and budget:** European Union Trust Fund through the Italian Embassy in Ethiopia: 1,516,837 EURO
- **Evaluation Manager:** Ricardo Furman
- **Evaluation Budget:** \$16,580
- **Key Words:** Migration, Youth Employment

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

## Table of Contents

<b>Table of Contents</b> .....	<b>1</b>
<b>Acknowledgements</b> .....	<b>2</b>
<b>List of Acronyms</b> .....	<b>3</b>
<b>Executive Summary</b> .....	<b>4</b>
Background and Context .....	4
Purpose, Scope, and Clients of the Evaluation .....	4
Methodology .....	4
Recommendations .....	7
<b>1. Background and Project Description</b> .....	<b>10</b>
<b>2. Evaluation background</b> .....	<b>11</b>
<b>2.1 Purpose, Scope, and Clients of the Evaluation</b> .....	<b>11</b>
<b>2.2 Evaluation Criteria and Questions</b> .....	<b>12</b>
<b>2.3 Methodology</b> .....	<b>14</b>
2.3.1 Data Collection .....	14
2.3.2 Sampling .....	15
2.3.3 Norms, standards and ethical safeguards .....	15
2.3.4 Limitations and Potential Sources of Bias .....	16
<b>3. Findings</b> .....	<b>17</b>
3.1 Relevance and Strategic Fit .....	17
3.2 Validity of Design .....	21
3.3 Project Effectiveness .....	23
3.4 Effectiveness of Resource Management .....	28
3.5 Efficiency of Resource Use .....	28
3.6 Orientation to Impact and Sustainability .....	29
3.7 Follow-up of the ILO mid-term internal evaluation and internal assessments .....	36
<b>4. Conclusions, Recommendations, Lessons Learned and Emergent Good Practices</b> .....	<b>37</b>
<b>Annex 1: Evaluation TOR</b> .....	<b>41</b>
<b>Annex 2: Evaluation Matrix</b> .....	<b>55</b>
<b>Annex 3: Example Interview Guides</b> .....	<b>59</b>
<b>Annex 4: List of People Interviewed</b> .....	<b>64</b>
<b>Annex 5: List of documents consulted</b> .....	<b>66</b>
<b>Annex 6: Lessons Learned</b> .....	<b>67</b>
<b>Annex 7: Emerging Good Practices</b> .....	<b>68</b>
<b>Annex 8: Timetable of the Evaluation</b> .....	<b>71</b>
<b>Annex 9: Additional Recommendations</b> .....	<b>72</b>

## Acknowledgements

I would like to express sincere gratitude to the evaluation stakeholders including all members of the TWG and AVG, business representatives, staff of the employment centres, users of the employment centres, university and TVET college administrators, ILO staff, and representatives of the donors who agreed to participate in interviews and focus group discussions. Their viewpoints, stories, recommendations were of vital importance to the understanding the project and I thank them for sharing their experiences with the evaluation team.

I am also appreciative of the support of Includovate, specifically the evaluation team, Meaza Nega and Abiyu Asamamaw for their hard work in conducting interviews, Kanika Joshi for program management support, and additional oversight from the Elisabeth Belay, the Country Director of Includovate Ethiopia.

I am particularly grateful to the ILO project team, Ruchika Bahl and Ayalu Admass, and the employment centres coordinators, Aduamlack Tsega and Amisalu Addis for supporting the data collection work by introductions to the key stakeholders, as well as Ricardo Furman for introductions to ILO staff and his feedback during the evaluation.

Chris Morris

[chrisjohnmorris@gmail.com](mailto:chrisjohnmorris@gmail.com)

December 2020

## List of Acronyms

AEF:	Amhara Employers Federation
BoFEC:	Bureau of Finance and Economic Cooperation
BoLSA:	Bureau of Labour and Social Affairs
BoTVED:	Bureau of Technical Vocational Enterprise and Development
BoWCY:	Bureau of Women Children and Youth
CETU:	Confederation of Ethiopian Trade Unions
CTA:	Chief Technical Advisor
DWCP:	Decent Work Country Programme
EEF:	Ethiopian Employers Federation
ESC:	Employment Services Centre
EU:	European Union
EUTF:	European Union Emergency Trust Fund for Africa
FGD:	Focus Group Discussion
GTPII:	Growth and Transformation Plan Two
ILO:	International Labour Organization
IOM:	International Office of Migration
JCC:	Jobs Creation Commission
KII:	Key Informant Interview
M&E:	Monitoring and evaluation
MoLSA:	Ministry of Labour and Social Affairs
NPC:	National Project Coordinator
NCE:	No-Cost Extension
OSSC:	One Stop Service Centre
P&B:	Programme and Budget
PES:	Public Employment Services
PRODOC:	Project Document (proposal document)
SDG:	Sustainable Development Goals
SINCE:	Stemming Irregular Migration in Northern & Central Ethiopia
TVET:	Technical and Vocational Education and Training
TWG:	Technical Working Group
UN:	United Nations
UNIDO:	United Nations Industrial Development Organization
YES:	Youth Employability Services

## Executive Summary

### Background and Context

This document reports on the findings of an independent final evaluation of the International Labour Organization's (ILO) "Addressing the Root Causes of Migration in Ethiopia" project, funded by the European Union Emergency Trust Fund for Africa (EUTF) through the Embassy of Italy in Ethiopia. The evaluation was conducted in November and December 2020 by an evaluation team consisting of a team leader, a national consultant, and a data collection consultant.

The project aims to address the problems of the high rate of youth unemployment for graduates of universities and Technical and Vocational Education and Training (TVET) institutions and as a result the high rates of irregular migration out of Ethiopia each year through building the body of evidence on migration and employment services in Ethiopia and demonstrating a pilot project of an integrated Public Employment Services (PES) Centre. The project is part of the larger "Stemming Irregular Migration in Northern & Central Ethiopia" (SINCE) programme funded by the EUTF. The project began in August 2016 and ran until December 2020.

### Purpose, Scope, and Clients of the Evaluation

The TOR laid out the following objectives for the evaluation:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and unexpected results of the project;
- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and the national development frameworks (Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further);
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes.

This is a final evaluation conducted under ILO's evaluation guidelines. It covers the entire period of the project from August 2016 to December 2020, and seeks to understand the successes and challenges of implementation. It also identifies lessons learned and emerging good practices, which can be used for future project design, both in Ethiopia and elsewhere in the region, as well as offering recommendations to the tripartite constituents on future activities.

### Methodology

The evaluation used a mixed methods methodology relying mainly on qualitative approaches, combining a desk review of secondary qualitative and quantitative data with qualitative field data. The field data included key informant interviews (KIIs), both virtually and in-person, and focus-group discussions (FDGs). The evaluation was led by an external international evaluator and supported by a National Consultant based in Addis Ababa. As a result of the security situation in Bahir Dar, an additional consultant based in Bahir Dar to support with data collection was identified and recruited. None of the team had prior connections to the project. Data collection took place over approximately two and a half weeks. Project participants interviewed for the evaluation included ILO project and technical backstopping staff, representatives of the Italian Embassy and the EUTF, government representatives of the Ministry of Labour and Social Affairs (MoLSA), the Bureau of Labour and Social Affairs (BoLSA), Bureau of Technical Vocational Enterprise and Development, Bureau of Finance and Economic Cooperation the Bureau of Women Children and Youth (BoWCY), representatives of the social partners including representatives of the Ethiopian Employers Federation (EEF) and Confederation of Ethiopian Trade Unions (CETU) in Addis Ababa, and representatives of the Amhara Employers Federation (AEF) and Amhara branch of the CETU in Bahir Dar, staff of the YES centre and Employment centre, users of the YES centre and Employment centre, employers, and representatives of local universities and colleges. A virtual stakeholder de-brief to present initial findings and discuss recommendations was held at the end of the data collection period. The COVID-19 pandemic created some limitations to the evaluation as the Team Leader was not able to conduct the evaluation in person due to international travel restrictions. The Team Leader led the evaluation remotely and mitigated the limitations through close coordination with the team members in Ethiopia. The National Consultant and Data Collector in Bahir Dar did not face any restrictions on face to face interviews in Addis Ababa or Bahir Dar but ensured COVID-19 safety protocols were followed.

### Findings

#### *Relevance and strategic fit*

The project is relevant to the goals of the Ethiopian Government as demonstrated by its alignment with the Growth and Transformation Plan (GTP II) and more recently the National Plan of Action on Jobs and the work supporting the Jobs

Creation Commission (JCC). The project also aligned with the needs of the youth in strengthening the ability to find paid employment through improved soft skills, better information, and being linked to potential employers.

The project was relevant to the Employers Federation by addressing the concern of employers of not being able to identify suitably qualified graduates for open positions. It was also relevant to the CETU as it aligns with their goals of ensuring decent work and safe work environments but greater involvement in design and implementation of the project could have strengthened the relevance further. Indeed, the initial design of the project should have been more inclusive which would have strengthened relevance and overall ownership to the project. As the example of the YES Centre is scaled up elsewhere in Ethiopia, greater attention also needs to be made to ensuring the services are relevant to employers as use of the YES Centre and ESC still is limited to a small number of employers.

### *Validity of Design*

The project's design is logical but could have benefited from a fully developed theory of change as certain achievements of the project. Most notably the advocacy and support work done at the central level to include the example and lessons learned of the pilot into policy are missing from the PRODOC. Holding a theory of change workshop with key stakeholders during the project design would have also addressed the problem of an initial lack of consultation.

### *Project Effectiveness*

The project has achieved its outcomes and outputs, and in most cases exceeded the indicator targets set out in the logical framework. Although during the initial stage of the project, the job registration and matching was quite low, there has been a significant uptick in the second half of the project, with the caveat that numbers slowed down following the nationwide COVID-19 restrictions implemented in March 2020. This is partly due to the project being able to accommodate the setting up of a second centre based on feedback from stakeholders and recommendations of learning exercises to include a broader geographical range. As this is a pilot project, the targets are quite low which has caused some dissatisfaction among stakeholders, and it is important the centres continue to expand the numbers of individuals they register and train, and increase the vacancies which are registered and matched by continued outreach to users and employers alike.

Key enablers of the project include the broad range of stakeholders who have participated in the project, the flexibility in budget and approach, and using existing government locations to set up the centres. This has supported the project at the Bahir Dar level. Additionally, ILO has received strong support from its technical backstopping experts, which has supported a number of lesson learning exercises. ILO's ability to leverage its connections at the central level has been a strong driver in the successes in ensuring the example and lessons of the pilot project are included in developing government policies which being developed by the JCC. Issues which have constrained the project initially included the lack of consultation during the initial design and the geographical reach of the YES Centre prior to the ESC being opened. Areas where constraints still exist include the lack of resources for the centres' staff to conduct outreach to employers and as a knock-on effect the limited number of employers using the centre. None of the constraints should be insurmountable in the future so long as the centres continue to be effectively managed by the Technical Working Group (TWG) and operational resources are made available, but lessons learned from this project should be capitalized and used to influence the scale up of these projects in future.

### *Effectiveness of Management Arrangements*

ILO has managed its resources well, both through the effective management of the project team's time and through effectively leveraging considerable technical expertise resources from ILO globally. The project had a number of steering and advisory committees involving the tripartite constituents and other key stakeholders. This has been effectively, particularly in Bahir Dar at promoting cooperation between stakeholders which will be important for the long-term sustainability of the project. The project does appear to have changed cooperation among stakeholders in Bahir Dar with a number of project participants interviewed for the evaluation indicating they collaborated with other institutions and offices in a manner which had not been done before. A concern for the project is that some stakeholders reported not everyone was clear on their responsibilities moving forward. The interviews demonstrated that this was often linked to one office or institution indicating another stakeholder was not clear on their role or was not fulfilling their responsibilities effectively, and not the interviewee themselves reporting they were not aware of their responsibilities. This suggests the concerns are linked to continued coordination more so than the implementation of the project. This concern was not universal with other stakeholders indicating responsibilities were clear. The delay in recruitment of the ILO team also impacted the overall efficiency of the project by causing delays at the start of the project, and this may well have contributed to the initial failure to engage MoLSA effectively which was addressed once the ILO team was recruited.

### *Efficiency of Resource Use*

The project has utilized the grant in accordance with the planned budget, with the caveat there have been two no-cost extensions. There has been flexibility in the design, which allowed both for the implementation of Outcome 2, which focused on enhancing the smooth school to work transition for university and TVET graduates, to be moved to the provincial level and for an additional centre to be opened to address concerns about the geographical reach of the project.

ILO chose to implement the centres on a limited budget to demonstrate what was possible within existing resources. This helps enhance the long-term sustainability of the project. However, the lack of resources for the centres created certain constraints, particularly the limited budget staff had for transportation and phone costs. Employer outreach for the centre is a particular concern, and it would be useful for future projects to identify what costs are essential for running the Centre, and if possible in future interventions, try different resource levels to identify the most effective approach. This would include reviewing transport, internet and phone communication costs, and will allow government departments to budget effectively in future.

### *Orientation to Impact and Sustainability*

The project has had a significant impact in changing the mindset of key stakeholders towards PES work in Ethiopia and on the importance of merit-based recruitment. The first is demonstrated by the inclusion of the ideas behind the pilot in the National Plan of Action on Jobs and by the interest of donors to fund similar interventions. The second by responses from businesses that used the employment centres and the Employers Federation indicating some companies have changed their recruitment practices. This included moving away from a connections based approach to a more merit based recruitment process. Any assessment of the project needs to acknowledge this was a pilot project, which does limit raw beneficiary numbers. That said, despite the project over-achieving on its intended targets, a broad range of stakeholders, including those who are critical for ensuring the long-term success of the centres, considered the project's impact had not been as high as expected. This was particularly related to the number of individuals supported by the centre but also some indicated the initial cooperation had fallen back towards the end of the project. This is a concern for the long-term sustainability of both the centres in Bahir Dar and attempts to scale up the project further. ILO should identify ways to try to continue to engage with the stakeholders and provide some level of technical support in the next year to ensure enthusiasm for the project is maintained. At a national level the potential for long-term sustainability is enhanced by the plans being developed by the JCC and international donors. This should support the incorporation of lessons learned and project achievements into scaled up activities. However, the roles and responsibilities of key ministries in delivering PES services must be considered by the international donor community as interventions are developed and funded..

### *Follow-up of the ILO mid-term internal evaluation and internal assessments recommendations*

The project has conducted learning exercises including a mid-term evaluation and an assessment of the YES Centre. The evaluation found many of the recommendations of these learning exercises have been addressed in the second half of the project, although a small number such as working on monitoring the impact of career counselling had not been followed up on. Although it is not mandatory ILO policy to complete management responses to internal evaluation it is advisable for such responses including an action plan for addressing the recommendation to be done as good practice to such exercises laying out an action plan for response. Despite this absence, the leveraging of ILO technical responses to support learning and assessment helped the project respond to initial challenges and ensure stakeholder feedback was gathered and considered.

### *Conclusions*

Overall, the project has showcased the potential for implementing a low-cost sustainable model of employment services centres in Ethiopia which have the potential to be taken to scale in future interventions. The project faced some initial issues linked to the involvement of key stakeholders in design and the delayed recruitment of the ILO project team that had knock on implementation effects. These concerns were addressed, particularly in the design of the second phase of the project. The project has achieved some significant impacts, particularly the change in approach towards cooperation in employment service provision and the attitude of employers towards recruitment. Impact is tempered by the fact the project was a pilot project, and ILO will tend to continue to work to showcase the project's successes and support and encourage the key stakeholders to continue to implement activities in Bahir Dar as well as scale up elsewhere. The project has laid strong foundations for sustainability through engaging the Jobs Creation Commission and forming collaborative steering committees, but ultimately long-term impact will depend on the continued interest and collaboration of key stakeholders and ILO's ability to provide technical support in this field to maintain the momentum of the project.

## Recommendations

Recommendations	Addressed To	Priority and Timeframe	Resource Implications
1. Ensure participation of all stakeholders during project design. In particular, ILO should ensure MoLSA, EEF and CETU are engaged in the project design, as well as key other ministries where relevant to a project. The initial design of the project was not particularly inclusive which contributed to initial problems of ownership. The example of the development of Outcome 2 is a much better example of collaborative work and should be emulated in future.	ILO	High During project design	Meeting costs
2. Develop a theory of change for future projects which demonstrates the pathways of change of achieving the project's objectives. Developing a theory of change can support recommendation 1 through the use of a workshop to identify a problem statement, long-term outcomes to address the problem, pathways to achieve these, and the assumptions necessary for the theory to work. This would help ensure outcomes which were missed from the PRODOC and logical framework are included.	ILO	High During project design	Meeting costs
3. Identify ways to ensure the employers and workers are more involved in project implementation in future activities. For example in this project, AEF hosted a satellite branch of the YES Centre in its offices but this was only done at a late stage of the project. CETU main involvement was only on the steering committees of the project. CETU works to ensure decent work conditions for workers and identifying activities which encouraged CETU engagement of the PES Centres' users on this issue would have enhanced their ownership of the project.	ILO, EEF and their local branches, and CETU	High Ongoing	Needs to be included in project budgets
4. Engage employers early in future PES interventions. This would involve outreach during the development and inception stage of a PES centre to identify the needs of the employers, the best means of outreach, and ensure initial awareness of the services.	ILO and other implementers (government ministries, EEF, NGOs or UN agencies implementing similar projects etc)	High At the start of projects	Communication costs
5. Increase outreach on awareness of services for the centres in future projects. The evaluation found a number of the users of the Centres being surprised at the services they were able to receive suggesting awareness of the Centres could still be improved. The project has worked on developing visibility and posters for the centres in response to the recommendations of the mid-term evaluation and assessment report. Developing a communications strategy during the inception phase and ensuring the visibility of the services are prompted as soon as implementation starts would help improve awareness among job seekers, and also contribute to recommendation 4.	ILO and project partners	Medium During the inception stage and throughout project implementation	Staff time and awareness material costs
6. Conduct a gender responsive situational and power analysis if possible during the design of a project, and if not during the inception phase of a project	ILO	High During project development	Consultancy or staff costs
7. Conduct more detailed post-service monitoring of users of the YES centre and ESC, and recipients of the "Surfing the Labour Market" training to understand the longer-term impacts of the career guidance. For those who are	ILO and project partners (both in the continuation of	Medium Ongoing	Staff time



	placed in jobs, this should include identifying if they are still in that job in six months and a year's time, if they are not in the job, have they moved to another position or returned to unemployment, and were the soft skills taught to them useful in the job itself. For individuals not placed in a job, the monitoring should identify if they have found a position within 6 months of the career counselling and have they migrated or changed the sector of work they are looking in. If they found a position but not through the centres, was it decent work and did they use the information from the career guidance to help them obtain it. Similar questions should be asked of students who received the "Surfing the Labour Market" training, including whether they used the training in their job search.	the YES and ESC and to be included in the development of future project.)		
8.	Review the Communication Strategy of Employment Services regularly to ensure the roles and responsibilities continue to be clearly understood and implemented by the respective departments and institutions. This could be reviewed at the TWG meetings, which should continue on a quarterly basis. ILO can support this process by trying to attend the quarterly TWG meetings and continuing to engage the stakeholders in 2021 to support the process of long-term ownership of the project.	TWG	High Ongoing	Meeting costs
9.	In future projects, ensure training plans are included in the design of the project which allow for regular on the job training with key staff from implementing partners (such as staff of an employment centre) to ensure capacity building gains are retained. To ensure resources are dedicated during a project design, a training plans should be designed based on the different topics required (such as career counselling, employer outreach, M&E etc), with the number and regularity of refresher trainings identified for each topic. Once the project is being implemented, these plans should be personalized to each key position and adapted as the project develops based on need.	ILO	Medium Ongoing	Staff time and training costs (Although initial training costs for large kick-off training on each topic may be needed, by conducting on the job training in the place of work/project implementation, the project would avoid large recurrent costs. The main resource needed would be the time of a project staff member for training.)
10.	Ensure the lines of responsibility among government ministries for implementing PES centres are clarified when funding new projects	Donors, Implementers, Government Ministries	High As projects are developed	None

### Lessons Learned

Engaging employers early and regularly is critical to ensuring the PES centres can operate effectively. This requires necessary resources to ensure the staff of the centres can conduct efficient outreach. The project had an initially small amount of vacancies registered which provoked concern in the mid-term learning exercises. The amount of vacancies registered and individuals placed in decent jobs has increased in the second half of the project but feedback from the project participants interview for the evaluation revealed the engagement of employers is most effective when outreach such as visits and phone calls, with regular follow up is conducted.

It is important for ILO to ensure the inclusion of MoLSA as a key partner in the initial design and steering committees of every project no matter who the partner of the donor in the country is. This will ensure the timely implementation of the project, and stronger ownership. It should also support the engagement of the other social partners as well in the design given ILO's tripartite model.

The project was able to scale up the numbers of users of the employment centres considerably once it established a centre at the city level. The initial sub-city level centre, while relevant of residents of that area, limited the numbers of users. It also harmed outreach to employers who believed it as discriminatory to only receive CVs from residents of one particular area. The flexibility of the project to adapt to stakeholder feedback was positive. For future interventions, intervening at the city level would ensure relevance for a greater number of users and employers.

### *Good practices*

Showcasing a pilot which utilizes existing resources as much as possible is an effective strategy for encouraging sustainability of the interventions. In this project, ILO installed the PES centres within existing structures and advocated for government agencies to utilize their resources to run the centres. Although some investment was required, the centres were run on low budgets, which should help both the sustainability of the centres in Bahir Dar and their transferability to other locations.

The approach of conducting a socio-economic assessment and then designing the intervention in Bahir Dar promoted flexibility in the project, allowing it to adapt to a revised assessment of the most relevant location for the intervention. This also supported a greater involvement of key stakeholders in the design of this section than had been involved in the initial design.

## 1. Background and Project Description

### 1.1 Background

Ethiopia has the second largest population in Africa and has sustained double digit growth in recent years. It also has made significant improvements in human development indicators. However, Ethiopia still faces considerable challenges with regards to employment and job creation, particularly for the youth. As per the 2013 National Labour Force Survey, the National Unemployment Rate is 4.5%, Urban Unemployment Rate is 16.5% and Rural Unemployment Rate is 2%. 71% percentage of the population is under 30 making addressing youth unemployment a high priority<sup>1</sup>.

The number of unemployed educated youth has increased over the years, and with three million young people entering the job market every year, increasing the pressure on finding work, particularly for young women. The youth often have limited agency in the work-place and as a result often are forced to accept poor wages and working conditions, with limited social protections. As a result, increasing numbers of Ethiopians look for work abroad. A recent study by the International Office for Migration (IOM) found that 96% of first time migrants reported migrating due to economic reasons and 77% did not have a source of income prior to migrating.<sup>2</sup> Irregular migration remains the most common form of migration, with the MoLSA estimating for example that regular migrants only make up 30-40% of Ethiopian migrants in the Gulf Cooperation Council countries.<sup>3</sup> Migrants are often unaware of the risks of migration. The IOM study found only 30% of first-time migrants were aware there was a civil war in Yemen, despite this being a country most migrant routes require crossing. As such providing economic opportunities to youth is seen as a key response to preventing risky migration.

The COVID-19 pandemic has added to pressures of employment and occurred late during the implementation of the project. Exact data is not yet available on the impact on jobs the pandemic has had, although the project conducted an initial rapid assessment. Ethiopia closed land and air borders on March 23<sup>rd</sup> 2020 and reopened them on September 23<sup>rd</sup> 2020.

### 1.2 Project Description

The ILO project, "Addressing the root causes of migration in Ethiopia" is a project funded by the Italian Embassy in Ethiopia, which is part of the larger "Stemming Irregular Migration in Northern & Central Ethiopia" (SINCE) programme. SINCE is funded through the European Union Trust Fund (EUTF) and managed by the Embassy of Italy in Ethiopia. The SINCE Programme is located with the first objective of the EUTF, namely to create greater economic opportunity for young people and women, with a focus on vocational trainings and the creation of micro and small enterprises. ILO's project received about 1.5 million Euro out of the total SINCE Programme budget of about 20 million Euro.

The overall objective of the project is to: "Contribute to reduction of irregular migration through creating decent livelihood and employment opportunities for the youth." The project has two outcomes:

Outcome 1: Increased evidence on migration, employment and decent livelihood opportunities in selected woredas that will inform SINCE project design, implementation, monitoring and evaluation.

Outcome 2: Enhance smooth school to work transition for University and TVET women and men graduates

Outcome 1 focuses on providing technical assistance to the overall SINCE programme through its lifespan. An initial comprehensive socio-economic assessment in selected woredas was planned to gather information which could both be used by ILO in the "Addressing the root causes of migration in Ethiopia", and by the SINCE programme in general. The assessment was planned to form the basis for the preparation of calls for proposals and the identification of programme grantees for the remaining funds of the SINCE programme. Within outcome 1, ILO was to provide technical support in project development, preparation of Terms of Reference, identification of partners, appraisal of project proposals and designing of monitoring and evaluation instruments. The overall SINCE project is a 20 million Euro project, of which approximately 14 million was distributed to civil society to implement pilot projects linked to the objectives of the SINCE

---

<sup>1</sup> "Statistical report on the 2013 national labour force survey". The Federal Republic of Ethiopia Central Statistical Agency; 2014. Retrieved from: <https://www.ilo.org/surveyLib/index.php/catalog/2363/related-materials>

<sup>2</sup> IOM. "The desire to thrive regardless of the risk". IOM Regional Office for the East and Horn of Africa; 2020. Retrieved from: [https://ronairobi.iom.int/sites/default/files/document/publications/IOM%20RDH%20Eastern%20Route%20Research\\_Background%20Analysis\\_Obock%20Djibouti.pdf](https://ronairobi.iom.int/sites/default/files/document/publications/IOM%20RDH%20Eastern%20Route%20Research_Background%20Analysis_Obock%20Djibouti.pdf)

<sup>3</sup> Frouws B. A certain catalyst: an overview of the (mixed) migration and development debate with special focus on the Horn of Africa region. MoLSA data. Nairobi: The Regional Mixed Migration Secretariat (RMMS); 2015. Retrieved from: <http://www.mixedmigration.org/resource/acertain-catalyst/>

programme and designed in line with the findings of the socio-economic study. The Italian Embassy awarded five grants (“lots”) to PIN, EDUKANS, IRC, COOPI, and VIS. Outcome 2 was designed as one of the pilot projects. The pilot project of ILO is outcome 2 which was designed to complement the other pilot projects, although the grant was awarded to ILO in one contract for both Outcome 1 and 2. ILO also supported the other pilots by providing training on the “Surfing the Labour Market” manual for the partner NGOs upon request.

Outcome 2 focuses on developing pilot initiatives to support the smooth transition from school to work for university and TVET women and men graduates. This focuses on the strengthening the capacity of Public Employment Services (PES) to deliver integrated employment services to the youth including the provision of job search assistance and placement services, tailor made and up to date labour market information on the demand and supply of skills. A key project output was the establishment of a Youth Employment Service (YES) centre within the federal structure of the MoLSA. Following the assessments conducted under Outcome 1, this approach was changed to work with the regional structures of BoLSA to better reflect Ethiopia’s decentralized structure, and the city of Bahir Dar in the region of Amhara was selected due to high levels of youth unemployment and high numbers of youth migration.

The project has the following outputs:

**Output 1.1:** Conduct comprehensive Socio Economic study in selected woredas including mapping of potential partners and service

**Output 1.2:** provide technical assistance in project development, preparation of Terms of References, identification of partners, appraisal of project proposals and designing of monitoring and evaluation instruments seekers

**Output 2.1:** Establish a pilot PES centre offering youth employment services such as career guidance & counselling, job search and life skills to youth job seekers

**Output 2.2:** Range of employment services offered by PES to the youth expanded and improved

**Output 2.3:** Increased placement of the youths in decent jobs, trainings and apprenticeships (cooperative training).

The project was implemented by ILO’s Country Office of Ethiopia with technical backstopping from MIGRANT (Geneva) and the Decent Work Team (Cairo). The project was led by a Chief Technical Officer (CTA) and a National Project Coordinator (NPC), with the support of an Administrative and Finance Assistant and a Driver.

The project is part of the broader SINCE programme and ILO is part of the Project Steering Committee. Members of this committee include the Italian Embassy, the EUTF, UNIDO, the Ministry of Labour and Social Affairs (MoLSA), the Ministry of Education, the Department of Technical and Vocational Training, the Ministry of Women, Children and Youth (MoWCY), the Ministry of Industry, the Ministry of Agriculture and Natural Resources, the Ministry of Urban Development & Housing (MUDHo), and the Federal Micro and Small Enterprises Development Agency. ILO is also part of a Technical Task Force composed of ILO and UNIDO. The implementation of outcome 2 in Bahir Dar is overseen by a Technical Working Group (TWG) composed of ILO, the Bureau of Labour and Social Affairs (BoLSA) (chair), the Bureau of Technical, Vocational, Enterprise and Development (BoTVED) (co-chair), the Bureau of Women, Children and Youth Affairs (BoWCYA), the Amhara Planning Commission, the Amhara Youth Association, the Amhara Employers Federation (AEF), and the Confederation of Ethiopian Trade Union (CETU) Bahir Dar branch. The TWG oversees the day to day operations of the YES Centre and Employment Services Centre (ESC) in Bahir Dar. At the central level, the project is overseen an Advisory Group (AVG) consisting of ILO, MoLSA (chair), MoWCY (co-chair), Ethiopian Employers Federation (EEF), CETU and the heads from BOLSA, BOTVED, BOFEC and BOWCYA from Amhara region, and the president of AEF.

## 2. Evaluation background

### 2.1 Purpose, Scope, and Clients of the Evaluation

The final evaluation had the following objectives:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and unexpected results of the project
- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and the national development frameworks
- Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes

The evaluation covers the entire project from August 2016 to December 2020. It covers the project’s implementation both in Addis Ababa and in Bahir Dar, as well as the contribution the project made to the broader SINCE project that operates

throughout Ethiopia. The TOR was developed in August 2020 and shared with stakeholders for comments. The TOR was advertised in September 2020 and the contract awarded in October 2020, with contracting completed in November 2020. Initial briefings of the evaluation team by ILO were conducted in mid-November 2020. The evaluation team developed an inception report and conducted internal coordination to ensure clarity of understanding of the proposed tools, and submitted an inception report in November 2020 to ILO which was validated by the Evaluation Manager. Data collection work was carried out in November and December 2020, and a stakeholder workshop to present initial findings was held on December 7. The report was drafted in December 2020 and submitted for initial review to ILO in January 2021.

ILO also expects gender to be mainstreamed in its evaluations, and attention was paid to ensuring gender equality was a crossing cutting concern throughout the deliverables. This was done through integrating questions on women workers into the KIs and FGDs, arranging separate FGDs for women to ensure power imbalances did not prevent women’s voices from being heard in the evaluation, and presenting disaggregated data, both in the project’s results and in the interviewee numbers.

ILO also requires issues of social dialogue, international labour standards, and fair environmental transition to be paid attention to during an evaluation. These were considered during the evaluation and referred to were relevant in the report.

The intended clients of the evaluation as outlined in the TOR are the ILO constituents at both the national and regional level. At the national level, this includes MoLSA, the Ministry of Women, Children and Youth Affairs (MoWCYA), the Ministry of Finance and Economic Cooperation (MoFEC), the Confederation of Ethiopian Trade Union (CETU), and Ethiopian Employers Federation (EEF). At the regional level, this includes BOLSA, BoTVED, BoWCYA, BOFEC and Amhara Planning commission, Amhara Youth Association, AEF and CETU (Amhara). Other clients include the Italian Embassy in Ethiopia and the EUTF and various offices and branches of ILO including the country office in Ethiopia, the regional office, the Decent Work team in Cairo, and HQ Migrant and Skills branches.

The evaluation paid special attention to the impact of the operations of the YES and Employment Services Centres, the coordination of the stakeholders in Bahir Dar, and potential for long-term sustainability of the work both in Bahir Dar and through scale up nationally.

## 2.2 Evaluation Criteria and Questions

ILO’s evaluation guidelines expect evaluations to follow standard criteria<sup>4</sup>. Evaluation questions for this evaluation were separated into seven criteria; relevance, validity of design, project effectiveness, effectiveness of management operations, efficiency of resource use, orientation to impact and sustainability, and general.

The standardized criteria allow ILO and other users to compare the results of evaluations between programs. The TOR included the question of gender equality in the effectiveness criterion. The report details the findings of this question under effectiveness. However, this question is relevant throughout the evaluation, particularly in relevance, validity of design and orientation to impact and sustainability, and findings are incorporated into these sections as well. Issues of social dialogue, international labour standards, and fair environmental transition are incorporated where relevant. The questions for each criterion are laid out below.

The evaluation questions also integrated the effect of the COVID-19 situation in the project through specific questions in the effectiveness and orientation to impact and sustainability evaluation criteria. These questions were formulated based on the ILO/EVAL “Protocol on collecting evaluative evidence on the ILO’s COVID-19 response measures through project and programme evaluations”.

Evaluation Criteria	Key Evaluation Questions
Relevance	<p>1.1 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 such as the UNDAF, SDGs targets and ILOs strategic Objectives (Programme &amp; Budget 2018-19 and 2020-21)?</p> <p>1.2 Is the project relevant to the felt needs of the beneficiaries?</p>

<sup>4</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)

	1.3 How well the project complements and fits with other ongoing ILO programmes and projects in the country.
	1.4 What links are established so far with other activities of the UN or non-UN international development aid organizations at local level and/ or Government partners?
Validity of Design	2.1 Does the project have a clear theory of change that outlines the causality?
	2.2 Has the design clearly defined achievable outcomes and outputs?
Project Effectiveness	3.1 To what extent has the project achieved its results at outcome and output levels, with particular attention to the project objectives?
	3.2 What, if any, unintended results of the project have been identified or perceived?
	3.3 What have been the main contributing and challenging factors towards project's success in attaining its targets?
	3.4 Did the project effectively use opportunities to promote gender equality and disability inclusion within the project's result areas?
	3.5 To what extent is the COVID-19 Pandemic influencing project results and effectiveness and how the project have addressed this influence and is ready to adapt to changes for at least some time from now-on?
	3.6 Does the (adapted) intervention model used/to be used in the project suggest an intervention model for similar crisis response?
Efficiency of Resource Use	4.1 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?
	4.2 To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why?
Effectiveness of Management Operations	5.1 Has the management and governance arrangement of the project facilitated project results? Is there a clear understanding of roles and responsibilities by all parties involved into implementation and monitoring?
	5.2 Has the monitoring & evaluation system in place relevant, including collecting and using data disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other disadvantaged groups the project might have identified)?
	5.3 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?
	5.4 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?
Orientation to impact and sustainability	5.1 To what extent there is evidence of positive changes in the life of the ultimate project beneficiaries?
	5.2 What other concrete steps have been or should have been taken to ensure sustainability?
	5.3 Identify and discuss gaps in the sustainability strategy and how the stakeholders, including other ILO projects support, could address these, taking into consideration potential changes in the country due to the COVID 19 pandemic
General	6.1 How and why has or has not the project addressed the mid-term evaluation recommendations

## 2.3 Methodology

The evaluation methodology was designed during the inception period to meet the needs of the TOR developed by ILO. An inception report was submitted to ILO and after minor revisions validated, validated by the Evaluation Manager.

This was a mixed methods evaluation which was primarily qualitatively focused relying on semi-structured KIIs as the main source of data, along with a small number of FGDs with staff and users of the YES centre. Quantitative data gathered from the project's monitoring was blended with the qualitative data gathered through the desk review and field work. Secondary data was reviewed during the inception period and on an on-going basis for reference points during the data collection mission. This allowed for the triangulation of data gathered through the KIIs and FGDs, and where findings diverged, prompted further investigation.

An initial evaluation team consisting of an international evaluator acting a Team Leader and a National Evaluator, under the umbrella of Includovate a research incubator responsible for this evaluation with staff and consultants based in Ethiopia, was recruited for the evaluation. The Team Leader conducted the work remotely as travel was not possible, and indeed never planned, due to the COVID-19 pandemic. As a result of the internal conflict in Ethiopia in Tigray Province, security concerns were faced for the field mission to Bahir Dar. Therefore, Includovate identified an additional consultant based in Bahir Dar for the data collection in Bahir Dar. The Bahir Dar based consultant was trained on the interview protocols and jointly guided by the Team Leader and the National Consultant during the data collection period.

### 2.3.1 Data Collection

#### Desk Work

##### ➤ Document review

The initial stages of the evaluation involved the NPC collating and sharing with the evaluation team a series of relevant project documents. These included the PRODOC with logical framework, annual and quarterly progress reports, the mid-term evaluation report, various external reports commissioned by the project, the minutes of the Technical Working Group (TWG) and Advisory Group (AVG) meetings, and a video produced by the project. Additional documents identified as relevant were sent by the Chief Technical Advisor (CTA), national Project Coordinator (NPC) and other key ILO staff during the inception period and the evaluation mission. A full list of reference documents is at annex 4.

##### ➤ Key Informant Interviews (KIIs)

Semi-structured interviews formed the majority of data collection events. Interview guides were developed during the inception period. A list of key stakeholders was agreed with ILO during the inception period. The KIIs were conducted using two different methods:

#### 1. Virtual Calls

Virtual calls using Skype and Zoom were conducted as part of the evaluation by the Team Leader. These included initial briefings with the project team, ILO staff responsible for technical backstopping, and a representative of the Ethiopian Job Creation Council (JCC). A total of 7 interviews were conducted with ILO technical and programmatic backstopping staff in Geneva and Cairo (4 women and 2 men). A total of 8 interviews were conducted individuals based in Addis Ababa, including ILO project staff, representatives of the Italian Embassy, the EUTF, and the JCC, and an official from MoLSA.

#### 2. In-person KIIs

In-person KIIs were conducted with key project stakeholders in both Addis Ababa by the National Consultant, and Bahir Dar by the Bahir Dar Consultant. Participants in Addis Ababa included representatives of MoLSA, the Ethiopian Employers Federation (EEF), and the Congress of Ethiopian Trade Unions (CETU), as well as individuals who had been trained as trainers in the "Surfing the Labour Market" toolkit. A total of 6 interviews were conducted with 1 woman and 7 men in Addis Ababa.

Participants in Bahir Dar included representatives of BoLSA, the Bahir Dar CETU, Bahir Dar University, the Bureau of Women Children and Youth (BoWCY), Bureau of Technical vocational Enterprise and Development (BoTVED), Bureau of Finance and Economic Cooperation (BoFEC), Amhara Employers Federation (AEF), staff of the YES centre and Employment centre, and private employers. A total of 12 interviews were conducted with 2 women and 10 men in Bahir Dar.

##### ➤ Focus Group Discussions (FGDs)

FGDs were held with individuals who had received support from the YES centre and the Employment Centre and with staff of the YES centre. The FGD with the staff of the YES Centre included 4 women and 1 man. 3 FGDs were conducted with users of the YES centre for 11 participants (7 women and 4 men). At the end of the FGDs, stories of change were collected

from two participants (1 woman, 1 man). The evaluation team requested two FGDs with a selection of general users of the centres, one with men and one with women, and two FGDs specifically with employees who had been placed in decent jobs as a result of using the centres. A total of 28 participants were invited and agreed to attend, however the numbers of individuals who attended was considerably less, and one FGD had to be rearranged as none attended. Overall, more women attended than men, which although not planned, did allow the evaluation to gather additional data specifically related to the needs of women and the relevance of the project to them.

KIIs and FGDs conducted by the national consultant and data collector were done in Amharic with the transcripts being translated to English for the Team Leader. The interviews conducted by the Team Leader were done in English. The national team members were proficient in English which allowed the Team Leader to feel comfortable in the quality of data received. The interview guides were presented by the Team Leader to the team members over a number of virtual meetings, with sufficient time being allowed for review and clarifications on meaning.

#### ➤ Stakeholder De-Briefing

An online stakeholder debriefing was held at the end of the data collection period. Participants included ILO project staff, representatives from the social partners and other key project stakeholders based both in Addis Ababa and Bahir Dar, and the Italian Embassy and EUTF. The initial findings of the evaluation and anticipated recommendations were presented by the Team Leader, followed by discussions and responses from the workshop participants.

### 2.3.2 Sampling

Sampling for the KIIs and FGDs was purposive and done with the support of ILO identifying key stakeholders who had participated in the interviews. An initial stakeholder list was developed by ILO. The Team Leader reviewed this and made requests for certain additions based on the initial desk review which were included in the interview schedule. For the most part selection of the interview participants was straight-forward, focusing on ILO staff who had implemented or supported the project, representatives of the steering committees from government ministries, the employers federation, and the CETU, and staff of the YES Centre and ESC. Additional participants included a selection of employers who had used the centres, university and TVET administrators, and trainers of the Surfing the Labour Market manual. Selection of these participants was also purposive with suggestions by ILO on individuals who had been most involved in the project reviewed and finalized by the evaluation team.

The sampling included FGDs of men and women who had used the YES Centre and ESC. The participants were identified using lists of individuals who had used the services of the centres. The sampling was also purposive based on those who the staff of the centres were able to identify would be willing to attend. As noted in the limitations section, even after confirmation they would attend, the attendance rate at the FGDs was limited.

### 2.3.3 Norms, standards and ethical safeguards

The evaluation was conducted in line with ILO's Evaluation Policy. The evaluation offers the opportunity for accountability to donors, staff and tripartite constituents, through providing a summative judgement on the achievement of intended outputs, outcomes and objectives, operation of the project, and use of resources. The evaluation will also support lesson learning by identifying emergent good practices and lessons learned from the project which can be used to support future project direction in Ethiopia and elsewhere.

The evaluation adhered to the UN Norms and Standards (2016)<sup>5</sup>, paying attention to the 10 norms laid out in the guidance. The evaluation was conducted independently with impartiality ensured by recruiting a team not previously involved with the project. It focused on ensuring both utility and credibility of the findings. Inclusion of the project stakeholders in approving the TOR, being presented with the initial findings, and reviewing the report contributed to transparency. The use of a democratic evaluation approach supported transparency by ensuring the voices of a broad range of stakeholders, regardless of power, influenced the findings. The use of national consultants as part of the team also contributed to the General Assembly resolution A/RES/69/237 to strengthen evaluation capacities at a national level.

Informed consent was obtained from all KII and FGD participants verbally prior to the interviews commencing, with an explanation of the purpose of the evaluation and reason for the interviews. Anonymity of responses was promised to respondents, and ensured during the report development.

The risks of gender power imbalances limiting the opportunities of women to participate openly in FGDs were mitigated by holding separate FGDs for women users of the employment centres.

---

<sup>5</sup> United Nations Evaluation Group (2016). Norms and Standards for Evaluation. New York: UNEG.



### 2.3.4 Limitations and Potential Sources of Bias

➤ International travel restrictions preventing the Team Leader travelling to Ethiopia

As a result of the COVID-19 pandemic, the Team Leader did not travel to Ethiopia. Instead the Team Leader led the evaluation remotely with the support of the National Consultant. However, this did create some limitations to the evaluation. Ensuring understanding of the data collection tools and consistent application by the team members was a potential concern. This was addressed by pre-mission review sessions, and continuous communication during the data collection. Limitations on conducting remote interviews are addressed in the point below. There were not restrictions on conducting face to face interviews for the team members in Ethiopia beyond the need to ensure social distancing and provide face masks and hand sanitizer for the participants.

➤ Limited opportunity to conduct interviews by phone or virtual methods

The Team Leader had hoped to be able to conduct some interviews with key stakeholders via phone or the internet with the support of the Team Leader and the Consultant in Bahir Dar. It was also intended for the National Consultant to conduct some of the interviews with Bahir Dar stakeholders by phone. The intention to do this was discussed with the Evaluation Manager during the inception period. However, ILO's project team were clear this was generally not an option in Ethiopia due to both normal evaluation practice and also the limited internet connection, particularly in Bahir Dar. Includovate does have experience in conducting remote data collection but at the request of ILO, most interviews with stakeholders in Ethiopia were conducted by either the National Evaluator or the Bahir Consultant. The Team Leader was able to conduct an interview with one representative of the JCC and with various ILO staff, as well as a final interview with one Bahir Dar stakeholder. This risks some inconsistency in the data based on different interpretation of questions and interview data. This was mitigated by several pre-data collection virtual calls between the 3-member team and regular follow-up calls during the data collection period. Notes were reviewed closely and follow up discussions held to ensure clarity of understanding of the findings. The FGDs were recorded by the Bahir Dar Consultant and sent to the National Evaluator for transcription and review which provided a further quality check.

➤ Difficulties in arranging interviews

It proved difficult to organise and execute interviews with many of the stakeholders, particularly in Bahir Dar. The Bahir Dar Consultant arrived at a number of pre-arranged interviews but was unable to meet with the interviewee either at the proscribed time, which caused a knock-on effect on the schedule, or at all, requiring the interview to be rearranged or cancelled. Given the limited time contract of the Bahir Dar Consultant, this meant a small number of interviews did not take place. The impact on the evaluation was mitigated by a considerable effort from the National Evaluator and Bahir Dar Consultant to rearrange interviews with the support of ILO's NPC, and the majority of key stakeholders were eventually interviewed.

➤ Attendance at the FGDs

The evaluation team had difficulty in ensuring the attendance of participants at the FGDs. Potential participants identified by the YES Centre staff either agreed to attend but did not show up, asked for an attendance allowance to cover costs or informed the evaluators they could not spare the time away from work. FGDs needed to be rearranged when participants did not attend. To try to mitigate this problem, ILO agreed to pay a small transport allowance which ensured some of the participants attended. Of a total of 28 planned YES Centre and ESC users, the evaluation spoke to 11.

There is also a potential bias in the attendees, as they were not randomly sampled and those who appreciated the work of the YES Centre may have been more motivated to attend the FGD. The findings from the FGDs cannot be generalized to the broader population of users. However, the findings from the FGDs and the collection of two stories of change, does add valuable insight from users which can be triangulated against other findings.

➤ Security concerns in Ethiopia

In November 2020, armed conflict between the Ethiopian National Defence Force and Tigrayan People's Liberation Front representatives broke out in the region of Tigray. Although the conflict was mainly confined to Tigray, concerns of attacks outside of this province including the Bahir Dar airport, caused Includovate to review the data collection visit of the National Evaluator. To ensure the evaluation could continue, Includovate identified a consultant it had worked with on previous assignments who is based in Bahir Dar and thus could conduct the KIIs and FGDs without the security concerns of travelling. This recruitment was successful to a large extent in mitigating the problems caused by the security concerns. However, it did introduce a third member of the team to the evaluation which brings risks of a dilution of understanding, and the consultant was not as immersed in the project documentation and preparation as the Team Leader and National Evaluator. With regular support and virtual calls, before, during and after the data collection mission, these concerns were largely mitigated. The Team Leader also adjudged the notes from the KIIs and FGDs to be of a sufficient quality to ensure the findings can be considered valid.

### 3. Findings

#### 3.1 Relevance and Strategic Fit

##### 3.1.1 Government

The number of unemployed educated youth has increased over the years, with three million young people entering the labour force every year, increasing the pressure on finding work, particularly for young women. The youth often have limited agency in the work-place and as a result often are forced to accept poor wages and working conditions, with limited social protections. The Ethiopian Government has laid out various policy priorities for youth employment and migration which are relevant to the project. The Growth and Transformation Plan II (GTPII) 2015/6-2019/20 of Ethiopia makes youth employment a priority through creating massive employment opportunities for youth<sup>6</sup>. Priority B of the National Employment Policy and Strategy of Ethiopia is “Creating favorable conditions for the promotion of employment opportunities by improving the functioning of labour market information and employment service”. These policies demonstrate relevance of the project to existing policies at the time of design of both the overall project, and also the more specific approach in outcome 2, developed after the completion of the socio-economic study.

The project is able to demonstrate continued relevance to the Government of Ethiopia’s priorities through the alignment to policies and initiatives that have been launched since the development of the project. The Home Grown Economic Reform Agenda (HaGER)<sup>7</sup>, launched in 2019 had one of its goals ‘to generate high quality jobs, sustain economic growth, and create fiscal space for further public investments on infrastructure, human capital, and institutional building’. Even more closely linked to the project is the National Plan of Action for Job Creation<sup>8</sup>, developed by the newly formed Job Creation Commission (JCC) which operates under the umbrella of the Prime Minister’s Office. ILO worked with the JCC to ensure the principles of decent work were included in the six pillars of the plan, and most particularly with strategy 1 and 2 of pillar 4, “Strengthening labor market intermediation and linkages”. The establishment of the JCC could not have been predicted during the design of the project, but the fact the project aligns with the JCC’s goals (and that the project was able to influence these goals through advocacy) does demonstrate the project was relevant to Government priorities on employment. The project has been able to adapt to changing contexts and work to advocate for the successes in implementing a pilot project to be recognized and included in emerging Government policies. As such it ensured its relevance remained at the end of the project as well as at the time of design.

##### 3.1.2 Employer Federation and Workers Organisations

The Amhara Employers Federation has been a key stakeholder in the project, to the extent of opening a small satellite employment services centre in its offices. A challenge faced in Ethiopia is matching job openings to potential applicants. Employers often complain they are not able to find graduates who have the sufficient skills they need, including the soft skills related to employment that are generally not taught in training colleges and universities. Employers interviewed for the evaluation indicated they felt the centres were relevant to their needs, but challenges still existed, and their continued use of the centres would depend on how well it could continue to meet their needs. The centres have been successful in placing over 480 individuals with companies, but there is not a system for following up on how long these individuals remain employed, which could help strengthen the relevance further.

The Confederation of Ethiopian Trade Unions (CETU), both at the national and the regional level have not been as heavily involved in the project as the government and the Employer’s Federation. CETU does not work particularly on supporting unemployed and graduates to find work and so has potentially less relevance to the CETU than other stakeholders. However, the project aligns with the CETU’s goals of ensuring decent work and safe work environments. The CETU was not consulted as effectively as it could have been and did not have implementation responsibilities. Identifying a way to involve them more deeply in the project could have increased their ownership and should be considered for future interventions.

The project supports the advancement of social dialogue through involving the AEF and CETU in the coordination bodies overseeing the YES Centre and ESC. This has been more successful at the provincial level than the national level. The steering committee for the overall SINCE project did not include members of the EEF or CETU. The committee consisted of representatives of ministries, the donors, ILO and UNIDO. The ILO project did involve the Employers and Workers representatives at the national level through the Project Advisory Group. At the provincial level, ILO ensured the inclusion of AEF and CETU. Participants in the evaluation identified improved tripartite cooperation as an impact of the project in

---

<sup>6</sup> Federal Democratic Republic of Ethiopia. 2016. “Growth and Transformation Plan II (GTPII) 2015/6-2019/20”.

<sup>7</sup> Federal Democratic Republic of Ethiopia. Office of the Prime Minister. “A Homegrown Economic Reform Agenda: A Pathway to Prosperity”.

<sup>8</sup> Jobs Creation Commission of Ethiopia. 2020. “Plan of Action for Job Creation 2020-2025”.

Bahir Dar; something which was not identified at the national level, although the cooperation was described as having occurred much more strongly between the government and employer's federation than with the worker's organizations. This is reflective of the limited role the CETU played in the project.

### 3.1.3 Intended Ultimate Beneficiaries

The ultimate intended beneficiaries of the project are graduates of TVET and Universities through the goal of easing the transition from university and technical college to the workplace. This group was expanded to an extent by the support to an additional centre at the city level which also included other job seekers in its reach. The project has targeted this group in two ways; first through the YES Centre and ESC by offering an holistic package of career counselling including registration, soft-skills training, and job referrals, and second through training on the Surfing the Labour Market through the cascaded training from Master Trainers to the staff of institutions such as universities and TVET colleges, and onto the students.

Unemployment levels of the youth in the Amhara region are very high, and this is particularly the case for university and TVET graduates<sup>9</sup>. The urban unemployment rate in the region was 18.32%, with a significantly higher rate for women (26.12%) than men (10.52%)<sup>10</sup>. ILO's 2019 YES Centre assessment report conducted by ILO's Senior Employment Specialist identified this threatens social cohesion, as demonstrated by protests by the youth in 2016 and 2017. . The quality of public employment services is low and hampered by limited resources and capacities, and a lack of integration and coordination among the myriad of agencies and ministries responsible for addressing employment. As such attempts to improve these services are relevant in theory.

The project practically addressed many of the key needs of the unemployed youth through its focus on the college/university to work transition. The socio-economic assessment commissioned by ILO as part of Outcome 1 of the project identified a wide range of issues and concerns which it recommended should be addressed but the range was too broad for one project to tackle alone. ILO identified this area as being of critical importance, something which is supported by one of the recommendations of the socio-economic assessment:

“Making available timely and well organised labour market information to people in search of potential employers and employment opportunities is recommended as a measure that is intrinsic to furthering the economic future of the country's youth. Specifically, this would necessitate the following: streamlining job registration procedures by private and public employment service agencies to make them job-seeker friendly; making available up to date information on existing employment opportunities for job seekers; providing timely information on training opportunities for those seeking jobs; and creating a conducive environment for schemes that provide opportunities to the unemployed, such as effective school-to-work transition programmes and revolving funds as start up capital for youth.”<sup>11</sup>

The employment centres focus on wage employment, mainly for graduates. This target group was chosen to reflect the fact this had been a group where more limited attention had been previously given. In the last decade more of the focus on job creation has been on SME start-up. Many graduates are interested in wage employment, and thus this gap was identified as an area to target. A small number of project participants interview for the evaluation noted this did mean the project did not necessarily target the most vulnerable in the community and reduced its scope. As one stakeholder who was generally happy with the project said, “However, because the project focuses on a point rather than a wider context, the satisfaction is limited.” However, a counter-argument can be made that unemployed graduates are still a key target group given the concerning levels of unemployment in the country of graduates, and that other interventions in the broader SINCE project did target different groups and sectors, and thus ILO had a niche within the project, which its global experience allowed it to fill. The opening of the ESC at the City level also addressed this issue to an extent, as more unskilled clients are using this centre.

Users of the YES centre which the evaluation spoke reported the centre had met their needs and often exceeded expectations:

“I expected theoretical trainings but found the trainings to be practical and helpful”

---

<sup>9</sup> Assessment report of the YES Centre, 2019

<sup>10</sup> As shared by ILO in the regional consultant meeting in Bahir Dar as part of the preparation for Outcome 2 of the project on 21 February 2018.

<sup>11</sup> ILO. “Stemming irregular migration in Northern and Central Ethiopia. A socio-economic assessment (SEA). A five region synthesis report”. 2018, p.xvii

“My first impression was to just try I hadn’t imagined that I would get a job and all of the trainings. I am now making a living from my current job. I expected I would be organized as a group with other youth and work on micro enterprises, but I got better than my expectation.”

It should be noted a number of the users of the YES centre mentioned not being clear what to expect when they came to the centre or not expecting to receive all of the services they did, which suggests there is still work to be done on raising awareness of what the centres offer. This is supported by the findings of a Strengths Weaknesses Opportunities Threats assessment the project conducted as part of developing the exit communication strategy; “Poor awareness (and trust as well) among customers (jobseekers), clients (employers), and the public”. As a pilot project, this is perhaps not surprising, it is to be expected that awareness would rise partly as a function of successful and satisfied clients, and this would take while to achieve. However, if the centres are to be scaled up to more locations, an effective awareness and roll-out campaign will need to be built into the strategy from the outset.

### **3.1.4 Tripartite Documents**

The project aligns to ILO’s goals laid out in the Decent Work Country Plan (DWCP)<sup>12</sup> The DWCP Country Plan of 2014-15, extended to 2020 remains in force. The project specifically aims to improve the transition from school to work for university and TVET graduates. As such it aligns with Country Programme Priority 2 “Promoting decent employment for poverty reduction”, outcome 5, “Barriers to decent employment addressed, with particular emphasis given to women, youth, migrant domestic workers and persons with disabilities.”

### **3.1.5 ILO**

The project aligns to the P&B outcomes as well as various ILO conventions. Ethiopia has ratified Convention No 88 Organisation of the Employment Service (ratified in 1963) and Convention No 181 Private Employment Agencies (ratified first in 1997 later in 1999) which came into force in 2000 G.C. The project also aims to ensure the youth are able to access decent work through collaboration with potential employers. The project thus supports the alignment of Ethiopia to the international labour standards laid out in the two conventions. Outcome 1 of the 2018-19 Programme and Budget (P&B) outcomes is “More and better jobs for inclusive growth and improved youth employment prospects”<sup>13</sup>. This is a key focus of the project and the project has been successful in achieving its targets on job placement, and thus demonstrates strong relevance to the P&B outcomes.

The project’s goals are compatible with other projects implemented by the ILO Ethiopia Country Office, including the SKILL UP programme (ETH/18/50/NOR). Within Africa the project has also connected with similar projects implemented by ILO including “Initiative for Labour Migration, Employment and Reintegration in Nigeria and Ghana” (RAF/18/02/DEU) focused on migrant resource centres and on the “Free movement of persons and transhumance in the IGAD Region: Improving opportunities for regular labour mobility project” (RAF/16/06/EUR).

### **3.1.6 UN Agencies and Other Development Initiatives**

The project aligns with the goals of other development initiatives and UN agencies. The project is part of the bigger SINCE project and as such there are synergies with the program funded by the EUTF and in particular UNIDO. The project’s initial work was a socio-economic report which formed the basis for the development of calls for proposals for funding worth over 14 million Euros and also has provided training on the Surfing the Labour Market manual to trainers which was cascaded to the other NGO implementing other areas of the project. The project has therefore contributed to a outcomes beyond the its own direct implementation, which is not fully captured in the logical framework.

Pillar 1 of the UNDAF 2016-20 focuses on inclusive growth and structural transformation, with outcome 2 of pillar 1 being “by 2020 private-sector driven industrial and service sector growth is increasingly inclusive, sustainable, competitive and job rich.” The project also aligns with Sustainable Development Goal 8 on decent work and economic growth. However, with the exception of UNIDO, there has not been collaboration with other UN agencies such as IOM on the project.

### **3.1.7 Gender and Non-Discrimination**

The project design indicated that 50% of the total beneficiaries will be women and in terms of users of the centres and placement of women in decent jobs, overachieved on this. The GTPII places special attention on the inclusion of women

---

<sup>12</sup> ILO Country Office for Ethiopia and Somalia. 2014. “Decent Work Country Programme 2014-15: Ethiopia”. [https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sro-addis\\_ababa/documents/genericdocument/wcms\\_445889.pdf](https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sro-addis_ababa/documents/genericdocument/wcms_445889.pdf)

<sup>13</sup> ILO. 2017. “Programme and Budget for the Biennium”. [https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/programme-and-budget/WCMS\\_582294/lang--en/index.htm](https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/programme-and-budget/WCMS_582294/lang--en/index.htm)

and youth, noting they face discrimination in multiple areas of accessing the employment market. In this sense, the project was relevant to gender equality. However, the evaluation found more attention could have been given to gender dynamics. As noted by the YES Centre Assessment report:

“The gender neutrality in the design and implementation of employment services leads to implicit discrimination of women in a society where women continue to face more disadvantages compared to men.”

The design of the project was gender neutral though without particular attention being paid to particular barriers facing women. Responses from project participants interviewed for the evaluation were found to be gender neutral with limited recognitions of different challenges women may face in accessing employment services and jobs. The project therefore could have increased its relevance by raising more awareness of these issue. This could have been supported by conducting a gender power analysis at the start of the project. However, the project did involve the Ministry of Women, Children and Youth in the steering committee and did ensure the recruitment of two women when expanding the staff of the YES Centre, and the high proportion of women in the job placement gives evidence of relevance. Therefore, overall the project was relevant to gender equality but this could have been strengthened further with a greater focus on gender issues.

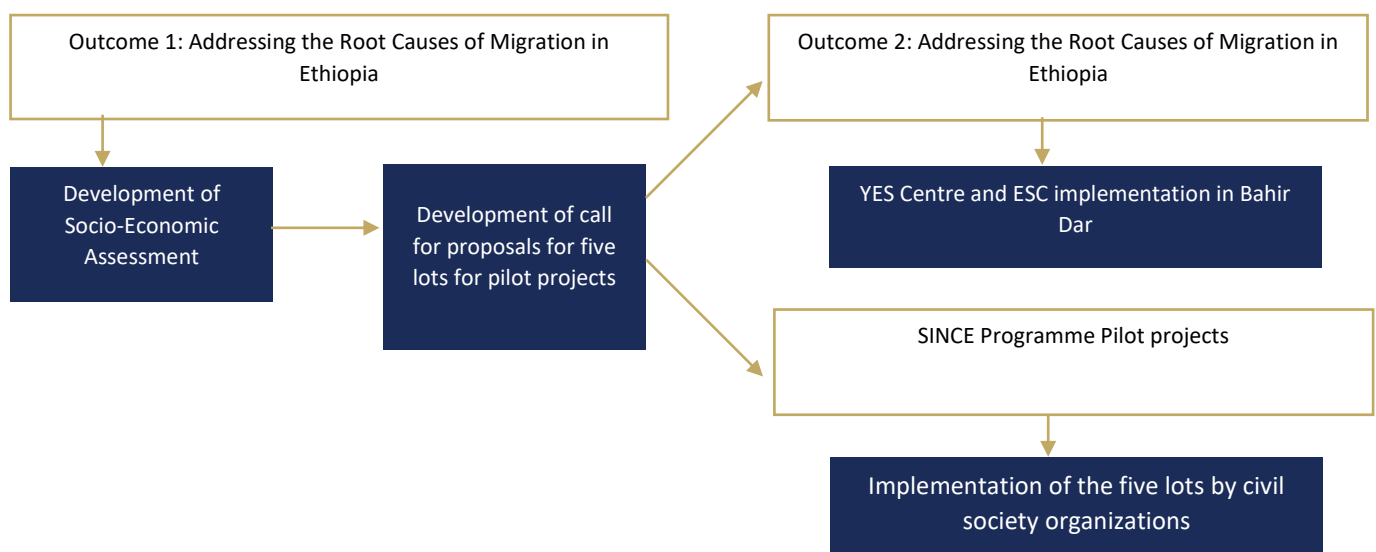
### 3.1.8 Challenges to relevance

Although the project was found to achieve highly in this criterion, there were some challenges to relevance the evaluation identified:

- Consultation with stakeholders

The original design of the project had a limited involvement of the tripartite constituents, particularly the employers’ federation and the workers’ organization and the MoLSA in the government. The project was to fit into the overall SINCE project, and the design was predicated on this. Due to various bureaucratic and political reasons, the funds were routed through the Italian Embassy whose partnership is with the Ethiopian Ministry of Foreign Affairs. As a result, MoLSA was not fully involved in the original design of the project nor the initial project governance. MoLSA did not attend a SINCE steering committee meeting until February 2018, which was the fourth meeting held. This impacted initial ownership of the project. The other tripartite constituents at a national level were also not particularly involved in the design of the project, something which should be standard in an ILO project. As previously noted, the EEF and CETU were not included in the steering committee of the overall SINCE project. Although the project does align with some of the goals of the EEF and CETU, the lack of involvement in the design has contributed to the limited involvement, particularly of the CETU, in the implementation of the project, and thus has potential to damage long-term ownership. Social dialogue at a national level is impacted as a result of exclusion from the steering committee.

The project has two distinct segments with interlinking operations that contribute to the overall SINCE project, itself, consisting of a number of other projects.



Outcome 1 is focused on the increasing evidence on migration, employment and decent work which contributes to the development of calls for proposals for the SINCE project. Outcome 2 is part of the broader SINCE project’s pilot schemes to

demonstrate how to address the needs and concerns identified in outcome 1, and is made possible by the work done in Outcome 1. Although the original PRODOC already envisaged ILO would implement a pilot scheme, the location of this was revised from the national level to the provincial level and the detailed design done at the later stage. There is a clear evidence the consultation process was considerably improved for the design of Outcome 2's 'sub-project'. Most stakeholders interviewed for the evaluation informed the evaluators they had been involved in the design of the YES centre intervention and were happy with this phase of the project. This was not entirely universal. National level stakeholders still felt somewhat excluded from the process as the project was implemented through provincial bodies not the national ministries. A small number of Bahir Dar stakeholders also indicated consultation should have been in more depth in particular with the worker's organizations and the institutions conducting the roll out of the "Surfing the Labour Market" training.

- Geographic Reach of the YES Centre

The project originally anticipated supporting one PES centre, the YES centre at the sub-city level in Bahir Dar city. The assessment conducted by ILO raised the concern that this both reduced access to a limited number of people who lived within the sub-city limits, but also on the attractiveness of the centre to employers who considered it discriminatory because they were only receiving applicants from one sub-city and not the city more broadly. The project addressed this concern by expanding to open the ESC in July 2019 that operates at the city administration level, and is supported by two staff from BoLSA and two staff from BTEVT. This has ensured job seekers who reside outside of the catchment area of the YES centre can access services. The project thus reacted to feedback of key stakeholders to address an issue of relevance about two thirds through the project. Future projects should consider this lesson learned during the initial design of the project to identify how to ensure maximum relevance of the project to as broad range of recipients as possible.

- Relevance to Employers

Although the project has succeeded in engaging the participation of a number of employers and had strong support from the AEF, a number of project participants interviewed raised concerns about the limited number of employers who use the YES Centre and ESC. One ILO staff member suggested the project should have engaged the employers more quickly in the project rather than responding after a few months once it was realised there were not many job offers being made. Some of the staff of the YES and Employment Centres also suggested concerns of employers initially showing interest but not following up later:

"There were many employers in the initial meeting and the center agreed with all of them but only few of them are actually contacting the center now."

"We have experienced both the positive and negative reaction from the employers. Some of them believe that our services are of greater value to them for it could minimize different costs that could be incurred in hiring employees. However, some of them believe that our services are against their freedom of hiring qualified employees. Still some others show interest of working together with us but couldn't realize their promises."

As a pilot project which is attempting to demonstrate a different approach to recruitment than normal in Ethiopia, it is to be expected take up by the employers would be slow and uneven. Some of the concerns raised can be linked to resources and outreach, which will be addressed in the efficiency section. There is evidence the centres were relevant to at least some employers and supported by the AEF, however ensuring some of the lessons learned from the pilot project are addressed in scale up work, would enhance relevancy for employers in future interventions.

### 3.2 Validity of Design

The overall objective was to contribute to the reduction of irregular migration through creating decent livelihood and employment opportunities for the youth. Underlying this was two outcomes. The first outcome is "Increased evidence on migration, employment and decent livelihood opportunities in selected woredas that will inform SINCE project design, implementation, monitoring and evaluation". This had broader aims than the specific ILO project in that it was intended the evidence ILO produced would form the basis for the broader SINCE programme. It was intended that the design of call for proposals for civil society applications for the large majority of the funds offered by the EUTF would be supported by the initial work of ILO and UNIDO. The second outcome is specific to ILO's project, "Enhance smooth school to work transition for University and TVET women and men graduates". This centred around the establishment of a PES centre offering 'one-stop' youth employment services, with the theory that if a pilot PES centre with employment services was offered, and if supported the expansion of the range of PES services to youth, then youth would find it easier to transition from university and TVET education to employment. The project specifically targeted young graduates of universities and TVET centre. The overall theory behind the project was that if opportunities to transition to employment are enhanced for young graduates in Ethiopia, then this will lead to a reduction in irregular migration.

The two-phased design method in the project is an interesting approach which probably contributed to the flexibility in adapting outcome 2 to ensure improved relevance. The first outcome lays the evidence base to support the development of 6 additional projects (the five lots implemented by CSOs and NGOs, and ILO's work on the YES Centre). The second outcome is ILO's pilot project which is part of the approach of demonstrating good practices within the broader SINCE project. This design approach allowed ILO to adapt the implementation model to be done at the provincial level in Bahir Dar rather than the central level in Addis Ababa as originally intended. This is much more valid within the context of responsibilities for PES in the Ethiopia federal context. Had implementation of the YES centre pilot begun at the outset of the project, this adjustment may not have been possible.

The revised project logical framework lays out indicators for the outcomes and outputs of the project which are measurable, and the project has kept data disaggregated by gender on these. The indicators form part of the SINCE project's overall achievements as well. The logical framework would have been strengthened through longer-term indicators on impact. The main indicator for outcome 2 is that 10-15% of recipients of career guidance services are integrated successfully into the labour market. "Successfully" is not defined, nor does the YES Centre or ESC conduct long term tracer work to identify if those successfully placed remain in the labour market in the long run. The logical framework also does not set outcome indicators for the capacity building of government officials or the training on the "Surfing the Labour Market" manual. This hinders attempts to understand the impact of the training beyond purely counting numbers of individuals trained. Including measurable change indicators would have strengthened ILO's ability to demonstrate causality in changes as a result of the project.

The project does not have a fully developed theory of change. The theory behind the project is contained in the narrative PRODOC and in the logical framework. The logic behind the project appears to be sound but broader attention to the theory behind pathways of change is recommended.

The lack of a theory of change beyond a brief description in the PRODOC may have led to certain elements of change the project is bringing about being missing from the PRODOC and project indicators. The two main points from this are:

- The link between setting up the pilot PES and the impact that this will have on government policy and approach is not clearly articulated in the document.

There are not outputs or indicators related to the work to present the results of the project and advocate for changes in approach, but this has been a key success of the project. Although it is acknowledged that the opportunity to work with the JCC could not have been predicted when the project was designed, as a pilot project it surely would have been expected that ILO would be doing work at the central level to advocate for broader systematic change beyond the implementation of one PES centre in Bahir Dar. A key function of ILO's work is supporting systematic and policy change, and thus it is surprising this was not included in the project documents. This does not diminish the achievements of ILO in conducting the advocacy work it has done. However, it is important to ensure this work is captured in a project proposal, logical framework or theory of change, which allow ILO to measure progress and report against it. This is critical not just for the project, but the broader link to the Country Programme Outcomes (CPOs) and the global P&B outcomes. Given the project was split into two distinct implementation periods, there was an opportunity for the project to include this area of work in a logical framework amendment or theory of change development workshop midway through the project but this missed, and should be considered important in future work.

- The link to the reduction in irregular migration should be more explicitly made in the theory of change.

Although migration out of Ethiopia is a clear concern of the Government, there is dispute among experts as to whether job creation projects in home countries have an impact on reducing migration, with the 'migration hump' theory suggesting that migration in fact will rise when lower income countries improve their gross domestic product. The YES and Employment Centres themselves do not offer services related to migration, and in Ethiopia, responsibility for migrants and for employment is undertaken by two distinct units with MoLSA. Based on a review of technical backstopping from ILO Geneva and Cairo offices, it is clear the project received more support from the Employment Unit than from MIGRANT, even though the project originally sat with MIGRANT. From ILO's technical point of view, the project is more naturally housed within Employment as ILO's migration work is more focused on the process of accompanying migrants through the migration route to ensure safety and protection of rights, which this project does not seek to achieve.

As such, some project participants interviewed for the evaluation questioned the connection of the project to migration, and it does seem the theoretical assumption is accepted within the PRODOC without being challenged much. This does not affect the project at the specific objective level. The specific objectives focused on improving evidence on migration, employment and decent livelihood opportunities. The socio-economic report did look at the connections between migration and employment. The second outcome is predicated on the assumption that improved employment opportunities for graduates at home reduces irregular migration, but does not try to directly impact migration through its



interventions. Thus, achievement on this outcome is not reliant on the connection being accurate. Although this issue did not directly impact on the achievement of specific objectives, it would be advisable for future projects to consider the connections more closely through the pathways of a theory of change to both understand where the project should be housed within ILO and also whether there should be more explicit activities focused on migration.

- A gender power analysis would help strengthen gender equality in the project

It would be advisable for a gender assessment and power analysis to be conducted at the start of future projects, either during the design or in the inception period, to help strengthen the gender equality. This type of analysis would ensure gender programming goes beyond just ensuring equal numbers in training or beneficiaries and helps address the systematic barriers which women face in entering the job market, and thus making it easier to address these concerns. This may have helped the inclusion of gender concerns more clearly in products produced by the project. The project did react to the findings of the mid-term evaluation which found a more pro-active approach to gender should be taken, including recruiting more women staff in the YES centre. As noted, the overall percentage of women being placed in decent work was high by the end of the project. Building the power analysis into the design of the project though would help ensure gender equality is mainstreamed from the start rather than through project course adjustment, and products are produced with a gender assessment lens.

- International Labour Standards, Social Dialogue and Fair Environmental Transition

The project does not seek the ratification or explicitly target the implementation of ILO conventions. However, as noted, it does align with ILO conventions 88 and 181, which Ethiopia has ratified.

The project design does seek to increase social dialogue through the setting up of steering committees involving the tripartite constituents. However, implementation rests mainly within the Government’s responsibility and there were limited opportunities for the other tripartite partners, in particular the workers organizations in particular.

The project does not address environmental fair transmission, although the activities of the project have limited environmental impact. The project could possibly have included elements linking the PES centres to the green economy. The lack of inclusion in the design stage meant these issues are not considered in the reports produced by the project.

### 3.3 Project Effectiveness

The project has achieved the outcomes and outputs described in the logical framework, and in many categories has exceeded initial targets. The project had two outcomes:

**Outcome 1:** Increased evidence on migration, employment and decent livelihood opportunities in selected woredas that will inform SINCE project design, implementation, monitoring and evaluation

**Outcome 2:** Enhance smooth school to work transition for University and TVET women and men graduates

The outputs, indicator targets, and actual results are shown in the table below. Outcome 1 did not have specific indicator targets but the indicator of “Establish quality evidence based project planning, implementation, coordination, monitoring and evaluation framework for the project”. Outcome 2’s target was the same as output 2.3.

Output	Description	Indicator	Target	Actual	Notes
Op 1.1	Socio-Economic Study	Study produced	1	1	
Op 1.1	Selection and prioritisation of project intervention areas.	Intervention areas	5	5	
Op 1.2	Provide technical assistance in project development, preparation of TOR, identification of partners, appraisal of project proposals and designing of monitoring and evaluation instruments	Quality ToRs, project proposals, monitoring and evaluation instruments are in place and used in the management of the project	1	1	The PRODOC originally envisaged ILO supporting in the M&E of the projects. This did not take place. This change came from the donor, not through non-delivery from ILO.
Op 2.1	Establish a pilot PES centre offering youth employment services such as career guidance & counselling, job	One pilot youth employability services (YES) centre established	1	2	An additional satellite branch of the YES Centre was established in the AEF offices to complement the work of the YES Centre and ESC.



	search and life skills to youth job seekers				
Op 2.2	Range of employment services offered by PES to the youth expanded and improved	Employability services such as career guidance & counselling, job search and life skills and employment services such as jobs and vacancies registrations provided	3	3	The Surfing the Labour Market manual was translated, validated by MoLSA and disseminated. A digital labour exchange system was developed but not rolled out until August 2020
Op 2.3	Increased placement of the youth in decent jobs and apprenticeships.	1000 fresh men and women graduates and unemployed youths supported through career guidance and appropriate school to work transition (of which 10-15% are placed in decent jobs)	1,000  100-150	3,536 (1,870 men & 1,664 women)  14% (18% men & 82% women)	The project did not target apprenticeships.  This target was also the indicator for Outcome 2

Within the activities in the logical framework there are a number of project achievements could be considered outputs. These include:

Included in the Logical Framework			
Activity	Target	Achievement	Notes
A digital labour exchange established and 1000 job seekers and 250 vacancies are registered	1	1	The project registered over 1,000 job seekers and vacancies, but the late launch of the digital exchange meant most of these were done manually
100 government officials and experts are trained on basic career guidance and counselling	100	23 Master Trainers trained 126 Government Officials	The training was passed on by the trainers to 4,434 labour market experts and job counsellors (3,129 men and 1,295 women)
Not included in the Logical Framework			
Rapid response survey on the COVID-19 pandemic		1	
Inclusion of ILO priorities in the National Plan of Action on Jobs		1	There is 1 plan of action. Within the plan, ILO was able to influence multiple areas of content.
Job assessment survey in Bahir Dar		1	

Most of the expected achievements in outcome 1 were achieved in the first half of the project as per the design approach of garnering evidence which would contribute to the supporting the broader SINCE project as well as ILO's implementation of outcome 2. Within this outcome, ILO facilitated the development of the socio-economic report. There were concerns about the quality of the work done by the firm contracted to carry out this study, which required additional attention from ILO, but these were resolved, and the study helped support the selection of locations and approaches for the call for proposals for the broader SINCE project.

The project was not as involved as originally planned in output 1.2, the technical assistance in the development of calls for proposals and monitoring tools and the day to day monitoring and evaluation of the projects. Responsibility of this activity was mainly allocated to UNIDO during actual implementation, and although ILO had some involvement, the monitoring and evaluation was done completely by UNIDO. Project participants interviewed for the evaluation were not able to answer why this happened. It is not possible to assess if this had an impact on either ILO's project or the overall SINCE project.

Outcome 2 was revised to be implemented in a provincial capital rather than Addis Ababa and run through BoLSA and BTJET rather than MoLSA. The reasoning behind this was solid; it fitted the current delivery and responsibilities for PES in

Ethiopia more closely. Overall, this did not affect the targets for beneficiaries set by the project, with the exception of the removal of the target for apprenticeships which the YES Centres did not work on and was removed from the revised logframe once the intervention in Bahir Dar was designed.

The project went beyond the initial plans in many areas, both in overachieving on targets and conducting additional work as it adjusted to context changes. The overachievement of targets included an additional PES Centre being set up to adjust for concerns over the geographical reach of the YES Centre and the number of individuals reached with career guidance. The raw number of graduates supported in job placements also far exceed the original target, although the percentage of the overall recipient of job counselling services being placed in decent work was in line with the original target.

The project also achieved certain outputs that were not captured in the logframe and at least one outcome (unexpected results). The outcome of changing attitudinal approaches to employment and the delivery of services is discussed in validity of design section. This is a key positive outcome of the project. The project though also contributed additional studies to Outcome 1 which were not originally planned, most notably the Job Assessment Survey in Bahir Dar and the Rapid Labour Force Survey which identified the initial impacts of the COVID-19 pandemic on the job market, conducted jointly between ILO and JCC. Outcome 1 sought to increase evidence on migration, employment, and livelihood opportunities to inform SINCE project design, implementation and M&E. The timing of the COVID-19 study in particular means it will be more relevant for the next phase of work. As such, this work is a positive unexpected result which occurred as a result of the project's flexibility in adapting emerging situations.

The project being able to support the ESC as an additional centre and the AEF supporting a satellite branch of the YES Centre in its offices are also unexpected positive outputs which contributed to the overachievement of the expected outcomes. No negative unexpected results were identified.

The evaluation was able to identify particular enabling factors that contributed to success of the project. These included:

- Engagement of a broad range of stakeholders: bringing together the different ministries plus employers and workers

The complicated nature of responsibilities for employment in Ethiopia meant the project needed to engage a broad range of stakeholders and ensured they worked together. This has to a large extent been achieved. Particularly in Bahir Dar, the project had a steering committee, the TWG, with members from a considerable number of government ministries, other tripartite constituents, and other interested parties. This does provide certain challenges on awareness of responsibilities and sustainability which are discussed in other criteria, but overall the bringing together of so many different entities is a strong achievement of the project.

- Use of existing structure in the PES system: Not creating something from new and so easier to streamline into the current system.

The project implemented the YES Centre in one of TVED's One Stop Service Centres (OSSC). Using an existing location supported the streamlining of the centre into the current system. It meant a new location with additional logistical and management challenges was not created. This approach also supports sustainability, as discussed in the findings on orientation to impact and sustainability criterion.

- Flexibility in approach to change location of the implementation of the project and add an additional centre

The project was originally designed to be implemented in Addis Ababa but changed to fit better the decentralized system for PES in the country. Although this raises questions on the original design process, it was beneficial to the project that the donors, ILO, and the key stakeholders were flexible in the approach and facilitated the change to implementation in Bahir Dar. This ensures the project is more likely to have developed a pilot which is replicable in similar provincial locations throughout Ethiopia. The flexibility in the budget, which allowed the ESC to be set up as well, ensured the project reached more beneficiaries and over-achieved on its targets, and also addressed certain questions of relevance which the limited geographical range of the YES centre at the sub-city level had created.

- Strong support from ILO technical experts

The project was able to engage expertise from a wide-range of ILO technical experts in both the Employment and MIGRANT branches. This ensured a number of learning activities could be conducted to support mid-term adjustments to implementation.

- Engagement with the JCC

The project has engaged strongly with the JCC. Not originally envisioned in the project, as the JCC had not been created at the time, ILO leveraged the project's positioning of working on youth unemployment to advocate with the JCC and provide strong technical support to ensure the example of the project, and more broadly, ILO's mandate on decent work was included in the National Plan of Action on Jobs.

There were also a number of constraining factors:

- Lack of consultation during the planning process

As previously mentioned this was particularly a problem during the initial design of the project and addressed more carefully in the Bahir Dar design.

- Geographical range of the YES centre

As referred to in the relevance section, the YES Centre was restricted to one sub-city. This was addressed by opening the ESC at the city level but as this opened later has not had the same length of implementation time to become established which the YES Centre has had.

- Limited access to internet and late launching of the digital platform

The development of the digital platform has the potential to play a significant role in streamlining the job counselling and placement services, and improving integration between all stakeholders. The late launching of the platform means it has not been possible for the project to monitor its impact and make adjustments to implementation. YES Centre users interviewed for the evaluation raised concerns over access of young job seekers to the internet, and YES Centre staff highlighted the lack of internet in the centre as being a concern for its implementation. ILO should look at means to continue to support and monitor the platform in 2021 to help ensure a solid uptake of users.

- Numbers of employers who use the centres

There is a limited number of employers who use the centres despite the strong support of the AEF. A number of employers reuse the centre when they have vacancies, but a broader uptake of employers will be needed to sustain the centre moving forward. Much of this may be a function of the length of time it takes to change mindsets and raise awareness. Future work on PES centres should focus on how to make the centres more attractive to employers including geographical reach, visibility, and accessibility.

- Limited resources for the staff in the centre to follow up with the employers

A concern raised in the YES Centre Assessment report was the limited resources for the YES Centre staff to conduct outreach to employers by telephone and visits. Although outreach to employers has improved since the assessment, this issue was raised by project participants interviewed for the evaluation as still being a concern and can be linked to the concerns about the limited numbers of employers using the centres.

- Limited implementation responsibilities for the AEF and CETU

The implementation of the project rested largely with entities under the supervision of provincial government ministries, which limited the responsibilities of the other tripartite partners. The AEF took initiative towards the end of the project to set up a satellite for the YES Centre in its offices. However, allocating greater responsibilities to the AEF and CETU at the start of the project could have strengthened their ownership of the project, and should be considered in future project designs.

- Lack of follow up capacity building training is a potential constraint

As identified in the mid-term evaluation and the YES centre assessment report, capacity levels for providing the full range of career guidance support was low in Bahir Dar. The project has worked on this by providing training to the staff of the YES Centre and the ESC. However, a commonly held belief among stakeholders at the Bahir Dar level was that regular follow up training should have been given to strengthen the capacities of various stakeholders, particularly the staff of the centres. The evaluation was not able to assess the technical capacities of the staff beyond self-assessment from them in interviews and identifying satisfaction from users of the centres. However, capacity building training that has regular follow up training (potentially on the job training) can often be more effective than one off trainings. There is clearly a need to balance training requests against the importance of ensuring stakeholders are not taken away from their regular jobs, and important to ensure training is not simply seen as an opportunity to have time away from the office with the additional costs of per diem, refreshments, and expensive conference room included. It would be beneficial though for ILO to review whether low-cost, on the job training, could be provided to follow up on initial large-scale training.

## **Gender Equality and Disability Inclusion**

The mid-term evaluation raised concerns on gender related to a lack of review of the different needs of men and women users of the centre and the low level of women participation in workshops and training. The project maintained sex-disaggregated numbers, which show that while a slightly higher proportion of men (53%) received counselling than women, a considerably higher proportion of women were placed in jobs (82%) than men. Training on “Surfing the Labour Market” has been given to far less women (28%) than men. The YES Centre recruited two additional staff in 2019, bringing the total numbers of staff to 4 women and 2 men, which can help ensure women feel comfortable when at the centre and have their needs addressed. However, responses from project participants interviewed for the evaluation suggested gender neutral attitudes rather than proactive gender focused programming. A number of participants responded to questions on gender by indicating the needs of men and women were the same and the project treated both genders equally, thus ignoring the additional barriers women face to access employment. It is also noticeable that the monitoring tool for the overall SINCE project does not require disaggregated data. of the project in future.

The reports produced by the project also could have been more pro-active in raising gender equality issues. Although the rapid assessment survey on the COVID-19 pandemic does refer to women’s unemployment rate being higher than men’s, most of the data is not disaggregated by gender, nor is there an assessment on particular gender related pressures of the pandemic. The socio-economic assessment does contain disaggregated gender, but none of its recommendations focus on gender equality. The gender power analysis referred to in the relevance criterion would have helped bring these concerns to the forefront more.

The registration form of the project includes information related to disability and the project has provided services to persons with disability, including one case documented in the recent project bulletin. However, the project does not disaggregate disability figures in the data it reports on. An assessment of the YES Centre by the data collector in Bahir Dar also suggested the layout of the centre is such that it would be difficult for a person in a wheelchair to be accommodated easily inside. ILO Ethiopia has strong resources on disability including a disability focal point with considerable experience in implementing disability focused projects and strong connections to ILO’s Senior Disability Expert in Geneva. There is also an Ethiopian branch of the Global Business and Disability Network which ILO has been heavily involved in supporting. Given the project was successful in leveraging considerable support from ILO technical experts, it does seem a missed opportunity not to have engaged in more detail the resources on disability which ILO, and especially the Ethiopia Country Office, has.

## **COVID-19**

Overall, the COVID-19 pandemic did not have a major impact on the achievement of the targets of the project. The Government announced an initial suspension of schools, sporting events, and public gatherings on March 16 2020, following by a restriction of some international travel on March 20. A state of emergency was on April 8 which included a ban on lay-offs, the transport industry having to operate at 50%, and the hospitality industry needing to enforce social distancing measures. Restrictions on international travel have eased and schools reopened in a phased approach from October 19 2020. Ethiopia did not see the broad shut-down of industries which has been experienced in some countries. However, the operations of the YES Centre and ESC were limited during the initial period of the pandemic, and with unemployment rising and job opportunities becoming scarcer, the registration of vacancies and placement of applicants slowed down. This obviously was not unique to the YES Centre and ESC though.

ILO’s response at a national level was strong and ILO able to use the project to develop market information of use for policy makers. Through the connections it had made with the JCC, ILO was able to respond with the COVID-19 rapid survey, along with OSH training and the provision of guidance on COVID-19 and safety products such as sanitizer and face masks. A small number of events such as a job fair were cancelled but as noted, the project had already reached its targets.

The biggest threat which COVID-19 may have posed was to the momentum of the project and the approach to working together, although how much this can be attributed to the pandemic is not fully clear. Between March 2018 and September 2019, there were TWG meetings every quarter. After the 8<sup>th</sup> TWG meeting in September 2019, there was not another meeting until June 2020. As the final year of a project focuses heavily on ensuring ownership of the project and clear responsibilities in future, this was not ideal timing. The challenge moving forward for the stakeholders is to identify how to further adapt operations should strong second or third waves hit Ethiopia and cause additional lockdowns. For example, are there ways to give counselling online or over the phone and how should engagement with employers continue in this scenario? The project focused more on coping with the immediate effects as a priority. Identifying solutions if the COVID-19 pandemic requires a permanent change in approach should be a priority for future.

### 3.4 Effectiveness of Resource Management

Questions in this criterion ask how effective the management and governance arrangement of the project was and what level of relationship has the project created with external stakeholders including government authorities.

The project team consisted of 4 members, the CTA, the NPA, an Administration Assistant, and a Driver. The team seems to have worked effectively together with responsibilities being shared effectively to achieve results. The overall staffing of the project seems appropriate. The only caveat to this is the length of time it took ILO to engage the team, particularly the CTA, which impacted on the efficiency of the project initially. It is understood from the country team that ILO has taken steps more recently to speed up recruitment for new projects by beginning the process of recruitment prior to funding agreements being signed.

The project also required considerable coordination between different stakeholders with multiple government ministries involved. The project was successful in ensuring that particularly at the Bahir Dar level, key stakeholders were engaged in the TWG and the oversight of the project.

There was though concern among some key stakeholders as to whether roles and responsibilities were clear to all stakeholders, which is critical for the future operations of the project. This opinion was not universally shared among stakeholders, with some believing responsibilities were clear. The interview participants who raised this concern indicated they understood their responsibilities but that other implementers were not clear on their responsibilities, or simply hadn't fulfilled the responsibilities agreed at the start of the project. It will be important for the stakeholders to continue to review and agree on responsibilities as the operations continue after the project, and not simply implement their own activities in a more fragmented approach.

### 3.5 Efficiency of Resource Use

The evaluation found the project had utilized the budget broadly in line with expectations and had made good use of leveraging additional ILO expertise. The project had an overall budget of \$1,726 million. As of 31<sup>st</sup> October 2020, the project had used or committed 98%. The only budget heading showing considerable underspend was for evaluation and in this case the mid-term evaluation was conducted internally (following ILO evaluation policy) so leveraged existing ILO staff resources. It should also be noted the project has invested in other learning activities, not included in this line, most notably the YES Centre Assessment Report and follow up Verification Report.

The evaluation did not conduct a value for money analysis as this was beyond the scope of the TOR. However, assessment of the overall efficiency can be made. The project utilized 55% of the budget on human resources costs, with much of this being allocated for an international CTA for the entire project. The delay in the recruitment of the CTA allowed the project to apply two no-cost extensions and extend the project by one year. For a pilot project which required considerable technical input as well as on the ground organization, it is not unreasonable to allocate a high percentage to salaries, much of which can be considered programmatic input. The project team was well resourced, with 4 staff, and it appears the team worked well together to allocate their time to project responsibilities.

The project was also able to leverage the expertise of a broad range of technical backstopping from both ILO Cairo and Geneva. MIGRANT and the Employment branches in HQ contributed time to the project, and although visit expenses were paid by the project, much of the staff time was a contribution by ILO. The budget included \$25,441 for technical specialist support, but given the outputs produced in the learning reports and the other support, it is not unreasonable to assume that even with the 7% overhead allocation, ILO contributed more additional support than it received from the budget. Unfortunately, ILO does not appear have tracked this, and so the extent of their contribution is not recorded.

The project deliberately took a minimalist approach to providing expenses for the operation of the YES Centre. The focus was to demonstrate what could be achieved with existing resources rather than provide new premises, expensive equipment, etc. which could not be maintained by government budgets after the project has ended. As such the project has managed to deliver the activities of the YES centre at a low cost. Indeed, the project over delivered on the centres as it originally planned to run one but, following feedback from stakeholders during various learning exercises, it was agreed to expand to the additional ESC and more recently a satellite office run by the AEF. As the project doesn't do outcome based budgeting, it is difficult to know how much ILO staff time was invested in supporting the implementation and running of the centres, and thus what budget a government agency might be needed for staff capacity building and training in the scale up of the centres to other locations. However, overall did implement these project activities in a cost-effective manner.

One concern which is raised in the sections on impact and effectiveness is the trade-off between efficiency and impact. Stakeholders did raise concerns about the level of investment in the project, and of particular note was the limited resources the centre staff had for engaging employers. Other concerns focused on whether enough capacity building

training was given to the staff of the centres and other government agencies, the limited space in the YES Centre, and the limited funds available for implementing the extended roll out of the “Surfing the Labour Market” training. It is difficult to take a judgement on this, as there is not an alternative approach to compare this to. However, if possible, future projects which scale up to implement more centres could experiment to try to identify what areas are critical to ensure implementation, which in future help government ministries budget appropriately. For example, would a transport budget increase employer engagement to a sufficient level to make it a good value for money investment to be included in the budgeting of PES centres?

The efficiency criterion in the DAC/OECD definitions<sup>14</sup>, also focuses on the timeliness of the intervention. The project faced some challenges in this regard. Recruitment of the project team, particularly the CTA was delayed, causing the burn-rate of the budget to be initially small. This did allow for the no-cost extension which has extended the period of support for the project. The delay in recruitment may have also caused other problems, including the initial side-lining of MoLSA in the project which has had a potential knock on impact on the ownership of the project. A further concern was the delays to ensuring the operations manuals for the YES Centre were developed and the start-up of the digital labour exchange. The operations manuals were finalized in November 2020, meaning there has not been an opportunity for ILO to monitor their implementation and support if necessary. Although the processes have been in place, and the manual is a formalisation of this, the late launch of them is unfortunate. The digital labour exchange is an important tool to modernise and streamline the process of integrating job seekers and employers if it operates as intended. Unfortunately, due to various delays including difficulties in the approval of platform for it to be hosted on, the launch only occurred in August 2020. It is therefore not possible to measure its impact and assess if it is being used as expected. Users and staff at the YES Centre raised concerns about internet connectivity which will now need to be addressed without the project support. Overall, the project has performed to reasonable standards on timeliness after the initial delays of recruitment. The granting of the no-cost extension meant the project had longer to work to institutionalize the gains of the project and limited the problems caused by the initial delays. Although certain outputs, such as the manuals and the roll out of the digital platform were delayed, overall the project performed relatively effectively on timeliness.

### 3.6 Orientation to Impact and Sustainability

Consideration of impact needs to be seen through the lens of a pilot project. The ultimate impact of this project will be dependent on the level of take up of the good practices and lessons learned from the implementation of the YES Centre and ESC throughout Ethiopia, and the institutionalisation of practices within government agencies and other key stakeholders, thus heavily linked to sustainability. That said, it is possible to identify initial impacts from the project and assess how sustainable these changes may be.

#### 3.6.1 Change in attitude and understanding of the approach to employment services and recruitment

The change which has the most potential for significant long-term impact, is the change in attitudes and understanding among key stakeholders of the importance of integrated employment services, and the need to change mindsets towards recruitment. One of the challenges facing PES in Ethiopia is the fragmented nature of the services provided. Different ministries and departments each have certain responsibilities related to job creation and employment, and there is limited coordination between them. A further challenge, as more than one project participant shared, is that recruitment has traditionally been through connections such as family or friends. The concept of recruiting on merit is limited among companies.

Based on various stakeholder testimonies and desk review of other crucial project documents, the project does appear to have led to a change in mindset among key stakeholders on these two challenges. The YES Centre assessment report noted:

“A pleasant surprise however is the project’s unprecedented success in influencing the stakeholders’ understanding of the need for employment services. The YES centre was located in the TVED one stop centre not necessarily because of the convenience that it offered in terms of existing staff involved in registration of jobseekers and provision of services for business start-ups, but rather because there was no significant interest shown by the Labour and Social Affairs to host it. Within six months of operation, the project has managed to mobilise stakeholders and influenced their view of employment services. For example, employers have begun questioning the long tradition of recruiting relatives in their businesses and not matching job requirements with skills of a worker. In fact, it can be said that the top champion of the YES centre is the Amhara Employers Federation, led by its President, who is also the vice president at the federal level. There is also a complete change of attitude in the Labour and Social Affairs regional (BOLSA) and city administration level. The Head of

---

<sup>14</sup> <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

BOLSA in Amhara has shown and pledged her personal and office's support to the cause, with a view to strengthening and expanding services in the whole region."

In Bahir Dar, the majority of project participants interviewed identified a change in coordination between stakeholders as being a key element of success in the project.

"Yes, the project has changed the way my department and other government departments and the Employers and Workers Organizations interact. The way of accomplishing tasks in a coordinated manner was becoming a trend for the stakeholders during the implementation stage of the project." (Government Official)

"A major success of the project is the establishment of an integrated way of doing things with partnership; for instance, the centres together with other stakeholders were working with private companies in an integrated manner." (Government Official)

The project has thus contributed to improved social dialogue, although as previously noted, stronger gains have been made between government and the employers, with more limited involvement of the workers organizations.

Similarly, project participants interviewed for the evaluation, including employers mentioned the change in approach of employers to recruitment:

"The approach of employers towards employing has changed. Before the intervention made by the project, the trend was just to announce a vacant position at different places and collect, screen via different means and hiring. Or simply hiring due to one's intimacy with the employer. But ... the trend is changing a little bit. Employers are taking employees that are registered at the YES or the Employment Centre." (Employers Representative)

"Before the partnership with the YES and the Employment Centre, we were hiring different employees in a traditional way. Someone might come and tell the human resource manager as s/he had the experience of doing on hotels, in such a communication s/he might be hired. With this, someone might get hired because s/he is a relative of the industry owner or relative of the manager or other staffs... Yes, we have changed our approach. We are now giving the chance to trained employees who have a good command in different aspects." (Employers Representative)

### **3.6.2 Impact at the Central Level**

The change in approach and understanding of needs related to PES can also be seen in some of the successes the project has had at the central level. The project has provided a template for how to approach the operations of PES centres in Ethiopia which is reflected in plans for scaling up in the future. The inclusion of a model similar to the YES Centre and ESC in pillar 4 of the National Plan of Action on Job Creation is the most visible example of this impact. Similarly, the need for greater collaboration and integration between agencies is recognized by the proposal to establish an Employment Agency which would manage Employment Centres is included in the plan of action. It should be noted though that this plan would take considerable effort to be accepted across the different ministries and departments who may have to cede responsibilities as a result.

ILO was also able to influence other areas of the National Plan of Action on Job Creation, particularly the concept of decent work and sustainable jobs. ILO participated in a number of workshops during the development of the Action Plan, acting as a technical backstop in a number of regards. Although not all of the concepts ILO has influenced come directly from the pilot project in Bahir Dar, the ability to demonstrate good practices to central stakeholders allowed ILO to leverage its position to advocate on other areas such as decent work which are central to its mandate and in the long-run has the potential to influence the adherence to international labour standards in Ethiopia.

### **3.6.3 Impact on young job seekers**

The project has worked with youth through the YES centre and ESC, and also through the cascading of the training of the Surfing the Job Market manual. A challenge to identifying impact is the centres do not keep follow up information on the users of the centre nor does the project monitor the impact of the training of the Surfing the Job Market manual. To identify impact on the job seekers, the evaluation spoke with a small sample of users of the YES centre and with key stakeholders based in Bahir Dar, and triangulated with other data available.

The project has demonstrated the possibilities of offering an integrated service to young job seekers and supported the placement in jobs of over 480 individuals.

Input from the users of the YES Centre who participated in the evaluation showed some of the key impacts were:

- Job placement:

Over 480 individuals were placed in jobs after referrals from the YES Centre and ESC. Whilst this may seem an obvious impact for a project focused on supporting PES centres, it is worth noting a number of FGD participants were grateful they had been able to find a position after using the centres.

- New skill development:

FGD participants identified new skill development based on the training offered by the YES Centre as being a key impact for them. A story of change collected from a FGD participant demonstrates this change:

“I am a graduate from TVET in field of Auto Mechanic. I had been jobless for nearly two years from my graduation. That time, even my mom was showing me unhappy face as I usually stay in the town but with no news of employment. I thought I could get wage employment in the field I am qualified for. But later, I had planned to try lots of things as an income generating activities. I had no knowledge about the Youth Centre. One day, I got information about the services that are delivered by the Kebele. Of these services, supporting youths to establish a team of job seekers and give loan so as to start a self-employment business was one. For I had no any choice, I just visited the kebele office. That time, the Kebele officers told me as there was a YES Centre that works on youth employability. So sooner, I got registered in the Centre. Later, I asked the Centre’s coordinator to allow me offer a free service and I worked there for about four months. I have audited varied short-term trainings on Language and ICT fields. I have got counseling services that could build my psychology with regard to employability. I filled my skill gap and showed a behavioral change as a result. I have widened my mind. I decided to work in any decent job that could support me financially. To my surprise, I was able to get hired in a short period of time. That time, everyone around was so surprised. My experience had given a great lesson to my friends. Modeling my experience and attending trainings and counseling from the YES Centre, my friends had decided to do any decent job, anywhere. For I have my own job, for I could support my families and myself, I am now a worry-free person. I am thankful for the support I got from the YES Centre.”

Although this participant was able to ask for training from the YES Centre, many of the users of the YES Centre indicated they had not expected to receive the training they did, when they first attended. These included skills such as how to manage their communication with employers when challenges arose, computer and language skills, and the job search. As previously noted, the fact some participants did not expect these services raises some concerns about awareness of the YES Centre. However, users identifying they had learned these skills is an important sign the training offered in the centres had some impact.

- Financial security and reduced pressure from family:

FGD participants also mentioned that they had improved their financial security as a result of finding a job and had as a result less pressure from family members.

- Changed approach to job-seeking:

One interesting impact mentioned by a number of participants was that they understood more the concept of getting on the employment ladder, and this sometimes meant accepting a job which offered the opportunity to build experience and one’s CV rather than expecting the first entry level job to be their ideal position. As such many users identified they had been supported to identify positions which allowed for this and could be used as a stepping-stone for future opportunities. In the past they suggested they may not have applied for these jobs and instead remained unemployed because the ideal job was either not available or not attainable until they had gained some experience.

Due to difficulty in arranging for participants to attend the FGDs and the limited time for field work, the evaluation only spoke to a small number of FGD participants who were not randomly sampled, and there is potential for the attendees to showed up to be more motivated to attend if they were happy with the services. As such the impacts described by the participants cannot be generalised to the broader population. However, the impacts do agree with some of the data collected by the project in its results bulletin and also can be triangulated with the opinions expressed by other stakeholders who were interviewed for the project. A story of change which one participant narrated to the evaluation team demonstrates many of these changes described above:

“I am a graduate from Bahir Dar University in the field of Management at a first degree level. Since my graduation, I was searching for job in every possible way that I could. Despite my effort, I couldn’t find a decent job for about four years. That time was a very challenging time in my life. Every one of the family members and friends were expecting me to be hired and that anticipation of them had created a horrible experience for me. My families were able to manage my cost of living. However, my mind was not free. I don’t like to cost them



anymore. Grief became my common character. Once upon a time, after four years of my graduation, I was able to secure a contract work for a year time. When the contract ends, I became jobless like before and life treated me in a severe way once again. I don't like to remember my situation of that time. In the meantime, I was told to register as job seeker at the Kebele. In that instant, I was able to communicate the coordinator of the YES Centre. Sometime after, I was called through the telephone for a job from the YES Centre. Since then, thanks to the Centre, I am leading a happy life being hired at ... *(the employer-removed for confidentiality)*. Being there, I am glad of capacitating my skill. My profile is becoming better and better attending on-job trainings organized by the Centre."

#### **3.6.4 The impact of the "Surfing the Labour Market" training**

One area of the project where there was a disparity between ILO's impression of the project, and the views of some of the stakeholders directly involved in implementation concerned the roll out of the "Surfing the Labour Market" manual. ILO initially trained 23 experts to be Master Trainers, who have themselves trained 126 government and other experts. These trainers have given the training to 4,474 job seekers and students. The manual has been adapted to the local context and translated in Amharic and has been validated by MoLSA for use nationwide. The training has provided support to the broader SINCE project. The Master Trainers make themselves available to conduct additional training when requested, and this has been used by the SINCE project partners.

ILO firmly believe this training to have been one of the key successes of the project and this opinion was shared to an extent by project participants interview for the evaluation. The evaluation did find the content of the manual and training was praised by around 75% of respondents spoken to who had been involved in it, reporting it to have met their needs and more importantly be relevant for job seekers. The training has also been rolled out with very limited budget. The Master Trainers are supported with travel and accommodation costs if they conduct a training for new trainers with the SINCE project partners, but the roll out of training beyond that is done using existing resources and budgets of the institutions themselves. As such it is argued this has provided a sustainable model for the future.

However, the lack of resources devoted to the training is one of the areas of dissatisfaction with ILO. A number of stakeholders indicated the impact of the training has been diluted because funds were not made available to conduct additional training. Many indicated there was not a clear plan for disseminating the training and follow up was limited, although ILO indicates each Master Trainer developed and submitted an action plan after the TOT training in October 2018.

It is difficult for the evaluation to assess if these concerns are likely to stop the training being given more widely in future, or if the concerns about budgets reflect disappointment more was not allocated, but not a genuine threat to the long-term implementation of the activities. The utility of the training is also hard to assess because the project has not conducted post-training assessments to measure the impact of the training on the ultimate beneficiaries. Although there is some evidence the training has led to some changes in approaches from institutions, it is not possible to identify if students have changed their approach to job seeking as a result of the training or if it has had an impact on their ability to find paid employment and succeed in the work place. Future projects should build a more detailed post-training monitoring process to understand the impact of the training more clearly.

#### **3.6.5 Limitations on Impact**

There was a mixed reaction from stakeholders concerning the impact of the project which has the potential to limit ownership, and thus sustainability and long-term impact. Although recognized by many that this is a pilot project, a number of stakeholders, including senior tripartite constituent representatives expressed their dissatisfaction with the overall impact of the project. This is a concern which was recognized by ILO in the January 2019 assessment of the YES Centre.

"It is obvious from the description above that the project leapfrogged in terms of its influence on the stakeholders in the sphere of influence which is both a success and a potential challenge. As the service delivery capacity is too low, this enthusiasm is likely to die if the expected results of the employment services are not realised. It is therefore imperative that a focus be put in strengthening the capacity of the public employment service and service delivery. This is not likely going to be feasible in the remaining nine months of the project. It is highly recommended that the ILO and the stakeholders seek further resources to extend the support for another two to three years or even beyond. The project has great potential to achieve significant final outcomes and even to record high levels of impact in the sphere of concern, but it all depends on the extent to which it strengthens service delivery, the capacity of PES and the ownership of the project activities implementation. This is, paradoxically, also its weakest link for two reasons – the resources planned and available in the project are not adequate nor is time needed to develop and strengthen the centre. In order not to lose the momentum and the potential impact this initiative carries, it is imperative that resources are mobilized in the form of an extension or

a second project phase to uplift the Centre and the support the city level centre that has the backing of all stakeholders. In the absence of extended support and more resources it is very likely that the end result will be frustrations by all stakeholders who have now placed a lot of their hopes in the Centre.”

At the time of the report, the project was scheduled to end at the end of 2019, but due to the no-cost extensions, an additional year was added to the project. As noted in the effectiveness section, the project has invested additional ILO resources in learning exercises beyond the mid-term evaluation, and there is evidence the project responded to the recommendations of the Senior Employment Specialist. These included expanding to a city level employment centre and lengthening the project timeframe. However, it is clear from some of the responses in the evaluation, that some stakeholders expected more results. The concerns can be categorized into two areas; limited job placements and the limited investment in the centres.

- Limited job placements

Combined, the YES and Employment Centre had supported the placement of 487 individuals in decent jobs by October 2020. This number had increased significantly since the mid-term evaluation report, where the number was only 3 and because the project gave career guidance to more individuals than expected, the numbers of individuals placed in decent jobs has exceeded the original target of 100-150 (although the percentage of 14% of the total receiving guidance being placed in positions is within the initially established percentage of 10-15%). However, the overall numbers are still lower than what might be expected from a fully established PES centre. This has led to a certain disappointment from some stakeholders who expected more immediate impact.

“The project achieved only limited number of employment with in the two years period of time. Conventional employment services deliver more. Thus a lot of improvements need to be made such as:

- The center needs to be attractive to employers since they have lots of options (announce vacancy on a board, reference)
- It also needs to be attractive to job seekers

But given it is a pilot project it is a learning process.” (Government Official)

- Limited investment

The project took an approach of trying to demonstrate what is possible within the existing resources available, and so although ILO purchased various basic equipment and for part of the project supported the salaries of additional YES Centre staff, they did not plough money into smart new offices, expensive vehicles etc. There was also limited spending on resources for institutions expected to disseminate training and on communication and transport costs for the YES Centre and ESC staff. The basis behind this was the goal of demonstrating what could be done using existing resources, and there was also limited funds provided in these budget lines in the grant agreement. This also led some stakeholders to question the project:

“I was not happy with the management and the communication for the very reason that it had no tangible result that make me feel so. It didn't invest the required resource on the project. To one's surprise, other organizations/projects had done a great deal than the ILO on a similar project idea. This project had spent its lifespan doing only the routine; business as usual. We were expecting an innovative intervention...The project idea, as to me, was so great. However, for the implementation was full of problems, I couldn't mention an example that could be taken as a success.” (Government Official)<sup>15</sup>

“As far as my evaluation is concerned, there was no such a gap created due to the ILO's management and communication during the project. We had a good communication with the management body of the project. However, the budget constraint during the project implementation had some influence. Had it had ample budget, it could have succeeded a lot.” (Government Official)

Certain resources limitations did have constraints on implementation. The limited resources for phone and transport costs impacted the outreach which could be done with employers in particular. This issue was raised in the YES Centre assessment report and the follow up YES centre verification visit. It is also raised by stakeholders in TWG minutes as a

---

<sup>15</sup> Although the evaluation is maintaining the confidentiality of respondents, it should be noted, a number of the concerns raised which are quoted in the report came from officials in departments which are critical to the future running of the Centres and/or scale up to a national level.

concern and was raised by stakeholders in the evaluation. A further concern on resources was linked to the availability of a stable internet connection to support the digitalisation of the services provided.

These points raised by stakeholders, in addition to those noted in effectiveness section and the above comments about training, demonstrate some concerns among stakeholders about whether the project has had sufficient impact and a belief more could have been invested in the project. This is not a universally shared opinion; there were many stakeholders who reported the project had achieved a reasonable level of impact. Others acknowledged that while the centres had not achieved high levels of job placement, this was a pilot project and thus its main goal was lesson learning. As noted the project over-achieved in the number of individuals receiving counselling and the approach on resourcing is recognized as being an effective approach, particularly in budgetary sustainability in the future, and the evaluation has found considerable other impacts, most notably in the change in mindset towards employment services both at the regional and national level, and on recruitment by employers. However, it is important to identify some of the concerns of key stakeholders, which included some stakeholders critical for future implementation, to understand potential challenges to longer term ownership and sustainability. As noted in the January 2019 assessment report, there was potential for disillusionment among stakeholders who have invested a lot of hopes in this centre, and this still exists, and can be seen in some of the responses of the stakeholders in the evaluation. It will be important for future work to identify what resources are critical for running a successful centre and what would be considered not strictly necessary. This would allow key stakeholders to budget appropriately as these centres are taken to scale nationally. Projects which scale up to open more centres should consider how to experiment further to identify the ideal balance between resource investment and utilizing existing structures and resources. This could be done by using different approaches in different locations to learn lessons on how much impact certain enablers or constraints have.

### **3.6.6 Environmental Fair Transition**

The project has not had an impact on environmental fair transition, which was not incorporated into the project design. Although the environmental impact of the project is low, the project could have had a positive impact had environmental concerns being included as part of the scope of the various studies which were conducted. For example, this could have included assessments of if it was possible to connect the employment centres to emerging green economy jobs.

### **3.6.7 Sustainability through low cost of implementing**

The very important caveat to the concern over resource limitations reducing the impact is the long-term financial viability of continuing to run the centres in Bahir Dar and scale up to other locations nationwide. The show-casing of how to implement such centres on a limited budget should help government ministries budget for such activities in the future. The challenge for ILO and the project stakeholders is to continue to highlight the successes of the project and offset any potential negative feelings on the overall impact to ensure interest in the centres continues. Identifying ways to engage with the stakeholders in Bahir Dar, particularly in 2021 would help support this.

### **3.6.8 Interest from donors**

Assessing sustainability must acknowledge that while the YES and Employment Centres may be in a position to be managed independently by the relevant government ministries, and while some changes in attitude may have a lasting effect, the scale up to national level will continue to need support from the international donor community and technical experts such as ILO. With this in mind, how successful the project has been in engaging the interest of the international donor community is critical element in assessing sustainability. On this question, the project has been successful. The EU is currently working to development its 2021-2028 strategy for Ethiopia, and is expected to include support to employment services with a higher link to migration again in its strategy, and the example of the YES centre may be a model for future engagements. The Dutch Embassy produced an assessment report where the YES Centre was held up as good example of a scalable model:

“The YES Centre (implemented by ILO under the SINCE programme) is about to phase out but has led to promising results, particularly in connecting regional government actors from various related bureaus. Additional funding can be used to continue the YES Centre in Amhara region (currently in Bahir Dar), and/or to scale up to other regions. The services of the centre can also be extended to link young people to future entrepreneurship and leadership trainings in areas where future businesses are expected to be set up. Such platforms do not only help linking youth to future employers or education opportunities, but also strengthen data collection for labour market analysis purposes, and establish collaboration between regional bureaus of social affairs, trade and investment, and of science and higher education, and private actors.”<sup>16</sup>

---

<sup>16</sup> Le Mat. M. “Nexus skills-jobs assessment Ethiopia”. Ministry of Foreign Affairs, Netherlands. 2020

The Italian Embassy in Ethiopia is also looking at funding additional centres based on the YES Centre model through the JCC and the World Bank is looking to fund 15 pilot employment centres in urban areas with the JCC. This suggests the project has contributed to the awareness of the needs in Ethiopia among donors and presented a scalable model.

This interest from donors does bring challenges though. The JCC is currently positioned to benefit from the interest of the donors. However, it is not clear that concerns over responsibility and ownership between government agencies have been resolved. Who is ultimately responsible for the operations of future employment centres, what role the different ministries, particularly MoLSA, and how the JCC evolves into an implementing agency are critical questions for the Ethiopian Government and the donor community, and the agencies such as ILO which provide technical support.

### **3.6.9 Broad range of involvement from stakeholders**

The involvement of a broad range of stakeholders was identified as a key enabler of the project, and it provides both opportunities but also challenges to sustainability. The showcasing of an approach to implementing this kind of service through the collaboration of many government agencies, as well as employer and worker federations and educational institutions has provided a critical impact of the project, that of changing mindsets towards collaboration. Many stakeholders, particularly at the Bahir Dar level indicated the project had helped change the relationship between the various stakeholders:

“I believe the project has changed the interaction between the AEF, the Government and the CETU.” (Tripartite Representative)

“The project has changed interaction between our department and other government departments and the Employers and Workers Organizations. For instance, we were not in a position to communicate potential employers seeking for a vacancy in their contexts. By now, however, we were able to communicate even face to face with the employers.” (Government Representative)

This cooperation will need to continue and be replicated in new locations as the centres are scaled up. The large number of stakeholders also poses a challenge to sustainability as if key individuals do not buy into the collaboration, there would be the potential for the cooperation to break down and there be a reversion to the old way of working. Turn-over of individuals presents a key challenge as new appointees may not have the same motivation, and the level of commitment needed for cooperation meetings presents a further challenge. A review of meeting minutes and other project documents shows one challenge has been the same individual not attending the TWG meeting each time, and instead a department sending different representatives. As noted by the YES Centre Assessment Report, the risk of disappointment from stakeholders if the project does not continue to deliver is high, and this could lead to a breakdown in cooperation. There were some indications from stakeholders that this was a concern already, which may be linked to inter-institutional rivalry:

“During the beginning of the project implementation, there was a good communication between the stakeholders. But later, things were becoming business as usual.” (Senior Government Official in critical department)

“At the beginning of the project implementation stage, there was even conflict of interest between the two Bureaus-BoLSA and BoTVET. The task was assigned to BoLSA by the government. But, as to our evaluation, the task should have been rather assigned to BoTVET. There was a gap due to coordination of these offices. Hence for the future, there need be an assignment of the right office for the project management task.” (Government representative)<sup>17</sup>

This is not a universal opinion. A number of stakeholders reported responsibilities were clearly understood and also implemented effectively by those with key responsibilities. However as noted by the SWOT analysis conducted for the development of the Communications Strategy, a threat is “Declining commitment of BoLSA and BoTVET due to shifting priorities as a result of pressing contemporary issues” and based on the findings of the evaluation, the threat could be extended to other stakeholders as well. The project has developed a communications strategy which acts as part of an exit strategy for the centres. The strategy is a strong attempt by ILO to mitigate against some of these threats. It sets up a Communications Working Group (CWG). If the strategy is followed and key stakeholders with its requirements, then the risks to sustainability in Bahir Dar will be considerably lessened.

### **3.6.10 ILO team**

---

<sup>17</sup> The evaluation is being careful to maintain confidentiality of participants, but it can be pointed out this individual was from neither BoLSA nor BoTVET

Although not a key determinate of sustainability, internally it is positive for ILO that the CTA and the NPC are both continuing to work in Ethiopia for ILO and thus the knowledge they retain about the project should not be lost. Very often with development projects, and ILO is certainly not immune to this, international staff move onto to different country missions, and there may not be funding to retain national staff where there are gaps in project funding. The current retention of both staff members should help ILO transition to the next phase of work in this area.

### **3.6.11 Impact and Sustainability Conclusion**

Ultimately how impactful this project is will be determined by systematic changes which happen as a result of the pilot project demonstrating an effective way to work. There is clear potential for the model demonstrated in this project to be taken forward through the National Plan of Action on Jobs and the setting up of Employment Centres. The interest of donors and the JCC to scale up this work demonstrates this potential. However, there are potential pitfalls related to competition for resources between different departments and institutions, and a loss of interest from stakeholders if they feel the results being achieved as quickly or as broadly as they would like. ILO should work proactively to provide some support to the stakeholders to help ensure the gains of the project are sustained moving forward.

### **3.7 Follow-up of the ILO mid-term internal evaluation and internal assessments**

The project has conducted a number of learning exercises, leveraging the resources of ILO Geneva. In addition to the mid-term evaluation, which was conducted internally by a ILO staff member not linked to the project, the project also asked the Senior Employment Specialist in Geneva to conduct an assessment visit and report for the YES Centre in January 2019. This was conducted when the project was originally planned to conclude at the end of 2019 as the project team wanted a technical assessment of the operations of the centre. This was intended to identify potential improvements and help the project to initiate concrete measures for sustainability. This provided more technical recommendations than the internal evaluation. After the project was extended this report was followed up by a verification visit and report in February 2020 by one of his colleagues, a Technical Officer of Employment Services (Geneva). The purpose of the verification visit was to identify how effect the project had been in implementing the recommendations of the assessment report. The utilization of ILO's Technical Experts for learning purposes has been a strength of the project, and as such the evaluation looked at the responses to recommendations of the learning exercises as a whole, and not just the mid-term evaluation.

The mid-term evaluation was conducted internally by a ILO staff member. This is within ILO's evaluation policy which requires a mid-term evaluation (self or internal) and a final independent evaluation for projects which are over 30 months and have a project budget of US\$ 1 to5 million<sup>18</sup>. There was no management response due to the nature of the evaluation. There also was not a management response to the recommendations in the other learning exercises. It would be good practice to prepare a management response with clearly defined timelines and action points for addressing the recommendations for all learning exercises. That said the project indicated they had taken the recommendations into account and incorporated into the implementation of the second half of the project.

The project does appear to have responded to many, although not all, of the recommendations of both the mid-term evaluation report and the YES Centre Assessment Report. Recommendations made in both reports such as extending the implementation period of the project, developing an operations manual for the YES Centre, developing an exit strategy, expanding the counselling and training options offered by the centre have been addressed. The project also has expanded its efforts to engage with employers, although as noted there are still concerns about the limited number of employers involved.

The assessment report made certain recommendations related to the regional governance of the project which were beyond the scope of this project but ILO should ensure these are shared with key stakeholders for consideration in future scale up activities of this work.

Recommendations which it would have been advisable for the project to pay more attention to in the second half of the project focus mainly on the monitoring both the results of the counselling and quality of services. The project has not monitored the longer-term aspects of job placement including the length of time the recipients or developed a framework to monitor and evaluation the results and impact of career guidance and counselling services. It is understood this was linked to the overall resources of the project. Inclusion in the original design and budgeting this is conducted in future projects.

---

<sup>18</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)

## 4. Conclusions, Recommendations, Lessons Learned and Emergent Good Practices

### 4.1 Conclusions

Overall, the project has made significant progress in demonstrating a refined approach to supporting the university to work transition for Ethiopia's youth.

4.1.1 Relevance: The project is relevant to the goals of the Ethiopian Government. The project also aligned with the needs of the youth. The project was relevant to the EEF and CETU but greater involvement in design and implementation of the project could have strengthened the relevance further.

4.1.2 Validity of Design: Although the project's design is logical, a theory of change would have been useful and allowed the project to be developed more collaboratively. The PRODOC and logical framework do miss key elements of the project such as the work at the national level which have produced considerable change.

4.1.3 Project Effectiveness: The project has achieved its outcomes and outputs, and in most cases exceeded the targets. Incorporating feedback from stakeholders ensured the opening of the ESC and helped the project overachieve on its numbers. Enablers of the project included the broad range of stakeholders, the flexibility in approach, and using existing government locations for the centres, as well as support from ILO's technical experts. The examples of the pilot project have been included in government action plans. There were also constraining elements. Those which still exist include the lack of resources for outreach to employers and as a knock-on effect the limited number of employers using the centre. These are not insurmountable in the future.

4.1.4 Effectiveness of Resource Management: ILO has managed its resources well, through the management of the project team's time and leveraging considerable technical expertise from ILO globally. The steering committees have ensured involvement of key stakeholders and promoted cooperation between them. The project does appear to have changed cooperation among stakeholders in Bahir Dar. A concern for the project is that some stakeholders shared they did not believe everyone was clear on their responsibilities moving forward. The delay in recruitment of the ILO team also impacted the overall efficiency of the project.

4.1.5 Efficiency of Resource Use: The project has utilized the budget as planned, with the caveat there have been two no-cost extensions. Flexibility in the design allowed necessary changes to be made to the project. There was suggestion from some project participants interview for the evaluation there should have been more investment in the project. However, the project was designed to operate within limited resources to provide an example for the future. The lack of resources for employer outreach for the centre is a particular concern and ways to address this should be considered in future projects.

4.1.6 Orientation to Impact and Sustainability: A number of key impacts were identified, mostly notably the change in attitude of key stakeholders towards coordinating employment services and from employers in recruitment practices. Although the project over-achieved on its intended targets, a broad range of stakeholders indicated the project's impact had not been as high as expected. Continuing to show-case the successes and engage with the key stakeholders will be critical for sustainability. The plans being developed by the JCC and donors are important for long-term sustainability.

The project has made significant progress in addressing the challenge of the transition to work, but ultimately the success and long-term impact is dependent on how much the successes of the project are taken to scale. This will require continued technical support from ILO, the involvement of key stakeholders, and a willingness from donors to engage in this field moving forward.

### 4.1 Recommendations

Recommendations	Addressed To	Priority and Timeframe	Resource Implications
<p>1. Ensure participation of all stakeholders during project design.</p> <p>In particular, ILO should ensure MoLSA, EEF and CETU are engaged in the project design, as well as key other ministries where relevant to a project. The initial design of the project was not particularly inclusive which contributed to initial problems of ownership. The example of the development of Outcome 2 is a much better example of collaborative work and should be emulated in future.</p>	ILO	High During project design	Meeting costs

<p>2. Develop a theory of change for future projects which demonstrates the pathways of change of achieving the project's objectives. Developing a theory of change can support recommendation 1 through the use of a workshop to identify a problem statement, long-term outcomes to address the problem, pathways to achieve these, and the assumptions necessary for the theory to work. This would help ensure outcomes which were missed from the PRODOC and logical framework are included.</p>	ILO	High During project design	Meeting costs
<p>3. Identify ways to ensure the employers and workers are more involved in project implementation in future activities. For example in this project, AEF hosted a satellite branch of the YES Centre in its offices but this was only done at a late stage of the project. CETU main involvement was only on the steering committees of the project. CETU works to ensure decent work conditions for workers and identifying activities which encouraged CETU engagement of the PES Centres' users on this issue would have enhanced their ownership of the project.</p>	ILO. EEF and their local branches, and CETU	High Ongoing	Needs to be included in project budgets
<p>4. Engage employers early in future PES interventions. This would involve outreach during the development and inception stage of a PES centre to identify the needs of the employers, the best means of outreach, and ensure initial awareness of the services.</p>	ILO and other implementers (government ministries, EEF, NGOs or UN agencies implementing similar projects etc)	High At the start of projects	Communication costs
<p>5. Increase outreach on awareness of services for the centres in future projects. The evaluation found a number of the users of the Centres being surprised at the services they were able to receive suggesting awareness of the Centres could still be improved. The project has worked on developing visibility and posters for the centres in response to the recommendations of the mid-term evaluation and assessment report. Developing a communications strategy during the inception phase and ensuring the visibility of the services are prompted as soon as implementation starts would help improve awareness among job seekers, and also contribute to recommendation 4.</p>	ILO and project partners	Medium During the inception stage and throughout project implementation	Staff time and awareness material costs
<p>6. Conduct a gender responsive situational and power analysis if possible during the design of the project, and if not during the inception phase of the project</p>	ILO	High During project development	Consultancy or staff costs
<p>7. Conduct more detailed post-service monitoring of users of the YES centre and ESC, and recipients of the "Surfing the Labour Market" training to understand the longer-term impacts of the career guidance. For those who are placed in jobs, this should include identifying if they are still in that job in six months and a year's time, if they are not in the job, have they moved to another position or returned to unemployment, and were the soft skills taught to them useful in the job itself. For individuals not placed in a job, the monitoring should identify if they have found a position within 6 months of the career counselling and have they migrated or changed the sector of work they are looking in. If they found a position but not through the centres, was it decent work and did they use the information from the career guidance to help them obtain it. Similar questions should be asked of students who received the "Surfing</p>	ILO and project partners (both in the continuation of the YES and ESC and to be included in the development of future project.)	Medium Ongoing	Staff time

the Labour Market” training, including whether they used the training in their job search.			
8. Review the Communication Strategy of Employment Services regularly to ensure the roles and responsibilities continue to be clearly understood and implemented by the respective departments and institutions. This could be reviewed at the TWG meetings, which should continue on a quarterly basis. ILO can support this process by trying to attend the quarterly TWG meetings and continuing to engage the stakeholders in 2021 to support the process of long-term ownership of the project.	TWG	High Ongoing	Meeting costs
9. In future projects, ensure training plans are included in the design of the project which allow for regular on the job training with key staff from implementing partners (such as staff of an employment centre) to ensure capacity building gains are retained. To ensure resources are dedicated during a project design, a training plans should be designed based on the different topics required (such as career counselling, employer outreach, M&E etc), with the number and regularity of refresher trainings identified for each topic. Once the project is being implemented, these plans should be personalized to each key position and adapted as the project develops based on need.	ILO	Medium Ongoing	Staff time and training costs (Although initial training costs for large kick-off training on each topic may be needed, by conducting on the job training in the place of work/project implementation, the project would avoid large recurrent costs. The main resource needed would be the time of a project staff member for training.)
10. Ensure the lines of responsibility among government ministries for implementing PES centres are clarified when funding new projects	Donors, Implementers, Government Ministries	High As projects are developed	None

## 4.2 Lessons Learned

4.2.1: Engaging employers early and regularly is critical to ensuring the PES centres can operate effectively. This requires necessary resources to ensure the staff of the centres can conduct efficient outreach. The project had an initially small amount of vacancies registered which provoked concern in the mid-term learning exercises. The amount of vacancies registered and individuals placed in decent jobs has increased in the second half of the project but feedback from the project participants interview for the evaluation revealed the engagement of employers is most effective when outreach such as visits and phone calls, with regular follow up is conducted.

4.2.2: It is important for ILO to ensure the inclusion of MoLSA as a key partner in the initial design and steering committees of every project no matter who the partner of the donor in the country is. This will ensure the timely implementation of the project, and stronger ownership. It should also support the engagement of the other social partners as well in the design given ILO’s tripartite model.

4.2.3: The project was able to scale up the numbers of users of the employment centres considerably once it established a centre at the city level. The initial sub-city level centre, while relevant of residents of that area, limited the numbers of users. It also harmed outreach to employers who feel it as discriminatory to only receive CVs from residents of one particular area. The flexibility of the project to adapt to stakeholder feedback was positive. For future interventions, intervening at the city level would ensure relevance for a greater number of users and employers.

## 4.3 Emerging Good Practices

4.3.1: Showcasing a pilot which utilizes existing resources as much as possible is an effective strategy for encouraging sustainability of the interventions. In this project, ILO installed the PES centres within existing structures and advocated for



government agencies to utilize their resources to run the centres. Although some investment was required, the centres were run on low budgets, which should help both the sustainability of the centres in Bahir Dar and their transferability to other locations.

4.3.2: The approach of conducting a socio-economic assessment and then designing the intervention in Bahir Dar promoted flexibility in the project, allowing it to adapt to a revised assessment of the most relevant location for the intervention. This also supported a greater involvement of key stakeholders in the design of this section than had been involved in the initial design.



## Terms of Reference for Final Evaluation

Final version

<b>Project Title</b>	Addressing the Root Causes of Migration in Ethiopia
<b>Project Code</b>	ETH/16/01/ITA
<b>Implementer</b>	ILO CO for Djibouti, Ethiopia, Somalia, South Sudan and Sudan
<b>Partners</b>	Ministry of Labour and Social Affairs (MoLSA), Regional Bureaus, Bureau of Labour and Social Affairs (BoLSA), Bureau of Technical, Vocational, Enterprise and Development (BoTVED), Bureau of Women, Children and Youth Affairs (BoWCYA), Amhara Planning Commission, Amhara Youth Association, Amhara Employers Federation (AEF) and Confederation of Ethiopian Trade Union (CETU) Bahir Dar branch
<b>Backstopping units</b>	ILO DWT Cairo and MIGRANT
<b>Donor</b>	European Union
<b>Budget</b>	Euro 1,516,837
<b>Duration</b>	01 August 2016 to 31 December 2020
<b>Type of Evaluation</b>	Independent
<b>Timing of evaluation</b>	Final

## I. Background of the Project

Ethiopia has a large population, 96.96 million people, which is the 2nd largest in Africa and over the past years, Ethiopia has sustained double-digit growth with significant improvements in human development indicators. However, despite the economic progress achieved in the last decades, it has not been accompanied by sufficient job creation, particularly for young people. Therefore, Youth employment presents a particular challenge to Ethiopia, with 71% of the population being under the age of 30, the country stands to benefit from a potential demographic dividend. The number of unemployed educated youth has increased over the past years, contrary to common perception that higher levels of education would be inevitably correlated with employment and increasing positive labour market outcomes for the current young generation, which has better access to education than ever before. In addition, many young people rarely have a decent job. Very often they have, no or limited social protection, no voice at work, poor working conditions and are working poor. The situation is even more so difficult for women, who cannot find job opportunities. With approximately three million young Ethiopians entering the labour force every year, ensuring productive employment opportunities for them poses a challenge in both rural and urban areas. Climate variables, including extreme drought conditions, further compromise the livelihoods of people, making employment in the rural areas even harsher. As a result, growing numbers of Ethiopians look for job opportunities in the capital province or other urban areas, often in the informal economy, which becomes a stepping stone for further migration outside of the country. Although the exact number of Ethiopians who have migrated abroad is not known, due to irregular migration channels and the absence of centralized registrar system, there is evidence that large numbers of Ethiopians migrate to the GCC states, Europe and South Africa seeking employment both regularly and irregularly. Since the banning of regular migration to the Middle East in 2013, the number of migrants using irregular means to cross borders seems to have increased. For instance, in January 2016 only, the number of migrants reaching Yemen was around 10,000, of which 75% were Ethiopians.<sup>1</sup> Overall, in 2015, around 97,000 migrants reached Yemen and 85% of them were Ethiopians. Young people make up the larger proportion of these migrants. Although we do not have exact figures on the impacts of COVID-19, the virus has hugely impacted the jobs creation intervention and it is believed that quite a number of jobs were lost due to COVID-19 pandemic in Ethiopia.

The Government of Ethiopia (GoE) and international organizations including the ILO have expressed their concern about the increasing incidence of irregular migration, which is often associated with violence and inhuman treatment. They have underscored the importance of addressing the root causes of migration in general and irregular migration in particular. In this regard, among other things lack of decent livelihood and employment opportunities is identified as one of the main driving forces for migration in Ethiopia both by the government and stakeholders alike.

In order to address some of the challenges mentioned above, the ILO in collaboration with the tripartite partners and with financial support European Union developed a programme titled “Stemming Irregular Migration In Northern & Central Ethiopia – SINCE” with the overall objective to contribute to reducing irregular migration from Northern and Central Ethiopia by improving the living conditions of the most vulnerable population, including potential migrants and returnees with specific focus on youth and women.

The specific objective is to create greater economic and employment opportunities: by establishing inclusive economic programmes that create employment opportunities, especially for young people and women with a focus on rural towns and urban areas, particularly Addis Ababa, in the most migration-prone regions (Amhara, Tigray, Oromia, SNNPR) of Ethiopia, including vocational training, creation of micro and small enterprises and start-up of small livelihood activities. It will also provide support for returnees after their return to their places of origin. SINCE is based on the first objective within the EU Trust Fund, namely to create greater economic and employment opportunities, especially for young people and women, with a focus on vocational trainings and the creation of micro and small enterprises.

The project has two components/outcomes. The first component is providing technical assistance for the overall SINCE project throughout the life span of the project as well as undertake comprehensive socio-economic assessment of the five targeted migration prone regions of the SINCE project. The second outcome is focusing on enhancing smooth school to work transition for university and TVET women and men graduates.

The project has set up a pilot Youth Employability Services (YES) centre in Bahir Dar city of the Amhara region, a first for Ethiopia. The region was chosen for the pilot as it has a high level of youth unemployment rate at 22.8% (2013 LFS) and also high numbers of youth migration with largely undocumented numbers.

The project has reported as its main results the following:

- As part of enhancing the school to work transition, a pilot Youth Employability Services centre has been set up in Bahir Dar, Amhara region: 1,172 job seekers -597 male and 575 female- and 200 vacancies have been registered; 536 Job seekers -275 male and 261 female- referred for jobs and skills training and 64 jobs seekers (24 male and 40 female) were matched and placed in decent jobs.
- The pilot Youth Employability Services was scaled-up to be an Employment services (YES) centre, continuing the registration of job seekers and vacancies and jobs matching: 2,273 Job seekers (1265 male and 1008 female) and 465 vacancies. 669 Job seekers (114 male and 555 female) referred and 423 jobs seekers (66 male and 357 female) were matched and placed in decent jobs, this includes 320 (female)
- ILO toolkit 'Surfing the Labour Market' translated into Amharic, validated with stakeholders, and disseminated, among others with job seekers and college students on Surfing the labour market: job search skills for young and cascaded for 4355 (1248 female and 3107 male).
- Digital labour exchange web portal system ([www.ethiopianemploymentexchange.com.et](http://www.ethiopianemploymentexchange.com.et)) and mobile application established with migration data from the Amhara regional government STICC server integrated

## II. **Link to the Decent Work Country Programme, National Development Framework and Sustainable Development Goals**

It was assumed that the project will make a substantive contribution to Decent Work Country Programme for Ethiopia, as well as to ILO Programme in Ethiopia

This project will contribute to a number of objectives within Ethiopia's Growth and Transformation Plan II (GTP II) 2016-2020 namely - pillar 1: Maintaining rapid, sustainable and equitable economic growth and development; pillar 6: Accelerating and ensuring sustainability of Human Development and Technological Capability. It also contributes to pillar 8: Promote women and youth empowerment, participation and equity this project contributes to Gender and Children's Affairs and Labour Affairs. In addition, it is aligned to the country's UNDAF - Pillar 1 of the UNDAF, Inclusive growth and structural transformation. It directly contributes to Outcome 1: Ethiopia has achieved robust and inclusive growth in agricultural production and productivity and increased commercialization of the agricultural sector; and Outcome 2: private sector driven industrial and service sector growth is inclusive, sustainable, and competitive and job rich. In addition, the action will also contribute to pillar 4 of UNDAF, Governance, Participation and Capacity Development. However, there is no linkage between the project and the achievement of the Sustainable Development Goals (SDGs) and how it can contribute to the implementation of the SGDs. Therefore, the evaluation will have to establish this linkage.

It is also aligned with Ethiopian Jobs Creation (JCC) pillar 4 on National Action Plan for Job creation (NAPJC) was elaborated in 2019. JCC was established under the Prime Minister's office. To coordinate Jobs creation Intervention. The NAP outlines strategic areas and a detailed plan for Ethiopia's growth to turn more job rich, addressing both job quality and quantity.

### **Project Management Arrangement**

The project is managed by a Chief Technical Advisor (CTA) based in Addis Ababa and reports to the director of the ILO CO for Djibouti, Ethiopia, Somalia, South Sudan and Sudan. The project also has national project coordinator (NPC) and a finance and administrative assistant working closely with the CTA in achieving the project goals.

The project is technically backstopped by ILO DWT Cairo, the ILO's Regional Office and MIGRANT and CEPOL at ILO HQ

To ensure national ownership, the ILO project as part of the SINCE project has a Project Steering Committee (PSC), Technical Working Group (TWG) and Technical Task Force (TTF) representing various stakeholders established for the implementation of the SINCE project to facilitate smooth and timely implementation of the project. The Project Steering Committee is the official governing body of the SINCE programme to ensure the overall supervision of the initiative and provides advisory support for the timely implementation, monitoring and evaluation of the programme among others. It is composed of composed of European Commission, representatives of the Government of Ethiopia, ILO, UNIDO and IDC (The Embassy of Italy sided by the Italian Agency for Development and Cooperation, AICS). The representatives of the Ethiopian government are: Ministry of Labour and Social Affairs (MoLSA); Ministry of Education (MoE), Department of Technical and Vocational Training (TVET); Ministry of Women, Children and Youth (MoYS); Ministry of Industry (Mol);; Ministry of Agriculture and Natural Resources (MoANR); Ministry of Urban Development & Housing (MUDHo) – Federal Micro and Small Enterprises Development Agency

A Technical Task Force (TTF) composed of UNIDO and ILO experts is providing technical assistance, monitoring, and evaluation of project outcomes and outputs. The role of this Task Force was limited to the delivery of Outcome 1 of the project, which included the joint delivery of the Social Economic Assessment by UNIDO and ILO. Post this, the TTF has been disbanded.

The Technical Working Group (TWG) is composed of technical representatives from EU, Embassy of Italy in Addis Abeba/ UNIDO and ILO. The TWG is primarily responsible for following up on TTF activities, providing technical guidance on the implementation of activities and enhancing coordination and cross learning among organizations engaged in the implementation of the project. The TWG meetings are held once a quarter. ILO established the Youth Employability Services (YES) Technical Working Group (TWG) and Advisory Group (AVG) to provide guidance in the day-to-day implementation and overall strategizing at operational level in Bahir Dar, Amhara region. Bureau of Labour and Social Affairs (BoLSA) (chair), Bureau of Technical, Vocational, Enterprise and Development (BoTVED) (co-chair), Bureau of Women, Children and Youth Affairs (BoWCYA), Amhara Planning Commission, Amhara Youth Association, Amhara Employers Federation (AEF), Confederation of Ethiopian Trade Union (CETU) Bahir Dar branch and ILO (secretariat) are members of TWG. Ministry of Labour and Social Affairs (MoLSA) (chair), Ministry of Women, Children and Youth (MoWCY) (co-chair), Ethiopian Employers Federation (EEF), CETU and Heads from BOLSA, BOTVED, BOFEC and BOWCYA from Amhara region, president of AEF and the ILO (secretariat) are members of AVG. TWG meets on monthly basis at the beginning and then latter on quarterly basis in Bahir Dar in BoLSA Office. AVG meets quarterly in the ILO office in Addis Ababa.

### III. Purpose of the Evaluation

The final independent evaluation has the following objectives:

- Assess the extent to which the project has achieved its stated objectives and expected results, while identifying the supporting factors and constraints that have led to them;
- Identify unexpected positive and unexpected results of the project
- Assess the extent to which the project outcomes will be sustainable;
- Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and the national development frameworks (Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes

#### **IV. Project Background**

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. This project went through an internal mid-term and will go through an independent final evaluation. The independent one is managed by the ILO Africa Senior M&E Officer as evaluation manager and implemented by an independent evaluators.

The evaluation in ILO is for the purpose of accountability, learning, planning and building knowledge. It should be conducted in the context of criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System.

#### **V. Scope of the Evaluation**

The scope of the evaluation covers the entire project period from August 2016 to October 2020. In particular, the evaluation will measure progress towards all outcomes produced since the start of the project and will assess the overall level of achievement of the two immediate outcomes.

The evaluation will follow the OECD-DAC framework and principles for evaluation. For all practical purposes, this ToR and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

The evaluation will integrate gender equality as a crosscutting concern throughout its deliverables and process, with special attention to women workers. It should be addressed in line with EVAL guidance note n° 4 and Guidance Note n° 7 to ensure stakeholder participation. Furthermore, it should pay attention to issues related to social dialogue, international labour standards and fair environmental transition. Moreover, the impact of the COVID19 in the completion of the project will be taken into account.

#### **VI. Clients**

The primary clients of the evaluation are the ILO constituents. These include at national level Ministry of Labour and Social Affairs (MoLSA), Ministry of Women, Children and Youth Affairs (MoWCYA), Ministry of Finance and Economic Cooperation (MoFEC), the Confederation of Ethiopian Trade Union (CETU), and Ethiopian Employers Federation (CETU). At regional level, it includes BOLSA, BoTVED, BoWCYA, BOFEC and Amhara Planning commission, Amhara Youth Association, AEF and CETU (Amhara). Other relevant clients are the donor (Italian Embassy and EUTF), and ILO (i.e. Country Office Addis, Decent Work team Cairo, Regional Office and HQ/MIGRANT and SKILLS branches).

#### **VII. 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 evaluation<sup>19</sup>.

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).

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.

The evaluation should address the questions below. Other aspects can be added as identified by the evaluator in accordance with the given purpose and in consultation with the evaluation manager. Any fundamental changes to the evaluation criteria and questions should be agreed between the evaluation manager and the evaluator, and reflected in the inception report.

### **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 such as the UNDAF, SDGs targets and ILOs strategic Objectives (Programme & Budget 2018-19 and 2020-21)?
  - Is the project relevant to the felt needs of the beneficiaries?
  - How well the project complements and fits with other ongoing ILO 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 and/ or Government partners?
2. Validity of design
  - Does the project have a clear theory of change that outlines the causality?
  - Has the design clearly defined achievable outcomes and outputs
  - Has the project planning included a useful monitoring and evaluation framework including outcomes indicators with baselines and targets?
  - Did the project design include an exit strategy and a 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 and disability inclusion related issues in the project document?
  - Were the ILO tripartite constituents involved in the design of the project?
3. Project effectiveness
  - To what extent has the project achieved its results at outcome and output levels, with particular attention to the project objectives?
  - What, if any, unintended results of the project have been identified or perceived?
  - What have been the main contributing and challenging factors towards project's success in attaining its targets?
  - Did the project effectively use opportunities to promote gender equality and disability inclusion within the project's result areas?

---

<sup>19</sup> ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

- To what extent is the COVID-19 Pandemic influencing project results and effectiveness and how the project have addressed this influence and is ready to adapt to changes for at least some time from now-on?
  - Does the (adapted) intervention model used/to be used in the project suggest an intervention model for similar crisis response?
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 disbursements and project expenditures in line with expected budgetary plans? Why?
  5. Effectiveness of management arrangements
    - Has the management and governance arrangement of the project facilitated project results? Is there a clear understanding of roles and responsibilities by all parties involved into implementation and monitoring?
    - Has the monitoring & evaluation system in place relevant, including collecting and using data disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other disadvantaged groups the project might have identified)?
    - 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?
    - 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. Orientation to impact and sustainability
    - To what extent there is evidence of positive changes in the life of the ultimate project beneficiaries?
    - What other concrete steps have been or should have been taken to ensure sustainability?
    - Identify and discuss gaps in the sustainability strategy and how the stakeholders, including other ILO projects support, could address these, taking into consideration potential changes in the country due to the COVID 19 pandemic
  7. General
    - How and why has or has not the project addressed the mid-term evaluation recommendations

## VIII. Methodology

The evaluation should be carried out in adherence with the relevant parts of the ILO Evaluation Framework and Strategy; ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations and UNEG Principles.

In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”; Checklist 4 “Validating methodologies”; Checklist 5 “Preparing the evaluation report” and Checklist “6 Rating the quality of evaluation report”

Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to all stakeholders on how they can address them, indicating in each one to whom is directed, Priority, Resources required and timeframe (long, medium or short).

Due to the onset of the COVID-19 pandemic and its impact on the world of work, this evaluation will be conducted in the context of criteria and approaches outlined in the ILO internal guide: Implications of COVID-19 on evaluations in the ILO: An internal Guide on adapting to the situation (version March 25, 2020)

A team leader consultant will conduct the evaluation virtually (home-based) with support of a national consultant for fieldwork in the project area.



The evaluation will be carried out through a desk review and field visit to the project sites in Ethiopia and consultations with, implementing partners, beneficiaries, the donor, ILO and other key stakeholders. Consultations with relevant ILO units and officials in Geneva, Cairo, and Addis Ababa will be done.

The draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked for 10 working days. The evaluator will seek to apply a variety of evaluation techniques – desk review, meetings with stakeholders, focus group discussions, and observation during the field visits as applicable. Triangulation of sources and techniques should be central.

### **Desk review**

The Desk review will include the following information sources:

- Project document
- Work plans
- Project monitoring plans
- Progress reports
- Project budget and related financial reports
- Reports from various activities (including trainings, workshops, task force meetings, video conferences etc.)
- Others as required

All documents will be made available by the National Project Coordinator (NPC), in coordination with the evaluation manager, in a drop-box (or similar) at the start of the evaluation.

In addition, the evaluation team will conduct initial electronic or telephone interviews with the project and the donor. The objective of the consultation is to reach a common understanding regarding expectations and available data sources.

The Inception report will cover status of logistical arrangements, project background and materials, key evaluation questions and evaluation indicators, evaluation matrix, detailed work plan, list of stakeholders to be interviewed, outline of the stakeholders' workshop and of the final report, and all data collection tools following EVAL Checklist 3 (see Annex 1). The Inception report that will operationalize the ToRs and should be approved by the evaluation manager before moving to data collection at field level.

The Evaluation team leader will receive a list of key stakeholders by the NPC. If the Evaluator requires contacting other stakeholders, beyond the list, this can be discussed with the Evaluation Manager during the preparation of the Inception report.

A desk review will analyze project and other documentation including the approved logframe, implementation plan, annual reports and other relevant documents. The desk review phase will produce the Inception report that will operationalize the ToRs and should be approved by the evaluation manager.

### **Data collection/field work**

The current COVID-19 pandemic restricts mobility for country and field visits to international consultants. In line with these restrictions, the evaluation data collection methodology will combine remote/virtual (evaluation team leader) and field work data collection (evaluation team member). This will require enhanced engagement and collaboration with the project team in terms of organizing the contact with stakeholders.

The Evaluators will undertake group and/or individual discussions. The project will provide all its support in organization of these virtual interviews to the best extent possible. The evaluators will ensure that opinions and perceptions of women are equally reflected in the interviews and that gender-specific questions are included.

A virtual stakeholders' workshop will be organized to discuss initial findings and complete data gaps with key stakeholders, ILO staff and representatives of the development partners. The workshop will be logistically supported by the project and programmatically managed by the evaluation team. The details of it should be stated clearly in the Inception report for further preparation during the data collection phase.

The evaluator is encouraged to propose alternative mechanism or techniques for the data collection phase. These will be discussed with the project and the evaluation manager at the Inception phase. Any alternative should be reflected in the Inception report.

### **Interviews with ILO Staff**

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 evaluator will undertake group and/or individual discussions with project staff in Addis Ababa. The evaluator 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 NPC in consultation with the Evaluation Manager.

### **Interviews with Key Stakeholders in Addis Ababa and the project sites**

The evaluator will meet relevant stakeholders including members of SINCE Project Steering Committee (PSC), TWG and TTF, YES TWG and AVG, 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. The evaluator will select the field visit locations, based on criteria defined by her/him. The criteria and locations of data collection should be reflected in the inception report mentioned above.

At the end of the data collection, the evaluators will organize, with logistic support from the project, a stakeholders' virtual workshop to present the preliminary findings of the evaluation to key stakeholders

### **Report Writing Phase**

Based on the inputs from discussions and interviews with key stakeholders, the evaluation team will draft the evaluation report. The draft report will be sent to the Evaluation Manager for a methodological review, and then to be shared with key stakeholders for their inputs/comments.

The Evaluation Manager will consolidate all comments including methodological comments and will then share them with the Evaluator for consideration in finalizing the report.

The Evaluator will finalize the report, taking into consideration the stakeholder comments and submit the final version for approval of EVAL.

## **IX. Deliverables**

1. Inception report (with detailed work plan and data collection instruments following EVAL Checklist 3 – see annex)
2. A concise draft and final Evaluation Reports (maximum 30 pages plus annexes and following EVAL Checklists 5 and 6 -see Annex) as per the following proposed structure:
  - Cover page with key project and evaluation data (using ILO EVAL template)
  - Executive Summary
  - Acronyms
  - Description of the project
  - Purpose, scope and clients of the evaluation
  - Methodology and limitations
  - Clearly identified findings for each criterion
  - Conclusions
  - Recommendations

- Lessons learned and good practices (briefly in the main report and a detailed in ILO EVAL template, annexed to the report)
- Annexes:
  - TOR
  - Evaluation questions matrix
  - Data Table on Project Progress in achieving its targets by indicators with comments
  - Evaluation schedule
  - Documents reviewed
  - List of people interviewed
  - Lessons learned and good practices (using ILO-EVAL template)
  - Any other relevant documents

3. Evaluation Summary 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.

**. Management arrangements, work plan & time frame**

**Evaluation Manager**

The evaluator will report to the evaluation manager, Ricardo Furman (furman@ilo.org) and should discuss any technical and methodological matters with the evaluation manager 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 21 working days for the team leader and 15 for the team member.

N.	Activity	Responsible	Team leader No days	Team member No days	Dates
1	Initial Discussion with the Project Manager(CTA): Schedule and budget available	Evaluation Manager (EM)/CTA	0	0	July-Aug
2	Prepare a detailed Evaluation Budget and Draft the TOR a) EM develops b) CTA provides feedback c) EM finalizes	EM and CTA	0	0	26 Aug-1 Sep
3	List of stakeholders (ILO all levels, national and donor) to share the TORs draft for comments (name, position , institution, and email)	NPC	0	0	2 Sep
4	Share the TORS with stakeholders for comments	EM	0	0	2 -15 Sep
5	Integrate comments from constituents and final TORs	EM	0	0	16-18 Sep
6	Publish Call for expression of interest of evaluators	EM	0	0	4-15 Sep
7	Selection of team leader (int or national) and team member( national)	EM and EVAL	0	0	16-18 Sep
8	Contract of team leader and national evaluator: IRIS and contract signature	CTA/Project	0	0	21 Sep-9 Oct
9	Launch the Evaluation and Briefing to the Evaluator	EM	0.5		9 Nov
10	Desk-review phase and Inception report approval	Evaluator with project support	4.5	2	5Nov- 14 Nov
11	Data collection and field visits	Evaluator with project sup.	10	10	16-- 27Nov
12	Draft report development	Evaluator	5	2	30 Nov-4- Dec
13	Methodological review of the draft before circulation	EM	0	0	7-8 Dec
14	Circulate the draft report to project team and stakeholders	EM	0	0	9-18 Dec 2020
15	Consolidate comments from stakeholders and share with the Evaluator	EM	0	0	21 Dec 2020
16	Incorporate comments from project team and stakeholders	Evaluator	1	1	22 Dec
17	Review of final report by EVAL and approval	EM and EVAL	0	0	23 Dec
18	EVAL send to CO for dissemination and Management response	EVAL and CO Director	0	0	22-26 Jan 2021
	Total number of days for evaluators		21	15	

## X. Evaluation team

### Evaluation team responsibilities

Evaluation team leader responsibilities
a. Desk review of programme documents
b. Briefing with ILO/ Evaluation Manager

- c. Preliminary interviews with the project manager and the donor
- d. Development of the Inception report including the evaluation instrument
- e. Undertake interviews with stakeholders (skype, telephone, or similar means)
- f. Facilitate the virtual stakeholders' workshop
- g. Draft evaluation report
- h. Finalise evaluation report

#### Evaluation team member responsibilities

- a. Support the desk review of programme documents
- b. Undertake interviews with stakeholders (skype, telephone, or similar means)
- c. Field visits
- d. Support the facilitate the virtual stakeholders workshop
- e. Provide inputs in the draft evaluation report

#### Profile of Evaluation team

The Evaluator team should have the following qualifications:

##### Team leader

- Advanced university degree in social sciences or related graduate qualifications;
- A minimum of 7 years of professional experience in evaluating social development projects initiatives; including role of sole evaluator or team leader, experience in the area of migration will be an added advantage;
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing;
- Fluency in written and spoken English required.
- Knowledge and experience of the UN System of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable;
- Understanding of the development context of the Project Country is an advantage;
- Excellent consultative, communication and interview skills;
- Demonstrated ability to deliver quality results within strict deadlines.
- Not have been involved in the project.

##### Team member (national consultant)

- University degree in social sciences or related graduate qualifications;
- A minimum of 5 years of professional experience in evaluating social development projects initiatives or related social research; as team member (i.e. data collection and analysis, on the area of livelihoods will be an added advantage);
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing;

- Fluency in written and spoken Amharic and very good knowledge of English required.
- Knowledge and experience of the UN System of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable;
- Understanding of the development context of the Project Country is an advantage;
- Excellent communication and interview skills;
- Demonstrated ability to deliver quality results within strict deadlines.
- Not have been involved in the project.
- Based in Addis Ababa, Ethiopia

## **Annex 1 Relevant documents and tools on the ILO Evaluation Policy**

1. Code of conduct form (To be signed by the evaluator)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)
2. Checklist No. 3 Writing the inception report [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)
3. Checklist 5 Preparing the evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)
4. Checklist 6 Rating the quality of evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)
5. Template for lessons learned and Emerging Good Practices  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)
6. Guidance note 7 Stakeholders participation in the ILO evaluation  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165982/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm)
7. Guidance note 4 Integrating gender equality in M&E of projects  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)
8. Template for evaluation title page  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)
9. Template for evaluation summary: <http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

## Annex 2: Evaluation Matrix

Relevance and Strategic Fit			
Lines of Enquiry	Indicators	Data Sources	Method
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 such as the UNDAF, SDGs targets and ILOs strategic Objectives (Programme & Budget 2018-19 and 2020-21)?			
How does the project align with stated government priorities and policies? Does the project align to the DWCP and other key ILO programme documents? Are commitments to UNDAF, SDG and the P&B objectives taken into consideration in the design and implementation of the project?	Alignment with government policy statements Evidence of alignment with DWCP and P&B objectives	Government officials Policy documents P&B Objectives Project Documents ILO Staff	Document review KIIs
Is the project relevant to the felt needs of the beneficiaries?			
Do the other tripartite constituents see the project as relevant to their needs and priorities? Does the YES centre address the needs of youth and job seekers in the area? Do local enterprises support and utilize the centres?	Evidence of alignment with other tripartite members policy and priority statements Examples of youth and job seekers utilizing the centre Examples of local enterprises utilizing the centre Evidence the centres meet the needs of youth, job seekers and enterprises	Policy documents Tripartite representatives Users of the YES centre	Document review KIIs FGDs Stories of change
How well the project complements and fits with other ongoing ILO programmes and projects in the country?			
What are the synergies with other ILO programmes?	Examples of work with other projects Clear alignment with the DWCP	ILO documents ILO staff	Document review KIIs
What links are established so far with other activities of the UN or non-UN international development aid organizations at local level and/ or Government partners?			
How has the project interacted with UNIDO? How has the project interacted with other UN agencies and civil society members?	Evidence of coordination Examples of joint events	Project documents ILO staff UN agency and civil society staff	Document review KIIs
Validity of Design			
Does the project have a clear theory of change that outlines the causality?			
Is the logic of the project consistent with its goals? Is it clear how the project contributes to the change being sort?	Existence of theory of change Understanding among stakeholders of how project activities and outputs contribute to outcomes and overall impact	PRODOC & Log-frame (TOC if there is one) ILO staff	Document review KIIs
Has the design clearly defined achievable outcomes and outputs?			
Is there a defined M&E plan with outcomes, outputs and indicators clearly understood?	Existence of updated M&E plans	PRODOC, M&E plans ILO staff Partner staff	Document review KIIs



<b>Project Effectiveness</b>			
To what extent has the project achieved its results at outcome and output levels, with particular attention to the project objectives?			
Has the project achieved results in each outcome and output? If not, is there a particular area where the project has underachieved? If the project has overachieved, how and why?	Planned outputs vs actuals Evidence of measurement of objectives	Progress reports Monitoring data ILO staff	Document review KIIs
What, if any, unintended results of the project have been identified or perceived?			
Are these positive or negative results? At what level of the project do they sit?	Evidence of outcomes not included in the log-frame or theory of change	Progress reports Tripartite constituents	Document review KIIs
What have been the main contributing and challenging factors towards project's success in attaining its targets?			
Where there any context changes which affect the project? How did ILO respond to these? What were the main enablers for the project? What were the main constraints on the project?	Evidence of responses to contextual changes	Project documentation Tripartite constituents and other stakeholders ILO staff Project final beneficiaries	Document review KIIs FGDs
Did the project effectively use opportunities to promote gender equality and disability inclusion within the project's result areas?			
Was a gender power analysis conducted? Were accessibility audits conducted? Does the project keep disaggregated data on gender and disability?	Evidence of disaggregated data Evidence of meaningful uptake of project supported services and of changes for women and persons with disabilities	Project documentation Tripartite constituents and other stakeholders ILO staff Project final beneficiaries	Document review KIIs FGDs
To what extent is the COVID-19 Pandemic influencing project results and effectiveness and how the project have addressed this influence and is ready to adapt to changes for at least some time from now-on?			
What impact did COVID-19 have on the operation of the YES centres? Did COVID-10 affect other aspects of the project? What project adaptations were there?	Documented adaptation strategies	ILO staff YES centre staff Project final beneficiaries	KIIs FGDs
Does the (adapted) intervention model used/to be used in the project suggest an intervention model for similar crisis response?			
Evidence gleaned from previous question		ILO staff	KIIs
<b>Efficiency of Resource Use</b>			
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?			
Have existing ILO resources been used effectively? Was the budget sufficient to achieve the intended objectives? Were the backstopping resources adequate and effective?	Evidence of use of resources	Financial statements and budgetary plans Project staff	Desk review KIIs
To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why?			
If there are over or underspends, what areas have they come in and why?	Planned vs actual expenditure	Financial statements and budgetary plans Project staff	Desk review KIIs
<b>Effectiveness of Resource Management</b>			

Has the management and governance arrangement of the project facilitated project results? Is there a clear understanding of roles and responsibilities by all parties involved into implementation and monitoring?			
Were the roles of the ILO team clear? Were partners clear on their responsibilities? Was the governance and steering committee structure effective?	Clear roles and responsibilities outlined in project documentation Evidence of partners being clear on their role	Project documents ILO staff Partner staff PSC, TWG, and TFF members	Desk review KIIs
Has the monitoring & evaluation system in place relevant, including collecting and using data disaggregated by sex (and by other relevant characteristics, such as people with disabilities and other disadvantaged groups the project might have identified)?			
How is the M&E system maintained? Does it align with the logframe? Do project partners understand their roles and responsibilities?	Function M&E data collection system Evidence of disaggregated data Evidence partners understand the system	Monitoring data Project and partner staff	Desk review KIIs
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?			
How involved are the national stakeholders? How involved are the regional and local level stakeholders? Has the project changed the relationship between the tripartite constituents?	Evidence of steering committee minutes Evidence of input from different stakeholders	Project documents ILO staff Partner staff PSC, TWG, and TFF members	Desk review KIIs
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?			
Where the backstopping units and specialists the correct ones?	Evidence of support in project reports, workshops etc	Project reports Event reports ILO staff	Desk review KIIs
<b>Orientation to Impact and Sustainability</b>			
To what extent there is evidence of positive changes in the life of the ultimate project beneficiaries?			
Have the beneficiaries been successful in obtaining decent work? Has those who've received training put it into use effectively? Have there been any negative changes?	Evidence from direct beneficiaries Explanation of how the training has been used	Direct beneficiaries YES centre staff Trainers and trainees	FGDs KIIs Stories of change
What other concrete steps have been or should have been taken to ensure sustainability?			
Do exit or continuation plans exist? Have the relevant authorities made budgetary and other commitments to continue to implement activities after the project?	Existence of exit plans Evidence of policy or budget decisions to institutionalize changes	Project documents Government staff ILO staff	KIIs Desk review
Identify and discuss gaps in the sustainability strategy and how the stakeholders, including other ILO projects support, could address these, taking into consideration potential changes in the country due to the COVID 19 pandemic?			
How does the COVID-19 pandemic effect long-term sustainability? Are there other ILO projects which could continue support in the areas this project has targeted?	Evidence of approaches being adapted for long-term challenges	Project documents Tripartite stakeholders YES centre staff ILO staff Direct beneficiaries	KIIs FGDs Desk review
<b>General</b>			

How and why has or has not the project addressed the mid-term evaluation recommendations			
Is there a management response to the mid-term evaluation?	Evidence the recommendations have been addressed	Desk review Project staff	Desk review

### Annex 3: Example Interview Guides

#### Interview Guide for MoLSA

Approximate Time: 1 hour

Name	Position	Man/Woman

**Note:** it is possible that even if the interview is arranged with one individual, more may attend. Please note down who is there, and at the end of the notes reflect on who did most of the talking. It was it genuinely a group discussion or was it really just one person giving answers with the others just listening.

#### Informed consent:

Please explain the purpose of the interview with the stakeholder:

My name is \_\_\_\_\_. I'm here today because ILO has commissioned an evaluation of its "Addressing the Root Causes of Migration in Ethiopia" project. As one of the key stakeholders we'd like to get your inputs on the project. We're interviewing a number of stakeholders in Addis Ababa and Bahir Dar and will use data from this to produce a final report for ILO.

This is an independent evaluation. The evaluation team is completely independent of ILO and has not been involved in the project. We will ensure that unless you specifically request it, nothing you say be attributed to you. We'll use the information you give in the report but will ensure it is anonymized.

The interview should take about an hour. Any questions you don't want to answer we will skip and if you want to end the interview at any time, please inform me and we will stop.

Are you happy to continue?

#### Questions

Question	Response
<b>Relevance and design questions</b>	
Please could you explain the involvement of MoLSA in the project?	
What do you see as the purpose and objectives of the project are?	
Are there particular government policies or strategies the project aligns with? Which ones?	
What are the lines of responsibility between the federal ministry and the regional (provincial) bureaus regarding employment centres and youth employment?	
What are the key needs of youth with regards to employment and does the project address these?	
Was MoLSA consulted during the design of the project? Are there recommendations on any improvements which could be made?	
<b>Project Management and Communication</b>	

Have you been happy with ILO's management and communication during the project?	
Are you a member of the steering committee? Do you attend meetings? What is your general impression of the steering committee?	
Has the project changed interaction between your Ministry and the Employers and Workers Organizations?	
Do you think the relevant Ministries, Provincial Bureaus, Tripartite Partners, as well as ILO and other stakeholders were clear on their responsibilities? Are there any examples of successes or concerns to share?	
<b>Impact and Sustainability</b>	
What do you see as the major successes of the project? (follow up on specific examples if he has any)	
Have your staff attended training in the project? Do you know if they have been able to put into practice anything they learned during the training?	
What is MoLSA's expectations for the future of the YES centres? Does MoLSA see a potential for this to be a model across the country?	
Have any budgetary provisions been made to support the YES centres or other aspects of the project in the upcoming financial year?	
Has COVID-19 changed the approaches MoLSA uses with youth employment?	
Has this project adapted to the COVID-19 project? If yes, how?	
Do you have any recommendations for the project/ILO?	
Are there any individuals you would recommend talking to?	

**Focus Group Guide for Users of the YES Centre**

**Approximate Time:** 1 hour

**Number of Participants**

<b>Women</b>	<b>Men</b>

**Informed consent:**

Please explain the purpose of the interview with the stakeholder:

My name is \_\_\_\_\_. I'm here today because ILO has commissioned an evaluation of its "Addressing the Root Causes of Migration in Ethiopia" project. As the YES centre is one of the key elements of the project, we'd like to get your inputs about the centre, the services offered and any impact it has had on your lives. We're interviewing a number of stakeholders in Addis Ababa and Bahir Dar and will use data from this to produce a final report for ILO.

This is an independent evaluation. The evaluation team is completely independent of ILO and has not been involved in the project. We will ensure that unless you specifically request it, nothing you say be attributed to you. We'll use the information you give in the report but will ensure it is anonymized.

The interview should take about an hour. Any questions you don't want to answer we will skip and if you want to end the interview at any time, please inform me and we will stop.

Are you happy to continue?

#### Ground Rules:

Before we start I think it would be good to set some ground rules. The ones I have thought of are:

- Please listen to other people and let them speak when they are speaking
- Everything said is a good suggestion. If you have a different opinion to someone then please share it, but please don't tease or laugh at any's suggestions or tell someone they are wrong-it is ok to have different opinions.
- Please allow me time to take notes when you are speaking. So it is helpful if there are sometimes pauses between people speaking to allow me to finish noting things down,
- Please respect confidentiality. These means not sharing with anyone what is said outside of this room.
- If you need to take a phone call, please do it outside of the room so as not to disturb everyone else.

#### Questions

Question	Response
<b>Relevance and design questions</b>	
When did you first use the YES centre?	
What services did you receive?	
How did you hear about the YES centre?	
Why did you decide to use the YES centre?	
How many of you are in jobs before you came to the YES centre?	
How many of you are in jobs right now?	
Was this as a result of the advice, referrals etc you got from the YES centre?	
Do you think the services you got at the YES centre met your needs? Why? <i>(ask for examples and narrative explanation- ie follow up on Yes and No answers)</i>	
What could be improved in the services?	
Question for those who do not have jobs: What are your plans now?	
Question for those with jobs: Are you happy with your job? Are you treated well at work? Do you feel safe at work?	
Did the support you receive help change your mind about the type of work, the area of work, the location or work that you were looking for?	

<p>What changes have you experienced in your life as a result of the support you received? Please give examples/stories to illustrate this. <i>(this go beyond just having a job- eg more financial security, allows for a better family situation, no need to move to look for work etc- allow the conversation to develop here. Also importantly they could be either positive or negative changes)</i></p>	
---	--

**Gathering Stories of Change**

We would like to gather stories of change from the participants to illustrate the changes they think have experienced as a result of the project. The goal is to collect one to two per focus group as examples of the change. During the FGD and particularly when you ask the last question, please try to identify if there are any individuals who are giving detailed accounts of changes. Please note that both positive and negative stories should be considered. At the end of the FGD, please ask the participants if they are willing to have their stories noted down. The 1-2 individuals identified should be asked to stay at the end of the session. You should record their stories and read it back to them to ensure they agree with it, giving them an opportunity to make changes if necessary.

- The story should be in the first person. Use I rather than he or she.
- Names or identifying features should not be used. It is an anonymous story. For the purposes of the evaluation, all that needs to be recorded is their gender.
- The individual should be told this will be used in a report but it cannot be traced back to them, and ask the for permission to use it.
- Don't push anyone to give a story if they are reluctant. It needs to be entirely voluntary.
- Be specific about the change. It should be more detailed, than 'I came to the centre, and now I have a job'. What difference has this made to the individual? Has it changed other things in their lives?

**Story of Change Template:**

Please use the box below to note the story and delete the instructions once done.

Consent to share (Y/N):

<p>You can use your judgement to structure the story, but these are the key elements to remember are:</p> <ol style="list-style-type: none"> <li>1) Introducing the person (non-identifying general information- eg college graduate, TVET graduate etc, type of sector they work in or want to work in (but not the name of the company), gender etc)</li> <li>2) State what was the change was</li> <li>3) What was the previous experience/attitude or what they planned to do before attending the YES centre.</li> <li>4) What is their experience / attitude or thought / activity now?</li> <li>5) Explain why the change happened</li> <li>6) Write the story in the first person thought of the participant; ie. "I started attending the YES centre in ... etc"</li> <li>7) The story must be read back to the participant at the end of noting it down, to ensure they agree with it and allow them to ask you to make changes/edits if necessary</li> </ol>	
---	--



6



## Annex 4: List of People Interviewed

**Table 1: Interviews by the Team Leader**

Name	Gender (M/W)	Position	Organization	Place	Method
Ayalu Admass	M	National Project Coordinator	ILO	Addis Ababa	Virtual
Ruchika Bahl	W	CTA	ILO	Delhi	Virtual
Luca Fedi	M	Employment Specialist	ILO	Cairo	Virtual
Alexio Musindo	M	Director	ILO	Addis Ababa	Virtual
Christine Hofmann	W		ILO	Geneva	Virtual
Zulum Avila	W	Technical Officer, Employment Services, CEPOL	ILO	Geneva	Virtual
Mr. Pierpaolo Bergamini	M	SINCE Program Coordinator	Embassy of Italy	Addis Ababa	Virtual
Heike Lautenschlager	W	Technical Officer, International Migration, MIGRANT	ILO	Geneva	Virtual
Michael Mwasikakata	M	PES Specialist	ILO	Geneva	Virtual
Chema Triki	W		JCC	Addis Ababa	Virtual
Sabrina Bazzanella	W	Program Manager, Migration & Employment	EUTF	Addis Ababa	Virtual
Meron Elias	W	Project Admin and Finance Assistant	ILO	Addis Ababa	Virtual
Ruchika Bahl Ayalu Admass	W M	CTA National Project Coordinator	ILO	Delhi Addis Ababa	Virtual
Paolo Carlini	M	Independent Evaluation		Rome	Virtual
Ayalu Admass	M	National Project Coordinator	ILO	Addis Ababa	Virtual
Mitiku Mekuriaw	M	Expert	Amhara Planning Commission	Bahir Dar	Virtual

**Table 2: Interviews by the National Consultant**

Name	Gender (M/W)	Position	Organization	Place	Method
Biruk Kusa	M	Mainstreaming and Training Expert	MoWYCA	Addis Ababa	In-person
Tamirat Worku	M	National Employment Team Leader	MoLSA	Addis Ababa	In-person
Rahel Ayele	W	Women Affairs Director	CETU	Addis Ababa	In-person
Measho Berihun	M	Public Relations Department Head			
Kassahun Follo	M	Director			
Dawit Moges	M	President	EEF	Addis Ababa	In-person

Samson Gebre	M	National Project Coordinator-SINCE	UNIDO	Addis Ababa	In-person
Worku Tamirat	M	President	AEF	Addis Ababa	Phone
Abebe Haile	M	Director	MoLSA	Addis Ababa	Phone

**Table 3: Interviews by Bahir Dar Consultant**

Name	Gender (M/W)	Position	Organization	Place	Method
Dessalegn Yitayew	M	Director of the Youth Organization	BoWCY	Bahir Dar	In-person
Abez Dessie	W	Expert	BoTEVD	Bahir Dar	In-person
Suleman Ibrahim	M	Vice President	Amhara Youth Federation	Bahir Dar	In-person
Sileabat	M	Delegate for Mr Teferi, Deputy Director	BoTVET	Bahir Dar	In-person
Bizualem Tayachew	M	Director	CETU-Bahir Dar	Bahir Dar	In-person
Esubalew	M	Human Resource Manager	Blue Nile Resort	Bahir Dar	In-person
Shiferaw	M	Human Resource Manager	Dessert Lodge	Bahir Dar	In-person
Amisalu Addis	M	Coordinator	Employment Services Centre	Bahir Dar	In-person
Anduamlack Tsega	M	Coordinator	YES Centre	Bahir Dar	In-person
Muluwork Yohannes	W	Career Counsellor	Bahir Dar Polytechnique College	Bahir Dar	In-person
Dr Sifelig	M	Delivery Unit	Bahir Dar University	Bahir Dar	In-person
Getasew Mengie	W	Director	BoLSA	Bahir Dar	Phone

## Annex 5: List of documents consulted

Documents consulted during the evaluation included:

Project Documents:

- PRODOC
- Logical Framework
- Mid-term evaluation report and summary presentation
- Annual and interim progress reports
- Results bulletin
- Coordination meeting minutes
- Visibility documents
- Communications Strategy of ESs
- Operation Manuals of YES Centre and ESCs
- YES Centre Capacity Assessment Report
- YES Centre Capacity Assessment Verification Report
- The jobs impact of COVID19: Rapid labour force survey (RLFS/E)
- SINCE project Socio Economic Assessment Report

Other ILO Documents:

- DWCP 2014-15: Ethiopia
- Programme and Budget for the Biennium 2018-19
- ILO policy based guidelines for results-based management evaluation

Other Documents:

- National Plan of Action for Job Creation- Produced by the JCC
- The SINCE Programme PES Case Study- Commissioned by the SINCE project
- Nexus skills-jobs assessment Ethiopia- Commissioned by the Embassy of the Netherlands
- The desire to thrive regardless of the risk- IOM
- UNDAF 2016-2020

## Annex 6: Lessons Learned

ILO Lesson Learned Template	
<p>Project Title: Addressing the Root Causes of Migration in Ethiopia            Project TC/SYMBOL: ETH/16/01/ITA</p> <p>Name of Evaluator: Chris Morris <span style="float: right;">Date: December 2020</span></p> <p>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.</p>	
LL Element	Text
Brief description of lesson learned (link to specific action or task)	Engaging employers early and regularly is critical to ensuring the PES centres can operate effectively. This requires necessary resources to ensure the staff of the centres can conduct efficient outreach.
Context and any related preconditions	The project had an initially small amount of vacancies registered which provoked concern in the mid-term learning exercises. The amount of vacancies registered and individuals placed in decent jobs has increased in the second half of the project but feedback from the project participants interview for the evaluation revealed the engagement of employers is most effective when outreach such as visits and phone calls, with regular follow up is conducted.
Targeted users / Beneficiaries	Operators of the PES Centres, government agencies for the centres, ILO and other agencies supporting employment centres.
Challenges /negative lessons - Causal factors	Limited operating resources for the centres including lack of communication and transport budgets and limited internet connectivity have proved a challenge for the staff of the centres.
Success / Positive Issues - Causal factors	Employers who have been engaged by the centres reported the project has been effective for them in identifying qualified staff for vacant positions.
ILO Administrative Issues (staff, resources, design, implementation)	Awareness/visibility activities and logistic budgets (transport, communication, internet etc) should be analyzed to understand what are critical items which need to be prioritized in project and government budgets.

ILO Lesson Learned Template

Project Title: Addressing the Root Causes of Migration in Ethiopia

Project TC/SYMBOL: ETH/16/01/ITA

Name of Evaluator: Chris Morris

Date: December 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	It is important for ILO to ensure the inclusion of MoLSA as a key partner in the initial design and steering committees of every project no matter who the partner of the donor in the country is. This will ensure the timely implementation of the project, and stronger ownership. It should also support the engagement of the other social partners as well in the design given ILO's tripartite model.
Context and any related preconditions	MoLSA was not included in the SINCE project steering committee meetings a year after the inception of the project. The Italian Embassy initially engaged the Ministry of Foreign Affairs who is its official partner. This is understood to be necessary, but ILO should insist on the involvement of MoLSA as their support of the project is critical to the success of implementation due to MoLSA being the governmental tripartite member.
Targeted users / Beneficiaries	ILO and donors
Challenges /negative lessons - Causal factors	The delay in involvement of MoLSA was mitigated eventually as the project was extended by a year. This reduced the initial problems of ownership. However, without the extension, the delays to the project would have had a critical impact on long-term sustainability.
Success / Positive Issues - Causal factors	The recognition of the oversight by the project team once they had been recruited ensured MoLSA was brought on board.
ILO Administrative Issues (staff, resources, design, implementation)	Staff time and potential need of senior management intervention

**Annex 7: Emerging Good Practices**

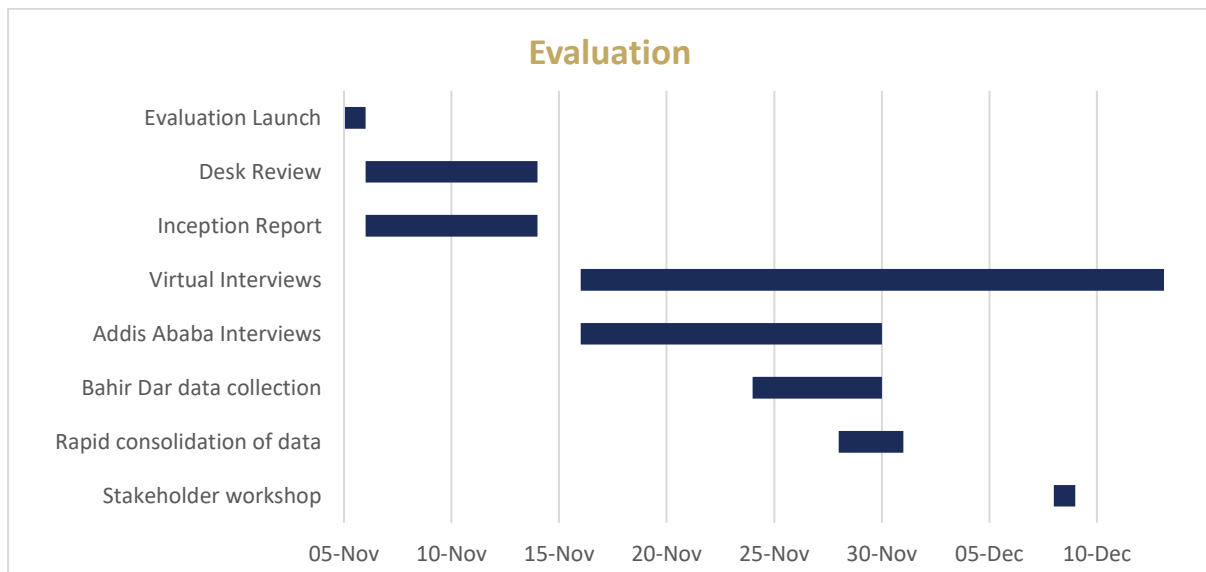
ILO Emerging Good Practice Template

Project Title: Addressing the Root Causes of Migration in Ethiopia	
Project TC/SYMBOL: ETH/16/01/ITA	
Name of Evaluator: Chris Morris	
Date: December 2020	
The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.	
GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Showcasing a pilot which utilizes existing resources as much as possible is an effective strategy for encouraging sustainability of the interventions. In this project, ILO installed the PES centres within existing structures and advocated for government agencies to utilize their resources to run the centres. Although some investment was required, the centres were run on low budgets, which should help both the sustainability of the centres in Bahir Dar and their transferability to other locations.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This good practice requires strong collaboration of various stakeholders including multiple line ministries, the employers and workers representatives and other institutions such as universities. The long-term sustainability relies on government ownership in particular, thus implementation must be led where possible by these stakeholders. While challenges remain; there are potential questions as to the collaborations continuing without ILO's oversight and concerns over the lack of resources for communication and outreach, the project has demonstrated the centres can be operated within existing resources.
Establish a clear cause-effect relationship	The inclusion of the approach highlighted by the project in the National Plan of Action on Jobs, is a good indication, the pilot has been positively received by at least some key decision makers.
Indicate measurable impact and targeted beneficiaries	The long term impact would be measured by the continued operation of the centres and the numbers of young people who benefit from career guidance, as well as the number of jobs registered and individuals placed. The beneficiaries are job seekers, employers and implementers of the centres.
Potential for replication and by whom	CSOs and UN agencies implemented similar projects, government ministries, other ILO country offices.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Aligns to priority 2, outcome 5 of the DWCP of Ethiopia
Other documents or relevant comments	

ILO Emerging Good Practice Template	
Project Title: Addressing the Root Causes of Migration in Ethiopia	
Project TC/SYMBOL: ETH/16/01/ITA	
Name of Evaluator: Chris Morris	
Date: December 2020	
The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.	
GP Element	Text

<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>The approach of conducting a socio-economic assessment and then designing the intervention in Bahir Dar promoted flexibility in the project, allowing it to adapt to a revised assessment of the most relevant location for the intervention. This also supported a greater involvement of key stakeholders in the design of this section than had been involved in the initial design.</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>This approach could not be used in all projects but where there is lengthy implementation time, flexibility from the donor, and particularly for projects which may feed into broader projects, this approach can help enhance project relevance by ensuring the project can react to emerging information.</p>
<p>Establish a clear cause-effect relationship</p>	<p>Outcome 2 was initially designed to be implemented in Addis Ababa. Following the initial research activities and inception period, it as considered more appropriate to structure in Ethiopia to implement the project at the provincial level and thus the approach was refined.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	
<p>Potential for replication and by whom</p>	<p>ILO</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p>	<p>This would be applicable to any projects of this type regardless of the focus, units involved or the CPOs.</p>
<p>Other documents or relevant comments</p>	<p>This requires a flexible donor who would accept an adaptive management approach.</p>

## Annex 8: Timetable of the Evaluation



Following the stakeholder workshop, an additional two interviews that could not be arranged prior to the workshop were conducted. Following this the report was drafted and sent to ILO on January 8<sup>th</sup> 2021.



## Annex 9: Additional Recommendations

The recommendations which hold the highest priority are included in the recommendations table in the executive summary and main body of the report. There are additional recommendations which were considered important by the evaluation, and are shared for ILO's review and consideration for action.

### **Supplementary Recommendation 1:**

Identify ways to engage the project stakeholders in 2021 to help smooth the process from ILO's implementation of the project to the long-term ownership of the stakeholders. Potential opportunities, in addition to ILO attending the quarterly TWG meetings identified in recommendation , could include trying to include project stakeholders in training linked to the project which are being conducted in other projects, and continuing to produce visibility outputs such as follow up case studies of success stories from the project.

Directed to: ILO with the support of the TWG

Priority: Medium

Timeline: 2021

Resource Implications: Travel, training and publishing costs. Staff time

### **Supplementary Recommendation 2:**

Ensure ILO's resources on disability are used more effectively, including the disability focal point in the country office and by engaging with the Ethiopian Business and Disability Network. In projects which involve the development of a physical location such as the YES Centre, conduct an accessibility audit, which would look at the barriers to access which a person with disabilities might face (transportation, physical entrances, attitudes of staff and the community etc). This should be done at the start of implementation and plans to address barriers adopted.

Directed to: ILO

Priority: Medium

Timeline: Ongoing

Resource Implications: Staff time

### **Supplementary Recommendation 3:**

Ensure management responses are completed in all learning exercises (i.e. any assessment/ review/evaluation which comes with recommendations regardless of whether it is internal or external) with clear action plans for addressing the recommendations.

Directed to: ILO

Priority: Medium

Timeline: Throughout projects

Resource Implications: Staff time