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List of Acronyms

ACTEMP	Bureau for Employers' Activities (ILO department)
ACTRAV	Bureau for Workers' Activities (ILO department)
BLA	Bilateral Labour Agreement
BoLSA	Bureau of Labour and Social Affairs
CETU	Confederation of Ethiopian Trade Unions
COC	Certificate of Compliance
CoC	Code of Conduct
CSO	Civil Society Organisations
DFID	Department for International Development
DWCP	Decent Work Country Program
DWT	Decent Work Team
EEF	Ethiopian Employers Federation
EU	European Union
FGD	Focussed Group Discussion
GCL	Gulf Cooperation Council
GCM	Global Compact on Migration
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organisation
ILS	International Labour Standards
IOM	International Organisation for Migration
KSA	Kingdom of Saudi Arabia
LA	Labour Attachés
MDMS	Migrant Data Management System
MDW	Migrant Domestic Worker
MIC	Migration Information Centre (also called MRC)
MoFA	Ministry of Foreign Affairs
MoLSA	Ministry of Labour and Social Affairs
MoU	Memorandum of Understanding
MTE	Mid-Term Evaluation
NGO	Non-Governmental Organisation
NPC	National Project Coordinator
OM	Operation Manual
OPEA	Overseas Private Employment Agencies
PD	Project Documents
PM	Project Manager
PSC	Project Steering Committee
SDGs	Sustainable Development Goals
ToC	Theory of Change
ToT	Training of Trainers
ToR	Terms of Reference
TVET	Technical Vocational Education and Training
TWG	Technical Working Group
UAE	United Arab Emirates
UN	United Nations
VFM	Value For Money

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EXECUTIVE SUMMARY

Ethiopia is characterized by high level of youth unemployment, social unrests and conflicts and frequent droughts that affect livelihoods of households in rural and urban areas. These challenges coupled with the inducement from smugglers, traffickers, and limited awareness or incorrect information from informal channels on consequences of crossing border via irregular channels among potential migrants, Ethiopian youths and women decide to informally migrate – mainly to the Middle East – to seek better job opportunities. These informal labour migrants are subject to several abuses, exploitations and harassments in the destination countries. The ILO recognises the numerous decent work deficits faced by Ethiopian labour migrants in the Middle East and Gulf States and it implemented the project: “Improved labour migration governance to protect migrant workers and combat irregular migration in Ethiopia”, funded by the British Foreign, Commonwealth and Development Office. The project aimed to support the efforts of the Government of Ethiopia (GoE), social partners and civil society, to improve labour migration governance and to strengthen the protection of migrant workers’ rights, by making regular labour migration accessible and desirable to potential migrants, so that they do not opt for irregular migration. Under this project, the ILO supported the GoE and its partners in addressing irregular migration and the protection risks faced by migrants in countries of origin and destination, by working on legal and regulatory frameworks for fair recruitment, by strengthening and building the capacity of federal, regional, zonal and woreda government offices, as well as Ethiopian foreign missions, migrant communities and migrants themselves.

This current project, under evaluation, was based on the experience gained from implementing an EU funded project on “Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers going to the Gulf Cooperation Council States, Lebanon and Sudan” that was phased out on July 31, 2016. The current project, which is seen as a second phase of the EU funded project, aimed to improve the governance of labour migration and to strengthen the protection of migrant workers’ rights, by making regular labour migration accessible and desirable to potential migrants, so that they do not opt for irregular migration.

The project’s objective was to address and reduce irregular migration by improving labour migration governance and by making regular labour migration more accessible and desirable to potential migrants in Ethiopia. This was pursued through two outcomes:

Outcome 1: Migrant workers are better protected through improved access to support services that empower them to make informed decisions and to claim their rights.

Outcome 2: Improved access to protection services of migrants is provided by Ethiopian missions and other relevant institutions.

Methodology:

This independent final evaluation is aimed at assessing the extent to which the project objectives were achieved; analysing the impacts of the project on direct and indirect beneficiaries and identifying and documenting lessons-learned and good practices for both accountability and learning for possible similar interventions in the future. The final evaluation took into account all of the geographical areas covered by the labour migration project to generate all relevant information from relevant stakeholders at various levels via participatory and consultative approaches. The evaluation integrated gender equality throughout its methodology, deliverables and final report, as a cross-cutting concern. In particular, the gender dimension was considered as a cross-cutting concern throughout the evaluation. Data collection and analysis was disaggregated by sex, as described in the ILO Evaluation Policy Guidelines and relevant

Guidance Notes, as much as possible. Thereafter, the evaluators assessed the relevance and effectiveness of gender-related strategies and outcomes at improving lives of women and men. The evaluation took into account the unique tripartite structure of the ILO and also paid attention to the project's relevance in relation to ILS. Secondary data were generated from several sources and triangulation of information from different sources was carefully made.

The independent final evaluation complied with all of the evaluation norms and standards, and followed all ethical safeguards, as specified in the ILO's evaluation procedures. The ILO adheres to the United Nations Development Group's (UNDG) evaluation norms and standards, as well as their Evaluation Quality Standards.

The ILO internal guide on implications of COVID-19 on evaluations in the ILO: An internal Guide on adapting to the situation (version March/April, 2020) and the Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations (October 2020) were used as a guidance for the data collection, this in particular to facilitate remote data collection.

Findings

Relevance

In relation to Ethiopia's Decent Work Country Programme 2017-2020 (DWCP), the project contributed to Country Priority No 1, "Promotion of full, decent and productive employment and an enabling environment for competitive, sustainable enterprise development" (DWCP 1.1) and to DWCP ETH155: "Improved management of labour migration and reduction of irregular migration". The project was aligned with ILO P&B hereunder Outcome 7, Output 7.5.

The project contributed significantly to the realisation of the ideas laid down in two governmental Proclamations regarding labour migration. This project contributed to a number of objectives within the Growth and Transformation Plan II (GTP II) 2016-2020. Youth employment, migration and reintegration are addressed under various pillars of GTP II. The most relevant pillars to which this project contributed were; Pillar 6: Accelerating and ensuring sustainability of Human Development and Technological Capability Pillar 7: Establish democratic and good governance through enhancing implementation capacity of the public sector and Pillar 8: Promote women and youth empowerment, participation and equity.

Most of the activities implemented under this project were initiated during the above-mentioned EU funded project which phased out in 2016. In addition to this, the project was in alignment with a skills project being implemented, as well as two regional migration-oriented projects, "Free Movement of Persons and Transhumance in the IGAD Region" (funded by EU (EUTF)) and "FAIRWAY" (funded by SDC). The FAIRWAY project has just started, and it is expected that some activities under the current project, which still need external support, can be supported within the framework of this project.

The interventions were in turn aligned to the two Proclamations and the general political framework on labour migration in Ethiopia. The project design, as laid down in the Project document is relatively logical and coherent. It includes a Logical Framework (Log Frame) that defines the objective, outcomes, outputs, indicators, milestones and means of verification.

It should be noticed that when the project started in 2017, it was not clear when a ban on low-skilled labour migration to the Middle East imposed in 2013 would be lifted, it was finally lifted in 2018. This could have influenced the possibilities of including a clear strategy in the project design. The Project document did not foresee a situation where the ban was not lifted within the lifetime of the project.

Coherence and Validity of the Design

The project has contributed to a shift in government policy from perceiving migration as a negative phenomenon to viewing labour migration as a means of creating employment opportunities abroad for

youth – mainly young women – and hence, reducing unemployment in Ethiopia and generating foreign currencies via remittances. In that sense, the shift in policy is from trade and investment-centred policies to citizen-centred ones.

The project has contributed to and supported the lifting of the above-mentioned government ban on labour migration to the Middle East. The project conducted a consultative workshop on lifting the ban on regular migration.

Important elements in the project's implementation have been building the institutional capacity and outreach of various stakeholders: the government (MoLSA, BoLSA, MoFA, TVET, and diplomatic missions in destination countries); overseas private employment agencies; trade unions and employers' federation utilising existing infrastructures (such as Migrant Data Management System -MDMS) and good labour governance.

The current project's objective, of addressing and reducing irregular migration by improving labour migration governance and making regular labour migration more accessible and desirable to potential migrants in Ethiopia, was pursued through two main outcomes.

The first aimed to ensure better conditions for migrant workers via improving migration governance frameworks and enabling migrants' access to support services that can empower them to make informed decisions about migration and to be in a better position to claim and defend their rights in the migration process.

The second outcome focussed on building the capacity of government institutions and other stakeholders to protect the rights of migrants based on international labour standards, conventions and human rights laws.

Seven Outputs were foreseen to contribute to achieving the two outcomes.

The indicators described in the Project document and Logframe were not particularly precise and did not take into account the weight of women in the Middle East oriented labour migration. The set-out targets indicated that 50% of beneficiaries would be male, when at least 90% of the regular migrants going for domestic work in the Middle East are women.

The focus of this project has mostly been on the activities. The detailed results of those activities were not always clearly reported. The project team agreed on this issue and they have been discussing internally how to shift the project from an activity-oriented one to a results-oriented one.

The project very much concentrated on supporting the ILO constituents, and first and foremost the GoE. However, cooperation was also established with the diaspora and their organisations (CSOs) in the destination countries. This was especially important for providing assistance to the victims of abuse and exploitation related to COVID-19.

In Lebanon, there is a domestic workers' trade union, but the project chose not to work directly with this organisation and instead concentrated on the diaspora structures. The diaspora in destination countries have strong relations with the Ethiopian diplomatic missions it was therefore seen as the most trusted, fastest, and already tested option for delivering emergency assistance to migrant workers in need.

Within the framework of the project, the State Minister undertook several missions to destination countries. This created a platform for positive discussion about the challenges and development of possible Bilateral Labour Agreements (BLAs). In some cases, return visits also took place. The major partners were MoLSA and MoFA, but the General Attorney's Office was also involved in project activities. However, a need remains for closer cooperation between the different ministries. MOFA and ILO have agreed on a plan for the training of diplomats on ILS. This creates a good foundation for future cooperation. MoLSA will be running the Migrant Data Management System, which will be a huge task that requires significant investments. For now, resources have not been allocated and the system continued functioning depends on external funding. This funding is still not available at three months before the end of the current project.

The project contributed to the Sustainable Development Goals in terms of ending poverty, promoting full employment, decent work and inclusive economic growth (SDG #1, #5, #8 and #16). The project also

contributes to SDG 10.7 to facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies. Even given the setbacks of the COVID-19 pandemic, the project has created a solid foundation for the future work.

Because of the COVID-19 pandemic, the needs of the beneficiaries changed dramatically, after thousands of people lost their jobs and were left on the streets of destination countries. They sought shelter in the Ethiopian diplomatic missions. The GoE asked the ILO and other international organisations for assistance, and it was decided to reallocate available funds within the current project to help the migrant workers with food, medicine and shelter, and some immediate financial support and reintegration activities were made available for those who had returned home.

There has been only limited cooperation with the ACTRAV, and especially ACTEMP specialists. ACTRAV was involved in the follow-up to the MoU with Lebanese unions. The specialists' involvement was mainly of an informative character.

Intervention's Progress and Effectiveness

The intervention has, through the outputs, contributed to improving the protection of Ethiopian migrant workers in the destination countries in the Middle East and by that, also contributed to meeting Outcome 1 of the project. This improvement has happened through the increased awareness in diplomatic missions and among diaspora on worker's rights and also the migrants own understanding of their rights. The pre-departure training has contributed to increasing the workers awareness about rights and obligations. The migrant workers may take an informed decision, but still they often are in a situation where they have no real choice.

The capacity of government institutions has increased thanks to the project's contribution. The capacity has been strengthened both through political and technical support. Here the Data management system and the training activities have been major contribution to meeting the expected Outcome. The fundament for strengthening the coordination with major destination countries, an expected outcome, has been established through the BLAs. It is however to be seen in practise how efficient these will be in coordinating and overcoming challenges at the bi-lateral level. The COVID-19 has put the migration process, and by that, the implementation of the BLAs on hold. Only post COVID-19 it will be visible to what extent the outcome has been met.

Most of the Output targets were met, some significantly more than expected, e.g., ten times more migrants than foreseen were trained, pre-departure. The key achievements of the project are: migration data management system is operational that help in reducing irregular migration; curriculum formalized to provide key technical, financial and entrepreneurship trainings for potential migrants that improve their skills; federation of OPEAs are capacitated to effectively communicate with agencies in destination countries; MIC equipped and hence provided more information to migrants so that they can make informed-decisions; TVETs were provided with better equipment to provide better quality trainings; and contributing in lifting the ban on regular migration that help in reducing irregular labour migration. This level of achievement shows that a realistic approach was adopted. The project results were sometimes less than expected, when it comes to meeting the targets, this can – to a large extent – be attributed to the negative consequences of the COVID-19 pandemic.

The evaluation finds that, in general, the methodology of implementation was adequate under the given circumstances. When the project started, a migration ban was still in place. Later the country was confronted with political unrest and drought, and towards the end of the project, the COVID-19 pandemic had a very serious impact on the labour migrant's situation. The identified outputs and activities were closely aligned to the government's policy, as laid down in the Proclamations, the employed methodology was adequate, and the proper steps were taken to improve the implementation of these policies.

The project supported regular migration governance; however, it is understood that it would generally be better to create decent employment opportunities in the home country rather than promoting migration to foreign countries, where the young women are often subjected to various harassment, abuse and exploitation, because of their limited capacity in terms of skills, education and language barriers.

The COVID-19 pandemic made it necessary to implement activities to reintegrate returnees and also on skills development, even though this was not foreseen in the project document. This may have contributed to a set-back in the reform process of the labour migration policies and practises. Therefore, beyond the project results achieved, a need remains to support the GoE and the other constituents. Several options exist. From ILO, there are two new labour migration projects in the pipeline, and also the “Free Movement of Persons and Transhumance in the IGAD Region” project could provide some support. ILO Regular Budget is also considered for follow-up.

Efficiency

All project team members had clear roles and responsibilities with a defined division of labour, something that was recommended as an improvement by a Mid-Term Evaluation. The Project Manager oversaw the daily activities of the project and conducted high-level meetings with stakeholders from governmental and non-governmental organisations. The two national project coordinators have clearly defined spheres of work.

There were no implementation partners, in terms of transfer of funds. The project handled all financial and administrative matters itself. The project worked actively with the government stakeholders for capacity building, but all payments were made by the project. The COVID-19 emergency assistance, which amounted to more than 20% of the total budget, was delivered through partners (the diplomatic missions).

The project’s total budget was around 3.5 million USD, which was entirely funded by DFID. Up until the outbreak of COVID-19, the project implementation had followed the MoLSA and DFID agreed Project document and its logframe, with very small diversions. However, during the COVID-19 outbreak, more than 20% of the budget was diverted to humanitarian support for migrants who were in the Middle East and Gulf states and who had become victims of the consequences of the COVID-19 pandemic.

The resources and inputs (funds, expertise, and time, etc.) were generally allocated and used strategically, to achieve the planned results. Disbursement of the financial resources is evenly distributed across the project period as about 55% of the fund was released before the mid-term evaluation, while the remaining 45% of the fund was released after the mid-term. Thus, financial release procedures and actions by the donor were taken care of in a timely manner and did not influence the project’s implementation in any way.

On the whole, risks were correctly assessed and made explicit in the Logframe. However, the impact of the COVID-19 pandemic could not have been foreseen. It was particularly important that good contacts were maintained between the Ministry and the ILO during the period of return of migrant workers.

The partnership developed by the project was very much focused on MoLSA and BoLSA, but a good and successful partnership was also developed with MoFA. The nature of the project’s activities made it natural that its main partner was the GoE.

As much as the project itself was focused on promoting rights at work for migrant workers, the resources allocated were practically all spend on the direct and in-direct protection of workers’ rights.

The primary clients or beneficiaries of the project were described in the Project document and they included the MoLSA and other ministries, governmental institutions and authorities; employers’ organisations and trade unions; and the various ILO offices and departments. The secondary clients or beneficiaries were the other key stakeholders, including the migrants themselves. Under this perspective, the value of the project, or the percentage of the budget that actually reached the beneficiaries was high.

Sustainability and Impact

The project focused on pre-departure awareness-raising. This could have a positive impact on the number of irregular migrants, both men and women, and together with the project's contribution to improve the agencies' compliance with good ethical standards, could decrease the decent work deficit that migrant workers are often confronted by. However, partly due to the pandemic, to date, there is no solid evidence that the intervention has had a positive outcome in this respect.

Individual cases of solving grievances and the rescue of migrant victims from abuse and exploitation have been reported but, overall, no systemic change is visible. To a certain extent, this might be because of the COVID-19 pandemic, but realistically it will take some years to change the mindset of migrants and their employers – as well as the authorities in destination countries. It has to be acknowledged that the problems cannot be solved on a case-by-case basis only. Only when a systemic change in power relations is in place will the end beneficiaries see improvements in their life and work situation.

At institutional level, on the basis of the achievements discussed, above, and those of the EU funded project on "Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers going to the Gulf Cooperation Council States, Lebanon and Sudan" that was phased out on July 31, 2016 it can be concluded that the project has made good progress in achieving its planned long- and medium-term outcomes. When Phase I started, labour migration was not high on the political agenda. Today it is an issue which is discussed broadly in society and which attracts high political attention. According to the stakeholders interviewed, the ILO's long-standing focus – almost ten years - on the subject has played an important role in contributing to setting the agenda. Many political changes have occurred and the ILO has contributed to achieving these changes through its constant focus. This new situation creates a foundation that ensures that the challenges coming from labour migration can be met in a constructive manner, while creating fair solutions for all.

There are a number of indicators that show that activities initiated within the project are to be continued by the national stakeholders ex. the curriculum and manuals developed for the pre-departure training are included now in the national curriculum for this type of training.

Overall ownership of the project was relatively high from the beginning at the ministry, which was oriented towards the implementation of the Proclamations. The project objectives fit well with the national priorities in the labour migration policy, which the GoE owns and uses to guide all of its work on labour migration. As the MoLSA was heavily involved in the implementation of the project, ownership here is substantial.

Maintenance of the Migration Data Management System and the mobile application "Yeguzo Sink", developed under the project is not foreseen in MoLSA's budget for the coming years (it is not part of the Ministry's ten-year plan), meaning that the GoE's funding perspectives are long-term and there is a need to find external funding in the short- and mid-term. The lack of funding is more problematic, as if the application is not updated frequently, it might provide incorrect information, especially in a dynamic post-pandemic international labour market.

Any sustainability of the achievements coming from the project's interventions will very much depend on the political will in the destination countries. The GoE has a clear and well-anchored protective policy towards its citizens working abroad. The extent to which this can be implemented, and decent working and employment conditions secured will very much depend on two factors: first whether the destination countries have the desire to live up to signed and future bi-lateral agreements, and second, whether these agreements will include guarantees for the protection of worker's rights, in line with ILS.

Cross cutting issues

The main partner in the current project was the GoE. The other ILO constituents were invited for PSC meetings and for training activities. However, limited tripartite discussions on labour migration policy

development was reported. The BLA's are not negotiated in a tripartite setting. The project did only to a very limited extent contribute to strengthening tripartism.

The end beneficiaries were because focus was on migrant workers departing for Middle East and Gulf states for work as domestic workers, in the far majority young women. This provoked a natural gender disbalance in the project.

The project did not take any initiatives towards disabled persons, as these unlikely would be in a position to migrate for work abroad.

Conclusions

Overall, the program's major impact is its contribution to reviewing and implementing the policy on labour migration. It also promoted safe migration and assisted institutional capacity building, in such a way that safe labour migration has become a natural and integrated part of the social, economic and political context within Ethiopia.

Relevance:

The relevance of the labour migration project was high. The objectives and outcomes of the project are very consistent with the beneficiaries' requirements, as the project was intended to support the implementation of the Proclamations and to protect migrant workers and their families, both overseas and in the pre-departure phase.

Coherence and validity of the Project design

The project was coherent with national and international policy developments. Because of the nature of the current project, the involvement of workers and especially employers' organisations in the project's implementation was relatively limited. The evaluation finds that the complex number of interventions, both from the current and the previous phase were effective in promoting fair and safe migration.

Effectiveness

The indicator of achievement talks about percentage increases in regular migration with a baseline of 17%. The target increase was 35% and a 48% increase was achieved. The evaluation finds that the project contributed well to an increase in regular migration.

The first Outcome: Migrant workers are better protected through improved access to support services that empower them to make informed decisions and to claim their rights.

The indicator for this outcome is the percentage of migrants who accessed support services in Ethiopia with a baseline of 56% (after Phase 1 of the project), and a target increase of 20%. This was well-achieved as it was at 85% by June 2021. Another indicator was the number of regions with fully decentralised migration services. The target was four regions and two city administrations, and the project achieved four regions and one city administration.

The second Outcome: Enhanced capacity of government and relevant institutions to enhance protection of migrant workers and improve coordination with major countries of destination.

Seven diplomatic missions and diaspora groups are currently providing quality services to migrant workers. The project's target was three. This must be seen as a major achievement, and probably also indicated the good cooperation that is in place between ILO and MoLSA/MoFA. The project sees it as an achievement that 48% of migrants received improved services from diplomatic missions and relevant institutions, up from a baseline of 21%.

Financial and organizational efficiency

In terms of budget use efficiency, the project did well with a rate of budget use of nearly 100%, from 2017-2019 and above 100% in 2020. However, the budget use rate for 2021 is about 31% by June and the remaining funds are allocated for use before end of September when the project comes to an end. There are no implementation partners, in terms of finances. The project handles all financial and administrative matters itself.

Some planned activities were cancelled, and the funds reallocated to COVID-19 humanitarian initiatives. They were – among others – used for shelters (renting and repairing) in Jeddah and Dubai. Resources were also allocated for victims who had been forced to return to Ethiopia. The COVID-19 emergency assistance, which amounted to more than 20% of the total budget, was delivered through partners (the diplomatic missions). However, all activities are prepared in close cooperation with the partners.

Impact orientation and sustainability

With updated policy and the governance instruments in place, efforts should now be made to secure the implementation of the policy. It will be important to follow any possible new trends in migration, post-COVID-19 and to be open to additional reforms and adjustments, as migration patterns change.

The CoC for OPEAs has been established, but its potential for protecting migrant workers against abuse and exploitation is still not being used. The CoC could become a strong tool for promoting safe and successful labour migration.

The GoE’s policy is to increase the number of skilled migrant workers over time. The evaluation finds that the project could have advised the government on how to find a way forward, using the strong expertise on employment and skills development available within the ILO. Taking into account the importance of remittances to the national economy, it is important to note that the experience from many other countries is that skilled male workers send relatively less money back to their families than low-skilled female workers. It is the evaluation’s view that the labour migration policy would benefit from being seen as an integrated part of the national employment strategy.

Recommendations

Recommendation 1:

Addressed to	Priority	Time frame	Resources
ILO	Medium	Medio	Low

*The ILO should consider establishing a reporting format for project management to **report on quality and impact of capacity building activities** in their Program Performance Reports. The format used in the current project did not allow for such reporting even the staff conducted pre/post assessments in each capacity building activity.*

Recommendation 2:

Addressed to	Priority	Time frame	Resources
ILO	High	Short-term	Medium

*The ILO should consider supporting an **independent study of the new trends in labour migration**, including the issue of women’ and men undocumented migration both to the Middle East and Gulf states and to African countries Southern of Ethiopia where most male labour migrant are heading. Based on this, together with the constituents, it should develop adequate initiatives.*

Recommendation 3:

Addressed to	Priority	Time frame	Resources
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GoE, ILO and OPEA association	High	Medium	High
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The GoE together with the ILO and possible other stakeholders are recommended to support that **qualified staff and management in Overseas Private Employment Agencies** with an understanding of the benefits of ethical, fair and safe regular migration is in place. Such well qualified staff will be essential to minimize the negative consequences of labour migration and increase the benefits for all parties.

Recommendation 4:

Addressed to	Priority	Time frame	Resources
GoE and OPEA association	Medium	Long-term	Low

Establishing a negative list of agencies, which are in non-compliance with given rules and regulations, is considered in Ethiopia. Such an approach would require strong legal procedures and principles and could have some negative consequences. However, **promoting a positive listing** of those agencies in compliance could have a positive impact on the agencies' behaviour. It is recommended jointly to establish such a positive list.

Recommendation 5:

Addressed to	Priority	Time frame	Resources
ILO GENDER (Dep.)	Medio	Long-term	Low

To secure a gender balance among participants in project activities there is a practise of setting a target with **"equal" participation** in the capacity building activities (if it is not about empowerment of women where there could be only women participants). This approach however does not always make sense in the current project with 90% of potential domestic worker migrants being female an "equal" participation does not make sense. ILO GEDI (Gender Equality Diversity and Inclusion) should develop a guideline how to act in cases where "equal" participation does not make sense.

Recommendation 6:

Addressed to	Priority	Time frame	Resources
GoE and ILO	High	Long-term	High

It is recommended for the ILO to work with GoE on **skills' recognition and certification** to be institutionalised by the application of international standards. Market intelligence should be developed to identify the market needs and standards of destination countries. Long- and short-term requirements should be identified. These initiatives should be seen as a part of a comprehensive national employment strategy.

Recommendation 7:

Addressed to	Priority	Time frame	Resources
MoLSA/ILO	High	Short-term	Low

It is recommended to **ensure that infrastructure** including electricity and internet is available before investing in hardware requiring stable electricity and internet connection to be placed with partners. In this project, investments were made in hardware, but electricity was not available in MICs meaning the equipment was not in use.

Recommendation 8:

Addressed to	Priority	Time frame	Resources
MoLSA/ILO	High	Long-term	High

*The focus of **protection of labour migrants should also cover male migrants**. Large outflow of male labour migrants towards the Southern parts of Africa are often not in a better situation than the women going to Middle East and Gulf states, as indicated in a baseline study conducted during the project inception phase. Male migrants heading for Middle East and Gulf states also often find themselves in bounded labour situations and therefore also are in need for attention from Ethiopia. Informants found that the current project would have benefitted from paying more attention to male migrant workers; it was felt that the lack of attention is likely to push more into irregular migration.*

Lessons Learned and Emerging Good practises

The evaluation has drawn the following lesson learned from the implementation of the current project.

Lack of financial commitment by partner can put long-term investment in risk. A lesson learned concerns strategic interventions that requires large investment over a longer period of time. ILO and GoE has entered such activities ex. the Migrant Data Management System and in the mobile application “Yeguzo Sink”, the running and maintenance of these is rather costly and the GoE has not allocated funds for financing the MDMS and the app. If resources are not allocated for the continued maintenance beyond the lifetime of the project the investments made might be on risk. The ILO should from the start of such high investment activities request a timebound agreement when the government can take over the funding or otherwise secure that long-term funding is in place.

The evaluation finds the following two emerging good practises:

- 1. The introduction of entrepreneurship and financial literacy training into the pre-departure training of labour migrants (domestic workers).** Financial literacy has a positive impact on poverty reduction and can help workers to start saving money for an improved livelihood on return that be opening a small business or improving skills or continued education.
- 2. Long and continued close cooperation between the GoE and the ILO** has proven to be another emerging good practise which pays off. Both parties have assigned dedicated and highly professional officials to secure the successful implementation of joint initiatives on labour migration for 12-13 years already. This cooperation has contributed to important reforms in the migration governance in Ethiopia.

1. Background

Ethiopia, with its population of over 114 million, is ranked as having the second highest rate of population growth (2.57% per annum) in Africa (after Nigeria) and is twelfth in the world. Its youth population accounts for about 49% of total population of the country. Over the past two decades, the country has registered high economic growth; consequently, the share of people living below the poverty line has been continuously declining – it fell from 44%, in 2000, to 30%, in 2011, and further declined to 19%, in 2020. However, this reduction in the level of poverty is uneven; across urban and rural areas, by gender and age groups, and income quintiles. In Ethiopia, poor women and youths benefit less from economic growth and, hence, unemployment rates are highest among urban females (more than 26% compared to urban males (about 12%)). There is also a high unemployment level among educated youth and women. Two million youth enter the labour market every year, and the country's working-age population is projected to reach over 94 million, by 2025.

Several factors contribute to the high level of youth unemployment, including limited agricultural land and an absence of alternative employment opportunities, coupled with climate changes; such as, El Nino and La Nino in rural areas. The country's private sector is also weak, and its higher education institutions (universities and TVETs) produce graduates with skills that are less required by the labour market. Ethiopian youths have job-seeking mind sets, rather than thinking about creating their own jobs. In addition, women and youth have limited access to decent jobs and social protection is absent. Generally, youth and women are employed in unprotected informal jobs, in order to gain their family's daily bread.¹

Therefore, when the limited hope of getting decent jobs in the country, coupled with social unrest and frequent droughts in rural areas that affect the livelihood of rural dwellers is compared with seeing the improved lives of the few families that have children abroad, as well as a limited awareness of the positive and negative impacts of migration, and the inducement from smugglers and traffickers, it is little wonder that youths and women decide to migrate – mainly to the Middle East – to seek better job opportunities. This migration is mostly accomplished via irregular channels. Due to the lack of a comprehensive and centralised migrant registration system and the high level of irregular migration (estimated at more than double the regular migration figures), the exact number of Ethiopian migrants is unknown. However, older estimates from the Ministry of Labour and Social Affairs (MoLSA) indicate that, between September 2008 and August 2013, about 460,000 Ethiopians migrated legally to Middle Eastern countries; mainly to Saudi Arabia, Kuwait and United Arab Emirates. Most of those migrants were uneducated and poor young women from rural areas who had limited, or low skills and they were hired for domestic work.

Following reports of high levels of abuse and the exploitation of low-skilled migrants, the Government of Ethiopia (GoE) banned low-skilled migration to the Middle East and Sudan, between 2013 and August 2018. This led to a high level of irregular migration, as low-skilled Ethiopians (mainly women and youths) continued to cross borders in search of better employment opportunities abroad, again mostly to the Middle Eastern countries. For example, during July 2016, over 12,750 migrants (86% Ethiopians and 14% Somalis) reached Yemen from the Horn of Africa, after illegally crossing the Red Sea, the Arabian Sea and the Gulf of Aden.²

¹ https://www.ilo.org/africa/technical-cooperation/WCMS_553870/lang-en/index.htm#:~:text=Recognizing%20the%20numerous%20decent%20work,has%20developed%20a%20project%20entitled%20

² ETH 155- Improved management of labour migration and reduction of irregular migration

Although the exact number of Ethiopians who have migrated abroad is unknown, the Ministry of Foreign Affairs estimates that more than two million Ethiopian diaspora live abroad.³ However, the actual number is thought to be higher, as there is growing evidence that outward migration has increased significantly in recent years. UNICEF's 2015 Ethiopian Migration Profile describes an increased international migration stock of Ethiopians living abroad over the years; in 2000, the international Ethiopian migration stock was 662,444⁴ people and this figure had reached 1,072,949 by 2015.⁵

Labour migration is increasingly featuring on the global agenda, and Ethiopia has become one of the major sending countries of Migrant Domestic Workers (MDWs) to the Gulf States, with their numbers greatly increasing in recent years. According to MoLSA's data, around 480,080 Ethiopians migrated to the Gulf Cooperation Council (GCC) States between September 2008 and August 2013⁶. After the migration ban was lifted, in 2018, around 30,179 Ethiopians migrated to the KSA, the UAE, Jordan and Qatar. The continued increase in irregular migration, mainly via trafficking and smuggling, combined with a significant number of reported cases of the abuse and mistreatment of Ethiopian migrants in destination countries, means urgent attention needs to be paid to the social and economic needs of Ethiopian migrants.

MDWs in receiving countries are concentrated in less-regulated economic occupations, where they work excessive hours without pay, and no weekly or monthly rest days. They are subjected to restrictions on their freedom of movement, and exposed to psychological, physical and sexual abuse. A large number of them also suffer from virtual imprisonment as their travel and identity documents are confiscated. Currently this has been exacerbated by the COVID-19 pandemic and as one of the vulnerable groups they are hardest hit, and with no social protection they face being laid off and by that losing place of living and income.

1.1 Project Background

The ILO recognises the numerous decent work deficits faced by Ethiopian labour migrants in the Middle East and, in January 2017, it implemented the project: *"Improved labour migration governance to protect migrant workers and combat irregular migration in Ethiopia"*, funded by the British Foreign, Commonwealth and Development Office. The project aims to support the efforts of the GoE, social partners and civil society, to improve labour migration governance and to address migration challenges in the country better while combatting irregular migration. Under this project, the ILO supported the GoE and its partners to address irregular migration and the protection risks faced by migrants before departure and in countries of destination, by working on legal and regulatory frameworks for fair recruitment, by strengthening and building the capacity of federal, regional, zonal and woreda government offices, as well as Ethiopian foreign missions, migrant communities and migrants themselves.

The GoE adopted the Revised Overseas Employment Proclamation 923/2016 and Prevention and Suspension of Trafficking in Person and Smuggling of Migrant's Proclamation 1178/2020 in 2016 and 2020 respectively, and their implementation was supported through the current project and indirectly through other ILO labour migration projects.

³ MoFA Diaspora Policy

⁴ UNICEF (2015). *Ethiopia migration profile*.

⁵ UNDESA (2016). *International migration report 2015*. New York; United Nations

⁶ MOLSA. *Annual Report*

This current project, under evaluation, was based on the experienced gained from implementing an EU funded project on “*Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers going to the Gulf Cooperation Council States, Lebanon and Sudan*” that was phased out on July 31, 2016.

The current project was planned with an ending date of December 2020, but because of COVID-19 and the delays for the project due to it, an extension was agreed to September 2021.

1.1.1. Project objectives and outcomes

This project aims to improve the governance of labour migration and to strengthen the protection of migrant workers’ rights, by making regular labour migration accessible and desirable to potential migrants, so that they do not opt for irregular migration.

The project’s objective is to address and reduce irregular migration by improving labour migration governance and by making regular labour migration more accessible and desirable to potential migrants in Ethiopia. It was pursued through two outcomes:

Outcome 1: Migrant workers are better protected through improved access to support services that empower them to make informed decisions and to claim their rights.

Outcome 2: Improved access to protection services of migrants is provided by Ethiopian missions and other relevant institutions.

1.1.2. Project strategy

The project met the outcomes through empowering migrants, interregional cooperation, institutional capacity building – including foreign missions/embassies – and by enhancing the protection mechanisms in the countries of origin as well as destination. This was done in line with relevant International standards and the Revised Overseas Employment Proclamation 923/2016 and Prevention and Suspension of Trafficking in Person and Smuggling of Migrant’s Proclamation 1178/2020.

Outcome 1- aimed to empower migrants to be in a better position to claim and defend their rights in the migration process. This was done by producing information materials (booklets, brochures, audio and video material) about International Labour Standards and the legal and policy frameworks for the protection of migrant workers as well as migration regulations and available services. Importantly it was achieved by building up the outreach and capacities of government structures, trade unions, and private employment agencies that provide such services and information to labour migrants. In addition, the relevant actor’s ability to engage in the protection of and assistance to migrant workers in the Middle East, and to respond to violations of rights, was strengthened, as well as migrants’ knowledge of where to turn if support is needed.

Outcome 2- placed the rights of migrants in general, and those in vulnerable groups in particular, at the centre of migration management. It encouraged a policy discourse based on international labour standards, conventions and human rights’ laws. In so doing, the project aimed to build the capacity of the duty bearers: the government of Ethiopia, to address the rights of, needs, and risks faced by migrants in the migration process. The project also works with social partners, the Confederation of Ethiopian Trade Unions (CETU) and the Ethiopian Employer’s Federation (EEF), as well as private employment agencies, to address the unmet needs of potential migrants and migrants. Outcome 2 included data collection/assessment, to ensure that the government and other actors have reliable information on which to base their decisions, and capacity building, as mentioned above, that was primarily directed at the Ethiopian government, and employers and workers’ organisations. The government and social partners were capacitated to develop bilateral agreements and standard employment contracts, in order to ensure

migrants rights in line with international instruments and to provide access to regular labour migration. Moreover, Ethiopian missions and diaspora associations in the receiving countries were capacitated to provide direct support to migrants in regards to protection, such as shelters, legal advice, etc.

The key objective of the project was to reduce irregular migration, by improving labour migration governance and making regular labour migration more accessible and desirable to potential migrants. The intervention logic of the project was foreseen to follow the ILO Multilateral Framework on Labour Migration's human rights-based approach to labour migration. Therein, the focus is on building the capacity of both 'rights-holders', to claim their rights, and 'duty-bearers', to meet their obligations.

This project contributed to several Sustainable Development Goals (2015-2030), namely:

- Goal 1 – End poverty in all its form everywhere.
- Goal 5 – Achieve gender equality and empower all women and girls
- Goal 8 - Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;
- Goal 16 – Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective accountable and inclusive institutions at all levels;

As concerns the ILO Programme & Budget (P&B), the project supported the achievement of Outcome 09 - Promoting fair and effective labour migration policies in P&B 2018-19, and Outcome 07- Adequate and Effective Protection at Work, in the current biennium (P&B 2020-21), including the Country Programme Outcomes.

The ILO signed a Memorandum of Understanding (MoU) with MoLSA, which was the key implementing partner of the project. Other partners included the Ministry of Foreign Affairs (MoFA, the Technical and Vocational Education and Training (TVET), the Confederation of Ethiopian Trades Unions (CETU), the Ethiopian Employers Federation (EEF), overseas private employment agencies (OPEAs) and the Interagency Coordination Committee on Proclamation (No.923/2015).

The project was primarily guided by the provisions of the national labour migration policy, as expressed in Revised Overseas Employment Proclamation 923/2016 and Prevention and Suspension of Trafficking in Person and Smuggling of Migrant's Proclamation 1178/2020. Both of these are based on the ILO's Multilateral Framework and the ILO and UN Conventions. The project also took Ethiopia's Policy on Decent Work into account. The ILO worked within an overall objective of contributing to Ethiopia's sustainable economic and social development, by ensuring decent and productive employment opportunities for women and men and while safeguarding the rights, freedoms, security and dignity of migrant workers and their families.

Important elements in the project's implementation have been building the institutional capacity and outreach of various stakeholders utilising existing infrastructures (such as migrant data management system-MDMS) and good labour governance on. These stakeholders include the government (MoLSA, BoLSA, MoFA, TVET, and diplomatic missions in destination countries, etc.); overseas private employment agencies; and trade unions and employers' federation.

Milestones:

The project has reported the following major milestones in the project implementation:

- Institutional capacity of MOLSA, BOLSAs and PEA's improved to better protect migrant workers, hereunder MDMS configured to regions.

- Capacities of regional, zonal and woreda level government structures enhanced to provide quality service and training for men and women migrants
- Knowledge and awareness of migrants and potential migrants increased about legal and policy frameworks for protection of men and women migrant workers through movie, mobile app and others.
- Migrants and potential migrants acquired entrepreneurial motives and sufficient knowledge about financial planning and management and these included national curriculum.
- Knowledge and evidence base improved on labour migration dynamics in Ethiopia and major countries of destination through policy briefs.
- Ethiopian communities, trade unions, NGO's, employer's federations and private employment agencies capacity improved to engage in protection and assistance of men and women migrant workers in major countries of destination
- Capacities of foreign mission and Ethiopian communities enhanced to provide appropriate and gender based support for migrants in major countries of destination and migrants, impacted by COVID 19, supported through shelter, awareness raising and legal/diplomatic support

1.1.3 Direct and Indirect beneficiaries

The direct beneficiaries were the GoE and governmental officials at national and regional level with specific attention being paid to MoLSA and BoLSA.

The project put a very high priority on working with governmental institutions; first and foremost the Ministry of Labour and Social Affairs and the Ministry of Foreign Affairs. Some attention was given to securing the involvement of the diaspora in the destination countries as well as CETU, EEF and the overseas private employment agencies and their associations.

Secondary beneficiaries were the large numbers of female and male migrant workers in the pre-departure stage, before taking a decision to work overseas; those leaving for overseas employment; and migrant workers returning home, after finishing their employment contracts, or because of other reasons. The latter were not originally foreseen in the Project document, but were included because of the COVID-19 pandemic. Its consequences meant Ethiopian migrant workers were made redundant from their jobs and often also lost their place of living. Thousands returned to Ethiopia, seeking urgent assistance for reintegration.

By improving policy and programme implementation, it was expected that migrant workers would receive improved services relating to their social protection and welfare while overseas, and their economic reintegration on return. The programme was designed to be especially responsive to women migrant workers, by reducing their vulnerability to labour exploitation and promoting their access to decent jobs overseas.

1.1.4 Evaluation Background

In line with the ILO's evaluation policy, an independent final evaluation was conducted to assess the project's effectiveness, impact and sustainability and to identify any lessons learned. In line with the ILO's evaluation policy and procedures this project has been subjected to two independent evaluations a mid-term (in mid- 2019) and this final one, which was conducted during May—July 2021.

This Final Evaluation of the labour migration project is conducted under the ILO's evaluation policy and procedures. The ILO adheres to the United Nations system's evaluation norms and standards (UNEG),

as well as to the OECD/DAC's Evaluation Quality Standards. The ILO uses a conceptual framework that is consistent with Results-Based Management and which addresses five Evaluation Criteria, as specified in the Terms of Reference (ToR) (see Appendix 1).

The value for money (VFM) approach was used to consider the following elements that are addressed in the evaluation questions: a) economy – minimizing the cost of resources for an activity ('doing things at a low price'), b) efficiency – performing tasks with reasonable effort ('doing things the right way'), c) effectiveness – the extent to which objectives are met ('doing the right things'), and d) equity- the extent to which benefits are distributed fairly.

For each of these criteria, a series of evaluation questions was developed in the Inception Report. A mix of qualitative and quantitative data was used, as well as observations, critical reflection and a triangulation of all acquired information.

1.2 Purpose and Objectives of the Evaluation

The independent evaluation has the following purposes:

- a) Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs and UNDAF) and final beneficiaries needs;
- b) 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, including strategies and implementation modalities chosen, partnership arrangements;
- c) Identify unexpected positive and negative results of the project
- d) Assess the level of implementation efficiency of the project.
- e) Assess the extent to which the project outcomes will be sustainable;
- f) Analyse the project impact at institutional level as well at the level of the final men and women beneficiaries
- g) Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- h) Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes

The focus is also to assess the impact, and emerging impact, of the interventions (either positive or negative) and the sustainability of the project's beneficiaries as well as the local partners' strategy and capacity to sustain them. It also examines the strengths and weaknesses, opportunities and challenges and any external factors that might have affected the achievement of the immediate objectives and the delivery of the project's outputs. This final evaluation also assesses the extent to which the project responded to the Recommendations of the Mid-Term Evaluation, made in July 2019.

1.3 Scope of the Evaluation

The evaluation took into account all of the geographic areas covered by the labour migration project (four national regional states namely Tigray, Amhara, Oromia and SNNPRS and Addis Ababa city Administration). It looked at, specifically, two locations of intervention: namely Areka and Werabe in SNNP regional state. It paid particular attention to any synergies between the components and contributions to national policies and programmes. This evaluation is intended help to understand how and why the project obtained or did not obtain specific results, from outputs to potential impacts. The evaluation covers the whole lifetime of the project from January 2017 till June 2021 (The project was extended to September 2021.)

1.4 Evaluation Criteria and Questions

The evaluation addressed the ILO's overall evaluation concerns, such as relevance, coherence effectiveness, efficiency, sustainability and impact, as defined in the ILO Policy Guidelines for results-based evaluation, of 2017.

Specifically, the final evaluation will cover the following evaluation criteria:

- a) Relevance and coherence
- b) Validity of the Project design
- c) Effectiveness
- d) Financial and organizational efficiency
- e) Impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation

With gender and non-discrimination, international labour standards, social dialogues and tripartism, and fair transition on environment issues and the value for money⁷ approach integrated throughout the five evaluation criteria.

Analysis of gender-related concerns will be based on the ILO Guidelines on Integrating Gender equality in Monitoring and Evaluation (June 2020). In particular, the gender dimension was considered as a cross-cutting concern throughout the evaluation. Data collection and analysis was disaggregated by sex, as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes, as much as possible. Thereafter, the evaluators assessed the relevance and effectiveness of gender-related strategies and outcomes at improving lives of women and men.

The ILO internal guide on implications of COVID-19 on evaluations in the ILO: An internal Guide on adapting to the situation (version March/April, 2020) and the Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations (October 2020) were used as a guidance for the data collection, this in particular to facilitate remote data collection.

⁷The value for money approach consider the following elements that are addressed in the evaluation questions: a) economy – minimizing the cost of resources for an activity ('doing things at a low price'), b) efficiency – performing tasks with reasonable effort ('doing things the right way'), c) effectiveness – the extent to which objectives are met ('doing the right things'), and d) equity- the extent to which benefits are distributed fairly.

Relevance, coherence and validity of design

- How relevant were the project's expected results to the development priorities of the Government of Ethiopia (the economic reform programme since 2016 and the SDS 2030), UN Development Frameworks, and ILO priorities?
- How has the project addressed the needs of the ultimate beneficiaries? Has there been changes in these needs during the life of the project?
- How well does the project complement and build on other complete and ongoing ILO and UN projects in the country?
- Has the design clearly defined achievable outcomes and outputs and identified external factors/ has the project a solid theory of change?
- Has the project planning included a useful monitoring and evaluation framework including outcomes indicators with baselines and targets?
- Was the implementation approach valid and realistic?
- Has the project addressed gender and non-discrimination related issues in the project document?
- Were the ILO tripartite constituents involved in the design of the project?
- 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?

Project effectiveness

- To what extent has the project achieved its outcomes at national and sub-national levels ('doing the right things')
- Do the results accrue equally to men and women and other categories of vulnerable groups as relevant in an equity manner?
- Has this been done through the planned outputs or new ones have been included, why and how effective have these been?
- How has been the quality of the deliverer outputs?
- Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?
- Which have been the main contributing and challenging factors towards project's success in attaining its targets?
- What, if any, unintended results of the project have been identified?
- Has the project put in place adequate monitoring and evaluation arrangements to support project achievement of results?
- How has the COVID-19 pandemic influenced project results and effectiveness and how has the project adapted to this changing context?
- Was the intervention model effective during COVID-19 and could it be used for a similar crisis response?

Financial and organizational efficiency

- How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the project objectives? Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?
- Has the project considering minimising the cost of resources for activity and outputs ('doing things at a low price')?
- To what extent have been the disbursements and project expenditures in line with expected budgetary plans? Has the rate of spending been acceptable?

- Has the project received adequate administrative, technical and - if needed – policy and technical support from the ILO office and specialists in the field (CO-Addis DWT Cairo, Regional office, the responsible technical units (MIGRANT) in HQ, and ILO ITC?
- Assess if the management and governance arrangement of the project contributed or hindered the project implementation
- To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced the project’s relevance and contribution to SDG targets and indicators? (Explicitly or implicitly)
- To what extent did the project leverage resources (financial, partnerships, expertise) to promote gender equality and non-discrimination?

Impact orientation and sustainability

- To what extent there is evidence of positive changes in the life of the ultimate project men and women and the most vulnerable other categories of beneficiaries.
- Assess whether project institutional and target outcomes are sustainable and identify the steps that have been taken to enhance it.
- 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
- To what extent will the achieved impact be sustainable over the longer term?
- How likely is it that the project’s strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?

General

- Have the recommendations from the mid-term evaluation been sufficiently incorporated into the project? How?

2. Methodology

The independent final evaluation complied with all of the evaluation norms and standards, and followed all ethical safeguards, as specified in the ILO's evaluation procedures. The ILO adheres to the United Nations Development Group's (UNDG) evaluation norms and standards, as well as their Evaluation Quality Standards.

The evaluation engaged with the project's key stakeholders at all levels during the design, field work, and validation and reporting stages, and was implemented through a consultative and transparent approach. In order to collect data for the analysis, the evaluation used the methods, tools and techniques listed below:

2.1. Inception

- (i) a desk review of project documents, Program Performance Reports, Mid-Term Evaluation report, research/studies, policy briefs and other relevant literature (Appendix 6)
- (ii) a remote staff workshop
- (iii) semi-structured interviews with key informants and stakeholders
- (iv) focus group discussions (FGDs) with returned and potential migrant workers
- (v) direct observations, made during field visits to Areka, and Werabe, 14-16 June 2021
- (vi) a validation workshop on the preliminary findings, conclusions and recommendations, held with the key stakeholders

A full list of informants can be found in Appendix 5.

The data from these sources were triangulated to increase the validity and rigor of the evaluation's findings.

2.2. Data Collection

The evaluation team worked in close cooperation with the project staff, the ILO's CO and the implementation partners, to identify informants among the intervention's stakeholders. These included government officials, migrant workers, trade union and employer's association representatives and overseas private employment agencies. In line with the proposed methodology, and to ensure that the evaluation contributed to a more in-depth understanding of the factors (in design and operations) that contributed to, or impeded, the achievement of results, the sample of informants were involved in.

The evaluation team selected the field visits' locations in consultation with the project team. The considered criteria were: security situation, COVID-19 regime, high migration rate, involvement in project implementation (beneficiaries) and assess ability – i.e. not too far from Addis Ababa.

- Interviews with 13 ILO staff (7 men and 6 women), including the heads of other labour migration projects. The purpose for this was to explore how, or under which circumstances, the intervention contributed to the desired changes.
- Interview with two OPEA Association representatives (both male). The purpose was to understand how closely the OPEAs were aligned with the policy of GoE and to what extent the CoC (which is in the pipeline to be signed) was.
- Three focus group discussions with returned migrants/trainees (in total 16 participants -6 male and 10 female) from local training activities. The purpose was to understand what level of change in their situation the trainees experienced and to what extent this led to increased safe migration.
- Interviews with 12 governmental officials (8 male and 4 female) who were dealing with migration at local/regional and national levels. The purpose was to understand to what extent governmental institutions were ready to continue the initiated activities beyond the project, and also to understand the relevance and coherence of project interventions.
- Interviews with three trade union leaders and one representative from employers (3 male and 1 female). The purpose was to understand the level of engagement and any perspectives for social dialogue on migration.

In total 49 informants were interviewed (19 women and 30 men).

The above samples are not statistically representative but purposive, because the methodology of this evaluation used mainly a qualitative approach for data collection. Time and resource constraints did not allow for a random sample.

The evaluation methodology included an attempt to establish the interventions' Theory of Change (ToC). This, specifically in light of the logical connection between the levels of results, their coherence with external factors, and their alignment with the ILO's strategic objectives, the DWCP and SDG and related targets' national, and the ILO's country-level outcomes.

Despite the fact that the intervention did not establish a ToC from its inception, after discussion with the evaluators, the project team found that the intervention had been built on the rationale that:

- if government policies are implemented;
- if good governance is in place;
- if women and men migrant workers are protected and empowered with awareness and better skills; and
- if decent work for male and female migrant workers is promoted.

Then improved governance of labour migration and strengthened protection of migrant workers' rights will be in place, making regular labour migration accessible and desirable to potential migrants, so that they do not opt for irregular migration.

The evaluation began with an analysis, where the team went through the project documentation and identified the original outcomes, indicators of outcomes, outputs and activities that had been planned

for the project (Phase 1 of the evaluation). This information was obtained primarily from the project documentation (Full list of documents in Appendix 6) and the Logframe that was developed for the project at its inception. This first phase also included examinations of the correspondence and discussions held with the evaluation manager and the project team in Addis Ababa, as well as the drafting and finalising of the Inception Report.

The analysis of the findings began by measuring each activity; each had either a quantitative or a qualitative indicator, or a combination of both, as a measurement of achievement for that activity. The evaluator looked for quantitative evidence in the secondary data, which was substantiated – when necessary – by the qualitative data, gathered from the fieldwork that was done through FGDs and semi-structured interviews. Both the qualitative and quantitative data were analysed to gauge the level of completion/achievement of each output, which was then linked to the relevant indicators and outcomes of the project. The second phase was mainly conducted remotely because of the COVID-19 regime in place; only one field trip was conducted, to Areka and Werabe. The relevant ministries, the tripartite constituents, the donor, and a selection of other key stakeholders and beneficiaries were interviewed via Zoom or by phone. The data collection schedule is in Appendix 4. An introduction meeting was held with the ILO CO's Director and a remote workshop was conducted with the project team.

The methodology of the evaluation was mixed and both qualitative and quantitative methods were employed. In addition, the selected methods drew on both subjective and objective sources of data. Objective data were gathered, especially from written documents and databases (including financial ones), and subjective data included; for example, the opinions of the individual stakeholders interviewed. These different types of data were subsequently cross-checked against each other, as well as with the impressions gathered by the evaluators when visiting stakeholders and field locations (observation). All data collected were then triangulated and discussed among the evaluators, and these findings were included in the present report.

A staff validation workshop was held at the end of the data collection. Due to the COVID regime in place and elections in Ethiopia, it was not possible to gather stakeholders for a physical workshop. The evaluators presented their preliminary findings and recommendations, and the staff commented on them. Their comments were evaluated by the consultants and considered for inclusion in the final report.

The third phase of the evaluation concerned the writing of the evaluation report.

Gender and non-discrimination

The evaluation integrated gender equality throughout its methodology, deliverables and final report, as a cross-cutting concern. Data collection and analysis were disaggregated by sex, as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes, as much as possible. Thereafter, the evaluators assessed the relevance and effectiveness of gender-related strategies and outcomes at improving lives of women and men.

2.3. Limitations

The evaluation was affected by the regime, put in place in Ethiopia to avoid the spread of COVID-19 pandemic and the security situation within the country as well as elections which were called during the time of the data collection.

The international consultant could not conduct a field visit to Ethiopia and had to do all data collection remotely. The national consultant could only conduct field missions to a few places, and not far from Addis Ababa for the same reasons.

Almost all interviews were conducted virtually; however, it was too complicated to use distance interpretation. Thus, all interviews in Amharic were conducted by the national consultant. Focus group discussions were conducted with end-beneficiaries, but it was difficult to find people (especially women) who had participated in the training. Notwithstanding, the FGDs were informative, as they involved participants who had the strongest migration experience.

The selection of the two locations for visits to meet district stakeholders, i.e. Areka and Werabe considered the security situation, COVID-19 regime, high migration rate, involvement in project implementation (beneficiaries) and assess ability – i.e. not too far from Addis Ababa, were challenges to the evaluation.

The Evaluation team extended after consultations with the Evaluation Manager the data collection period to allow more time to agree with informants about interviews.

The evaluation team considers that these limitations do not affect the validity of the evaluation report.

3. Overall Findings

The final evaluation of the project “Improved labour migration governance to protect migrant workers and combat irregular migration” is based on the OECD/DAC’s evaluation criteria. The evaluation criteria identified, in 2.4 will be discussed in depth in this chapter.

3.1. Relevance, coherence and validity of design

In relation to Ethiopia’s Decent Work Country Programme 2017-2020 (DWCP), the project contributed to Country Priority No 1, “Promotion of full, decent and productive employment and an enabling environment for competitive, sustainable enterprise development” (DWCP 1.1) and to DWCP ETH155: “Improved management of labour migration and reduction of irregular migration”.

The project contributed significantly to the realisation of the ideas laid down in in the two governmental Proclamations regarding labour migration.

This project contributes to a number of objectives within the Growth and Transformation Plan II (GTP II) 2016-2020. Youth employment, migration and reintegration are addressed under various pillars of GTP II. The most relevant pillars to which this project contributed were; Pillar 6: Accelerating and ensuring sustainability of Human Development and Technological Capability Pillar 7: Establish democratic and good governance through enhancing implementation capacity of the public sector and Pillar 8: Promote women and youth empowerment, participation and equity.

As the UNDAF was aligned to the GTP II, this project also contributed to Pillar 4 of the UNDAF, Governance, Participation and Capacity Development. It contributed to outcome 1: key government institutions and other stakeholders apply enhanced capacities to ensure the rule of law; an efficient and accountable justice system; and the promotion and protection of human rights in line with national and international instruments, standards and norm which covers irregular migration and reintegration of migrants.

A workplan was developed within the UN Migration Network, which for the ILO was the activities to be implemented within the current project.

The evaluation finds that activities implemented within this project are well aligned with other activities being implemented by the ILO CO in Addis Ababa ex. in the field of skills, employment, and entrepreneurship. The project was aligned with ILO P&B 2018-19 Outcome 9 Fair and effective international labour migration and mobility and Outcome 7, Output 7.5 for P&B 2020-21 .

The ILO CO PM team (13—14 people heads of different ongoing projects) meets once a month, for experience sharing and to learn from each other’s successes and failures, with the participation of the Country Director. The team shares new information with the team and informs them about changes. Plans for communication and monitoring are in place in the CO.

There is collaboration of the project with other development partners, such as the Job Creation Commission of Ethiopia with whom a constant dialogue and coordination of new initiatives is ongoing is ongoing. During the pandemic emergency assistance were efforts on re-integration of returned labour migrants coordinated with IOM. Talks are ongoing with the UNHRC on integration/re-integration and skills development for refugees. The team is also active within the UN Cooperation framework contributing with inputs on migration policy development.

Earlier, when a number of migration projects were being implemented from the Addis CO, a Migration Forum was put in place for the coordination and establishment of synergies. Now, there is only the current project and two regional migration projects, and no formalised coordination is in place between these.

The cooperation with ILO MIGRANT Branch at HQ has been functioning very well. HQ officers have provided expertise and advice on development of policy documents and draft agreements. They have also provided guidance on initiatives towards foreign countries. Attempts were made to have regular meetings with the HQ, but this did not materialise because of a high workload in the project team. HQ responded to ad-hoc request and this was seen as sufficient.

The project has contributed to and supported the lifting of government ban that was imposed on labour migration to the Middle East, in 2013, and lifted in 2018. The project conducted a consultative workshop on lifting the ban on regular migration that was instrumental on developing policy inputs that lead to a lifting of the ban on migration.

Awareness creation and capacity building/empowerment

The project supported the creation of awareness among potential migrants and migrants, which was vital to the success of the project. This concerned their rights and obligations, international labour standards and human rights' conventions. It also defined the key stakeholders at national and international levels, so that potential migrants could make informed decisions on migration and could claim their rights.

The project did not follow the potential labour migrants after the training and has therefore no statistical data on the number of potential migrants who have changed their minds and decided to look for a job in Ethiopia. According to informants, practically all trained potential migrants departed, many of them because of delays in migration process even decided to use irregular migration routes.

Potential young women migrants were informed that there was a guaranteed job for them on arrival in the destination countries, if they joined the pre-departure training. This fact might have influenced their decision further, had they already invested money in the pre-departure training, which also might have influenced their decision.

Because of the COVID-19 pandemic, the needs of the beneficiaries changed dramatically, after thousands of people lost their jobs and were left on the streets of destination countries. They sought shelter in the Ethiopian diplomatic missions. The GoE asked the ILO and other international organisations for assistance, and it was decided to reallocate available funds within the current project to help the migrant workers with food, medicine and shelter, and some immediate financial support and reintegration activities were made available for those who had returned home.

The project promotes regular migration; however, it is understood that it would generally be better to create decent employment opportunities in the home country rather than promoting migration to foreign countries, where the young women are often subjected to various harassment, abuse and exploitation, because of their limited capacity in terms of skills, education and language barriers.

The project was seen as a continuation (Second Phase) of the EU project on "Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers going to the Gulf Cooperation Council States, Lebanon and Sudan", which was phased out on July 31, 2016.

Most of the activities implemented under this project were initiated during the above mentioned EU funded project (first phase of the project).

In addition to this, the project is in alignment with a skills project being implemented, as well as two migration-oriented projects, "Free Movement of Persons and Transhumance in the IGAD Region" (funded by EU (EUTF)) and "FAIRWAY" (funded by SDC). The FAIRWAY project has just started, and it is expected that some of its activities, which still need external support, can be supported within the framework of this project.

However, there is no indication from other sources of any close coordination or synergy with other UN interventions, beyond the COVID-19 emergency assistance to returned migrant workers, where coordination was established with IOM.

The current project's objective, of addressing and reducing irregular migration by improving labour migration governance and making regular labour migration more accessible and desirable to potential migrants in Ethiopia, is pursued through two main outcomes.

The first aims to ensure better conditions for migrant workers, via improving migration governance frameworks and enabling migrants' access to support services that can empower them to make informed decisions and to be in a better position to claim and defend their rights in the migration process.

The second outcome focussed on building the capacity of government institutions and other stakeholders to protect the rights of migrants based on international labour standards, conventions and human rights laws.

Seven Outputs were foreseen as achievements of the two outcomes.

The indicators described in the Project document and Logframe were not particularly precise and did not take into account the weight of women in the Middle East oriented labour migration. The set-out targets indicated that 50% of beneficiaries would be male, when at the least 90% of the regular migrants going for domestic work in the Middle East are women.

The project document did not include a ToC that was not mandatory for ILO project documents at that time. Moreover, the planning time was short due to administrative requirement to be fulfilled to have the project approval by the donor.

To fill the gap the evaluation team developed in discussion with the project team the following narrative ToC.

The below suggested ToC is fully in line with the rationale laid down in Logframe.

- if government policies are implemented;
- if good governance is in place;
- if women and men migrant workers are protected and empowered with awareness and better skills; and
- if decent work for male and female migrant workers is promoted.

Then improved governance of labour migration and strengthened protection of migrant workers' rights will be in place, making regular labour migration accessible and desirable to potential migrants, so that they do not opt for irregular migration.

Even though the PD did not have a separate underlying ToC, it did include a detailed analysis of the background. It also described how the design was based on the experiences gained in Phase I as well as the previous phase's analysis and evaluation. The justification for Phase II of the project was to address these remaining gaps.

The interventions are in turn aligned to the two Proclamations and the general political framework on labour migration in Ethiopia. The project design, as laid down in the PD, is relatively logical and coherent. It includes a Logical Framework (Log Frame) that defines the objective, outcomes, outputs, indicators, milestones and means of verification.

It should be noticed that when the project started it was not clear when a ban on low-skilled migration to the Middle East imposed in 2013 would be lifted, it was finally lifted in 2018. This could have influenced

the possibilities of strategy planning in the project design. The PD did not foresee a situation where the ban was not lifted within the lifetime of the project.

The M&E Plan included a baseline, indicators, targets and milestones and – according to the project team – was used for the yearly planning and reporting only.

Generally, monitoring and evaluation was done for each activity of the project. Knowledge/impact assessment of the participants was also carried out via pre/post assessment in all of the capacity building activities. However, the impact assessments for the activities are not reported in the Program Performance Reports, because the format does not allow for this. The project team has used the information from the assessments for internal quality check, but the evaluation finds that the reporting would have been strengthened if the Program Performance Reports had reflected these findings.

Recommendation 1:

Addressed to	Priority	Time frame	Resources
ILO	Medio	Medio	Low

*The ILO should consider **establishing a reporting format for project management to report on quality and impact of capacity building** activities in their Program Performance Reports. The format used in the current project did not allow for such reporting even the staff conducted pre/post assessments in each capacity building activity.*

The team informed that they had discussed internally that they were often reporting on activities rather than on results and they tried to improve on this, but did not feel that they had succeeded in changing their reporting.

The project made sufficient progress towards its planned results, in its totality. Most of the Output targets were met, some a little less and others significantly more than expected, e.g., ten times more migrants than foreseen were trained, pre-departure. This level of achievement shows that a realistic approach was adopted. That the project results were sometimes less than expected, when it comes to meeting the outcomes, can – to a large extent – be attributed to the negative consequences of the COVID-19 pandemic, when thousands of migrant workers were dismissed and returned home, and potential migrants could not leave for work abroad due to the COVID-19 regime in place in destination countries.

The evaluation finds that, in general, the methodology of implementation was adequate under the given circumstances.

As many of the identified outputs and activities were closely aligned to the government’s policy, as laid down in the Proclamations, the employed methodology was adequate, and the proper steps were taken to improve the implementation of these policies.

The greater majority – some informants claim it is 90% – of labour migrants from Ethiopia to the Middle East and Gulf States are women. Therefore, the end-beneficiaries have mainly been women. Apart from this there was no strong gender mainstreaming profile in the project. No selection criteria for participation in trainings and other project activities were in place. The partners were requested to consider inclusion of women in their delegations to improve the gender balance. The project paid very little attention to male labour migrants, only few of them go to the Middle East and Gulf states for domestic worker jobs. Ethiopian male labour migrants are mainly heading in Southern direction but are also confronted with serious abuse and exploitation.

Recommendation 2:

Addressed to	Priority	Time frame	Resources
ILO	High	Short-term	Medium

*The ILO should consider **supporting an independent study of the new trends in labour migration**, including the issue of women and men’s undocumented migration, both to the Middle East and Gulf States and to African countries South of Ethiopia, where most male labour migrants go. Based on this, and together with the constituents, it should develop adequate initiatives.*

The project focused on pre-departure awareness-raising. This could have a positive impact on the number of irregular migrants, both men and women, and together with the project’s contribution to improve the agencies’ compliance with good ethical standards, could decrease the decent work deficit that migrant workers are often confronted by. However, to date, there is no solid evidence that the intervention has had a positive outcome in this field. There are no reliable data on the number of irregular migrants and also no data on the decent work deficit in destination countries. Furthermore, has hundreds of thousands of labour migrants (both regular and irregular) lost their jobs due to COVID-19.

There has been only limited cooperation with the ACTRAV, and especially ACTEMP specialists. ACTRAV was involved in the follow-up to the MoU with Lebanese unions. The specialists’ involvement was mainly of an informative character.

The employer’s association and the trade unions (CETU) were involved with the project as follows:

- both were members of the PSC and the TWG gave input to the project management.
- they participated in the launches of new materials, such as the mobile app and the movie.
- the CETU led the work, with appropriate support from the project, on following up the MoU signed with the Lebanese unions, but this did not materialise into concrete activities.
- the social partners were also invited to training on development and the signing of Bilateral Agreements (BLA) – even it could be argued that this is not their direct concern.

Participation in these committees and meetings did not create ownership of the project among employers and workers’ representatives. The project design did not invite the two constituents’ strong and active involvement apart from providing inputs to and participation in the above meetings and activities. The tripartite approach had a more formal character, as the employer’s association EEF firstly does not organize the OPEAs; secondly, the employers (mostly individuals) are not affiliated to the EO in the destination country. The employers therefore do not see any meaning in them signing MoUs on this. This situation would change if the OPEAs would be an affiliated of EEF. For CETU the engagement is driven by a general working-class solidarity. The potential migrants would rarely be affiliated to a union, and in the destination countries, the freedom of association is limited especially for migrant workers, who often are not allowed to join a union. Some national unions ex. GEFONT (Nepal) have established branches in destination countries to provide services to their potential members. In Lebanon a domestic workers union has been established, but the project did not link up with this.

However, the GoE was strongly involved in practically all activities and had a strong ownership of the project. MoLSA was the absolute lead in the project and most activities were concentrated around this

ministry. On issues linked to the diplomatic missions, Labour Attachés (LAs) and signing of BLAs the Ministry of Foreign Affairs had the lead and a good and trustful cooperation was developed between the Ministry Officials and the PM. Additionally, TVET institutions and BoLSAs in the target regions were actively involved with the project.

The project very much concentrated on supporting the constituents, and first and foremost the GoE. However, cooperation was also established with the diaspora and their organisations (CSOs) in the destination countries. This was especially important for providing assistance to the victims of abuse and exploitation, not related to COVID-19.

In Lebanon, there is a domestic workers' trade union, but the project chose not to work directly with this organisation and instead concentrated on the diaspora structures. The diaspora in destination countries have strong relations with the Ethiopian diplomatic missions it was therefore seen as the most trusted, fastest and already tested option for delivering emergency assistance to migrant workers in need.

Within the framework of the current project, the State Minister undertook several missions to destination countries. This created a platform for positive discussion about the challenges and development of possible BLAs. In some cases, ex. UAE and Lebanon return visits also took place. The major partners were MoLSA and MoFA, but the General Attorney's Office was also involved in project activities. However, a need remains for closer cooperation between the different ministries. MOFA's sustainability plan for the training of diplomats on ILS had been agreed. This creates a good foundation for future work. MoLSA will be running the migrant data management system, which will be a huge task that requires significant investments. For now, resources have not been allocated and the system's continued functioning depends on external funding. This funding is still not available, three months before the end of the current project.

The project contributed to the sustainable development goals in terms of fighting poverty, promoting decent work and economic growth (SDG #1, #5, 8# and #16). The project also contributes to SDG 10.7 facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies Even given the setbacks of the COVID-19 pandemic, the project has created a solid foundation for the future work.

3.2 Intervention's Progress and t effectiveness

The project supported regular migration governance; however, it is understood that it would generally be better to create decent employment opportunities in the home country rather than promoting migration to foreign countries, where the young women are often subjected to various harassment, abuse and exploitation, because of their limited capacity in terms of skills, education and language barriers.

The COVID-19 pandemic made it necessary to implement activities to reintegrate returnees and also on skills development, even though this was not originally foreseen in the project document. This may have contributed to a set-back in the reformation process of the labour migration policies and practises. There exists therefore, a need for continued to support the GoE and the other constituents to ensure that the protective labour migration approach is implemented in full.

The evaluation finds that the project has made good progress in achieving its Outcomes at national and sub-national levels and by that contributing to the Overall Objective. More specifically did the evaluation find the below progress:

Overall Objective: address and reduce irregular migration by improving labour migration governance and by making regular labour migration more accessible and desirable to potential migrants in Ethiopia

The evaluation finds that the project contributed well directly and indirectly to an increase in regular migration, but other factors also contributed. The most important contribution to the raise in regular migration was clearly the lifting of the ban on low-skilled migration in 2018. The project contributed to the process leading to the lifting of the ban among others through a consultative workshop. Further did the projects support many awareness-raising activities promoting regular migration and warning about the risks of irregular migration. The exact impact of this can however not be documented as there are no reliable figures on irregular migration.

The indicator of achievement for the Overall Objective is the percentage increase in regular migration with a baseline of 17%, calculated on the sample of the baseline study. The target increase was 35% and a 48% increase was achieved. This must be seen as a good result, even though it would have been preferable to have a comparison to an estimated increase in the total labour migration, including irregular migration, to see the relative increase.

The BLAs signed between the foreign states and GoE have opened up for thousands of regular migrants to go to these countries. The project supported actively, through governmental missions and training of diplomatic staff, the development of BLAs. These agreements will be an important tool in labour migration governance. Further will the MDMS, when fully scaled to the relevant regions and full access for all interested partners, be helpful in administering the migration flow in a smooth way. The evaluation was informed that delays in the processing of regular migration documents are pushing migrants to opt for irregular migration.

A key player in the migration process is the OPEAs, these have got some attention with in the current project a CoC has been developed and some training activities have been conducted to increase their understanding of ILS and good migration practises, but due to the COVID-19 the results of these activities have not yet been visible.

Outcome 1: Migrant workers are better protected through improved access to support services that empower them to make informed decisions and to claim their rights.

The GoE has chosen a protective approach in its labour migration policy. It is in the process to establish the institutions for implementation of the policy. The project contributed well to building up the capacity of government and private institutions that will be involved in providing support services for potential migrants. Efforts have been made to create an awareness among the workers enabling them to take informed decisions about migration. There are however no statistical information available to what extend the potential migrants have decided not depart after having participated in awareness raising activities. The evaluation was informed that practically all potential migrants which come so far in the process that they participate in these activities already have decided to go and their surroundings and agents will be pushing for their departure. The evaluation was informed that many of them even chose irregular migration if there are delays in the handling of migration documents for regular migration.

The first indicator for this Outcome is the percentage of migrants who accessed support services in Ethiopia with a baseline of 56% (after Phase 1 of the project), and a target increase of 20%. This was well-achieved as it was at 85% by June 2021. Pre-departure skills training for domestic workers has contributed positively to the skills the migrant domestic workers will arrive abroad with, this will give the workers chances for better paid job and less risk of abuse and exploitation. The fact that the skills training after contribution to the curriculum from the project now also includes knowledge about rights and obligations, financial literacy and entrepreneurship training will improve the migrant workers capability claim their rights and prepare for a successful return. Even there still are space for improvement when it comes to methodology and capacity. The awareness raising on rights and obligations, as well as financial literacy and entrepreneurship training, will contribute to attracting more potential migrants to the support services.

Another indicator was the number of regions with fully decentralised migration services. The target was four regions and two city administrations, and the project achieved four regions and one city administration. Even though the quality of the services has improved somewhat, there is still a quality issue especially at the local level. The staff interviewed, and interviews with stakeholders, indicated that the level of expertise among the MIC Migration Experts is limited, also the MIC Coordinators have only had a two-day training. During field visits it was observed that the MICs are purely equipped, and the allocated equipment was stored and not in use because of lack of electricity. Additionally, there remains no quality service below the regional level and the MDMS are also only partly decentralised at the regional level.

The evaluation finds that the pre-departure services needs further improvement to secure that the potential migrants make a really free and own informed decision about possible migration without pressure from service providers.

Outputs for Outcome 1

Output 1.1: Improved capacity of MoLSA and PEA's to protect migrant workers better

The project has built up capacity in government institutions. A migrant data management system, therein, has been strengthened by providing technical and material support for maintenance and the system's smooth functioning.

Migrant Data Management System: The MDMS was created under Phase 1 of the project in 2016, based on the experiences of the Philippines. The system is operational in four regions (Amhara, Oromia, SNNP, and Tigray) and at a federal level. The MDMS is centralised in Addis Ababa. MoLSA has full ownership of the migrant data management system, including editing and updating.

MoLSA capacity: technical support and maintenance of the migrant data management system was provided and also capacity building was conducted for experts at MoLSA, so they could manage and run the MDMS better.

The agencies and the Ministry are actively using the data system, but it is still not used in full, particularly at the district levels outside Addis Ababa. All contracts are approved through centralised procedures, this procedure has been in place because of weak local infrastructure and an earlier very strict labour migration policy, and 99% of all documents are provided through the agencies. A decentralisation of the process is planned for the regional level; but it would require huge resources, if a further decentralisation were to be made.

BoLSAs have limited access to the data management system. They have the right to view and upload migrant information to the system, but they cannot edit the data. Similarly, overseas private employment agencies have access to the data management system, but only to upload migrant information and to view the data, with no editing rights.

Regular migration can only happen through diplomatic channels, and within the framework of bilateral agreements or through agencies. However, in the future, this regime will be softened. According to the existing law, individuals cannot submit their application directly to the destination countries. However, a new revised regulation of May 06, 2021 allows individual applicants to apply directly. This means that all individuals, who want to leave for skilled or semi-skilled jobs, will be able to access the MDMS.

Overseas private employment agencies: The project has supported the development of a Code of Conduct (CoC) and conducted a validation workshop. The CoC has not been launched, but it contains many of the regulations from the Proclamations, as well as information about fees. A blacklist of agencies, which are not in compliance, is being considered. The Association of agencies has 700 members out of the 800 active agencies in the country. It is voluntary to join the Association, but talks are ongoing with the Ministry about making it mandatory.

The project has made efforts to increase professionalism among the private recruitment agencies. This is likely to create an understanding that good ethical behaviour can increase the benefits of their business and would also increase their interest in capacity building in the longer term. The evaluation recommends securing a maximum involvement of the employment agencies in any further development and implementation of the CoC. This is to ensure that it meets the needs of the industry and creates ownership among agencies. If membership of the OPEA association is to be made mandatory, compliance to obtaining/renewing licenses should also be considered.

According to informants, the need is great for capacity building on ethical recruitment for agencies. The evaluation recommends giving high priority to training the staff and management of OPEAs, in any future interventions.

Recommendation 3:

Addressed to	Priority	Time frame	Resources
GoE, ILO and OPEA association	High	Medium	High

*The GoE together with the ILO and possible other stakeholders are recommended to support that **qualified staff and management in Overseas Private Employment Agencies** with an understanding of the benefits of ethical, fair and safe regular migration is in place. Such well qualified staff will be essential to minimize the negative consequences of labour migration and increase the benefits for all parties.*

Recommendation 4:

Addressed to	Priority	Time frame	Resources
GoE and OPEA association	Medium	Long-term	Low

***Establishing a negative list of agencies**, which are in non-compliance with given rules and regulations, is considered in Ethiopia. Such an approach would require strong legal procedures and principles and could have some negative consequences. However, **promoting a positive listing** of those agencies in compliance could have a positive impact on the agencies' behaviour. It is recommended jointly to establish such a positive list.*

Output 1.2: Enhanced capacities of regional, zonal and woreda-level government structures, provide quality service and training for men and women migrants

BoLSA at regional, zonal and woreda levels: the project supported eight Migrant Information Centres (MICs) in four regions (Amhara, Oromia, SNNP, and Tigray) by providing material support, translating MIC operational manuals into three major local languages (Amharic, Afan Oromo and Tigrigna), supervising all six MICs (Agaro, Areka, Jeri, Sekota, Tulu Bolo and Wukro), and by facilitating coordination between the MICs and the relevant stakeholders (mayor's office, woreda administration). This support should enable the MICs to serve migrants, potential migrants and returnees better. However, the evaluation found that the capacity of the MICs is weak. For instance, at the Areka MIC, the allocated TV sets and other technical equipment are stored and not in use, because there is no electricity at the centre. In addition, experts at the centre have been providing limited awareness-creation services to migrants and potential migrants, as they themselves are neither trained nor clear about the mandates of the centre. Experts at the centre mainly focus on selecting potential migrants and sending them to zonal BoLSA for training at TVET.

When it came to benefitting from BoLSA/MIC services 60% of the beneficiaries were males.

TVET: The project provided technical and material support for eight TVETs, so that they could provide quality capacity building training for migrants and potential migrants (domestic workers). The rationale was that if the migrants had more skills, they would have better chances to get decent jobs with less risk of abuse and higher salaries. There was no gender-disaggregated target for the TVET training, but they did train ten times more migrants than expected, and only 10% of these were males. These figures were influenced by the fact that pre-departure training was made mandatory for regular migrants.

Output 1.3: Migrants and potential migrants' knowledge and awareness of legal and policy frameworks for the protection of men and women migrant workers are increased.

Creating awareness among potential-migrants and migrants was vital to the success of the project. This concerned their rights and obligations, international labour standards and human rights' conventions. It also defined the key stakeholders at national and international levels, so that potential migrants could make informed decisions on migration and could claim their rights

The project has no statistical data on the number of potential migrants who changed their minds and decided to look for a job in Ethiopia, after having been made aware of the benefits and the risks.

Production of various awareness raising materials for information dissemination: a large number of brochures, booklets, a movie (Sewnetwa), audios and a mobile app (Ye guzo sink) were produced, to help migrants and potential migrants get all the available and relevant pre-departure information on the relevant issues and information concerning their rights and obligations.

The evaluation found that the mobile app was not well publicised among the stakeholders – including the coordinators of the MICs and the TVET teachers/leaders – and the potential migrants. None of the informants at this level (which must be seen as key target group) knew about the app. However, high-level officials knew about the app and some even had it downloaded to their smartphones.

The project planned to advertise the app on ETV, Fana TV, Walta TV, Twitter, Facebook, WhatsApp, and other social media. The project did not use Ethio telecom to advertise the mobile app, via SMS message, but talks are ongoing to find the best technical solution. Ethio telecom is the sole provider of telecom products in the country. Additionally, diplomatic missions are being considered as another way to publicise the mobile app. By June 2021, there had been 2000+ Android and 1000+ IOS downloads (since December 2020) of the application.

One technical problem appears to be that after installing the app on a phone, it requires a good internet connection to access some of the information, as well as the audio files and to play the video.

The app is now fully owned by MoLSA and they have agreed to continue operating the app under their own aegis. The project team was concerned about whether MoLSA has sufficient IT capacity to support the application. Training will also have to be repeated for new staff. MoFA and the embassies in the countries of concern will deal with updating information. The evaluation was informed that MoLSA has not allocated resources for the maintenance of the app and the continuation of its operation will depend completely on external funding. By the final evaluation at the end of the project, this funding was not in place.

The app has a complaint function, but to date, no complaints have been received. This might be because of the limited number of users, but should be followed up, in order to understand if there are other obstacles.

No data on the number of downloads were made available to the evaluation.

The movie launch was a high-profile event as the president of the country attended it. The movie is available on all social media and has been shown on a number of TV channels. More than 1.7 million people

have linked to the movie; however, it is not clear how many of these were potential migrants and how many watches the movie in full.

MIC: According to the PD, returned migrants are – in principle – not a target of the project, but they were assisted through the MICs and are included in the figures indicating outreach. The MICs were established under Phase 1 of the project and are institutionalised into the BoLSA system in terms of budget and institutional anchoring. The project provided capacity building and technical/material support to the MICs. As mentioned above, the evaluation found that the technical equipment granted by the project was stored and not used.

The evaluation team was informed that one of biggest barriers to implementing the policy on returning migrants is that there is no current mechanism for the authorities to reconnect with migrants who return to Ethiopia. The team found that a key component of the reintegration strategy should be to carry out more education about financial management, livelihood development and skills for the families of departed workers. On their return, socio-psychological support might also be needed. Currently, these activities are not sufficient, and further sensitisation on financial management and livelihood development should be provided. This is in addition to the migrants’ being briefed on financial management at a pre-departure stage.

The target was that 9.000 migrant workers (50% male and 50% female) should benefit from awareness raising activities. The target was reached, but no gender-disaggregated data on the actual outreach are available. The 50/50 target is in this and other places in the logframe a design error – as it is not realistic (or right) to have 50 % males in the training when 90% of the main target group are women.

Recommendation 5:

Addressed to	Priority	Time frame	Resources
ILO GENDER (Dep.)	Medio	Long-term	Low

To secure a gender balance among participants in project activities there is a practise of setting a target with “equal” participation in the capacity building activities (if it is not about empowerment of women where there could be only women participants). This approach however does not always make sense in the current project with 90% of potential domestic worker migrants being female an “equal” participation does not make sense. ILO GEDI (Gender Equality Diversity and Inclusion) should develop a guideline how to act in cases where “equal” participation does not make sense.

No data was collected on the number of people who took an informed decision not to go abroad for work, after having been made aware of risks and benefits.

Output 1.4. Migrants and potential migrants acquire entrepreneurial motives and sufficient knowledge about financial planning and management

Entrepreneurship and financial literacy training, for potential migrants and returnees, was conducted to improve their livelihoods and to teach them to manage their income/savings better while they are abroad. Entrepreneurship and financial literacy training were based on the recommendations from the returnees. The entrepreneurship training was already started in the first phase of the project.

The training encourages migrants to save money and in that way to prepare for their return and the possibility of opening a business. The training uses modules of the ILO SIYB program. No statistics on the success rate of the trained entrepreneurs was available. The training on financial literacy was well-received, also by family members.

A major achievement of the project is that the entrepreneurship and financial literacy training was included in the national curriculum for domestic work and caregiving TVET. This meant that many more than the targeted 1.000 migrants and potential migrants were reached. It was foreseen that there should be a 50/50 participation of women and men, but there no gender aggregated figures were available on the achieved target.

Outcome 2: Enhanced capacity of government and relevant institutions to enhance protection of migrant workers and improve coordination with major countries of destination

The protection of citizens abroad is a challenge for diplomatic missions especially in countries where a relatively small representation is deployed and the number of migrant workers is very high. The workload of the Ethiopian diplomatic missions has become even higher because of the very much appreciated protective approach to labour migration chosen by the GoE. The project has supported the government in training LAs to be deployed in the diplomatic missions in countries with high numbers of migrant workers. The deployment of LAs can give a boost to coordination with authorities in destination countries, protection of migrant workers and also signing and implementation of BLAs.

Seven diplomatic missions and number of diaspora groups are currently providing protection and improved services (legal aid, shelter, psychological support, awareness raising and other protective services) to migrant workers. The project's target was three diplomatic missions. This must be seen as a major achievement, and probably also indicated the good cooperation that is in place between ILO and MoLSA/MoFA. The evaluation finds that it would be preferable to have a rights-based approach to protection of migrant workers rather than to leave it to charity from civil society organizations. This would however require a further enhanced capacity of the diplomatic missions in destination countries.

The project established as an achievement that 48% of migrants received improved services from diplomatic missions and relevant institutions, up from a baseline of 21%. However, the evaluation finds that this indicator of achievement could be problematic, as it is preferable that fewer migrant workers require the services of the diplomatic missions and others. A better indicator would be to survey how satisfied the migrant workers were with the service they received, and to what extent it met their needs, rather than simply counting the number of people requesting support (a qualitative rather than quantitative indicator).

Some activities, planned under Outputs 2.2 and 2.3, were taken out and the funds reallocated to COVID-19 humanitarian initiatives. They were – among others – used for shelters (renting and repairing) in Jeddah and Dubai.

Outputs for Outcome 2

Output 2.1: Improve knowledge and evidence base on labour migration dynamics in Ethiopia and major countries of destination.

Efforts were made to increase the knowledge base, through analysis and research. However, in a dynamic international market, trends shift and policies towards labour migration also shift, depending on demand. The huge amount of undocumented/irregular migration also makes it difficult to create a full and waterproof picture of the situation. It was reported that diplomats felt much more equipped and able to refer to ILS, when negotiating with their counterparts in destination countries and, for many diplomats, the training was an 'eye opener'.

The evaluation was informed that the GoE, especially those ministries and institutions which were involved with the project, feel better equipped to take evidence-based decisions, thanks to, among others, the project interventions and documentation provided.

However, the migration policy should identify the skills and knowledge that migrant workers gained from their work outside of the country, and should upgrade the level of their certificates; thus, facilitating their seeking better jobs next time they leave the country, or even within the country. Skills' passports are seen by many as the way forward on this. It was noted by constituents that the returning migrants should not only be pushed in the direction of self-employment but also towards the many vacancies available to skilled workers inside the country.

Recommendation 6:

Addressed to	Priority	Time frame	Resources
GoE and ILO	High	Long-term	High

*It is recommended for the ILO to work with GOE on **skills' recognition and certification** to be institutionalised by the application of international standards. Market intelligence should be developed to identify the market needs and standards of destination countries. Long- and short-term requirements should be identified. These initiatives should be seen as a part of a comprehensive national employment strategy.*

Output 2.2: GoE, Ethiopian communities, trade unions, NGOs, employers' federations and private employment agencies' capacity to engage in protection and assistance of men and women migrant workers in the Middle East is improved.

The social partners were trained on the protection of migrant workers and about negotiating/signing BLAs. They were invited to join the training conducted for government officials. The evaluation questions the rationale of this.

CETU: the project facilitated a follow-up to an MoU, signed under Phase 1, with trade unions in Lebanon. According to the project team, a number of activities were implemented between the unions. A WhatsApp group was established to ensure instant contact between the unions. However, apart from mutual visits to Addis and Beirut, no concrete activities were reported. There are plans for a follow-up to the agreement with Lebanon, enabling CETU to participate better in the protection of Ethiopian migrant workers. A domestic workers' trade union was established in Lebanon, but the project did not establish a direct link to this, also not in relation to the COVID-19 intervention, but some of the migrant workers are reported to be members of the domestic workers' trade union.

EEF: limited involvement on the side of employers was reported. This is partly because recruiters in the destination countries are mainly individuals. Therefore, there is no relevance in signing MoU or BLAs with EOs in these countries. The OPEAs in Ethiopia are also not affiliated to the EEF.

Training on the development and signing of BLAs had 60 participants from all of the Ethiopian diplomatic missions in the region, and representatives from EEF and CETU also attended. The training was conducted in cooperation with the MoFA institute, after the appointment of the Las, at the beginning of 2020. The project also contributed to developing the examination questions (only three of the appointed LAs passed the examination).

Due to the COVID-19 pandemic, follow-up to the signed agreements has not gone ahead, and it remains to be seen how the relatively high investment in the activities linked to the BLA/MoUs will be justified. The evaluation was informed that the quality of BLAs has improved, compared to earlier agreements, which did not include any reference to the protection of workers' rights. Now compliance with ILS is given priority.

The conducted research was well-received by the constituents and beyond.

Funds originally allocated for Output 2.2 were transferred to COVID-19 emergency assistance. As the outgoing labour migration is on hold during the pandemic hardly it would have been doable to implement activities towards the OPEA's and other stakeholders with any significant effect. Therefore, the reallocation have not had any significant impact on the achievements under this Output.

Output 2.3: Capacities of foreign mission and Ethiopian communities enhanced to provide appropriate and gender-based support for migrants in the major countries of destination.

The project claims a rights-based approach and migrants are informed about their rights and obligations. Training was been provided to community groups (diaspora) in the destination countries, on ILS and the labour legislation in the destination countries. Workers' rights are now also included in the BLAs. The Labour Committee that was established under the BLA with UAE is foreseen to take up concrete cases and should – in principle – also discuss issues concerning social protection and wages.

The evaluation finds that it is questionable to leave support to community groups that are reliant on charity and that have no legal mandate, when claiming a rights-based approach. This even though some of the community groups have close relationships with the diplomatic missions.

The project set a target of 10.000 migrants (50% female and 50% male) to benefit from the improved services of the diplomatic missions and communities. The target was almost reached, but instead of the foreseen 5.000 males only 399 were reached. This must be seen as a miscalculation from when the project was developed, and a result of too little attention to gender mainstreaming (see Recommendation 5) in the design phase.

MoFA: training nine Labour Attachés (six males and three females) to be deployed to the destination countries to support the migrant workers. However, their deployment was delayed because of the appointed officials' lack of Arabic language skills. The activities related to LAs were not foreseen in the PD.

Deploying Labour Attachés lays a good foundation for emphasising labour issues in Ethiopia's diplomatic missions in the destination countries, and the training of Labour Attachés to be deployed in the Middle East was conducted within the framework of the current project.

However, training Labour Attachés on labour issues is not yet institutionalized into MoFA's systems and is still only a project-based training. However, an agreement with the MoFA training institute on including ILS in the curriculum of the training of diplomats is in place.

Labor Attachés are government employees, paid from the regular government budget (they are employees of MoLSA). Training is provided by TVET, within its institutionalised setting. In this sense, these outputs of the projects are sustainable.

Capacity building of diplomatic missions for COVID-19 responses: the project supported the diplomatic missions so they could respond better to the most critical needs of vulnerable migrant workers affected by COVID-19. More than 1000 migrants were forced onto the streets in the Middle East (Lebanon, Dubai, Abu Dhabi, Riyadh and Jeddah) and were provided with food, shelter, PPEs. Migrants stranded because of COVID-19 were also made aware of how and given legal support to recover unpaid wages. These activities were financed by the project via a budget reallocation. The reallocation had a positive impact on the achievements under this Output as the new activities very much were in line with already planned activities.

The PRODOC highlighted the following assumptions and risks

- *The government is usually sceptical and resistant when it comes to policy research, advocacy and piloting innovative programs. To address this issue, the ILO will involve all concerned federal, regional*

and – as appropriate – zonal and woreda officials in the overall process and management of the activities from the beginning. In this regard, it is important to note that the ILO has an excellent working relationship with governmental and non-governmental stakeholders at all levels and will build on its existing partnerships.

- *The lack of accurate information, research and data about migration, migrants and returnees is a serious challenge. To address such challenges the different assessment envisaged in this project will pay due attention to the state of migration in the target areas and try to glean as much information and data as possible;*
- *The government and partners in the destination countries might not be willing to engage in dialogue or enter into BLAs with the GoE. The GoE need to capacitate its migrants with the relevant skills, in order to be more competitive in the labour market of the destination countries.*

The project continued the close cooperation established in Phase 1, especially with MoLSA and BoLSA. The concerns expressed in the PD, above, did not materialise and there has been strong engagement and mutual respect and support in the cooperation with the GoE.

The concern about missing data is valid and it has been only partially solved, as the information about the level of ‘hidden’ undocumented/irregular migration is not available. Those institutions that follow the migrant flow and provide services to them, including to returnees, might benefit from following their clients’ movement on the labour market and possible career patterns. This to get a clear picture of the efficiency of the services provided.

It is still to be seen how many concrete activities, concerning the protection of migrant workers, will be implemented, based on the agreed conditions in the BLAs. The pandemic has paused the implementation to a certain extent, and it will only be possible to evaluate the impact of the BLAs after the migration flow has returned to normal.

The project contributed significantly to promoting the process of updating the legislative framework, required for securing safe migration. The improved legislation (Proclamations) and its improved implementation may contribute to a better protection of migrant workers and their families, and thereby may minimise the decent work deficit. The GoE’s strong commitment had a positive impact during the implementation and can secure the sustainability of the initiatives taken.

The capacity building of government officials is seen as very positive by all stakeholders, as this will create a stronger element of sustainability, because of the availability of resources to continue the activities beyond the project. However, this capacity is challenged by the high turnover created by the rotation principles in the ministries.

The most important factor for the success of the project has clearly been the close and trustful relationship established with MoLSA at the very highest level. A positive attitude has cascaded down from this level to cooperation with the ministry and also to other governmental institutions and ministries.

Vulnerable groups

The majority of the migrant workers, departing to the Middle East and Gulf States, are young women. For this reason, female labour migrants have benefited from the project interventions significantly more than their male counterparts. The partners were recommended to secure participating of women in capacity building activities, but no targets/quotas were established.

The project did not focus on people living with disabilities and other vulnerable groups, as these are unlikely to depart for work abroad. The evaluation finds this approach justified.

No direct unintended results were identified by the evaluation. This being said, the impact of the COVID-19 pandemic created new scenarios in a number of fields of intervention, but these are described elsewhere in this report.

The achievements were reached through the Outputs set out in the original project documents. The project did not amend the PD and the M&P Plan after the inception period to reflect changes made ex. emergency assistance. Meaning that new outputs were not formulated for the emergency assistance allocated for COVID-19 victims.

The evaluation finds that the weak capacity of the MICs (in some documents these are called MRCs) is a challenge, as even though all the required communication equipment – including TV sets for providing information for potential migrants – were made available, electricity was not available to make them work. The operational manual of MIC is not found to be user friendly and experts including coordinators of MICs are not given orientation on how to use the manual. In addition, experts at MIC are not given trainings at all and hence they are not fully clear about roles and mandates of the MIC. The MIC coordinators that were trained within the project are reported to have received a two-day training only. It is questionable whether this is enough time to provide quality guidance, which would enable potential migrants to make informed decisions about migration. The operational manual of the MIC, which is translated into local language, is very long and not user friendly.

The quality of the information materials and training activities was highly appreciated by those who were exposed to them. The informants representing the constituents were especially happy about the movie produced under Output 1.3. and which is reported to have been seen by 1 million plus people. However, some informants questioned whether young women in rural areas would associate with the characters in the movie, as they seem to be from a more urban reality.

The evaluation finds that the language used in the mobile app and some information materials might be too complicated for young rural women with 8. Grade school background.

Due to the COVID-19 pandemic and its impact on the labour market and available jobs, it is hard to delineate the extent to which the environment created by the project will come back into force when labour migration re-opens. However, the emergency assistance provided both in the destination countries and in Ethiopia, has created a positive relationship among the stakeholders who provide the assistance. All informants confirm this cooperation as a positive experience. The evaluation finds that a solid ground has been established for further cooperation with the diplomatic missions and the Ethiopian communities in destination countries.

There are always many challenging factors, when dealing with labour migration. This current project was additionally challenged by the COVID-19 pandemic, as explained in detail elsewhere in this report. It was also a challenge to interest authorities, in the destination countries, in the initiatives taken on the Ethiopian side. It was possible to discuss and sign some BLAs, but the implementation of these has been met with less enthusiasm in the destination countries.

Recommendation 7:

Addressed to	Priority	Time frame	Resources
MoLSA/ILO	High	Short-term	Low

It is recommended to **ensure that infrastructure** incl. electricity and internet is available before investing in hardware requiring stable electricity and internet connection to be placed with partners. In this project investments were made in hardware, but electricity was not available in MICs meaning the equipment was not in use.

Recommendation 8:

Addressed to	Priority	Time frame	Resources
MoLSA/ILO	High	Long-term	High

The focus of protection of labour migrants should also cover male migrants. Large outflow of male labour migrants towards the Southern parts of Africa are often not in a better situation than the women going to Middle East and Gulf states, as indicated in a baseline study conducted during the project inception phase. Male migrants heading for Middle East and Gulf states also often find themselves in bounded labour situations and therefore also are in need for attention from Ethiopia. Informants found that the current project would have benefitted from paying more attention to male migrant workers; it was felt that the lack of attention is likely to push more into irregular migration.

A Mid-Term Evaluation was conducted in mid-2019. The project team did follow-up most of the recommendations therein, which generally were of a practical character. The implementation of the recommendations also helped to strengthen project’s management.

During the project’s inception period an M&E Plan was developed. It was used by the project team for annual reporting and planning but was not referred to in the everyday management of the project.

The PSC is – in principle – a PAC, as the ILO, as a grant-holder, cannot carry out steering. The PSC was composed of representatives of the constituents, who guided the project team in implementing the project. The PSC met twice a year.

The ILO CO program unit also followed the project, in monthly meetings. The evaluation gained the impression that the CO Director also followed the project closely and provided advice whenever needed.

The project team has proven to be experienced and highly professional in the way they handled the many challenges with which the project was confronted.

COVID-19

The above management arrangements helped the project to meet its targets and to achieve a high delivery rate, taking into account the challenges of the COVID-19 pandemic. In 2020, a significant part of the project’s attention was shifted to helping the victims of the COVID-19 pandemic, who were stranded in the Middle East and Golf States. More than 20% of the total available budget was reoriented towards COVID-19 pandemic victims. As this development rolled out rapidly and none of the involved parties had experience in similar situations, all decisions on new initiatives were taken ad hoc. Therefore, it would be important to study the entire experience and to draw some lessons learned. It is outside the scope of the current evaluation to draw final conclusions on the interventions, as this would require visits to the destination countries and genuine examples of victims would need to be interviewed.

3.3. Financial and organisational efficiency

Financial release procedures and actions by the donor were taken care of in a timely manner and did not influence the project’s implementation in any way.

No amendments to the project document, log frame, etc. have been made, even though the extension of the project also included activities not foreseen in the PD. The donor has been very understanding and flexible.

The project's total budget was around 3.5 million USD, which was entirely funded by DFID. Of the total budget, more than 50% was used in the years 2018 and 2019. Only a small amount was used in 2017, as the project commenced in September 2017. The amount spent in 2020 was less than that of 2018 and 2019 because the COVID-19 outbreak slowed project implementation. Up until the outbreak of COVID-19, the project implementation had followed the MoLSA and DFID agreed PD and its logframe, with very small diversions. However, during the COVID-19 outbreak, more than 20% of the budget was diverted to humanitarian support for migrants in the Middle East and Gulf states who had become victims of the consequences of the COVID-19 pandemic.

Table 1: Trends in budget and expenditure of the project: 2017-2021 (in 1000 USD)

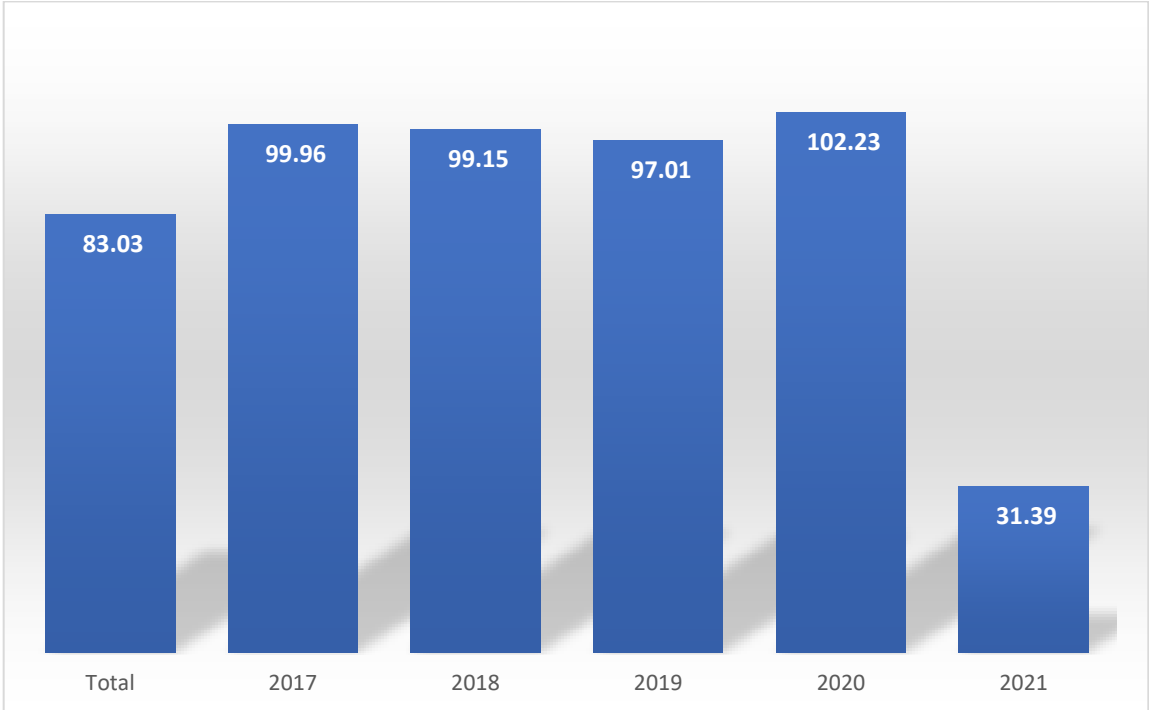
Cost items	Total: 06/2017-2021		2017		2018		2019		2020		Expected 2021	
	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure
Staff costs	1,044.29	967.40	24.28	23.70	276.74	276.74	284.67	285.25	296.93	296.93	161.67	84.78
Training and seminar costs	877.35	505.23	30.84	16.65	215.79	178.51	367.89	257.45	38.69	4.91	224.14	47.71
Study tours and travels costs	49.07	96.66	13.13	13.82	18.59	33.27	5.86	40.80	5.14	5.32	6.35	3.45
Consultant costs	54.69	131.26	36.76	5.88	17.35	5.60	0.58	110.20	0.00	6.46	0.00	3.13
Operating project cost	96.35	133.15	2.87	5.45	18.51	25.08	26.77	31.39	28.71	53.46	19.48	17.78
Equipment and furniture cost	16.71	18.86	6.10	5.67	2.38	0.79	1.33	1.33	1.81	11.02	5.09	0.06
Sub-contracts	1,037.67	643.13	15.55	35.93	195.94	123.58	146.35	88.93	336.55	312.50	343.28	82.19
Communications	0.00	13.46	0.00	1.67	0.00	0.00	0.00	0.93	0.00	10.71	0.00	0.15
Program support costs	412.90	342.81	16.90	16.84	95.96	95.96	124.27	106.89	74.57	92.02	101.19	31.10
Other costs, including grants	0.00	127.83	0.00	20.77	0.00	94.57	0.00	5.96	0.00	6.52	0.00	0.00
Total budget/costs	3,589.02	2,979.79	146.43	146.37	841.25	834.11	957.73	929.12	782.40	799.83	861.21	270.35

There are no implementation partners, in terms of finances. The project handles all financial and administrative matters itself. The project works actively with the government stakeholders for capacity building, but payments are made by the project. The COVID-19 emergency assistance, which amounted to more than 20% of the total budget, was delivered through partners (the diplomatic missions). However, all activities are prepared in close cooperation with the partners.

In terms of budget use efficiency, the project did well with a rate of budget use of nearly 100%, from 2017-2019 and above 100% in 2020. However, the budget use rate for 2021 is about 31% by June and the remaining funds are allocated for use before end of September when the project comes to an end.

The project is also efficient in terms of equipping MICs with information technologies, supporting the revisions of the curriculum for domestic workers in collaboration with TVET, training ToTs, developing apps and a movie and strengthening and operationalising the migrant data management system.

Figure 1: Budget use trend over the project’s lifetime (in %)



Sources: Project Finance/Admin Officer June 2021

The resources and inputs (funds, expertise, and time, etc.) were generally allocated and used strategically, to achieve the planned results; however, some imbalances were noted.

Of the total expenditure, nearly one-third was allocated to international and national staff, followed by sub-contracting. Sub-contracting to implementation partners was originally not foreseen in the budget and implementation plan, as there were no planned implementing partners. The term ‘sub-contracting’ covers the funds paid to service providers and funds transferred to the diplomatic missions, to cover emergency assistance to COVID-19 pandemic victims.

The costs of training and seminars accounted for about 17% of the total costs of the project.

Table 2: Share (in %) of each expenditure item in the total expenditure over project life

Cost items	Total	2017	2018	2019	2020	2021
Staff	32.47	16.19	33.18	30.70	37.12	31.36
Training and seminar	16.96	11.38	21.40	27.71	0.61	17.65
Study tours and travels	3.24	9.44	3.99	4.39	0.66	1.28
Consultant	4.41	4.02	0.67	11.86	0.81	1.16
Operating project	4.47	3.72	3.01	3.38	6.68	6.58
Equipment and furniture	0.63	3.87	0.09	0.14	1.38	0.02
Sub-contracts	21.58	24.54	14.82	9.57	39.07	30.40
Communications	0.45	1.14	0.00	0.10	1.34	0.06
Program support	11.50	11.50	11.50	11.50	11.50	11.50
Other costs, including grants	4.29	14.19	11.34	0.64	0.82	0.00
Total budget/costs	100.00	100.00	100.00	100.00	100.00	100.00

Sources: Project Finance/Admin Officer June 2021

The evaluation understands that the specialists in MIGRANT were very supportive of the project with expert input, support, and guidance. There was an ongoing dialogue during the whole lifetime of the project on new initiatives and developments including assessment of new documents and analysis of policy briefs. The regional gender specialist was in frequent contact with the team and provided technical input to the PD development. A Gender Audit of the project was planned, but due to high workload in the project not conducted. The CO has a Gender Audit facilitator.

The training on signing of BLAs for diplomats, government officials and workers and employers representatives in the ILC was well-received by the participants. The training was highly appreciated by the participants and the evaluation finds that this was a timely intervention that boosted first of all the diplomats understanding of worker's rights.

The technical inputs provided for the pre-departure training by an external expert from Philippines was seen as timely and as GoE want to use the Philippines experiences on labour migration it was a wise choice to invite an expert from there to lead the development of the pre-departure training.

Value for money

The specific character of the current project where very much attention was allocated to supporting the GoE in policy development and implementation and the building up of institutional capacity to provide for the implementation of the policy has meant that activities covered a wide range of different activities almost all linked to the government and relatively small allocations to the other constituents.

The training of more than 60 officials (60) on signing BLAs, notwithstanding the rotation among MoFA officials, seems not to have been fully justified, as normally only a relatively small number of high-ranking officials would negotiate such agreements. Additionally, MoUs between employer's associations/trade unions from different countries will have very different legal content. It can be questioned how much these would benefit from participating in the BLA training planned for governmental officials that the more that the BLAs were not discussed in a tri-partite setting.

The evaluation noted that activities on skills' development for returnees, which were not foreseen in the Project Document, Logframe and budget, were implemented in agreement with the donor, but without amending the Logframe. Skills development is normally a high cost intervention, but in the current situation with the many thousands of returnees' victims of the pandemic, it was an extraordinary situation and it is hard to judge if it was value for money. The training activities should be seen in a humanitarian prism rather than an employment intervention.

During the capacity building training sessions, project staff were present to supervise the training, and in some cases provided technical inputs. The evaluation finds that with the long-term and trusted partners it is an expensive solution for supervision.

The project had significant travel activity mainly to destination countries, high cost interventions. This has created a solid platform for future cooperation and therefore is seen as justified. The evaluation however questions the justification of a delegation visit to Poland, to understand the potential market for Ethiopian workers in one specific region in this country. Firstly, could a desk review and virtual communication have clarified if there would be any realistic perspectives in including Poland as a destination country. Secondly is it unusual that a government from one country enter into direct contact/negotiations with a regional government in another country. The evaluation does not find this trip justified.

The evaluation is concerned about the long-term financing of the two resource demanding initiatives within the current project. Firstly, is financing for the MDMS not in place and the high investments already allocated to this very important tool for the migration administration is in risk, if long-term funding is not found before the end of the current project. The project team expressed concern if the capacity is available in the MoLSA and MoLSA informed the evaluation that funds were not allocated by GoE for the continued maintenance of the system. Secondly, is no financing in place for the continued updating and maintenance of the mobile app. This has two consequences the investment already made can go lost and the app can after relatively short time provide in-correct information if not constantly up-dated.

Project management set-up

The project design identified one objective, two outcomes, seven outputs and 29 planned major activities. This led to the complexity of the programme as well as the project staff's underestimating the sheer number of tasks to be undertaken, in the design stage. This set-up overburdened the staff with all of the technical, coordination, networking, administrative and monitoring tasks that resulted from such a design.

The ILO Country Director played a crucial role in guidance and monitoring. The Labour Migration Forum within the ILO's country office brought together the key staff of the labour market.

On the whole, risks were correctly assessed and made explicit in the Logframe. However, the impact of the COVID-19 pandemic could not have been foreseen. It was particularly important that good contacts were maintained between the Ministry and the ILO during the period of return of migrant workers.

The Fair Way and IGAD projects complemented the current project, as did the earlier labour migration forum in the CO increased interaction between staff and helped to optimise the outcomes. The ILO now approaches partners as one and with the same agenda. It is recommended that the Forum be re-established, in the future, when more projects on migration will be in place.

At the national level, a tri-partite Project Steering Committee (PSC) was established to oversee the implementation of the project and a Technical Working Group (TWG) was established to provide technical inputs. The PSC was chaired by the State Minister and was scheduled to meet every six months whereas the TWG met more frequently, as required.

The ILO Country Office Director in Addis Ababa was responsible for the implementation of the project. The project was technically backstopped by the ILO's Regional Migration Specialist, at the Decent Work Team

in Cairo, Egypt. The ILO's Regional Office in Africa (ROAF) and the International Labour Migration Branch (MIGRANT), at the ILO's headquarters in Geneva, also provided policy-level support on various aspects. Apart from the annual progress reports to the donor, the project also had frequent progress review discussions with the donor, because of delays in delivery and changes in priorities caused by events outside the reach of the project (e.g., the COVID-19 pandemic).

The project implementation team established within the office, composed of one project manager (PM), two national project coordinators (NPCs) and an administration/finance officer and a driver.

The PM decided to change the originally foreseen communications officer to an additional NPC. This was because it turned out to be difficult to find a qualified communications officer. In addition to the PM and two NPCs, the project also has a finance/administration officer and a driver.

Responsibility for concrete activities is distributed during a yearly planning meeting. Weekly project team meetings are for following up the planned activities and reflecting on the progress of implementation of activities as well planning the coming week.

All project team members have clear roles and responsibilities with a defined division of labour, something that was recommended as an improvement by the MTE. The PM oversees the daily activities of the project and conducts high-level meetings with stakeholders from governmental and non-governmental organisations. The two NPCs each have clearly defined spheres of work. One focuses on the technical aspects (capacity building of potential migrants, labour attachés, government officials, overseas private employment agencies and representatives of social partners). The other focuses on the communication aspects of the project, including follow-up on the mobile app, the Sewnetwa movie, sharing relevant information via social media, monitoring all online communications, and brochures, experience sharing, and communicating with partners.

The partnership developed by the project was very much focused on MoLSA and BoLSA, but a good and successful partnership was also developed with MoFA. The nature of the project's activities made it natural that its main partner was the GoE. The project had limited interaction with other UN agencies until the pandemic hit labour migration. When this happened, coordination was in place with IOM.

A gender audit of the project was planned, but not implemented, mainly because it was not given priority among staff and partners. There is a trained gender audit facilitator in the ILO CO in Addis and the PM was herself a former gender focal point. There were no specific initiatives or budget allocations to promote gender equality. A gender audit could have pointed to the lack of attention to gender issues. There were also no initiatives to promote non-discrimination.

As much as the project itself was focused on promoting rights at work for migrant workers, the resources allocated were practically all spend on the direct and in-direct protection of workers' rights.

The primary clients or beneficiaries of the project were described in the PD and they included the MoLSA and other ministries, governmental institutions and authorities; employers' organisations and trade unions; and the various ILO offices and departments. The secondary clients or beneficiaries were the other key stakeholders, including the migrants themselves. Under this perspective, the value of the project, or the percentage of the budget that actually reached the beneficiaries was high.

3.4 Impact orientation and sustainability

The project has contributed to a shift in government policy: from perceiving migration as a negative phenomenon to viewing labour migration as a means of creating employment opportunities abroad for youth – mainly young women – and hence reducing unemployment in Ethiopia and generating foreign currencies via remittances. This is based on the experience of the Philippines, which for decades has had a successful and strictly regulated labour protective export industry. The protective approach towards labour migrant when abroad fits very well into the GoE's political direction on migration. In that sense, the shift in policy is from trade and investment-centred policies to citizen-centred ones.

Individual cases of solving grievances and the rescue of migrant victims from abuse and exploitation have been reported but, overall, no systematic change is visible. To a certain extent, this might be because of the COVID-19 pandemic, but realistically it will take some years to change the mindset of migrants and their employers – as well as the authorities in destination countries. The problems cannot be solved on a case-by-case basis only. Only when a systematic change in power relations is in place, will the end beneficiaries see improvements in their life and work situation. Within the framework of project activities the questions of standard employment contracts with a guaranteed minimum wage has been discussed, such contracts could fit well into the GoE's policy and contribute to changing the power relations between the employer and worker. Normally it would be recommended to aware migrant workers about worker's rights and the right to freedom of association and through this start to change the power relations, but in the most of the Gulf states the migrant workers' rights to organize are very much restricted and a solution to that is not realistic on the short- and mid-term,

On the basis of the achievements discussed, above, and those of the previous phase, it can be concluded that the project has made good progress in achieving its planned long- and medium-term outcomes. When Phase I started, labour migration was not high on the political agenda. Today it is an issue which is discussed broadly in society and which attracts high political attention. According to stakeholders, the ILO's long-standing focus – almost ten years - on the subject has played an important role in contributing to setting the agenda. Many political changes have occurred, and the ILO has contributed to achieving these changes through its constant focus. This new situation creates a foundation that ensures that the challenges coming from labour migration can be met in a constructive manner, while creating fair solutions for all.

Decent work for migrant workers should be seen from both the angle of the home country and the destination country. Improvements are reported in Ethiopia, whereas less progress is reported in the host countries. Here a significant decent work deficit is reported, and it is also the responsibility of the sending country to ensure that safe migration covers the entire migration cycle.

There are a number of indicators that show that the outputs of the project can be expected to be sustained over the mid- or longer term. The capacity building efforts are also a sustainable output, and the developed training courses and manuals are already being used to upscale the training.

Overall ownership of the project was relatively high from the beginning at the ministry, which was oriented towards the implementation of the Proclamations. The changes among the GoE officers, responsible for labour migration/foreign employment, provided some challenges, but as the driving force was the State Minister herself, it was possible to secure continued progress in the implementation. The project objectives fit well with the national priorities in the labour migration policy, which the GoE owns and uses to guide all of its work on labour migration. As the MOLSA was heavily involved in the implementation of the project, ownership here is substantial.

Maintenance of the MDMS and the mobile application is not foreseen in MoLSA's budget for the coming years (it is not part of the Ministry's ten-year plan), meaning that the GoE's funding perspectives are long-term and there is a need to find external funding in the short- and mid-term.

The lack of funding is more problematic, as if the application is not updated frequently, it might provide incorrect information, especially in a dynamic post-pandemic international labour market. The evaluation was informed that the ILO CO is working on solutions to the funding issue and is optimistic that further funding will be available from two new projects that are in the pipeline.

Constant maintenance and updating of information is essential for the data management system. Locally, data is still registered manually, but if the data management system wants to remain efficient, must include all documents. There is a need for relatively high further investment, which is not allocated within the MoLSA budget. If a full implementation of the data management system is not ensured, then the entire investment in it might be in vain.

Any sustainability of the achievements coming from the project's interventions will very much depend on the political will in the destination countries. The GoE has a clear and well-anchored protective policy towards its citizens working abroad. The extent to which this can be implemented and decent working and employment conditions secured will very much depend on whether the destination countries have the desire to live up to signed and future bi-lateral agreements and whether these agreements will include guarantees for the protection of worker's rights, in line with ILS.

The current project did not have a systematic orientation towards the challenges engendered by the COVID-19 pandemic. The project reacted to an emergency situation (and did it well). If ILO desires to prepare for a systematic approach to possible similar crisis in the future this is a political decision that must be taken by the ILO.

3.5 General

The MTE Recommendations were discussed within the project team and the evaluation asked them to follow up some of the key recommendations:

Recommendation 3: Conduct a gender analysis of the project to address gender representation at all levels and for all actors and actions, including the gender dynamics of decision-making relative to migration at household and community levels.

Follow-up: The project started to produce gender-disaggregated data. Partners were asked to be gender sensitive, e.g., the MoFA was also recommended to appoint women as LAs – this was because of the high number of women victims of abuse. In some training, there was an attempt to have at least 40% women. The donor did not raise any concerns about gender elements in the project.

Recommendation 6: Advocate for long-term investments in building the capacities of TVETs.

Follow-up: Materials for eight TVET programs were developed, in partnership with IOM (IOM funded additional 14 programs) and MoLSA. A curriculum for the training of domestic workers, and Training of Trainers (ToT) for these was developed and conducted. The training on financial literacy and entrepreneurship is now included in the national curriculum for the training of domestic workers. The further skills development is now covered by other projects.

Recommendation 7: Formulate an agreed Migrant Information Centre (MIC) sustainability plan with partners.

Follow-up: The MICs have now been fully taken over by the government and they will be financed by the government from its regular budget.

Recommendation 8: Develop a new phase of the project, to cover the whole migration cycle and to respond to the Ethiopian Government's policy shift which recognises the value of promoting regular migration and reintegration to address unemployment in the country.

Follow-up: A concept note has been developed, together with MoLSA, but to date funds have not been mobilised. Discussions are ongoing with MIGRANT.

There is no statistical evidence for how many potential migrants decided not to leave the country after having received training.

Tripartism

The ILO is a unique organisation within the UN family, with its tripartite structure, and indeed within the global labour market framework. The potential of the tripartite structures was not used in full, in the implementation of the current project. A tri-partite approach to policy initiatives was not strongly promoted and in the project itself, the participation of especially the employer's side was limited.

Gender and non-discrimination

The evaluation integrated gender equality throughout its methodology, deliverables and final report, as a cross-cutting concern. In particular, the gender dimension was considered as a cross-cutting concern throughout the evaluation. Data collection and analysis was disaggregated by sex, as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes, as much as possible. Thereafter, the evaluators assessed the relevance and effectiveness of gender-related strategies and outcomes at improving lives of women and men.

The project had no specific activities targeted on people living with disabilities. This is justified by the fact that this group would not opt for migration.

International Labour Standards

Many of the destination countries have challenges in living up to ILS. In some countries the freedom of association is limited especially when it comes to migrant workers. A widespread problem with bounded labour is also reported in the region often are passports and other ID documents held by the employer during the whole contract period leaving the migrants no chance of shifting job or return before the end of the contract. Many migrant workers are confronted with non-payment or delay of wages. The project supported MoLSA in trying to agree on a minimum wage for domestic workers in the individual countries.

4. Conclusions, Lessons, Good practices and Recommendations

4.1 Conclusions

Overall, the program's major impact is its contribution to reviewing and implementing the policy on labour migration. It also promoted safe migration and assisted institutional capacity building, in such a way that safe labour migration has become a natural and integrated part of the social, economic and political context within Ethiopia.

Relevance:

The relevance of the labour migration project was high. The objectives and outcomes of the project are very consistent with the beneficiaries' requirements, as the project was intended to support the implementation of the Proclamations and to protect migrant workers and their families, both overseas and in the pre-departure phase.

Viewed individually, the outputs were achievable; but, when considered in their entirety, they appear quite ambitious, with 7 outputs and 29 major activities identified in the Logframe and Project Document.

Coherence and validity of the Project design

The project was coherent with national and international policy developments. The design was valid, even though it did not allow the full and active involvement of all three constituents. Because of the nature of the current project, the involvement of workers and especially employers' organisations in the project's implementation was relatively limited. The evaluation finds that the complex number of interventions, both from the current and the previous phase were effective in promoting fair and safe migration.

The overall objective of the project was to address and reduce irregular migration by improving the governance of labour migration, and by making regular labour migration more accessible and desirable to potential migrants in Ethiopia.

Effectiveness

The indicator of achievement talks about percentage increases in regular migration with a baseline of 17%, calculated on the sample of the baseline study. The target increase was 35% and a 48% increase was achieved. This must be seen as a good result, even though it would have been preferable to have a comparison to an estimated increase in the total labour migration, including irregular migration, to see the relative increase. The evaluation finds that the project contributed well to an increase in regular migration, but other factors also contributed.

The overall objective was to have been reached through two outcomes.

The first outcome: Migrant workers are better protected through improved access to support services that empower them to make informed decisions and to claim their rights.

The indicator for this outcome is the percentage of migrants who accessed support services in Ethiopia with a baseline of 56% (after Phase 1 of the project), and a target increase of 20%. This was well-achieved as it was at 85% by June 2021. Another indicator was the number of regions with fully decentralised migration services. The target was four regions and two city administrations, and the project achieved four regions and one city administration. Even though the quality of the services has improved somewhat, there still is a quality issue especially at the local level. Additionally, there remains no quality service below the regional level and the MDMS is also only partly decentralised at the regional level.

The second outcome: Enhanced capacity of government and relevant institutions to enhance protection of migrant workers and improve coordination with major countries of destination.

Seven diplomatic missions and diaspora groups are currently providing quality services to migrant workers. The project's target was three. This must be seen as a major achievement, and probably also indicates the good cooperation that is in place between ILO and MoLSA/MoFA. The project sees it as an achievement that 48% of migrants received improved services from diplomatic missions and relevant institutions, up from a baseline of 21%. However, the evaluation finds that this achievement could be problematic, as it is preferable that fewer migrant workers require the services of the diplomatic missions and others. A better indicator would be to survey how satisfied the migrant workers were with the service they received, and to what extent it met their needs, rather than simply counting the number of people requesting support (a qualitative rather than quantitative indicator).

Financial and organizational efficiency

In terms of budget use efficiency, the project did well with a rate of budget use of nearly 100%, from 2017-2019 and above 100% in 2020. However, the budget use rate for 2021 is about 31% by June and the remaining funds are allocated for use before end of September when the project comes to an end. There are no implementation partners, in terms of finances. The project team handled all financial and administrative matters itself.

Some planned activities were cancelled and the funds reallocated to COVID-19 humanitarian initiatives. They were – among others – used for shelters (renting and repairing) in Jeddah and Dubai. Resources were also allocated for victims who had been forced to return to Ethiopia. The COVID-19 emergency assistance, which amounted to more than 20% of the total budget, was delivered through partners (the diplomatic missions). However, all activities are prepared in close cooperation with the partners.

Impact orientation and sustainability

With updated policy and the governance instruments in place, efforts should now be made to secure the implementation of the policy. It will be important to follow any possible new trends in migration, post-COVID-19 and to be open to additional reforms and adjustments, as migration patterns change.

The CoC for OPEAs has been established, but its potential for protecting migrant workers against abuse and exploitation is still not being used. The CoC could become a strong tool for promoting safe and successful labour migration.

The GoE's policy is to increase the number of skilled migrant workers over time. The evaluation finds that the project could have advised the government on how to find a way forward, using the strong expertise on employment and skills development available within the ILO. Taking into account the importance of remittances to the national economy, it is important to note that the experience from many (other) countries is that skilled (male) workers send relatively less money back to their families than low-skilled (female) workers. It is the evaluation's view that the labour migration policy would benefit from being seen as an integrated part of the national employment strategy. This is especially so, bearing in mind the challenges that confront the Ethiopian labour market, because of vacancies in the industry. Foreign direct investments depends greatly on the availability of a skilled work force.

Securing increased benefits for migrant families is important. In their pre-departure training, the migrants were provided with financial literacy training, but their families were not trained on how to spend and save money (received remittances). The families would benefit from improved financial literacy, which could help them to establish a family budget and thereby plan their spending and possible savings. By doing so, the family's benefit from migration would increase.

There is a very strong feeling of ownership towards the project activities from the Ministry. Less ownership was observed among the employers and worker’s organisations. At the national level the project contributed significantly to putting/lifting migration-related issues on the political agenda, and in society in general. This may have a positive impact on policy implementation in the years to come.

4.2 Lessons learned and emerging good practises

Lesson learned

Lack of financial commitment by partner can put long-term investment in risk. The lesson learned from the current project concerns strategic interventions that requires large investment over a longer period of time. ILO and GoE has entered such activities ex. the Migrant Data Management System and in the mobile application “Yeguzo Sink”, the running and maintenance of these is rather costly and the GoE has not allocated funds for financing the MDMS and the app. If resources are not allocated for the continued maintenance beyond the lifetime of the project the investments made might be on risk. The ILO should from the start of such high investment activities request a timebound agreement when the government can take over the funding or otherwise secure that long-term funding is in place.

Good practices

1. **The introduction of entrepreneurship and financial literacy training into the pre-departure training of labour migrants (domestic workers).** Financial literacy has a positive impact on poverty reduction and can help workers to start saving money for an improved livelihood on return that be opening a small business or improving skills or continued education.

2. **Long and continued close cooperation between the GoE and the ILO has proven to be another emerging good practise which pays off.** Both parties have assigned dedicated and highly professional officials to secure the successful implementation of joint initiatives on labour migration for 12-13 years already. This cooperation has contributed to important reforms in the migration governance in Ethiopia.

4.3 Recommendations

Recommendation 1:

Addressed to	Priority	Time frame	Resources
ILO	Medio	Medio	Low

*The ILO should consider establishing a reporting format for project management to **report on quality and impact of capacity building activities** in their Program Performance Reports. The format used in the current project did not allow for such reporting even the staff conducted pre/post assessments in each capacity building activity.*

Recommendation 2:

Addressed to	Priority	Time frame	Resources
ILO	High	Short-term	Medium

The ILO should consider supporting an **independent study of the new trends in labour migration**, including the issue of women' and men' undocumented migration both to the Middle East and Gulf states and to African countries South of Ethiopia where most male labour migrant are heading. Based on this, together with the constituents, it should develop adequate initiatives.

Recommendation 3:

Addressed to	Priority	Time frame	Resources
GoE, ILO and OPEA association	High	Medium	High

The GoE together with the ILO and possible other stakeholders are recommended to support that **qualified staff and management in Overseas Private Employment Agencies** with an understanding of the benefits of ethical, fair and safe regular migration is in place. Such well qualified staff will be essential to minimize the negative consequences of labour migration and increase the benefits for all parties.

Recommendation 4:

Addressed to	Priority	Time frame	Resources
GoE and OPEA association	Medium	Long-term	Low

Establishing a negative list of agencies, which are in non-compliance with given rules and regulations, is considered in Ethiopia. Such an approach would require strong legal procedures and principles and could have some negative consequences. However, promoting a positive listing of those agencies in compliance could have a positive impact on the agencies' behaviour. It is recommended jointly to establish such a positive list.

Recommendation 5:

Addressed to	Priority	Time frame	Resources
ILO GENDER (Dep.)	Medio	Long-term	Low

To secure a gender balance among participants in project activities there is a practise of setting a target with **"equal" participation** in the capacity building activities (if it is not about empowerment of women where there could be only women participants). This approach however does not always make sense in the current project with 90% of potential domestic worker migrants being female an "equal" participation does not make sense. ILO GEDI (Gender Equality Diversity and Inclusion) should develop a guideline how to act in cases where "equal" participation does not make sense.

Recommendation 6:

Addressed to	Priority	Time frame	Resources
GoE and ILO	High	Long-term	High

It is recommended for the ILO to work with GOE on **skills' recognition and certification** to be institutionalised by the application of international standards. Market intelligence should be developed to

identify the market needs and standards of destination countries. Long- and short-term requirements should be identified. These initiatives should be seen as a part of a comprehensive national employment strategy.

Recommendation 7:

Addressed to	Priority	Time frame	Resources
MoLSA/ILO	High	Short-term	Low

It is recommended to ensure that infrastructure incl. electricity and internet is available before investing in hardware requiring stable electricity and internet connection to be placed with partners. In this project investments were made in hardware, but electricity was not available in MICs meaning the equipment was not in use.

Recommendation 8:

Addressed to	Priority	Time frame	Resources
MoLSA/ILO	High	Long-term	High

The focus of protection of labour migrants should also cover male migrants. Large outflow of male labour migrants towards the Southern parts of Africa are often not in a better situation than the women going to Middle East and Gulf states, as indicated in a baseline study conducted during the project inception phase. Male migrants heading for Middle East and Gulf states also often find themselves in bounded labour situations and therefore also are in need for attention from Ethiopia. Informants found that the current project would have benefitted from paying more attention to male migrant workers; it was felt that the lack of attention is likely to push more into irregular migration.

Appendix 1 ToR

Terms of Reference for Independent Final Project Evaluation

Draft version 23 March 2021

Project Title:	Improved labour migration governance to protect migrant workers and combat irregular migration
Project Country	Ethiopia
Administrative Unit in Charge of the project	ILO Country Office for Djibouti, Ethiopia, South Sudan, Sudan and Somalia
Technical backstopping Units	MIGRANT HQ. Department, ILO CO Algiers DWT Cairo and Abidjan (ROAF)
Partners	Ministry of Labour and Social Affairs (MoLSA), Ministry of Foreign Affairs (MoFA), Technical and Vocational Education and Training Agency (TVET), Confederation of Ethiopian Trade Union (CETU), Ethiopian Employers Federation (EEF) and Private Employment agencies
Donor	United Kingdom's Department for International Development
Budget in GBP/USD	GBP 2,780,226.00 /USD 3,589,020
Implementation Period	January, 2017 to June, 2021
Type of Evaluation	Independent Final Project Evaluation
Timing of the evaluation	May – June 2021
Evaluation Manager	Inviolata Chinyangarara

1. Background of the Project

Although the exact number of Ethiopians who have migrated abroad is unknown due to irregular migration and the absence of centralized registration system, according to the estimates by the Ministry of Foreign Affairs (MoFA), more than two million Ethiopian diaspora live abroad⁸. However, the numbers are estimated to be higher since there is growing evidence that outward migration has increased significantly in recent years. The 2015 Ethiopian Migration Profile prepared by UNICEF depicts an increased international migration stock of Ethiopians living abroad over the years; in 2000, the international Ethiopian migration stock was 662,444⁹ people this figure has reached 1,072,949 in 2015¹⁰. In addition, according to the data from Ministry of Labour and Social Affairs (MoLSA) around 480,080 Ethiopians have migrated regularly to the Gulf Cooperation Council (GCC) States mainly Kingdom of Saudi Arabia (KSA), Kuwait and United Arab Emirates (UAE) between September 2008 and August 2013¹¹ when the government put a ban. Since the ban was lifted in 2018, around 30,179 Ethiopians have migrated regularly to KSA, UAE, Jordan and Qatar. The continued increase in irregular migration mainly trafficking and smuggling combined with a significant number of reported cases of abuse and mistreatment of Ethiopian migrants in destination countries call for urgent attention to the social and economic needs of Ethiopian migrants.

Ethiopia has become one of the major sending countries of Migrant Domestic Workers (MDWs) to the GCC States and their numbers have greatly increased in recent years. MDWs in receiving countries are concentrated in less regulated economic occupations where they work excessive hours without pay, no weekly or monthly rest days, and restrictions on freedom of movement, exposed to psychological, physical and sexual abuse. Most of them even suffer from virtual imprisonment with their travel and identity documents confiscated. Labour migration is increasingly featuring on the global agenda including that of Ethiopia. Currently more so, with COVID 19 pandemic migrants are one of the vulnerable group hardest hit, with no social protection, being laid off, discrimination etc.

Recognizing the numerous decent work deficits faced by Ethiopian migrants in the Middle East, the ILO is currently implementing a project entitled *Improved labour migration governance to protect migrant workers and combat irregular migration in Ethiopia* funded by the British Foreign, Commonwealth and Development Office. The project aims at supporting the efforts of the Government, Social partners and Civil Societies in improving labour migration governance to better address migration challenges in the country and combat irregular migration. Through this project, the ILO support the GoE and its partners to address irregular migration and protection

⁸ MoFA Diaspora Policy

⁹ UNICEF (2015). *Ethiopia migration profile*.

¹⁰ UNDESA (2016). *International migration report 2015*. New York; United Nations

¹¹ MoLSA. *Annual Report*

risks faced by migrants in countries of origin and destination by working on legal and regulatory frameworks for fair recruitment, strengthening and building the capacity of Federal, Regional, zonal and woreda government offices as well as Ethiopian foreign missions, migrant communities and migrants themselves.

2. The Project

Project objectives and outcomes

This project aims at improving the governance of labour migration and strengthens the protection of migrant workers' rights by making regular labour migration accessible and desirable to potential migrants, so that they do not opt for irregular migration.

The project objective of addressing and reducing irregular migration by improving labour migration governance and making regular labour migration more accessible and desirable to potential migrants in Ethiopia is pursued through two main outcomes:

Outcome 1: Migrant workers are better protected through improved access to support services that empower them to make informed decisions and claim their rights

Outcome 2: Improved access to protection services of migrants being provided by Ethiopian missions and other relevant institutions.

Project strategy

This will be done through empowering migrants, regional cooperation, institutional capacity building including foreign missions/embassies and enhancing protection mechanisms in countries of origin as well as destination in line with relevant International standards and the revised overseas employment proclamation 923/2016 and prevention and suspension of trafficking in person and smuggling of migrant's proclamation 1178/2020.

Outcome 1- aims at empowering migrants to be in a better position to claim and defend their rights in the migration process. This will be done by producing information materials (booklets, brochures, audio and video material) about international labour standards and legal and policy frameworks for the protection of migrant workers, about regular migration regulations and services available, and importantly by building the outreach and capacities of government structures, trade unions, and private employment agencies that provide such services and information to migrants. In addition, relevant actor's ability to engage in protection and assistance of migrant workers in the Middle East, and to respond to situations of violations of rights will be strengthened, as well as migrant's knowledge of where to turn if support is needed. **Outcome 2-** places the rights of migrants in general and vulnerable groups in particular at the centre of migration management, encouraging a policy discourse based on international labour standards, conventions and human rights laws. In doing so, the project aims at building the capacity of the duty bearers: the government of Ethiopia, to address the rights, needs, and risks faced by migrants in the migration process. The project will also work with social partners, CETU and Ethiopian

Employer's Confederation (EEC), and Private Employment Agencies to address unmet needs of potential migrants and migrants. Component 2 includes data collection/assessment, to ensure that governments and other actors have reliable information on which to base decisions, and capacity building, as mentioned above, directed primarily at the Ethiopian government as well as employers and workers organisations. The government and social partners will be capacitated to develop bilateral agreements and standard employment contract to ensure migrants rights in line with international instruments and provides access to regular labour migration. Moreover, Ethiopian missions and associations in receiving countries will be capacitated to provide direct support to migrants in regards to protection such as shelters, advises etc.

The project's intervention logic is entirely based on the human rights-based approach to labour migration of the *ILO Multilateral Framework on Labour Migration*, 2006 focusing on capacity development of both 'rights-holders' to claim their rights and 'duty-bearers' to meet their obligations. The two components of the project are designed accordingly.

Project Management Arrangement

The project is managed by a Program Manager (PM) based in the project Office in Addis Ababa and reports to the director of the ILO CO for Djibouti, Ethiopia, South Sudan, Sudan and Somalia. The PM is supported by a National Project Coordinator, National Communication Officer and Finance/Admin Assistant based in the project Office in Addis Ababa.

The project is technically backstopped by MIGRANT Department in Geneva and at ILO CO Algiers.

Major results by March 2021, as reported by the project:

- **Institutional capacity of MOLSA, BOLSAs and PEA's improved to better protect migrant workers**
 - a. *The Ethiopian Migrant Data Management System (EMDMS) configured to four regions; Amhara, Oromia, SNNPR, Tigray and Addis Ababa city administration.*
 - b. *MOLSA and BOLSAs 33 officials trained to effectively manage the Ethiopian Migrant Data Management system.*
- **Capacities of regional, zonal and woreda level government structures enhanced to provide quality service and training for men and women migrants**
 - a. *19100 (male 6963 and female 12137) potential migrants have attended skills training at the eight TVETs supported by the project*
 - b. *11250 (6720 female and 4530 male) were provided with relevant information to make informed decision about migration by the 6 MICs supported by the project.*
- **Knowledge and awareness of migrants and potential migrants increased about legal and policy frameworks for protection of men and women migrant workers**
 - a. *Sewnetwa, edutainment movie produced and viewed by more than 1,762,115 people.*

- b. *A mobile app. called "Yeguzo Sink" developed, launched and widely disseminated to facilitate quick and easy access to relevant information on the overall labour migration process.*
- c. *Brochure including "Rights and responsibilities of relevant actors on labour migration in Ethiopia" developed and translated and disseminated to more than 9683 migrants.*
- **Migrants and potential migrants acquired entrepreneurial motives and sufficient knowledge about financial planning and management**
 - a. *Training manual and guide on life skills, financial education and entrepreneurship developed and published.*
 - b. *ToT provided for 25 TVET teachers & BOLSA officials on the manuals.*
 - c. *The soft skills was incorporated in the revision of the National Occupational Standard, Training Curriculum, Training, Teaching and Learning Materials (TTLM) and Competency Assessment Tools for domestic work and care, giving skills training for potential migrants and 62 TVET instructors capacitated on the developed tools to ensure sustainability.*
 - d. *2,958 (1,891 female and 1067 male) potential migrants trained on entrepreneurship and financial management.*
- **Knowledge and evidence base improved on labour migration dynamics in Ethiopia and major countries of destination**
 - a. *Rapid assessment of labour market trends and opportunities conducted to assess the potential and relevance of key economic sectors, sub-sectors and occupations for Ethiopian labour force in Ethiopia and selected destination countries (Baseline assessment conducted and published and Policy briefs developed and published).*
- **Ethiopian communities, trade unions, NGO's, employer's federations and private employment agencies capacity improved to engage in protection and assistance of men and women migrant workers in major countries of destination**
 - a. *Strengthened the regulatory framework between Ethiopia and country of destination to ensure protection of Ethiopian migrant workers.*
 - b. *61 government senior government officials, diplomats and relevant stakeholders trained on drafting & negotiating of Bilateral agreements*
 - c. *Prospective labour market opportunities to facilitate regular labour migration in line with international labour standards for low, semi and high skilled Ethiopian migrant workers identified by thw GoE.*
 - d. *Capacity Assessment of Private Employment Agencies conducted and their capacity built, including supporting the development of Code of Conduct.*
- **Capacities of foreign mission and Ethiopian communities enhanced to provide appropriate and gender based support for migrants in major countries of destination**
 - a. *Improved services and awareness raising provided by Diplomatic Mission and Ethiopian Communities/ association.*
 - b. *1,277 (Female 1085 and Male 192) migrants, impacted by COVID 19, supported through shelter, awareness raising and legal/diplomatic support provided by Ethiopian Diplomatic Missions in Lebanon, Dubai, Abu Dhabi, Riyadh and Jeddah.*

3. Link to the SDGs, Decent Work Country and the ILO Programme and budget

This project will also contribute to various Sustainable Development Goals (2015-2030), namely

- Goal 1 – End poverty in all its form everywhere.
- Goal 5 –Achieve gender equality and empower all women and girls

- Goal 8 - Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;
- Goal 16 – Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective accountable and inclusive institutions at all levels;

Regarding the ILO Programme & Budget¹² the project support achievement of Outcome 09 - Promoting fair and effective labour migration policies and Outcome 7- (Adequate and Effective Protection at Work) in the current biennium, including the Country Programme Outcome .ETH 155 - Improved management of labour migration and reduction of irregular migration and -

4. Evaluation Background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. 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.

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”; and Checklist 5 “Preparing the evaluation report”.

For all practical purposes, this ToR and ILO Evaluation policies and guidelines¹³ 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.

This project has gone through an independent mid-term evaluation that took place in June-July 2019. The report is available at www.ilo.org/ievaldiscovery/#aue3cc8

The evaluation will be managed by an ILO official certified by EVAL as evaluation manager and with no links with projects and oversight by the Regional Senior evaluation officer for Africa and final approval by EVAL. The independent evaluators will be selected through a Call for Expression of interest. Key stakeholders, including the ILO constituencies and the donor will be consulted throughout the evaluation process.

5. 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 Foreign Affairs (MoFA), Technical and Vocational Education and Training Agency (TVET), the Confederation of Ethiopian Trade Union (CETU), Ethiopian Employers’ Confederation and overseas private employment agencies. At regional level, it includes BoLSA and TVED.

Other relevant clients are the donor (United Kingdom’s Foreign, Commonwealth and Development Office), and ILO (i.e. Country Office Addis, Decent Work team Cairo, Regional Office and HQ/MIGRANT branches).

6. Purpose of the Evaluation

The independent evaluation has the following purposes:

- a. Establish the relevance of the project design and implementation strategy in relation to the ILO, UN and national development frameworks (i.e. SDGs and UNDAF) and final beneficiaries needs;
- b. 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, including strategies and implementation modalities chosen, partnership arrangements;
- c. Identify unexpected positive and negative results of the project
- d. Assess the level of implementation efficiency of the project.
- e. Assess the extent to which the project outcomes will be sustainable;
- f. Analyse the project impact at institutional level as well at the level of the final men and women beneficiaries
- g. Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- h. Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes

7. Scope of the Evaluation

The evaluation covers the entire life of the project including all outputs and results, and unexpected results. The evaluation will focus not only in what has been achieved in terms of results, but specially how and why has been achieved or not.

The evaluation will integrate gender equality and non-discrimination as a crosscutting concern throughout its deliverables and process, with special attention to women migrant domestic 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 and tripartism, international labour standards and a fair transition on environment issues. Moreover, the impact of the COVID19 in the completion of the project will be taken into account.

8. Evaluation Criteria and Questions

Specifically, the final evaluation will cover the following evaluation criteria:

- f) Relevance and coherence
- g) Validity of the Project design
- h) Effectiveness
- i) Financial and organizational efficiency
- j) Impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation

With gender and non-discrimination, international labour standards, social dialogues and tripartism, and fair transition on environment issues and the value for money¹⁴ approach integrated throughout the five evaluation criteria.

Analysis of gender-related concerns will be based on the ILO Guidelines on Integrating Gender equality in Monitoring and Evaluation (June 2020).

Relevance, coherence and validity of design

¹⁴The value for money approach consider the following elements that are addressed in the evaluation questions: a) economy – minimizing the cost of resources for an activity (‘doing things at a low price’), b) efficiency – performing tasks with reasonable effort (‘doing things the right way’), c) effectiveness – the extent to which objectives are met (‘doing the right things’), and d) equity- the extent to which benefits are distributed fairly.

- How relevant were the project's expected results to the development priorities of the Government of Ethiopia (the economic reform programme since 2016 and the SDS 2030), UN Development Frameworks, and ILO priorities?
- How has the project addressed the needs of the ultimate beneficiaries? Has there been changes in these needs during the life of the project?
- How well does the project complement and build on other complete and ongoing ILO and UN projects in the country?
- Has the design clearly defined achievable outcomes and outputs and identified external factors/ has the project a solid theory of change?
- Has the project planning included a useful monitoring and evaluation framework including outcomes indicators with baselines and targets?
- Was the implementation approach valid and realistic?
- Has the project addressed gender and non-discrimination related issues in the project document?
- Were the ILO tripartite constituents involved in the design of the project?
- 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?

Project effectiveness

- To what extent has the project achieved its outcomes at national and sub-national levels ('doing the right things')
- Do the results accrue equally to men and women and other categories of vulnerable groups as relevant in an equity manner?
- Has this been done through the planned outputs or new ones have been included, why and how effective have these been?
- How has been the quality of the deliverer outputs?
- Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?
- Which have been the main contributing and challenging factors towards project's success in attaining its targets?
- What, if any, unintended results of the project have been identified?
- Has the project put in place adequate monitoring and evaluation arrangements to support project achievement of results?
- How has the COVID-19 pandemic influenced project results and effectiveness and how has the project adapted to this changing context?
- Was the intervention model effective during COVID-19 and could it be used for a similar crisis response?

Financial and organizational efficiency

- How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the project objectives? Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?
- Has the project considering minimising the cost of resources for activity and outputs ('doing things at a low price')?
- To what extent have been the disbursements and project expenditures in line with expected budgetary plans? Has the rate of spending been acceptable?
- Has the project received adequate administrative, technical and - if needed – policy and technical support from the ILO office and specialists in the field (CO-Addis DWT Cairo, Regional office, the responsible technical units (MIGRANT) in HQ, and ILO ITC)?

- Assess if the management and governance arrangement of the project contributed or hindered the project implementation
- To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced the project's relevance and contribution to SDG targets and indicators? (Explicitly or implicitly)
- To what extent did the project leverage resources (financial, partnerships, expertise) to promote gender equality and non-discrimination?

Impact orientation and sustainability

- To what extent there is evidence of positive changes in the life of the ultimate project men and women and the most vulnerable other categories of beneficiaries.
- Assess whether project institutional and target outcomes are sustainable and identify the steps that have been taken to enhance it.
- 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
- To what extent will the achieved impact be sustainable over the longer term?
- How likely is it that the project's strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?

General

- Have the recommendations from the mid-term evaluation been sufficiently incorporated into the project? How?

9. Methodology

The information needs and evaluation questions call for an in-depth understanding of the situation to provide a holistic assessment and interpretation of the project's achievements. The methodology should include examination of the intervention's Theory of Change (ToC) (or request, if feasible, that the evaluator reconstructs one if the ToC is not in place). The theory of change should give light of the logical connect between levels of results and their alignment with the national policy frameworks, the ILO's strategic objectives and outcomes at global and national levels, as well as with the relevant SDGs and targets.

The methodology should be participatory and include a mixed-methods approach, with analysis of both quantitative and qualitative data. It should also be able to capture the intervention's contributions to the achievement of expected and unexpected outcomes.

The evaluation will be carried out through a desk review and field visit to the project stakeholders in Ethiopia and consultations with implementing partners, beneficiaries, the donor, the ILO (with relevant ILO units and officials and information should be collected, presented and analysed with appropriate gender disaggregation. In addition, to the extent possible, the data collection, analysis and presentation should be responsive to and include issues relating to diversity and non-discrimination, including disability issues.

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)

The evaluation will be conducted by an international experienced consultant virtually (home-based) with support of a national consultant. In the case that the COVID-19 situation improves in Ethiopia and it is feasible, a national consultant will conduct field visits to the project sites. This will be discussed at the inception phase of the evaluation.

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”

The methodology will comprise of the following elements:

Inception Phase

The evaluator team leader will be briefed in methodological terms by the Evaluation manger by phone/Skype.

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 Project manager, 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 (see Checklist 3 in Annex I) will cover status of logistical arrangements, project background and materials, key evaluation questions and evaluation indicators, detailed work plan, list of stakeholders to be interviewed, outline of the stakeholders’ workshop and of the final report, following EVAL Checklist 3.

The Evaluation team leader will receive a list of key stakeholders by the project manager. 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.

An indicative list of persons to be interviewed will be prepared by the Project in consultation with the Evaluation Manager. This list will include-

- ILO Staff (filed, Geneva, ITCILO Turin)
- Project staff in Addis Ababa.
- Key Stakeholders in Addis Ababa

- A first meeting with the ILO CO-Addis Director and with the Project Team.

The desk review may suggest a number of preliminary findings that could be useful in reviewing or fine-tuning the evaluation questions.

Data Collection Phase

The current COVID-19 pandemic severely restricts mobility of ILO staff and consultants. In line with these restrictions, the evaluation data collection methodology will focus on remote/virtual data collection unless the situation allows for field visits.

Within this scenario, reliance on desk review and online methods (e.g. online surveys, telephone, zoom and skype interviews) will take higher prominence. This will require enhanced engagement and collaboration with the project team.

The project team will develop and avail to the evaluator team leader a database with contact details of ILO constituencies and stakeholders and will work closely with the evaluator to make the virtual meetings available (including covering communications cost if needed).

The evaluators will ensure that opinions and perceptions of women and other vulnerable groups 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 evaluator. 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.

Report Writing Phase

Based on the inputs from discussions and interviews with key stakeholders, the Evaluator will draft evaluation report. The draft report will be sent to the Evaluation Manager for a methodological review, and then to share it 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 one complete document, with a file size not exceeding 3 megabytes. Photos, if appropriate should be included, inserted using lower resolution to

10. Deliverables

All deliverables will be developed in English.

Deliverable 1: Inception report including the evaluation methodology

The inception report should detail the Evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of proposed methods; proposed sources of data; and data

collection procedures. The inception report should also include an evaluation matrix, proposed schedule of tasks, activities and deliverables. The evaluation methodology should include a description of an analytical approach to assessing the project across locations; and a methodology to select and evaluate project sites. It will follow EVAL checklist 3 (see annex)

Deliverable 2: Presentations of preliminary findings, conclusions and recommendations in a virtual workshop

The evaluator will prepare for discussion a presentation for the project stakeholders' workshop at the end of the field work of preliminary evaluation findings, conclusions and recommendations. These can be reviewed at the time of developing the report. These will be relevant only for the workshop discussion

Deliverable 3: Draft Evaluation Report

The evaluator will submit his /her first draft evaluation report to the Evaluation Manager in the format prescribed by the ILO checklist (see Checklists 5 and 6).

- Cover page with key project and evaluation data
- Executive Summary (English)
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology and limitations
- Clearly identified findings for each criterion or per objective
- Conclusions
- Recommendations (i.e. for the different key stakeholders indicating priority, resources and time required)
- Lessons learned and good practices

Annexes:

- TORs
- Evaluation matrix
- Data collection tools
- List of people interviewed
- Schedule of the fieldwork
- Documents reviewed
- Project outputs achieved versus planned as per the Project logical framework targets and comments by each one.
- Lessons learned and Good practices in ILO/EVAL templates

Deliverable 4: Final Evaluation Report

The final evaluation refers to the draft report addressing stakeholders' comments, along the comments log.

Evaluation summary

A standalone summary of the evaluation in the template provided by EVAL for wider dissemination.

11. Evaluators Responsibilities

Evaluation team leader responsibilities
<ul style="list-style-type: none"> 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
<ul style="list-style-type: none"> i. Support the desk review of programme documents j. Undertake interviews with stakeholders (skype, telephone, or similar means and face-to-face if feasible) k. Support the facilitate the virtual stakeholders workshop l. Provide inputs in the draft evaluation report

12. Work plan & Time Frame

The total duration of the evaluation process is estimated to be 21 workdays for the team leader and 12 days for the national evaluator. The evaluation to take place between May and June 2021.

Phase	Task	Responsible Person	Number work days/team leader	Number work days/team member	Timing
i.	Preparation of draft ToR	Evaluation Manager	0	0	8 th -19 th March
ii.	Circulation of draft TORs among key stakeholders and finalization	Evaluation Manager	0	0	23 March- 2 April
iii.	Call for EoI for evaluators	Evaluation Manager	0	0	25 March - 8 April

iii.	Selection of evaluation team and contractual processes	Evaluation Manager	0	0	9-16 April
iii.	Registering in IRIS	Evaluation Manager	0	0	19-30 April
Iv	Contract of the selected evaluation team ; Entering contracts and preparation of budgets and logistics	Evaluation Manager	0	0	3-14 st May
iii.	Inception phase: Desk review, initial briefing with Evaluation Manager, internal briefings with CTA development of a draft inception report and agenda for meetings	Evaluator	5	2	17-21 ^h May
iv.	Data collection phase: virtual Meeting with key stakeholders, facilitate stakeholders meetings and interviews, debriefing with ILO CO- Addis Ababa Field Office	Evaluator	10	8	24 May- 4 th June
v.	Report writing phase: Draft evaluation report based on desk review and consultations from visits	Evaluator	5	2	7-11 ^h June
vi.	Circulate draft evaluation report to project stakeholders and consolidate comments of stakeholders and send them to Evaluator	Evaluation Manager	0		14 th -25 th June.
vii.	Finalize report including explanations on comments not included and preparing Evaluation Summary	Evaluator	1	0	28 th June
viii.	Approval of report by EVAL	EVAL	0		5 days 2 nd July
	TOTAL		21	12	

13. Management arrangements, work plan & time frame

The evaluator will report to the evaluation manager (Ms. Inviolata Chinyangarara i.chinyangarara@itcilo.org) and should discuss any technical and methodological matters with the evaluation manager, should issues arise.

For this evaluation, the final report and submission procedure will be as follows:

- a. The Evaluation Consultant will submit a draft evaluation report to the Evaluation Manager
- b. After reviewing compliance with the TORs and accuracy, the Evaluation Manager will forward to all key stakeholders, including the project and the donor, for comment and factual check;
- c. The Evaluation Manager will consolidate the comments and send these to the Evaluation Consultant;
- d. The Evaluation Consultant will finalize the report, incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the Evaluation Manager;
- e. The Evaluation Manager will forward the report to the Regional evaluation officer and then shared, for last review and approval, with EVAL. Feedback from EVAL on corrections is required before approval could take place.
- f. Once approved, EVAL publishes the report in i-eval Discovery and informs PARDEV and/or the ILO responsible official for the submission of the approved report to the key stakeholders, including the donor.

Resources

The following resources are required:

- a. International Consultant fees for 21 work days
- b. National Team member fees for 12 days
- c. Virtual stakeholders workshop (if feasible)
- d. Communication costs

13. Evaluation team: Composition of evaluation team

The evaluation team will consist of one international experienced evaluation consultant and one national consultant. The international consultant will be the team leader and will have responsibility for the evaluation report.

Profile of Evaluation team

The Evaluator should have the following qualifications:

Team leader

- a. Advanced university degree in social sciences or related graduate qualifications;
- b. A minimum of 7 years of professional experience in evaluating social development projects initiatives; including in the role of sole evaluator or team leader experience in the area of labour migrant rights will be an added advantage;

- c. Proven experience with logical framework and theory of change approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing;
- d. Fluency in written and spoken English required.
- e. Knowledge and experience of the UN System;
- f. Understanding of the development context of the Project Country is an advantage;
- g. Excellent consultative, communication and interview skills;
- h. Demonstrated ability to deliver quality results within strict deadlines.

Team member (national consultant)

- a. University degree in social sciences or related graduate qualifications;
- b. 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 labour migrants rights will be an added advantage);
- c. 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;
- d. Fluency in written and spoken knowledge of English required. Local languages will be an asset.
- e. Knowledge and experience of the UN System an advantage;
- f. Understanding of the development context of the Project Country is an advantage;
- g. Excellent communication and interview skills;
- h. Demonstrated ability to deliver quality results within strict deadlines.
- i. Based in Addis Ababa

Appendix 2 Lessons Learned and emerging good practise

ILO Lesson Learned Template	
<p>Project Title: Improved labour migration governance to protect migrant workers and combat irregular migration</p> <p>Project TC/SYMBOL: ETH/16/02/GBR</p> <p>Name of Evaluator: Sten Toft Petersen (International Consultant), Jonse Boka (National Consultant)</p> <p>Date: June 2021</p> <p>The following lesson learned was 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)	The current project took over a number of high investment initiatives from an earlier EU funded project. The GoE did not have the funds allocated for taking over maintenance of some of these example the Migrant Data Management System therefore they were continued and further developed under the current project, but by the end of this project the government still is not ready to take over the financing of the maintenance of the MDMS, this creates a situation where the ILO has to find funding to continue the system as all the prior investment would be last if the implementation of the MDMS is discontinued. The ILO should request a timebound commitment from governments when initiating activities which requires significant long-term investment.
Context and any related preconditions	The MDMS is a high priority activity which is essential for the decentralization and modernisation of the migration governance in Ethiopia.
Targeted users / Beneficiaries	The target users are the MoLSA and BoLSAs and in the perspective lower levels of migration management. The migrant should also benefit as the collection and transfer of documentation would be faster and easier.
Challenges /negative lessons - Causal factors	Lack of government funding of the MDMS is not foreseen in the GoE's 10-year strategy plan.
Success / Positive Issues - Causal factors	The ILO is positive in its efforts to raise funding for the continuation of the activity.

ILO Administrative Issues (staff, resources, design, implementation)	The ILO will have to use resources both human and financial for securing the continuation of the implementation of the MDMS.
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ILO Emerging Good Practice Template

Project Title: Improved labour migration governance to protect migrant workers and combat irregular migration

Project TC/SYMBOL: ETH/16/02/GBR

Name of Evaluators: Sten Toft Petersen (International Consultant), Jonse Boka (National Consultant)

Date: June 2021

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>Under Outcome 1: Migrant workers are better protected through improved access to support services that empower them to make informed decisions and claim their rights the project supported the integration of entrepreneurship and financial literacy training as an integrated part of the pre-departure training. This training encourages the migrants to save money for eventually starting up a small business on return and it gives the migrants a better understanding on how and for what to spend money. Experience shows that financial literacy gives workers the tools to a more rational spending of money and less risk for being cheated by lenders and shopkeepers.</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>The training must take into account that some of the participants might have very low level of literacy. It should not be a condition or a goal in itself that the migrants should start an own business on return, it could be they would invest in their own or their children's education and this should be accepted on equal terms. For a scaling of this type of pre-departure training it is recommended also to offer the financial literacy training to family members also, so that they know how to handle the remittances, if the migrant send money back to the family.</p> <p>The financial literacy training could easily be scaled to other professions also, today it is targeted on domestic workers.</p>
<p>Establish a clear cause-effect relationship</p>	<p>If income is spent in a more rational way there will be more space for savings in the person's budget.</p>

Indicate measurable impact and targeted beneficiaries	The impact can be measured in the migrant workers saving.
Potential for replication and by whom	The financial literacy can be scaled to other groups/professions of migrant workers, but also to workers in Ethiopia the benefits of the training is not limited to migrant workers. In other countries (ex. Bangladesh) it is with success scaled to garment workers.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The improved financial literacy will have a positive impact on poverty reduction and also on the empowerment of women as they get a stronger say in financial decisions in the families. Meaning it impact the power relations in the intime sphere towards more equality.
Other documents or relevant comments	Program Performance Reports

ILO Emerging Good Practice Template

Project Title: Improved labour migration governance to protect migrant workers and combat irregular migration

Project TC/SYMBOL: ETH/16/02/GBR

Name of Evaluators: Sten Toft Petersen (International Consultant), Jonse Boka (National Consultant)

Date: June 2021

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.)	As an overall good practise the current project has shown that long and continued close cooperation between the GoE and the ILO has proven to be another emerging good practise which pays off. Both parties have assigned dedicated and highly professional officials to secure the successful implementation of joint initiatives on labour migration for 12-13 years already. This cooperation has contributed to important reforms in the migration governance in Ethiopia.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	It would be a condition that there exist a stable political environment that keep the same priorities and that human and financial resources are available throughout the cooperation. It seems also to be a valuable contribution that the same responsible officers are in place over a longer period of time and the important mutual trust is build up.
Establish a clear cause-effect relationship	The long and trustful cooperation opens up for reforms and new initiatives.
Indicate measurable impact and targeted beneficiaries	The impact can be measured in the migrant workers choice of migration – regular or irregular.
Potential for replication and by whom	The ILO can use this practise in other member states and that not only in the field of migration.

Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	There can be general positive impact on the work of the ILO.
Other documents or relevant comments	Program Performance Reports

Appendix 3 Field Mission Schedule

Improved labour migration governance to protect migrant workers and combat irregular migration

ETH1602GBR

FINAL INDEPENDENT PROJECT EVALUATION

TENTATIVE ITINERARY

02 to 18 June 2021

Evaluation Manager: Inviolata Chinyangarara

Evaluator: Sten Toft Petersen

Team member: Jonse Boka

Date	Time	Activity/Name and organization of informant	Address (physical)	Format
1 June	15:00 – 17:00	Project Team	CO-Addis Ababa	Virtual
2 June	14.00 – 15.00	Mr. Kabu Mban, Specialist, ACTRAV	CO-Addis Ababa	Telephone Interview
3 June	10.00 – 11.00	Ephrem Getnet, Project Technical Expert, IGAD Project, ILO		Virtual Interview Team/ Zoom
7 June	10.00 – 11.00	Mr. Alexio Musindo, ILO CO Director	CO-Addis Ababa	Intro and interview Team
	11.30 – 12.30	Mr. Neville Jefferies, Humanitarian Adviser & Ms. Yoadan Workneh Shiferaw, Programme Officer, FCDO Ethiopia		Zoom Interview
	14.00 - 15.00	Hiwote Tadesse, Programme Coordinator, GIZ		Virtual Interview

	15:00 – 16:00	Ms. Heike Lautenschlager, Technical Officer		Virtual Interview Team/ Zoom
8. June	9.00 – 10.00	Sabrina Bazzanella, Team Leader Migration and Social Protection Section, EU Representation		Virtual Interview
	11.00 - 12.30	Mr. Kassahun Follo, Ms Rahel Ayele and Mr Measho Berihs, Confederation of Ethiopian Trade Union (CETU)	Mesqel square, CETU Office, Addis Ababa	Virtual Interview
	14:00 – 15:30	Ms. Blen Admasu, Project Finance and Admin Assistant		Virtual Interview
	15.30 – 16.30	Mr. Temesgen Oumer, Consul General, Ethiopian Consulate in Lebanon		ZOOM Interview
9. June	14.00 – 15.00	Mr. Nebil Mohamed Aman, President, Overseas Private Employment Agencies Federation. Mr. Seid Ahmed, Head of Communication, Overseas Private Employment Agencies Federation Mr. Mezigebe, Vice President, Overseas Private Employment Agencies Federation Mr. Melke, Overseas Private Employment Agencies Federation	Bole Medihanialem, ALODE Office, Addis Ababa	Telephone Interview
	16.00 – 17.00	Mr. Dawit Dame, Senior Manager Innovative Jobs & project, Job Creation Commission		ZOOM Virtual Interview
10 June	9.00 – 10.00	Mr. Dawit Moges, President, Ethiopian Employers’ Federation		ZOOM Interview
	14.00 – 15.00	Mr. Azmeraw Kebede, Director, Federal TVET		Physical Interview

	15.30 – 16.30	Amb. Bogale Tolessa, Permanent Secretary, Ministry of Foreign Affairs		Telephone Interview
11 June	10.00 - 11.30	Amb. Dr. Desta W/Yohannes, Ex-Director, Ministry of Foreign Affairs		Zoom Virtual Interview
11 June	13.00 - 14.30	Amb. Eyerusalem Amdemariam, Consul General, Ethiopian Consulate in Dubai (UAE)		Virtual Interview
14 June	09:00 – 10:30	Mwila Chicaga, Gender Specialist		Virtual Interview
14 June	12:00 - 13:30	Ms. Aurelia Segatti, Migration & Mobility Specialist - Algiers Office		Virtual Interview
13 - 15 June	9:00 – 12:00	Mr. Tagesse Wolde, Areka MIC Centre	Areke, SNNPR	Field Visit/ Telephone Interview
	12:00 – 17:00	Mr. Bulad, Werabe TVET	Werabe, SNNPR	Field Visit/ Telephone Interview
15 June	09:00 – 10:30	Mr. Dereje Alemu, CO-Addis Ababa program staff	CO-Addis Ababa	Virtual Interview
	10:30 – 12:00	Farid Hagbez, ACT/EMP		

	12:00 – 13:30	Ms. Gloria Moreno-Fontes, Migration Specialist – ROAF		Virtual Interview
15 June	14:30 – 15:00	H.E. Ms. Ayelech Eshete, State Minister	Kazanchis MoLSA Office, Addis Ababa	Virtual/physical Interview
15 June	15:00-17:00	Mr. Berhanu Abera, Director General for Overseas Employment & Ms. Meselech Assefa, Director, Overseas Employment and Welfare Directorate	Kazanchis MoLSA Office, Addis Ababa	Virtual/physical Interview
16 June	15:00 – 16:30	Ms. Feteyu Seid	Bambis AG Office, Addis Ababa	Virtual/physical Interview
16 June		Amb. Abdu Yasin, Consul General, Ethiopian Consulate in Jeddah (KSA)		Virtual Interview
18 June	09:30 – 11:00	Mustapha Said, ACTRA Specialist	Beirut	ZOOM Interview
18 June	10.00 – 11.30	Malambo Moonga, Head, Migration Management Unit, IOM		Virtual Interview
	9.00 – 10.30	Mr. Alexio Musindo, ILO CO Director		Debriefing
17 June	9.00 – 11.00	Wrap-up Meeting with Project Team		
		Stakeholders/Validation meeting on the Evaluation Finding	Tbc	

Appendix 4 LIST OF PEOPLE / ORGANIZATIONS MET

Lists of interview participants: June 1- 17,2021

No.	Name of interview participants	Gender	Organization	position	Type of interview
1	Alexio Musindo	M	ILO CO-Addis Ababa	ILO Co Director	zoom interview
2	Aida Awel	F	ILO CO-Addis Ababa	Program Manager	zoom interview
3	Solomon Abebe	M		National project coordinator	zoom interview
4	Genene Assefa	M		National project coordinator	zoom interview
5	Blen Admasu	F		Project Finance and Admin Assistant	zoom interview
6	Kabu Mban	M		ILO CO-Addis Ababa	Specialist, ACTRAV
7	Ephrem Getnet	M	ILO CO-Addis Ababa	Project Technical Expert, IGAD Project	zoom interview
8	Ayelech Eshete	F	MoLSA	State Minister	zoom interview and personal interview
9	Berhanu Abera	M		Director General for Overseas Employment	
10	Neville Jefferies	M	DFID Ethiopia	Humanitarian Adviser	zoom interview
11	Heike Lautenschlager	F	ILO HQ Geneva	Technical Officer	zoom interview
12	Sabrina Bazzanella	F	EU Representative	Team Leader Migration and Social Protection Section	zoom interview
13	Kassahun Follo	M	Confederation of Ethiopian Trade Union (CETU)	President	zoom interview and personal interview
14	Rahel Ayele	F		Women Affairs Department Head	
15	Measho Berihi	M		Vice-president	
16	Azmeraw Kebede	M	Federal TVET Agency	Director, Trainees Development and Institutional Capacity Building Directorate	Personal interview
17	Temesgen Oumer	M	Ethiopian Consulate in Lebanon	Consul General	zoom interview
18	Mezigebe Assefa	M	Ethiopian overseas Employment Agents Federation-AA	vice president	Personal interview
19	Melkie Sembelesh	M		secretariat	
20	Dawit Moges	M	Ethiopian Employers' Federation	President	zoom interview
21	Fetiya Seid	F	Attorney General Office		zoom interview
22	Amb. Dr. Desta W/Yohannes	F	MoFA	Ex-Director, Ministry of Foreign Affairs	zoom interview
23	Amb. Bogale Tolessa,	M	MoFA	Permanent Secretary	zoom interview
24	Amb. Eyerusalem Amdemariam	F	Ethiopian Consulate in Dubai (UAE)	Consul General,	zoom interview
25	Mwila Chicaga	F	ILO	Gender Specialist	zoom interview

26	Aurelia Segatti	F	ILO- Algiers	Migration & Mobility Specialist	zoom interview
27	Mustapha Said	M	ILO-Beirut	ACTRA Specialist	zoom interview
28	Gloria Moreno-Fontes	F	ILO	Migration Specialist – ROAF	zoom interview
29	Eyasu Chubiso	M	Areka town, SNNP	Areka Town Administration Deputy Mayor and Labor and Social Affairs Head	Personal interview
30	Tagesse	M		Areka MIC coordinator	
31	Returnees (four females)			at Areka MIC coordinator	
32	Potential migrants (12, 6M & 6F)				
33	Sherefedin Shumi	M	Worabe Polytechnic College, Worabe town, SNNP	Vice Dean Worabe Polytechnic College	Personal interview
34	Bezawit	M		Department head, Hotel management	
35	Farid Hagbez,	M	ILO Cairo	ACTEMP Specialist	zoom interview

Total informants: 49

Female: 19

Male: 30

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Based on Occupational Standard (OS). Version: 1.

20. MoLSA/FTA/ILO (ND). Ethiopian TVET-System Model Curriculum Domestic Work Level II Based on Occupational Standard (OS). Version: 1.
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19th February , 2016.
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24. Booklet. Rights and Responsibilities of Relevant Actors on Labour Migration in Ethiopia.
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26. MEETING REPORT. Training on Revised Overseas Employment Proclamation 923/2016, Proclamation implementation directive and guidelines. 26 - 31 March 2018. Mekele, Ethiopia.
27. Minutes. CETU and FENASOL Bilateral Meeting. 20 Dec 2017.
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Appendix 6 Results against Indicators

Objective	Performance Indicator	Baseline Information	Target	Final Evaluation Findings
Overall Objective: Address and reduce irregular migration by improving the governance of labour migration and making regular labour migration more accessible and desirable to potential migrants in Ethiopia	%age increase in regular migration	17%	35% increase	A 48% increase has been achieved. This must be seen as a good result even it would have been preferable to have a comparison to an estimated increase in the total labour migration including irregular migration to see the relative increase. The evaluation finds that the project has contributed well to the increase in regular migration, but other factors has also contributed.
Outcome 1: Migrant workers are better protected through improved access to support services that empower them to make informed decisions and claim their rights	%age of migrants who accessed support service in Ethiopia	56%	20% increase	By June 21 estimated 85% of migrant workers access support services, this is a very high percentage and by that the target has been well reached. This however does not guarantee that the migrants receive quality services.
	Number of regions/city administration that have decentralized full migration services in line with the proclamation 923/2016	0	4 regions and 2 city administrations	The target was 4 regions and two city administration, and the project achieved 4 regions and one city administration. Even the quality of the services has improved there still is a quality issue especially at the local level. There is still only limited quality service below the regional level and the MDMS is also only partly decentralised to the regional level.

Output 1.1: Institutional capacity of MOLSA and BOLSA's enhanced to decentralize the migration process	Number of Regions with Functional Ethiopian Migrant Database system	Functional only at national level	4	The project has built up capacity in government institutions, hereunder a migrant data management system has been strengthened by providing technical and material supports for maintenance and smooth functioning of the system. The MDMS was created under Phase 1 of the project in 2016. The system is operational in four regions (Amhara, Oromia, SNNP, and Tigray) and at federal level. The MDMS is centralized in Addis Ababa. Capacity building for experts at MoLSA to better manage and run the MDMS was provided.
	Developed a guideline and a strategy to monitor recruitment cost & process	0	1	A guideline as an internal guideline for handling of and strategy on monitoring of recruitment processes was developed with MoLSA.
Output 1.2: Capacities of regional, zonal, woreda level government structures and other institutions are enhanced to provide quality service and pre departure orientation and training for men and women migrants	Number of target TVET's providing services that meets quality standards developed by MoLSA	0	8 TVET institutions	The project provided technical and material supports for eight TVETs these are now able to provide better quality capacity building trainings for migrants and potential migrants (domestic workers). There is however concern that the training equipment is outdated.
	Number of MRCs providing services that meets quality standards as per the MRC guideline	6	6 MRC	The project supported eight Migrant Information Centers (MIC) in four regions (Amhara, Oromia, SNNP, and Tigray) by providing material supports, translating MIC operational manual into three major local languages (Amharic, Afan Oromo & Tigrigna), supervising all six MICs (Agaro, Areka, Jeri, Sekota, Tulu Bolo and Wukro) and facilitated coordination among MICs and relevant stakeholders (Mayor office, woreda

				administration). This support should enable the MICs to better serve migrants, potential migrants and returnees. The evaluation however found that the capacity of the MIC is weak. For instance, at Areka MIC, the allocated TV-sets and other technical equipment are not in use because of lack of electricity. In addition, experts at the center have been providing limited awareness creation services to migrants and potential migrants as they themselves are neither trained nor clear about the mandates of the center. Experts at the center mainly focus on selecting potential migrants and sending them to zonal BoLSA for training at TVET.
	Number of potential migrant workers benefiting from improved services provided by TVET, BOLSA and MRCs	0	2.000 migrant workers	There was no gender disaggregated target for the TVET training but there was trained 10 times more than expected These figures are influenced by the fact that pre-departure training was made mandatory for regular migrants. When it comes to benefitting from BoLSA/MIC services 60% of the beneficiaries were males.
Output 1.3: Improved awareness of potential migrants and migrants about their duties and responsibilities as well as the role of stakeholders and international instruments	Number of men and women migrant workers reached through awareness raising activities	0	9.000 (50% W & 50% M)	A large number of brochures, booklets, a movie (Sewnetwa), audios and a mobile app (Ye guzo sink) that help migrants and potential migrants to get all available and relevant pre departure information on relevant issues and information on their rights and obligations were produced. The evaluation found that the mobile app is not well publicized among stakeholders including coordinators of MIC and the TVET teachers/leaders and potential migrants as

				none of the informants at this level (which must be seen as key target group) knew about the app. The target was that 9.000 migrant workers (50% male and 50% female) should benefit from awareness raising activities. The target was reached, but no gender aggregated data on the actual outreach are available.
Output 1.4: Migrants and potential migrants acquire entrepreneurial and financial planning and management knowledge	Number of migrants and potential migrants with improved knowledge on entrepreneurship and financial management	0	1.000 (50% W & 50% M)	Many more than the targeted 1.000 migrants and potential migrants have been reached. It was foreseen that there should be a 50/50 participation of women and men, but there are no gender aggregated figures available on the achieved target. It can however be estimated that at the least 90% of the participants were women.
	Quality recommendation imbedded in the mandatory skills training curriculum of the Government on Household Service, Domestic Work and Care giving skills training for potential migrants	None	Quality recommendation s imbedded	A major achievement of the project is that the entrepreneurship and financial literacy training has been included in the national curriculum for domestic work and caregiving TVET.
Outcome 2: Improved access to protection services of migrants being provided by Ethiopian missions and other relevant institutions.	%age of migrants getting improved services by Ethiopian missions & other relevant institutions	21%	15% increase	48% of migrants received improved services from diplomatic missions and relevant institutions. This is positive, but it would be better, if they did not need the services. A qualitative indicator would have been preferable to understand to what extend the services meet the need of the migrant workers.
	Number of mission and community providing quality services as per the mission guidelines	0	3	Seven diplomatic missions and diaspora groups are providing quality services to migrant workers. This must be seen as a major achievement.

Output 2.1: Improved governments capacity knowledge and evidence base on labour migration dynamics in Ethiopia and major country of destination	Number of research/assessments completed and shared with stakeholders	0	Conduct and Publish 3 policy-oriented researches that can be used to advocate and influence policy makers	The evaluation was informed that the GoE especially those Ministries and institutions which have been involved with the project, thanks amongst other to the project interventions and documentation provided feel better equipped to take evidence-based decisions. Four research documents were developed.
Output 2.2: Ethiopian communities, trade unions, NGO's, employer's federations and private employment agencies capacity is improved to engage in protection and assistance of men and women migrant workers in major countries of destination	Number of BLAs/MoUs and written employment contracts drafted in line with ILO standards and guidance	1 MoU (CETU and FENASOL)	3 BLA/MoU	Four MoU/BLAs are signed. The evaluation was informed that the quality of BLAs has improved compared to earlier agreements. Earlier BLAs did not have any reference to protection of workers rights. Now compliance with ILS
	Number of people trained on BLA and MOU drafting	0	60	The training on development and signing of BLA had 60 participants from all Ethiopian diplomatic missions in the region and also representatives from EEF and CETU.
	Number of monitoring mechanism in place to follow up the implementation of BLAs	0	Establishing functioning monitoring system	Due to the pandemic follow-up to the signed agreements has only progressed to a limited extend.
Output 2.3: Capacities of Ethiopian Diplomatic Mission and Communities enhanced to provide appropriate and gender based support and information services for migrants in major countries of destination	Number of migrants who have benefited from improved support services provided by Ethiopian Diplomatic Mission and Ethiopian Community in Middle East during the project life cycle	0	10.000 (50% W & 50% M)	The project had set out a target of 10.000 migrants (50% female and 50% male) to benefit from improved services from diplomatic missions and communities. The target was almost reached, but instead of the foreseen 5.000 males only 399 were reached.

	<p>%age of men and women migrant workers reached through awareness raising activities on services given by Ethiopian Diplomatic Mission and Ethiopian Community in Middle East during the project life cycle</p>	<p>20%</p>	<p>25% increase</p>	<p>The increase is reported to have been 68%. Alone more than 1.000 were reached through COVID-19 humanitarian aid activities.</p>
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Appendix 7 Overview of Stakeholder, Topics and Data Collection Methodologies

Social actors interviewed	Issues to be explored	Proposed activities
Migrant Workers	<p>Changes (outcomes) experienced related to the intervention e.g. with respect to working and employment conditions, or workers' own attitude, knowledge, skills, behaviour, other workers or employers and agencies</p> <p>Relevance and contribution of the intervention to changes identified:</p> <p>Reasons to report on working conditions and salary.</p> <ul style="list-style-type: none"> ➤ In what way has the situation for migrant workers changed over recent years ➤ What would it take to make the governments interventions even more relevant ➤ Barriers and drivers related to the context, migrant workers themselves or the intervention for using information provided through the project 	<p>Staff workshop</p> <p>Desk review</p> <p>Focus group discussions with workers (women and men)</p>
Governmental Officials	<p>Changes (outcomes) experienced related to the intervention e.g. with respect to implementation of the governments migration policy.</p> <p>Relevance and contribution of the intervention to changes identified:</p> <ul style="list-style-type: none"> ➤ Reasons for engaging with the ILO project ➤ Experiences cooperating with the project and its partners ➤ Usefulness of tri-partite social dialogue in relation to labour migration ➤ Experiences engaging with migration agencies 	<p>Staff workshop</p> <p>Desk review</p> <p>Semi-structured interviews</p> <p>Focus group discussions with trainees</p>

	<ul style="list-style-type: none"> ➤ Barriers and opportunities for engaging migrant workers, employers and agencies ➤ Role in follow-up on complaints ➤ Strengthening of diplomatic missions labour market profile ➤ Role in increasing migration 	
Trade Unions leaders	<p>Changes (outcomes) experienced related to the intervention e.g. with respect to implementation of the governments migration policy, or TU representatives' capabilities (attitude, knowledge, skills, relations) to handle migration related issues</p> <p>Relevance end efficiency of the intervention to changes identified:</p> <ul style="list-style-type: none"> ➤ Reasons to cooperate with ILO and the social partners on migration ➤ Relevance of the project to trade unions ➤ What would it take to make the capacity building and information provided even more relevant ➤ Barriers and drivers related to the context, workers themselves or the intervention for using information provided through 	<p>Staff workshop</p> <p>Desk review</p> <p>Semi-structured interviews</p>
Employers and their associations	<p>Changes (outcomes) experienced related to the intervention e.g. with respect to employers' attitude, knowledge, or relations to make use of skills availed through the intervention to promote fair migration:</p> <ul style="list-style-type: none"> ➤ Relevance end efficiency of the intervention ➤ Reasons to cooperate with ILO ➤ Relevance of the project to employers ➤ What would it take to make the capacity building and information provided even more relevant 	<p>Staff workshop</p> <p>Desk review</p> <p>Semi-structured interviews</p>

	<ul style="list-style-type: none"> ➤ Barriers and drivers related to the context, employers themselves or the intervention for using information provided through the project. 	
Migration agency representatives:	<p>Relevance or contribution of the intervention to changes observed with migration agencies:</p> <ul style="list-style-type: none"> ➤ To what extent is the intervention known in the agency community ➤ In what way was the project relevant to agencies ➤ What would it take to make it even more relevant for small as well as big agencies ➤ How did the initiative interact with the establishment of the Code of Conduct? 	<p>Desk review</p> <p>Semi-structured interviews</p> <p>Focus group discussions with trainees</p>
Other stakeholders	<p>Relevance or contribution of the intervention to changes observed by other stakeholders.</p> <ul style="list-style-type: none"> ➤ The projects contribution to improving working conditions ➤ Interaction with other stakeholders ➤ Improvements in conditions for labour migration 	<p>Desk review</p> <p>Semi-structured interviews</p>

Annex 8 Key Questions for final evaluation

Evaluation Questions	Indicator	Sources of Data	Method
Relevance and coherence			
1. How relevant were the project's expected results to the development priorities of the Government of Ethiopia (the economic reform programme since 2016 and the SDS 2030), UN Development Frameworks, and ILO priorities?	Project referred to in official documents from GoE, UN, ILO (<i>check exp. Results</i>)	Documents and informants	Desk review and interviews with government and UN officials
2. How has the project addressed the needs of the ultimate beneficiaries? Has there been changes in these needs during the life of the project?	Beneficiaries report that needs are met and social partners on their involvement	Beneficiaries and social partners	FGDs with migrant workers and interviews with CSOs and social partners
3. How well does the project complement and build on other complete and ongoing ILO and UN projects in the country?	Synergies and joint activities with other ILO and UN projects	Minutes from joint meetings and Implementation Progress Reports	Desk review and interviews with ILO and other relevant UN organizations
4. Has the design clearly defined achievable outcomes and outputs and identified external factors/ has the project a solid theory of change?	Outcomes are met and Outputs delivered	Implementation Progress Reports	Desk review
5. Has the project planning included a useful monitoring and evaluation framework including out-comes indicators with baselines and targets?	MEP in place and used	MEP reports	Desk review and interviews
6. Was the implementation approach valid and realistic?	High delivery rate and Outcomes reached	Beneficiaries and partners	Desk review and interviews

7. Has the project addressed gender and non-discrimination related issues in the project document?	PD reviewed by Gender Specialist	PD	Desk review and interview with Gender Specialist/Focal Point
8. Were the ILO tripartite constituents involved in the design of the project?	Constituents know the project well and feel an ownership	ILO constituents	Interview with constituents
9. 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?	Active participation of stakeholders in project activities	Implementation Progress Reports	Desk review and interviews with stakeholders
Project effectiveness			
10. To what extent has the project achieved its outcomes at national and sub-national levels ('doing the right things')	Level of achievement of Outcomes	Implementation Progress Reports	Interviews with ILO constituents at national and sub-national level
11. Do the results accrue equally to men and women and other categories of vulnerable groups as relevant in an equity manner?	Number of women and vulnerable groups benefitting	Beneficiaries, stakeholders and Implementation Progress Reports	FGDs, desk review and interviews
12. Has this been done through the planned outputs or new ones have been included, why and how effective have these been?	PD and implementing plan changed in accordance with changes in outputs	PD and implementation plan	Desk review
13. How has been the quality of the deliverer outputs?	The new capacity is used in practise	Beneficiaries and stakeholders	Interviews with beneficiaries and stakeholders
14. Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?	Higher % of migrants choose regular migration	Implementation Progress Reports and statistic	Desk review

15. Which have been the main contributing and challenging factors towards project's success in attaining its targets?	N/A	Beneficiaries and implementing partners	Interviews and FGDs
16. What, if any, unintended results of the project have been identified?	N/A	Implementing progress reports	Desk review
17. Has the project put in place adequate monitoring and evaluation arrangements to support project achievement of results?	MEL plan used as a management tool	MEL, MTE report, CO program staff and implementing progress reports	Desk review and interviews with program officers
18. How has the COVID-19 pandemic influenced project results and effectiveness and how has the project adapted to this changing context?	PD revised to reflect the COVID-19 challenges	PD and project staff	Desk review and interviews
19. Was the intervention model effective during COVID-19 and could it be used for a similar crisis response?	Level of uninterrupted intervention	Implementing progress reports and partners	Desk review and interviews
Financial and organizational efficiency			
20. How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the project objectives? Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?	N/A	Partners and project and CO fin/adm staff	Interviews
21. Has the project considering minimising the cost of resources for activity and outputs ('doing things at a low price')?	Budget revision	Financial reports and budget	Desk review and interviews with fin/adm staff

22. To what extent have been the disbursements and project expenditures in line with expected budgetary plans? Has the rate of spending been acceptable?	100% delivery	Financial reports and budget	Desk review and interviews with fin/adm staff
23. Has the project received adequate administrative, technical and - if needed – policy and technical support from the ILO office and specialists in the field (CO-Addis DWT Cairo, Regional office, the responsible technical units (MIGRANT) in HQ, and ILO ITC?	N/A	Implementing progress reports and technical backstopping	Desk review and interviews
24. Assess if the management and governance arrangement of the project contributed or hindered the project implementation	Delivery rate	Program officers and CO management	Interviews
25. To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced the project’s relevance and contribution to SDG targets and indicators? (Explicitly or implicitly)	The targets met and included in reporting on SDG	PD, implementing progress reports, relevant ILO reports, ILO constituents and UN agencies	Desk review and interviews
26. To what extent did the project leverage resources (financial, partnerships, expertise) to promote gender equality and non-discrimination?	Clearly defined gender targets met	PD, budget and gender focal point	Staff workshop and interviews with ILO staff
Impact orientation and sustainability			
27. To what extent there is evidence of positive changes in the life of the ultimate project men and women and the most vulnerable other categories of beneficiaries.	Less complaints on abuse and violation of worker’s rights	Implementing progress reports and partners hereunder Labour Attaches and community representatives	Desk review and interviews

28. Assess whether project institutional and target outcomes are sustainable and identify the steps that have been taken to enhance it.	Policy implementation is continued by partners	Partners and stakeholders	Interviews
29. 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	N/A	Stakeholders	Interviews
30. To what extent will the achieved impact be sustainable over the longer term?	N/A	Stakeholders	Interviews
31. How likely is it that the project's strategic orientation will be used in the future, including to systemically respond to the multifaceted crisis induced by COVID-19?	GoE documents refers to the strategy on COVID-19	GoE documents	Desk review
General			
32. Have the recommendations from the mid-term evaluation been sufficiently incorporated into the project? How?	Revised PD and implementation plan	MTE report and project staff	Desk review and interviews

