



International  
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## Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility

ILO DC/SYMBOL : RAF 16/06/EUR

Type of Evaluation: Project

Evaluation timing: Final

Evaluation nature: Independent

Project countries: IGAD Members states - Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda

P&B Outcome(s): 1, 2, 3, 6, 7, 8.

SDG(s): 10

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Joint evaluation agencies: N/a

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*Key Words: Labour migration, mobility, capacity building, economic and social development, equal rights, labour standards, poverty alleviation, social dialogue, social protection, tripartism*

## List of Acronyms

|          |  |
|----------|--|
| AU       | African Union  |
| BLAs     | Bilateral Labour Agreements  |
| BRMM     | Better Regional Migration Management Project   |
| CIE      | Confederation of IGAD Employers  |
| COTU     | Central Organization of Trade Unions   |
| COVID-19 | Severe acute respiratory syndrome coronavirus 2 (SARS-CoV-2), a contagious disease                                   |
| CSO      | Civil Society Organisation   |
| DWCPs    | Decent Work Country Programmes   |
| EA       | Evaluability Assessment  |
| EO       | Employers' organisations   |
| EU       | European Union   |
| EUD      | European Union Delegation  |
| EUTF     | European Union Trust Fund for Africa   |
| ERG      | Expert Reference Group   |
| FKE      | Federation of Kenyan Employers   |
| FMPT     | Free Movement of Persons and Transhumance in the IGAD Region   |
| GB       | ILO Governing Body   |
| HACTU    | Horn of Africa Confederation Trade Unions  |
| HR       | Human resources  |
| HQ       | Head Quarters  |
| IGAD     | The Intergovernmental Authority on Development comprises Djibouti, Ethiopia, Somalia, South Sudan, Sudan and Uganda. |
| ILO      | International Labour Organisation  |
| ILS      | International Labour Standards   |
| IOM      | International Organisation of Migration  |
| ITC-ILO  | ILO International Training Centre in Turin   |
| JLMP     | Joint Programme on Labour Migration Governance for Development and Integration                                       |

|          |   |
|----------|---|
| LMPF     | Labour Migration Policy Framework   |
| M&E      | Monitoring and Evaluation   |
| MIGRANT  | ILO International Migration Programme   |
| MoFA     | Ministry of Foreign Affairs   |
| MoL      | Ministry of Labour  |
| MOU      | Memorandum of Understanding   |
| MS       | Member State  |
| MTE      | Mid-Term Evaluation   |
| NGO      | Non-governmental organisation   |
| OECD/DAC | Organisation of Economic Cooperation and Development/Development Assistance Committee   |
| P&B      | ILO Programme and Budget  |
| PARDEV   | ILO Partnerships and Field Support  |
| PSC      | Programme Steering Committee  |
| PWD      | Persons with Disabilities   |
| RMPF     | Regional Migration Policy Framework, adopted by IGAD countries in 2012, is derived from the African Union's framework on migration and addresses the main concerns of the countries related to migration. |
| SDGs     | Sustainable Development Goals   |
| ToC      | Theory of Change  |
| TVET     | Technical and Vocational Education and Training   |
| UN       | United Nations  |
| UNSDCF   | United Nations Sustainable Development Cooperation Framework  |
| WO       | Workers' organisations  |
| YSEI     | Youth Skilling and Employment Initiative  |

## Executive Summary

### Background of the project

The ILO, with the EU's financial support, implemented the *"Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility"* Project between March 31st, 2017, and April 30<sup>th</sup>, 2023. The Project's overall goal was to improve opportunities for regulated labour mobility and decent work within 7 IGAD (Djibouti, Ethiopia, Sudan, Somalia, Kenya, Uganda, and South Sudan) countries.

Initially, the Project had two specific objectives, one focusing on strengthening the knowledge base to develop labour market and mobility policies in IGAD countries and the other to increase employment and skills development opportunities along the Ethiopia-Sudan migration corridor. However, following a reorientation of the Project in 2019, the **Project only had one specific objective: strengthening the knowledge base for developing labour market and mobility policies and measures in IGAD countries.**

Project key results by July 2022, as reported by the project, are:

- **Result area 1:** Policy-relevant gender-sensitive research produced and disseminated on the linkages between regional migration and labour markets dynamics in the IGAD region.
- **Result area 2:** Key labour market actors in the IGAD region have increased capacity to collect and analyses labour migration and labour market indicators.
- **Result area 3:** A Rights-Based Approach to Labour Migration Governance enhanced in the IGAD region.
- **Result area 4:** Tripartism and social dialogue on labour migration and labour market issues strengthened in the IGAD region.
- **Result area 5:** Employment and skills development improved through the IGAD socioeconomic strategy.
- **Cross-cutting areas:** Gender mainstreaming and COVID19 consequences addressed.

### Evaluation background

In accordance with its Evaluation Policy, the ILO subjects any project to a value of \$5,000,000 and above to independent mid-term and final evaluations, for project accountability and learning purposes. The evaluation criteria include, but not limited to, relevance and validity of project design, effectiveness, efficiency, impact, and sustainability. This project has been under a mid-term independent evaluation completed in June 2019.

### Purpose, objectives, scope and client of the evaluation

The evaluation analysed the Project regarding its success towards ensuring relevance, coherence, effectiveness, efficiency, impact and sustainability towards envisioned outcomes and beneficiaries. It also includes conclusions, lessons learned, good practices and recommendation based on the findings. To assess these 6 criteria and provide substantive conclusions and recommendations, the Project is covered in its entirety from 1<sup>st</sup> of March 2017 to 31<sup>st</sup> of April 2023. To supplement its findings, the Programme will rely on primary and secondary research methods and account for findings across all seven IGAD countries. Furthermore, concerns regarding cross-cutting factors, such as gender equality, ILS, social dialogue, and disability inclusion among others were also integrated into the Evaluation.

These findings seek to inform the IGAD Member States’s tripartite constituents, partners, and funders. At the same, it also seeks to inform ILO’s Regional Office for Africa, Country offices, technical back-stoppers at HQ level, and other relevant stakeholders.

### **Evaluation criteria**

The evaluation addressed the following fundamental ILO evaluation concerns, as defined in the ILO Policy Guidelines for result-based evaluation, 2020.

- Relevance, coherence, and strategic fit of the project.
- Validity of the project design.
- Project effectiveness.
- Efficiency of resources use.
- Sustainability of project outcomes.
- Impact orientation.
- Cross cutting issues

### **Methodology**

The evaluation applied the key OECD/DAC evaluation criteria. It complied with the ILO Policy Guidelines for results-based evaluation (2020) as well as the UNEG Ethical Guidelines and Norms and Standards in the UN System. During the evaluation, PPMI followed strict data protection policies aligned with the General Data Protection Regulation from the European Union.

The evaluation relied on three forms of data collection: desk research, interviews, and a stakeholder workshop. While the evaluation relied on the mid-term evaluation, in all data collection tools and approaches, the evaluation team ensured that staff, constituents, partners and donors were able to provide their input. At the regional and country levels, all stakeholders were given an equal opportunity to participate in data collection and contribute to the evaluation.

Overall, 27 interviews were carried out with national, regional, and global representatives. The final stakeholder workshop focused on the dissemination of the findings and conclusions of the evaluation.

### **Findings**

#### **Relevance**

Overall, the Project was very relevant for national and regional stakeholders as it involved them in the project's design and implementation processes and contributed to addressing their needs.

One of the focuses of IGAD is to improve its work on addressing and governing migration processes. Hence, the provision of technical support by providing expertise on migration governance, contribution to the development of protocols related to migration, such as the IGAD Free Movement of Persons and Transhumance Protocol and data collection to address statistics gaps helped address IGAD’s needs. Furthermore, the Project adapted to COVID-19 ensuring its continued relevance for the organisation.

These developments were also relevant for beneficiary populations – migrants and irregular migrants given the insufficient protection of workers’ rights and various push factors contributing to irregular migration. As a result of ILO’s work with IGAD and MS, efforts to ensure better harmonisation of migration policies and creating new regulatory frameworks created opportunities for potential migrants to find new ways of guaranteeing regularisation of migration pathways. Similarly, the focus

on promoting ILS and protecting workers' rights meant that the risks migrants face upon migrating could be reduced.

The aims of the Project were also relevant to ILO's tripartite constituents. The envisioned activities could help constituents such as national governments and employer organisations address potential worker shortages and contribute to economic growth. Meanwhile, the focus on ILS and workers' rights was in line with the goals of trade unions. The integration of these concerns into frameworks and agreements helped contribute to tackling issues related to decent work and social justice.

### Coherence

The ILO mainly ensured a great amount of coherence with the plans and strategies of different organisations. A look at existing strategies showed great alignment of FMPT with those of the IGAD secretariat. While initially, their cooperation saw some issues, these were resolved during the Project. ILO also cooperated with other actors from the UN and organisations such as the GIZ, and Norwegian Refugee Council, among other organisations, in pursuit of Project outcomes. Nevertheless, some friction was encountered between the ILO and IOM due to the existing perception of both sides that labour migration is part of their mandate. To an extent, this undermined the one UN approach.

The regional focus of the Project was also able to align itself with national strategies. A look at the existing development plans of IGAD members and the goals set out for FMPT show a great degree of coherence. Hence, the Project maintained coherence working with external stakeholders at the regional and national levels.

The ILO also managed to ensure a considerable degree of internal coherence. The Project aligned with ILO's Joint Programme on Labour Migration Governance for Development and Integration in Africa as well as the Better Regional Migration Management Project. Their differing geographic scopes contributed to a degree of complementarity. Furthermore, the Programme was able to improve its alignment with cross-cutting priorities only after the Project's reorientation. However, further improvements could have been made to address issues related to gender equality.

### Effectiveness

Across all five result areas, the Project saw the successful achievement of results which contributed to developing the capacities of stakeholders, bridging information gaps, and contributing to migration frameworks.

**Result Area 1** saw the successful delivery of knowledge products that focus on labour migration governance and dynamics of labour markets. The publication of these documents contributed to the drafting of the Protocol on Free Movement of Persons and helped inform discussions and negotiations regarding labour migration policy. However, the lack of planning regarding publication of research sometimes failed to reach its full potential of informing stakeholders as initially; there was no understanding of how drafting documents could help to contribute to policy developments.

**Result Area 2** successfully delivered training and capacity building for IGAD and national experts. This developed their capacities to collect and analyse labour market indicators while also allowing them to link migration governance and labour market issues. In general, this contributed to a better understanding of migration trends in the region. Nevertheless, national stakeholders still need more help to ensure that their capacity to work with labour migration data provides the greatest possible benefits in understanding trends related to labour migration.

**Result Area 3** contributed to a better understanding of a human rights-based approach to labour migration governance. The work conducted under this Result Area not only helped raise awareness about labour migration rights but also contributed directly to policy frameworks such as the Protocol on Freedom of Movement, Djibouti Declaration and guidelines which help draft BLA agreements between countries and incorporate workers' rights concerns into them.

**Result Area 4** focused on promoting social dialogue, doing so successfully. It created a regional employers' union and supported the regional trade union. This created space for both employers and employees to voice their concerns facilitating social dialogue processes in the region.

**Result Area 5** outcomes sought to develop the Programme for the Implementation of the Djibouti Declaration and Expansion of Youth Employment and Skilling Initiative. While these initiatives are still ongoing, the Djibouti Declaration's adoption is a significant development towards the objective. However, progress regarding the Youth Employment and Skill Initiative has lagged due to reduced funding for this focus.

### Efficiency

The Project was able to ensure the implementation of Project activities within the budget that was available and managed to use its financial resources efficiently. There were no difficulties in implementing activities due to funding. In cases where activities did not take place, this happened due to the Project reorientation which took place. Cost-sharing with other partners and organisations further reinforced the efficient use of financial resources.

While financial resources were sufficient, the availability of human resources impeded the Project. Given the staff shortage due to recruitment difficulties, the Project was delayed. Following the start of the Project and the reorientation, the Project team managed to alleviate some of these difficulties. Nevertheless, issues persisted, leading to the overworking of the Project's employees.

To ensure efficient Project management mechanisms, the Project team held various meetings to monitor the Project's implementation and had meetings at fixed periods to ensure communication with stakeholders and donors. Even during the COVID-19 pandemic and subsequent disruptions in travel, the Project team took mitigating measures to ensure the smooth functioning of work. Thus, even if some financial and technical challenges arose for social partners, the Project was still able to adjust itself. However, efficiency gains could have been found before, during and after the pandemic had there been better ways to account for the specific contexts in each of the 7 IGAD MS.

Along with management mechanisms, the monitoring and evaluation mechanisms of the Project were also highly efficient. The reorientation of the Project was implemented because of the reporting of different M&E activities. Similarly, activities that were part of the Project were improved due to the M&E mechanisms in place. In other cases, the focus of activities was shifted to have improved relevance, as in the case of developing gender-sensitive monitoring.

### Impact

The Project showed positive short-term impacts. It was noted that stakeholders already understand migration issues better, which they can disseminate further. Similarly, when it comes to protecting workers' rights, some countries are already showing a successful capacity to use existing documents and frameworks, such as BLA templates developed during the Project, to negotiate with other countries to ensure better protection of migrants and their rights.

Nevertheless, there are some hindrances to ensuring impact. Some national stakeholders continue to need enhanced capacities to ensure that proper implementation of activities and other processes are continued. Addressing these issues is also further complicated by other concerns. Ongoing political and environmental disruptions could reduce the perceived value of addressing migration topics. Given that, in some cases, political disruptions could increase government official turnover, the issue of retaining capacities and knowledge will become even more pertinent.

### Sustainability

The Project points to a considerable degree of sustainability. This is due to anchoring policy frameworks into regional and national governance frameworks. Its sustainability is further supported by the reliance on existing governance structures rather than creating new entities to drive the Project's implementation. Furthermore, the cooperation which grew at and between the regional and national level constituents and stakeholders created a sense of ownership of the Project's achievements contributing to its continuation.

However, some difficulties might arise in sustaining the achievement of the Project. The national stakeholders still do not have the needed capacity in all cases to implement all aspects of the FMPT protocol and Djibouti declaration, especially as the IGAD secretariat cannot provide technical support to all IGAD MS. External factors can also play a role in continuing the Project's activities. Changes in the government, armed conflict, or environmental disasters can shift the priority away from migration topics to other issues, slowing down or halting the progress that has already been made.

### Conclusions

In general, the Project can be considered a success as it managed to push the region closer to protecting the labour market and mobility policies and measures in IGAD countries, all the while improving the knowledge base.

This was possible due to the Project's capacity to involve and ensure relevance for stakeholders and constituents and was supported by a great degree of coherence between existing strategies, plans and goals at the national level. Furthermore, despite some issues, such as a lack of clarity over mandates, it managed to leverage partnerships with organisations working on issues related to labour migration. Combined with proper, well-developed monitoring, and planning mechanisms, the Project was able to ensure that the established goals were almost completely met and delivered in a timely manner.

Moreover, there are already signs of impact as capacities regarding labour migration regulation have improved, better data has become available, and opportunities for social dialogue have improved. However, the existing need to still improve the capacities of constituents and stakeholders, as well as political, economic, and environmental instability, could undermine long-term impact and sustainability.

### The evaluation provided the following recommendations:

#### **1. ILO should ensure continuous technical support for the national-level implementation of the Protocol and Declaration, as well as the implementation of the LMIS and ILS, covering all IGAD MS.**

While the Project achieved significant improvements, there is strong doubt among stakeholders whether the IGAD secretariat and its MS can introduce the necessary steps and changes to ensure the implementation of these documents – which is necessary to ensure impact. Therefore, steps need to



be taken to ensure that the implementation of the aforementioned documents continues. ILO, Priority high, medium resources, Short-term timing

**2. ILO should continue enabling the role of IGAD as a political convener and provide logistical and technical support to IGAD's various efforts at the regional level.** The Project has significantly improved the IGAD Secretariat's capacities. However, they still require significant support to oversee labour migration governance in the region. In particular, the ILO needs to support discussion mechanisms such as the ministerial meeting and support social dialogue. Furthermore, given its capacity and recognition, it can continue to play a role in supplementing the IGAD's capacity to tackle regional-level issues related to labour and social protection, facilitating labour agreements and disseminating lessons learned. ILO, Priority high, low resources, Short-term timing

**3. ILO should closely monitor the national-level activities of other development actors, such as IOM, and ensure clear delineation and alignment between ILO's activities and the activities of other ongoing projects that also target similar national institutions.** Despite the considerable degree of coherence at the time, the Project ran into issues in ensuring complementarity with other Projects. For example, at times, the ILO encountered difficulties in coordinating its efforts with the IOM leading to overlap in Project activities and potentially contributing to inefficiencies. Similarly, the significant presence of ILO in the Horn of Africa through its various projects sometimes confuses stakeholders. Therefore, steps must be taken to ensure stakeholders' greatest amount of coherency and clarity. ILO, Priority high, medium resources, Short-term timing

**4. ILO should support the national tripartite constituents by helping create more opportunities for exchange.** IGAD countries face unequal development and have achieved varying progress towards key aspects of the Protocol and Djibouti Declaration. To ensure that these differences do not become detrimental to the goals of the Project, it is important that countries have opportunities to discuss relevant issues with each other not only at the IGAD level but also at the interstate level. ILO, Priority high, medium resources, medium-term timing

**5. ILO should support the IGAD MSs in better documenting the best practices and lessons learnt in the labour migration field and sharing them between IGAD and other RECs.** Given that MS may not always have the needed capacities, it is important to ensure that key lessons are not lost, and that ECs are able to learn from each other. Similarly, given the prevalence of migration on the continent, retaining the knowledge produced and disseminating it across different economic unions in Africa is important. Therefore, workshops and yearly high-level meetings can play an important role in this respect. ILO and FMPT, Priority high, high resources, medium-term timing

**6. The ILO should ensure the allocation of sufficient (human) resources to implement future regional programming.** The Project was implemented with high efficiency. However, it also needed more human resources. This led to insufficient support in some countries and overtime among staff to ensure that activities were met. While contracted consultants can support the activities, they are not a long-term solution, as they are not engaged in day-to-day management. ILO and FMPT, Priority high, high resources, medium-term timing

**7. Efforts to continue capacity-building activities must be continued, given their perceived importance to stakeholders.** ILO should continue strengthening capacities and expanding capacity-building activities while supporting national constituents in disseminating knowledge received during training. For example, the opportunities for the "train the trainers" system could be explored to

further enhance national capacity without requiring extensive resource investment. ILO, Priority high, medium resources, medium-term timing

### **Lessons learned and good practices.**

**Lesson learned 1.** The Project has proven to be efficient, but both ILO staff and stakeholders noted that the Project was too large compared to the staff members assigned to it at the regional and national levels. This led to the staff's exhaustion and unequal support for the Project countries. Hence, **it's important to have sufficient staff at the national and regional levels to ensure proper support for projects of such size and complexity.**

**Lesson learned 2.** To improve coherency in the future, ILO and IOM officials need to delineate roles regarding labour migration. Otherwise, they will continue to act inefficiently and undermine the one-UN principle.

**Lesson learned 3.** Initially, the different locations of IGAD and ILO tended to impact the work of the two organisations negatively. The move to Djibouti allowed ILO and IGAD to work significantly closer, and ILO staff regularly visited the IGAD office. This shows that **the closeness of key actors in a Project can have a vital role in influencing their cooperation.**

**Good practice 1.** The Project had well-planned M&E activities. For example, the mid-term evaluation and related M&E activities identified challenges in implementing the original log frame. This led to a reorientation of the Project, making it relevant for stakeholders and constituents, showing that reorientation is not a sign of failure but flexibility.

**Good practice 2.** ILO and IGAD had a clear division of labour. ILO provided technical support and knowledge to IGAD and national stakeholders, while IGAD and MS implemented Project activities. This ensured the most significant benefits and relevance for regional and national stakeholders. Since many activities were initiated by stakeholders, there was also significantly less resistance from different actors helping the Project work successfully towards its outcomes.

**Good practice 3:** In light of climate change, **including an environmental sustainability focus was very important.** Stakeholders deemed activities related to the topic as relevant and important. Their implementation helped highlight the importance of climate change and help the relevant stakeholders.

## 1 Introduction

Between March 31<sup>st</sup>, 2017, and April 30<sup>th</sup>, 2023, the ILO implemented the Project “*Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility*” with financial support from the European Union. The Project aimed to improve opportunities for regulated labour mobility and decent work within IGAD countries through the development of models of intervention.

This final independent evaluation considers individual interventions in the Project countries and their interconnectedness. The **evaluation covers the whole IGAD region**. National-level consultations under the framework of this evaluation covered Djibouti, Kenya and Sudan. However, other Project countries (Ethiopia, South Sudan, Somalia and Uganda) were also considered during all evaluation activities.

The **evaluation presents the most significant observable trends, common strengths, potential risks, and challenges in the IGAD region and across the analysed countries**. The primary purpose of this final independent evaluation is to **assess the extent of the Project’s relevance, coherence, validity, effectiveness, efficiency, impact, and sustainability** in relation to its objectives, expected outcomes and impact on target groups. As learnt during interviews with ILO staff, ILO is also exploring the possibilities of a second phase of the Project, which would focus on labour migration topics through the lens of decent work priorities, as was partly done in the first phase of the Project. Consequently, the evaluation also highlights the lessons learnt from this Project that could benefit its second phase and, if and where possible, provide specific recommendations for the second phase.

### 1.1 IGAD Region

The Intergovernmental Authority on Development (IGAD) in Eastern Africa was created in 1996. It superseded the 1986 Intergovernmental Authority on Drought and Development (IGADD), designed to mitigate the effects of the recurring severe droughts and other natural disasters which resulted in widespread famine, ecological degradation, and economic hardship in the region. The transformation to IGAD was meant to enhance regional cooperation in three priority areas:

- Food security and environmental protection,
- Economic cooperation and regional integration,
- Social development, peace, and security.<sup>1</sup>

The IGAD countries face several shared challenges in economic development, which enhances the opportunity to identify and adopt shared solutions. ILO noted, for example, a ‘vicious circle’ of limited access to education and adequate training, low wages and low-productivity jobs, and lack of basic protections leave many young people and workers excluded from fully participating in economic growth and development. Labour migration can be an important tool to reduce pressure on national labour markets, fill skills gaps in countries of destination, and sustain economic growth.<sup>2</sup> Moreover,

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<sup>1</sup> IGAD (n.d.). *About IGAD*. <https://igad.int/about/?tab=the-history>

<sup>2</sup> *Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility Project*. [https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sro-addis\\_ababa/documents/genericdocument/wcms\\_743119.pdf](https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sro-addis_ababa/documents/genericdocument/wcms_743119.pdf)

IGAD countries made commitments towards greater integration among the member states (MSs), to which the free movement of persons is an essential component.<sup>3</sup>

According to data from the Migration Database of the African Union Institute for Statistics (STATAFRIC), the African migration population has increased significantly between 2010 and 2019, from 17,2 million to 26,3 million. In the IGAD<sup>4</sup> region, the migrant population during this time doubled from 3.1 million to 6.5 million.<sup>5</sup> The Horn of Africa has and continues to see significant regular and irregular, voluntary and forced, temporary and permanent migration flows. Various factors affect migration, including conflicts, degradation of the environment, disasters, and poverty. Most emigrants remain within the IGAD region.<sup>6</sup>

According to data from 2019, migrants in the IGAD region are slightly more often male (3,5 million male compared to 3 million female migrants). The majority comprise working-age migrants (4,7 million). Young migrants (between the ages of 15-35) accounted for 1,21 million.<sup>7</sup> Meanwhile, irregular migration is a regular occurrence in the region but with little observable data. Only Djibouti reported that the share of irregular migrants living in Djibouti in 2019 comprised 12% of the total migrant population in the country.

International migration in Africa has mostly been regulated by countries individually. Each country or group of countries has adopted different approaches to determine how and under what circumstances people from other countries can enter, live, study, or work within their borders. However, in recent years, regional governing bodies have developed migration policies and frameworks to better coordinate migration flows in their regions.

To facilitate labour migration, the IGAD countries aimed to enhance their efforts to regulate and govern labour migration within the region. For example, the IGAD countries adopted a Regional Migration Policy Framework (RMPF) in 2012, which is derived from the African Union's framework on migration adopted in 2006. Subsequently, IGAD designed and adopted the Migration Action Plan 2015-2020 to support the implementation of the RMPF. Recent research by Altai Consulting found that IGAD benefits from strong buy-in from national governments and stakeholders, as well as development partners and donors, making it a key actor in migration management in the Horn of Africa.<sup>8</sup>

## 1.2 Project background and strategy

The ILO, with the support of the European Union (EU), on 1<sup>st</sup> March 2017 launched a technical cooperation Project named *“Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility”*. The Project is a part of the programme *“Towards Free Movement of Persons and Transhumance in the IGAD region”*, funded by the European Union Trust Fund.<sup>9</sup> The Project was implemented in close cooperation between ILO and the IGAD

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<sup>3</sup> Original Project document

<sup>4</sup> Intergovernmental Authority on Development.

<sup>5</sup> IGAD (2021) IGAD Migration Statistics Report.

<sup>6</sup> IGAD (2021) IGAD Migration Statistics Report.

<sup>7</sup> IGAD (2021) IGAD Migration Statistics Report.

<sup>8</sup> Emergency Trust Fund of Africa (n.d.). *Our mission*.

[https://ec.europa.eu/trustfundforafrica/sites/default/files/eutf\\_igad\\_case\\_study\\_final\\_0.pdf](https://ec.europa.eu/trustfundforafrica/sites/default/files/eutf_igad_case_study_final_0.pdf)

<sup>9</sup> FMPT Annual Report 2021

secretariat as well as with close involvement of IGAD MS. Originally, it was agreed that ILO would be responsible for the technical side of the Project, focusing on capacity building and knowledge sharing. Meanwhile, experts from IGAD would lead policy work and drafting substantive provisions related to labour mobility components of the Freedom of Movement Protocol<sup>10</sup>. However, interviews with different stakeholders revealed that during implementation, the division of tasks blurred. This is examined in detail in section 3.2.1.

**The overall goal of the Project was to improve opportunities for regulated labour mobility and decent work within IGAD countries through the development of models of intervention.** It was hoped that in the long-term, the FMPT Project would contribute towards extending decent work opportunities, social and economic integration of migrant workers in the IGAD region and increase regional integration<sup>11</sup>. The Project, from ILO's perspective, was composed of two mutually reinforcing components – knowledge-building and operational implementation<sup>12</sup>. The Project tackled labour migration issues with a strong focus on decent work agenda concerns. While labour migration was an important topic, strengthening social protection for migrant workers and ensuring that the rights of workers are respected were also some of the leading goals of the Project<sup>13</sup>.

**Objective 1: Strengthen the knowledge base for developing labour market and mobility policies and measures in IGAD MS.**

This objective is translated into five main result areas that support its achievement:



<sup>10</sup> FMPT Annual Report 2017

<sup>11</sup> FMPT Annual Report 2021

<sup>12</sup> Original Project document

<sup>13</sup> Interviews with ILO staff working on the Project

Initially, the Project had a second objective, which was removed following a reorientation process in 2019.<sup>14</sup> The reorientation brought changes in the result areas, implementation timeline and management.

### 1.3 Project management structure

The **project implementation unit** was anchored within labour migration team of the ILO Country Offices for Djibouti, Ethiopia, Somalia, South Sudan and Sudan. It comprised of a senior level Chief Technical Advisor (international staff) who was responsible for providing strategic guidance and overall coordination and management of the project, a Technical Officer (international staff) who provided technical assistance on areas of employment, skills and labour migration governance, and a national project officer who was responsible for following up the day to day implementation of the project mainly on the assessment and also providing technical assistance to partners, M&E of outputs and outcomes and liaising with government units and partners. In addition, a finance and administrative assistant and a driver will be assigned to the project.

The project team worked under the technical supervision of Decent Work Team for North Africa, based in Cairo. Support on technical matters was provided by the ILO Regional Office for Africa, and relevant departments and specialists in ILO headquarters namely MIGRANT, EMPLOYMENT, SKILLS and ENTERPRISES, given the diverse technical expertise required for project implementation. In addition, short-term technical assistants and external consultants were identified and recruited as per project needs.

A **project steering committee (PSC)** was set up to ensure coordination and joint ownership of the project between ILO and IGAD. The PSC provided strategic guidance during the implementation of activities based on inception phase reports, ensured coherence with existing labour market and migration policy frameworks and orientations, reviewed and approved annual work plans, and monitored progress towards objectives. The PSC comprised of representatives from the ILO project team, IGAD, the EC, representatives of relevant ministries (MoL and MoE in particular) and social partners.

Technical working groups with representation from institutional partners and private market actors were set up to guide specific areas of the project, including value chain selection and development activities, the formulation of skills and training programmes, and the development of skills recognition mechanisms.

## 2 Purpose, objectives, and scope of the evaluation

### 2.1 Evaluation background

In accordance with its Evaluation Policy, the ILO subjects any project to a value of \$5,000,000 and above to independent mid-term and final evaluations, for project accountability and learning purposes. The evaluation criteria include, but not limited to, relevance and validity of project design, effectiveness, efficiency, impact, and sustainability. This project has been under a mid-term

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<sup>14</sup> Provide increased access to employment and skills development opportunities in strategic market sectors along the Ethiopian-Sudan migration corridor

independent evaluation completed in June 2019. The evaluation report is available at <https://www.ilo.org/ievaldiscovery/#b1skorb>

The evaluation has been 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 evaluations Principles, rationale, planning and managing for evaluations 4th ed; and the ILO EVAL Policy Guidelines Checklist “Preparing the inception report”; Checklist 4.8 “Validating methodologies”; and Checklist 4.2 “Preparing the evaluation report”. The evaluation will also follow the OECD-DAC framework and principles for evaluation. For all practical purposes, this ToR and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

## 2.2 Purpose of the evaluation

The main purpose of this final independent evaluation was to assess the extent of the project’s relevance, coherence, validity, effectiveness, efficiency, impact, and sustainability in relation to its objectives, expected outcomes and impact on target groups; documents issues, inputs and challenges and lessons learnt from stakeholders; and provide for recommendations towards improvements and sustainability of interventions.

## 2.3 Objectives of the evaluation

The independent evaluation aimed to achieve the following specific objectives:

- a) Assess the relevance and validity of project’s design regarding the needs of the IGAD countries (reflected in the DWCP and national development frameworks) and how the project is perceived and valued by project beneficiaries and partners.
- b) Establish the relevance and contribution of the project in relation to the UNDAF/UNDSFCs and relevant SDGs, regional Labour Migration Policy Frameworks, and ILO Biannual Planning and Budget.
- c) Assess the effectiveness of implementation strategies and the extent to which the project has achieved its stated objective, expected results and impact regarding the different target groups.
- d) Identify and assess effectiveness of approaches and methodologies adopted by the project to mainstream gender equality, disability inclusivity, social dialogue, international labour standards, non-discrimination and environmental sustainability.
- e) Review the institutional set-up, capacity for project implementation and coordination mechanisms.
- f) Assess the extent of efficiency in use of project resources.
- g) Review the strategies for outcomes’ sustainability and orientation to impact.
- h) Identify lessons and potential good practices for the tripartite constituents, other stakeholders and partners (regional and national); and
- i) Provide strategic recommendations for the different tripartite constituents, stakeholders, and partners (regional and national) and ILO towards promote sustainability of project outcomes and learning for similar initiatives.



## 2.4 Scope of the evaluation

The evaluation process covers the outcomes and results planned for implementation from 1<sup>st</sup> March Frecommendation2017 to 31<sup>st</sup> December 2022, and target groups and beneficiaries across all seven IGAD Member States.

This evaluation, as a product of analysis of the implementation of the project in its entirety, examined the entire project intervention from 1<sup>st</sup> March 2017 to 31<sup>st</sup> December 2022. It considered all the documents linked to the project: the project document, periodic reports, results of mid-term evaluation and implementation of its recommendations as well as documents produced as outputs of the project (e.g., knowledge products, policy strategies). The geographical analysis of the assessment covers all seven IGAD countries through a desk review and assessed selected countries more in-depth through interviews with stakeholders.

The evaluation also assessed the extent of mainstreaming of cross-cutting policy drivers, particularly the International Labour Standards and social dialogue, gender equality, disability inclusion and non-discrimination and fair transition to environmental sustainability.

## 2.5 Clients of the evaluation

Primary users of the evaluation include the IGAD Member States' tripartite constituents (including CIE, HACTU, national employers' and workers' organizations and Ministries of labour, Ministries of Foreign Affairs), partners (IGAD Secretariat), the donor (EUD). ILO COs (Addis Ababa and Dar Es Salaam), DWT Cairo, ILO Regional Office for Africa (ROAF), technical back-stoppers at headquarters (MIGRANT) and other stakeholders.

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

## 3.1 Evaluation criteria

The evaluation addresses the following fundamental ILO evaluation concerns, as defined in the ILO Policy Guidelines for result-based evaluation, 2020.

- Relevance, coherence, and strategic fit of the project.
- Validity of the project design.
- Project effectiveness.
- Efficiency of resources use.
- Sustainability of project outcomes.
- Impact orientation.
- Cross cutting issues

## 3.2 Evaluation questions

**Relevance, coherence, and strategic fit:**

- Were the project objectives consistent and coherent with the relevant Governments' objectives, National Development Frameworks, IGAD and county Development Frameworks,



beneficiaries' needs, and does it support the outcomes outlined in ILO's programme and budget of 2016-17, 2018-19, 2020-21 and 2022-23, as well as the UNSDCF and SDGs?

- How did the project complement and fit with other on-going ILO activities in IGAD and in the Member States?
- To what extent did the project build on previous experience of the ILO and establish links with other activities of the UN, EU or other cooperating partners operating in the region or relevant countries in labour migration and related areas?
- Has the project been able to leverage the ILO contributions, through its comparative advantages (including gender, disability inclusion, non-discrimination, tripartism, international labour standards, etc.)?

#### **Validity of intervention design**

- Was the project realistic (in terms of expected outputs, outcomes, and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
- To what extent did the project integrate ILO cross cutting themes in the design: gender and non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability?
- Was the project's Theory of change comprehensive, integrate external factors and was based on systemic analysis?
- Did the project reflect participation of the three ILO constituents in its design and implementation?

#### **Effectiveness:**

- To what extent have the project objectives been achieved?
- What, if any, unintended results of the project have been identified or perceived?
- How has the project management managed the contextual and institutional risks and assumptions, including political climate and the impact of COVID19 (external factors to the project)?
- What were the main internal and external factors that influenced the achievement or non-achievement of results?

#### **Efficiency of resource use**

- Have resources (financial, human, technical support, etc.) been used efficiently to achieve the project outputs and specially outcomes?
- Did the project create good relationship and cooperation with relevant national and regional stakeholders to implement the project?
- Did the project receive adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field such as DWT/CO-Cairo and other ILO departments such as MIGRANT, SKILLS, ENTERPRISES (SME & SFU)?
- Did the project develop an M&E strategy to enhance accountability, learning and feed into management?

#### **Impact orientation and sustainability**

- Is there evidence of positive changes in the life of the ultimate project beneficiaries and on policies and practices at regional and countries' levels?
- What could be identified as project sustainable impacts in the target groups and other actors as relevant? Are the results integrated or likely to be integrated into national institutions, target populations, and will partners be able to sustain them beyond the project (institutionalisation of project components)?
- How has the sustainability approach of the project been affected by the Covid-19 situation in the context of the national responses?
- Did the project implement an effective exit strategy?

#### **Cross-cutting issues**

- To what extent has the project integrated and brought lasting changes in norms and policies to promote gender and non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability?
- Did the exit strategy mainstream ILO crosscutting themes (i.e., gender and non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability)?

## **4 Methodology of the evaluation**

The evaluation team developed an intervention logic describing how Project activities could produce concrete outputs that would result in outcomes and subsequently create impact. The intervention logic covers specific outputs, outcomes and impact divided into five focus areas of the Project:

- Knowledge and evidence generation.
- Capacity development of key labour market actors.
- Promotion of a rights-based approach to migration governance.
- Promotion of tripartism and social dialogue.
- Youth Skilling and Employment Initiative.

The work under these five focus areas contributed to a specific objective – to strengthen the knowledge base for developing labour market and mobility policies and measures in the IGAD region. This is reflected in the intervention logic. **The intervention logic can be found in Annex 2.**

Guided by the intervention logic, the evaluation assesses the relevance, validity, coherence, effectiveness, efficiency, impact, and sustainability of the Project. The evaluation is based on the Organisation of Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) evaluation criteria and quality standards. The research team developed specific research questions for each criterion and operationalised them. **A detailed list of questions and their operationalisation can be found in Annexes 1 (Terms of Reference) and 3 (Evaluation Matrix).**

The evaluation has focused on measuring the integration and achievement of cross-cutting objectives in promoting International Labour Standards and social dialogue, gender equality, inclusion of persons

with disabilities and environmental sustainability. These topics were considered in the review of available Project documentation and during the interviews with ILO staff and relevant stakeholders.

## 4.1 Inception stage

During the first weeks of the evaluation, the evaluation team focused on the elaboration of the intervention logic and evaluation matrix.

**Initial desk research** was carried out in the inception phase when preparing this inception report and finalising the evaluation approach. During it the evaluation team analysed the most important project documents, including log-frame, original project document, mid-term evaluation, and similar. It allowed the team to update the intervention logic, evaluation grid and methodological approach as well as to identify the main potential interviewees.

**Initial interviews** were conducted during the inception phase when preparing this inception report and finalizing the evaluation approach. They helped the evaluation team to better understand the specific context for the evaluation and ILO's expectations regarding the evaluation. Two interviews with key ILO staff working on the project were carried out before the Inception Report submission.

The results of the inception stage activities were presented in the Inception Report.

## 4.2 Data collection

While the evaluation relies on the mid-term evaluation, the evaluation team ensured that staff, constituents, partners, and donors could provide their input. At the regional and country levels, all stakeholders were given an equal opportunity to participate in data collection and contribute to the evaluation. Appropriate ethical considerations, such as the right to privacy and anonymity of the consulted ILO staff and relevant stakeholders, were considered and respected throughout the data collection process. During data collection and evaluation, the research team also considered the voice of women and other vulnerable groups. While the Project's indirect beneficiaries (migrant workers) were not consulted during the data collection stage, their needs and priorities were thoroughly discussed with consulted stakeholders and ILO staff to ensure their perception is also integrated into the evaluation.

The evaluation relied on desk research and interviews, with findings from stakeholder workshops also feeding into the evaluation. The main Project documents are available in English. Hence, the research team did not face a language barrier when analysing them. The interviews were conducted in English, French and Arabic. The members of the core team carried out interviews in English and French, as they were fluent in English and French. Interviews in Arabic were carried out by a national expert who supported the core evaluation team.

### 4.2.1 Desk research

**Desk research for data collection** focused on specific questions set out in the conceptual framework. The analysed documents included the main Project documents analysed during the initial desk research phase and other relevant documents.

### 4.2.2 Interviews

**Main data collection phase** interviews were conducted with different groups of relevant actors, including global and national-level ILO staff, relevant partners, and national constituents (partner

organisations, representatives of governmental institutions, such as the Ministry of Labour (MoL) or Ministry of Foreign Affairs (MoFA), representatives of trade unions, and representatives of employers' organisations). In total, the evaluation team conducted seven interviews with global and national ILO staff and nine interviews with key global and regional stakeholders (donors and partners). Moreover, 11 interviews with national stakeholders were carried out in 3 countries. The interviewees are presented in detail in the table in Annex 5.

#### 4.2.3 Stakeholder workshop

After a preliminary review and analysis of the collected data, the evaluation team participated in a virtual workshop to present the findings and facilitate discussion on the conclusions and recommendations. The organising team invited relevant stakeholders who were involved in the Project, including ILO staff, IGAD staff, EU staff, representatives of government institutions, employers' organisations, trade unions, and social partners, to attend the workshop.

### 4.3 Data analysis and reporting

The evaluation and the analysis of the data collected focused on the intervention logic presented in Annex 2. The evaluation highlights the most important observable trends across the activities and presents the common strengths and weaknesses. Based on the analysis, the evaluation team provided conclusions, recommendations, and lessons learned.

**Data was collected from desk research and interviews.** Interviews were summarised in writing and anonymised. The data from interview summaries and from documents reviewed were coded using a data collection and coding template. The template was prepared according to the evaluation framework and research questions presented in Section 2 and Annexes 2 and 3. The information from the stakeholder workshop was used to validate the findings from the data collection stage.

**All data collected was triangulated,** meaning that data from different sources were analysed together and used to answer the same research questions. This helped enhance the validity and reliability of the findings, as the findings from one data source were tested and validated using data from another source. This method also helped address knowledge gaps that can be found in one source of data, for example, existing literature and documentation, through collection and analysis of different data, for example, through interviews.

## 5 Limitations

The methodology aimed to ensure that the data collected is extensive and covers the existing knowledge gaps. However, the chosen approach also had some limitations. These limitations include:

**Inability to evaluate the impact of some results due to the analysed timeframe** – some of the activities of the Project were implemented only at the end of the Project. Hence, the outcomes of these activities cannot be properly observed and evaluated yet, as they will take time to manifest. To limit the potential negative effect of this limitation on the evaluation, the evaluation team focused not only on the already observed impact but also on the likelihood of impact. During interviews, the evaluation team asked relevant stakeholders for the perceived potential for impact. This helped to partly evaluate the potential impact that is not yet visible.

**Limited coverage of fieldwork visits** – the evaluation team visited Djibouti for data collection purposes but, due to resource and time constraints, did not visit other target countries. This may have hindered data collection, as the evaluation team was not able to conduct face-to-face interviews with national stakeholders in all countries, observe national contexts, and experience first-hand how the Project was implemented as well as what impact it had. To mitigate this limitation and ensure that the perspectives of different national stakeholders are considered, the evaluation team also conducted online interviews with national stakeholders in Kenya and contracted a national expert from Sudan to conduct national-level interviews in Sudan. This ensured that more different perspectives were considered during the evaluation.

**Limited availability of stakeholders** – some relevant stakeholders had limited availability to participate in the interviews. To ensure that the necessary input is still received, the evaluation team was very flexible with their interview planning to fit the availability of the stakeholders. This flexibility ensured that the most important stakeholders contributed to data collection activities. All the planned categories of national stakeholders (governmental institutions, trade unions and employers' organisations) were covered during the data collection activities in the covered countries.

**Limited institutional memory** – due to a high turnover rate in some of the relevant institutions and organisations, the evaluation team was not always able to interview representatives involved in Project activities since the beginning of the Project. To mitigate this limitation, the evaluation team heavily relied on relevant documentation.

The evaluation team implemented the mitigation strategies presented above to limit the negative effect of these limitations on the evaluation. This ensured that the evaluation is representative of different opinions and reveals a clear picture of the main developments of the Project despite the limitations.

## 6 Evaluation Findings

### 1. Relevance

According to the OECD/DAC evaluation criteria, **relevance considers how well an intervention addressed the needs and priorities of its constituents, stakeholders, and relevant beneficiary populations, as well as how it was able to adjust if any changes took place during the programme implementation.**<sup>15</sup> This chapter will consider the extent to which the Project successfully involved stakeholders in its design and whether it was relevant for the IGAD secretariat, its tripartite constituents (government, trade unions and employer representatives), and other stakeholders.

#### 6.1 Involvement of stakeholders in the design, implementation, and monitoring of the Project

The Project strived for a participatory approach involving relevant constituents and stakeholders in its design, implementation, and monitoring. Data gathered from Project documents, consultations with Project staff and relevant stakeholders reveals **sufficient involvement of regional and national constituents during the design and implementation of the Project.** However, other potentially important stakeholders (e.g. statistics offices) had limited involvement. This could have hindered the Project's relevance at the national level.

During the preparatory stage, ILO organised consultations with IGAD and its MS governments, trade unions and employers' organisations. This contributed to ILO's better understanding of the needs and priorities of regional and national stakeholders.<sup>16</sup>

ILO maintained constructive working relationships with IGAD and its tripartite constituents throughout the Project implementation. They were consulted during the implementation of different studies and assessments under the Project's framework and invited to validation exercises together with other partners.<sup>17</sup>

In Kenya, ILO worked closely with the Federation of Kenya Employers on different activities throughout the Project. During COVID-19, the Project team and the Federation worked together to come up with innovative interventions to protect the well-being of employers and employees. There was also an effort to sensitise the Federation's members on the importance of ILO's conventions and highlight the importance of fair recruitment and harassment prevention.<sup>18</sup>

While the main constituents were involved in the Project implementation and closely consulted in the process, it seems that other potentially relevant national stakeholders were involved to a lesser extent. For example, even though the Project focused to a large extent on data collection capacity

<sup>15</sup> OECD (n.d.). *Understanding the six criteria: Definitions, elements for analysis and key challenges*. [https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&\\_csp\\_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2935](https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&_csp_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2935)

<sup>16</sup> Interview with ILO national staff working on the Project

<sup>17</sup> FMPT Annual Report 2019

<sup>18</sup> Interview with ILO national staff working on the Project

development, national statistics institutes were not included in Project planning, limiting their opportunities to influence the Project design.<sup>19</sup>

## 6.2 Relevance of the Project to IGAD

**The Project was relevant for the IGAD Secretariat as it focused on supporting IGAD's existing priorities and regional work on labour migration governance.** The IGAD Secretariat strives for greater regional integration, with a long-term goal of facilitating free movement between the MS. In this regard, the Project's focus on developing the IGAD Free Movement of Persons and Transhumance Protocol was directly relevant to IGAD. Harmonisation of labour migration governance mechanisms and the introduction of a unified approach were very timely and relevant for the region, given the MS's interest in free movement inside the region.<sup>20</sup> Similarly, this would support efforts towards the creation of a single regional market.<sup>21</sup> The ILO also supported the regional and national actors in examining the specificities of modalities of collaboration, further increasing the Project's relevance in light of the need for closer collaboration in the region.<sup>22</sup>

**The FMPT's envisioned technical support was another relevant factor for IGAD.** While the IGAD secretariat and individual MS have been working on improving labour migration governance, they often lack technical expertise, resources and, in some cases, commitment to implement some of the important activities and changes, such as data collection and organisation of discussions, including all relevant actors.<sup>23</sup> Under the framework of the FMPT Project, ILO supported IGAD in terms of the necessary capacity building and technical support.

**ILO's support regarding labour migration statistics collection was considered highly relevant at the regional level.** Desk research and consultations with stakeholders revealed that IGAD lacked sufficient data and internal technical capacity to prepare an evidence base for regional policies.<sup>24,25</sup> IGAD also expressed the need for more elaborate labour migration statistics and capacity building in labour migration governance. This made the Project's focus on (statistical) data collection and research very relevant for regional and national stakeholders.<sup>26</sup>

The Project implemented relevant activities for constituents and stakeholders to address **challenges related to the COVID-19 pandemic**. This is evident in the design and implementation of response strategies during the pandemic.<sup>27</sup>

During the pandemic, IGAD felt a strong push to develop a regional socio-economic response package. The Project staff provided technical expertise to IGAD to support IGAD's response to the pandemic, focusing particularly on employment, social protection, and similar components.<sup>28</sup> However, the revision of the fifth component (from YESI to a Programme for the Implementation

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<sup>19</sup> Interview with a national stakeholder from Djibouti

<sup>20</sup> Interview with ILO national staff working on the Project

<sup>21</sup> Interview with a representative of the EU Delegation (the donor of the Project)

<sup>22</sup> FMPT Annual Report 2017

<sup>23</sup> Interview with a national stakeholder from Djibouti

<sup>24</sup> Interview with a representative of the IGAD secretariat

<sup>25</sup> FMPT Annual Report 2017

<sup>26</sup> Interview with ILO national staff working on the Project

<sup>27</sup> Interview with ILO staff working on the Project

<sup>28</sup> Interview with ILO staff working on the Project

of the Djibouti Declaration (PIDD)) was based on a request from IGAD during COVID-19 and, therefore, directly reflects the ability of the FMPT project to remain relevant.

## 6.3 Relevance of the Project to stakeholders

### 6.3.1 Beneficiaries and national stakeholders

The Project sought to address the most pressing needs of national stakeholders and migrant workers. National stakeholders, especially governmental institutions, **needed support in strengthening their mechanisms for labour migration governance and aligning them across the region** to facilitate regional integration and **promote freedom of movement across the region**.<sup>29</sup> Trade unions and employers' unions needed **support in extending their network and influence** on both national and regional levels so that they could better advocate for workers' and employers' rights.<sup>30</sup> **These needs were addressed by the FMPT Project through its regional-level activities** described above through the support for the whole IGAD region.

Within the scope of the FMPT project, the focus was placed on two key issues – **the lack of effective protection of migrant workers' rights and the presence of irregular migration (also contributing to limited protection)**.

The lack of employment opportunities combined with political instability pushes some individuals to leave their home countries. However, the existence of few regular migration pathways in the region pushes potential migrants to opt for **irregular migration**. As this migration takes place outside regulatory frameworks, the migrants' lack of legal status makes them more vulnerable to exploitation, unemployment, and poor rights protection. This also presents drawbacks for states as easy and clear migration processes could help address the need for workers and specialists who cannot be found domestically.<sup>31</sup>

To address irregular labour migration, the Project focused on supporting regional integration and improving migration governance to push towards a regional free movement regime that can provide access to regular migration pathways.<sup>32</sup> The Project supported IGAD's Secretariat and MSs by promoting mobility and legal migration pathways to support free movement in the region. Furthermore, the FMPT explored the needs of migrants and supported skills matching.<sup>33,34</sup> These activities ensure that the needs of potential migrants as well as states, are addressed, contributing to better migration practices and economic development.

Irregular migrants, refugees and stateless persons were also indirectly targeted through the rights-based promotion of a rights-based approach to (labour) migration governance as they also benefit

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<sup>29</sup> Interview with a national stakeholder from Kenya

<sup>30</sup> Interview with a national stakeholder from Kenya

<sup>31</sup> Interview with a regional stakeholder

<sup>32</sup> Project reorientation concept note

<sup>33</sup> Interview with a representative of the EU Delegation

<sup>34</sup> Interview with ILO national staff working on the Project



from these activities by receiving better treatment and having more structures safeguarding their rights.<sup>35</sup>

The second important challenge for migrant workers is the **lack of a human-rights-centred approach to migration and the limited protection of migrant workers**. The understanding of labour migration issues remains limited, with the general public often viewing migrant workers as a threat to their employment opportunities. Furthermore, MSs continue to face gaps in their labour migration and nationals' protection policies leading to limited protection for migrants. To address these issues, the Project focused on raising awareness among the public on fair recruitment issues, highlighting the problem of exploitation and abuse of migrant workers in the labour market, and educating the public about the benefits of labour migration to destination countries.

To ensure greater support for migrant workers' rights, ILO, under the framework of the FMPT Project, **advocated for ratification of international labour conventions**, such as ILO's Private Employment Agencies Convention, 1997 (No. 181), and **incorporation of ILS** in different policy frameworks and documents, such as Djibouti Declaration. In Somalia, no less than seven ILO Conventions were ratified (specified in detail in the effectiveness chapter).<sup>36</sup>

### 6.3.2 Regional and national stakeholders

The Project worked towards addressing the needs of national governments to ensure better employment opportunities which could contribute to economic growth. Meanwhile, the focus on strengthening social dialogue contributed to the need for employers and trade unions to voice their needs. Therefore, the Programme was highly relevant to the tripartite constituents.

**National governments** within IGAD face difficulties ensuring sustained economic growth and ensuring the availability of needed employment opportunities to rapidly growing populations. This could be attributed to potential employees having difficulties in finding employment opportunities as the demand for their skills is low. In other cases, the public and private sectors are not always able to find needed employees.<sup>37</sup> Therefore, the Project was an important development in the region as it created an opportunity to contribute to addressing these economic needs. Integration of knowledge production, revision of national regulations and regional meetings into the Program design made it possible to create opportunities for encouraging sustainable economic growth.

Another aspect that made the Project relevant to national governments and, to an extent, other stakeholders is that it specifically sought to gather data. For example, in Djibouti, prior to the Project, it was noted that the last survey related to labour markets was conducted in 2017, meaning that the information was outdated.<sup>38</sup> This meant that there were gaps in understanding what skills were needed for the economy or which skills were available in general. Supporting activities related to data collection and research regarding migration statistics facilitated processes towards addressing those gaps.

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<sup>35</sup> Interview with ILO staff working on the Project

<sup>36</sup> ILO (2021). Kenya Towards the ratification of Convention on PEAs, 1997 (No. 181). [https://www.ilo.org/global/docs/WCMS\\_780222/lang--en/index.htm](https://www.ilo.org/global/docs/WCMS_780222/lang--en/index.htm)

<sup>37</sup> FMPT Annual Report 2017 and Djibouti National stakeholder interview

<sup>38</sup> Interview with Djibouti Stakeholder

The presence of **trade unions** plays an important role in protecting workers' rights and maintaining compliance with labour standards. This is important in a region which sees a considerable amount of labour migration not only within IGAD but also to other destination countries, located particularly in the Middle East. Here, the Kafala system poses a particular issue when it comes to protecting workers' rights, given the power it provides to employees over workers. Given these two factors, it is important that national and regional trade unions can protect the rights workers are entitled to. To that end, the Project's focus on promoting and integrating ILS into their work and supporting the negotiations of BLAs, which influence the ability to access rights and benefits for workers, supports the aims of trade unions.

The Project's relevance for trade unions is reinforced by the goals of the Horn of Africa Confederation of Trade Unions (HACTU). The confederation not only wants to ensure free movement between member states but also to ensure access to decent work and social justice.<sup>39</sup> Therefore, their efforts to represent their constituents are supported by the Project's focus on ILS and other aspects of the Project related to migrant rights promotion, as well as FMPT efforts to contribute to documents on free movement in the IGAD region.

**The employer organisations in the Project noted that, in general, the Project was relevant in addressing their needs.** However, in Djibouti, it was noted that because of slow developments in the field of migration governance and the benefits of implementing migration policy for the country and the private sector, FMTP was very relevant in addressing migration issues.<sup>40</sup> Based on this information and the fact that facilitating migration could help address shortages of workers in certain sectors, it is reasonable to assume that the aspects of the Programme that focused on free movement and created opportunities for workers' associations to communicate with employers' associations, helped work towards addressing the needs of employers' associations.

## 6.4 Validity of the Theory of Change

The overall objective of the FMPT project was to *strengthen the knowledge base for developing labour market and mobility policies and measures in IGAD member states.*

The assessment of the relevance of the FMPT project in the previous sections demonstrates not only that **the objective itself was relevant for the project, but also the division of the activities into five distinct dimensions.** The use of the five dimensions meant that the project integrated the needs of each stakeholder in the project.

A direct link can be established between the expected outcomes and the expected impact, given that all five dimensions (including after the revision of the YSEI outcome) focused predominantly on strengthening systems for labour migration, based on not only the production of knowledge and data, but also the use of such data (capacity-building), considerations regarding ILS in the use of that knowledge (rights-based approach), and the use of social dialogue in the use of data. Finally, the Djibouti Declaration can be seen as concrete outcome of the previous four dimensions.

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<sup>39</sup> ILO. (n.d.). Developing Regional Strategy for Horn African Confederation of Trade Unions (HACTU). [https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sro-addis\\_ababa/documents/genericdocument/wcms\\_817051.pdf](https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sro-addis_ababa/documents/genericdocument/wcms_817051.pdf)

<sup>40</sup> Interview with Djibouti stakeholder

The previous sections, especially 1.1., described that constituents and IGAD representatives were heavily involved in the design of the project. A clear example is the restructuring of the fifth dimension to meet the changing needs of IGAD. Therefore, overall, **the Theory of change reflects the needs of the key ILO constituents and stakeholders.**

While each dimension addressed the needs of constituents to some extent, the ToC with its five dimensions also clearly targets specific stakeholders. For example, the rights-based approach to migration as separate dimension is, first of all, of great importance for the protection and well-being of migrant workers. The dimension on social dialogue is particularly relevant for the social partners to enhance their voice in labour migration decision-making at national and IGAD level. The focus on production of knowledge and data, and the provision of training to a wide range of stakeholders ensured that their needs for enhanced capacity were addressed uniformly.

**The FMPT project was designed based on a clear problem analysis and based on prior experiences of ILO.** The original project document comprised a detailed description of the socio-economic context of the IGAD region, with a particular focus on the labour migration context and an analysis of the main challenges in this regard. The ProDoc provides a clear overview of the challenges faced by each stakeholder (migrants, businesses, labour market institutions etc.) as well as lessons learned from previous ILO projects to facilitate labour migration governance. The ILO has implemented various prior projects in the IGAD region, and the Project Document included a description of the lessons learned from these interventions and how they affected the design of the FMPT project.

The value of the first project dimension should be taken into consideration as well. Namely, various project outputs (the FMPT protocol and Djibouti Declaration) as well as changes in the ToC and its activities were the result of continuous data collection and knowledge production.

### Coherence

According to OECD/DAC evaluation criteria, coherence considers how well the Project aligns with existing interventions and strategies. Internal coherence considers the Project's fit with other ILO interventions. External coherence examines the compatibility and coordination of the Project with existing interventions by other actors.<sup>41</sup> This chapter analyses the alignment of the Project with IGAD'S and ILO'S priorities, FMPT'S alignment with regional and national strategies as well as other projects.

### Alignment between IGAD and ILO priorities

The IGAD and ILO had certain overlapping priorities, which made it possible for them to cooperate on the Project. According to Article 7 of IGAD'S Establishing Agreement, among other areas of work, the organisation seeks to:

- Ensure cooperation in creating development strategies and harmonisation of programmes across various fields which include social needs.
- Developing the ability of people, goods and services to move freely within the organisation.

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<sup>41</sup> OECD (n.d.). Understanding the six criteria: Definitions, elements for analysis and key challenges. [https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&\\_csp\\_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2935](https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&_csp_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2935)

- Create opportunities for training and building capacities of stakeholders in various domains.
- Generate, publish and disseminate information about development in the region.<sup>42</sup>

### Coherence between ILO and IGAD under FMPT

These goals have considerable alignment with the priorities envisioned in FMPT, in particular to knowledge and evidence generation regarding migration, developing the capacities of labour market actors, and facilitating activities towards the free movement of persons across IGAD.

Given the potential for cooperation due to similar priorities, the Project envisioned that IGAD would focus on the political component and ILO would provide technical assistance.<sup>43</sup> Despite **initial cooperation challenges**, the **situation improved after a resolution** was signed, contributing to IGAD's secretariat's high satisfaction with ILO's contributions.

**In the beginning, it was difficult for the ILO and IGAD to align their priorities.** Both organisations seemingly approached their tasks individually rather than as a team.<sup>44,45</sup>

The initial difficulties can be attributed to the following factors:

- Following recruitment difficulties, the Project had to start later than originally intended.<sup>46</sup>
- ILO and IGAD relied on different procedures that needed harmonisation.<sup>47</sup>
- Communication was impeded by ILO being based in Ethiopia, while IGAD was based in Djibouti.<sup>48</sup>

Over time both sides managed to develop a working relationship based on trust and mutual agreement facilitating the alignment of priorities.<sup>49</sup> A key factor in this development was ILO's relocation to Djibouti. Being physically closer to IGAD created opportunities for exchange and made cooperation easier.<sup>50</sup> Furthermore, the ILO became more sensitive to IGAD's needs allowing the organisation to voice and, if necessary, to adjust deliverables and planned activities to ensure they are in line with IGAD priorities and standards.<sup>51</sup>

ILO's support has been perceived positively by IGAD. ILO was always willing to support IGAD stakeholders when needed with technical expertise, focusing on the matters most important for IGAD,

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<sup>42</sup> IGAD. (n.d.). Aims and Objectives. <https://igad.int/about/?tab=aims-and-objectives>

<sup>43</sup> FMPT Annual Report 2021

<sup>44</sup> Interview with a representative of partner organisation

<sup>45</sup> Interview with ILO staff working on the Project

<sup>46</sup> Mid-term evaluation

<sup>47</sup> Mid-term evaluation

<sup>48</sup> Mid-term evaluation

<sup>49</sup> Interview with ILO MIGRANT staff

<sup>50</sup> Interview with ILO staff working on the Project

<sup>51</sup> Interview with a representative of the IGAD secretariat

such as collecting data for migration statistics.<sup>52</sup> IGAD capitalised on this opportunity to learn and benefit from ILO's expertise as much as possible. ILO also offered guidance to IGAD on the preparation of labour conventions and similar policy outcomes.<sup>53</sup>

While ILO's support was perceived positively by IGAD, during stakeholder consultations, some noted that in the future, a clearer delineation of functions is needed. They also noted that the ILO tended to veer into the field of political action and advocacy rather than providing technical support. On the other hand, it would be beneficial if IGAD could take on more ownership in political work.<sup>54</sup>

### Alignment between the Project and national strategies

Despite having a **regional focus which was strengthened following the Project's reorientation, FMPT remained coherent with national stakeholder priorities in the field of labour migration.** However, this must be nuanced by the fact that not all countries have developed comprehensive policy frameworks regarding this issue.

**Djibouti's** National Development Plan (2020-2024) aims to rethink and operationalise the model for inclusive, sustainable development. This objective will be achieved through the implementation of: (i) support for inclusive economic development; (ii) the improvement of living conditions and social inclusion. The plan also focuses on strengthening the country's human and institutional capacities to consolidate the achievement of a) rights and freedoms; (b) democracy, stability, and transparency of institutions; and (c) social cohesion.<sup>55</sup> The Project contributed to this plan by supporting the institutional capacity of various government stakeholders.

**Ethiopia's** Ten-Year Development Plan: A Pathway to Prosperity (2021-2030) focuses on sustainable economic growth, shared prosperity and poverty reduction. Among other objectives, it states that basic economic and social services such as food, clean water, shelter, health, education, and other basic services should be accessible to every citizen regardless of their economic status.<sup>56</sup> The Project aligns with this objective by raising awareness about the importance of a human rights-based approach to labour migration governance and advocating for the rights of migrant workers.

**Somalia's** National Development Plan 2020-2024 recognises outward migration as a key poverty coping mechanism and notes returnees as a key vulnerable group in terms of access to services. The plan also addresses the root causes of poverty and aims to alleviate the impacts of poverty experienced by households and individuals. Inclusive economic growth (including increased employment) and improved social development are two of the main pillars of the plan.<sup>57</sup> The activities under the Project supported this Plan as they focused on supporting the capacity building

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<sup>52</sup> Interview with a representative of the IGAD secretariat

<sup>53</sup> Interview with a representative of the IGAD secretariat

<sup>54</sup> Interview with a representative of the IGAD secretariat

<sup>55</sup> *National Development Plan 2020-2024 – Djibouti ICI; Inclusion – Connectivity – Institutions.*  
<https://economie.gouv.dj/wp-content/uploads/National-Development-Plan-English-version.pdf>

<sup>56</sup> *Ten Years Development Plan: A pathway to Prosperity 2021-2030.*  
[https://www.ircwash.org/sites/default/files/ten\\_year\\_development\\_plan\\_a\\_pathway\\_to\\_prosperity.2021-2030\\_version.pdf](https://www.ircwash.org/sites/default/files/ten_year_development_plan_a_pathway_to_prosperity.2021-2030_version.pdf)

<sup>57</sup> *Somalia National Development Plan 2020 to 2024 – The Path to a Just, Stable and Prosperous Somalia.*  
<https://mop.gov.so/wp-content/uploads/2022/07/Somali-National-Development-Plan-9-2020-2024.pdf>

of the Somalian government for it to be able to better understand migration trends and address different related challenges.

**Sudan's** development is guided by its Twenty-Five-Year National Strategy (2007-2031). The objectives of this plan are to achieve sustainable peace and development and to address economic challenges. In particular, the strategy mentions the objective of addressing the dangers and ramifications of migration, ensuring the return of highly skilled migrants, and facilitating the return of migrants in order to include them in national economic activities.<sup>58</sup> Sudan has also adopted a Poverty Reduction Strategy Paper 2021-2023, which has two out of five pillars that are relevant to the Project, namely Pillar 2: Fostering Inclusive and Sustainable Economic Growth and Pillar 5: Strengthening Governance and Institutional Capacity.<sup>59</sup> The Project contributes to these strategies by seeking to improve regional labour migration governance and supporting capacity building.

### Alignment with other projects and initiatives in the region

To ensure the efficient use of resources and maximise the effectiveness of the FMPT Project and other projects and initiatives, it was important to ensure coordination between different projects. Available information points to a **high level of complementarity between FMPT and other projects, reinforced by a clear division of roles between different actors and limited duplication.**

In the field of labour collection statistics, ILO predominantly cooperated with IOM, UNHCR, Danish Refugees Council, Norwegian Refugee Council, and GIZ.<sup>60</sup> It is interesting to note that while IOM and the ILO had issues in ensuring complementarity, the two sides successfully worked together to produce regional priority indicators and support each other's efforts in data collection.<sup>61</sup>

In general, the stakeholders **observed well-developed coordination between the Project team and other relevant actors.**<sup>62</sup> For example, one interviewee noted that organisations regularly have meetings and discussions to cooperate when working on similar issues. ILO staff shared that partners, such as GIZ, were invited to meetings planned by the ILO, for example, the Ministerial Conference, to ensure they are informed of the main developments regarding ILO's work.<sup>63</sup> The ILO, along with different organisations, also explored co-financing of their activities to optimise effectiveness and efficiency.<sup>64</sup> The high level of coherence between the Project activities and other activities may be attributed to clear mandates and roles of the ILO and other actors. For example, a representative of a partner organisation noted that they mainly work on the areas in which ILO is less present and vice versa.<sup>65</sup>

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<sup>58</sup> *The National Council for Strategic Planning, The General Secretariat, The Twenty-Five-Year National Strategy 2007-2031.* The National Vision Continue to build a Unified, Secured, Civilized, Advanced and Progressive Sudanese Nation. <https://andp.unescwa.org/sites/default/files/2020-10/The%20Twenty-Five-Year%20National%20Strategy%20%28Vision%202031%29.pdf>

<sup>59</sup> *Sudan Poverty Reduction Strategy Paper.* <http://mof.gov.sd/en/announcements/item/229-sudan-poverty-reduction-strategy-paper>

<sup>60</sup> FMPT Annual Report 2017

<sup>61</sup> Interview with a representative of the IGAD secretariat

<sup>62</sup> Interview with ILO national staff working on the Project

<sup>63</sup> Interview with ILO HQ staff

<sup>64</sup> Interview with a representative of partner organisation

<sup>65</sup> Interview with a representative of partner organisation

**Coherence between different projects and organisations was one of the goals of the IGAD secretariat**, with significant effort going towards the creation of partnerships to enable coordination with partners and prevent overlap. However, **further efforts are needed** to improve working relations and coordination with partners.<sup>66</sup> Stakeholders also expect IGAD to ensure complementarity between different actors. For example, an EU representative noted that as a central organisation with a comprehensive overview of the situation, IGAD is in the best position to ensure coordination and limit the overlap of projects and activities of different organisations working in the region and, in turn, should take on that responsibility.<sup>67</sup>

While the ILO tended to collaborate well with other organisations during the implementation of the Project, **some challenges arose working with IOM**.<sup>68</sup> Both organisations see themselves as having a stake in labour migration topics and could potentially seek to ensure a larger portion of funding for migration-related activities leading. This leads to overlap and a lack of coordination. Stakeholders noted that the lack of coherence undermines the UN's efforts to have a unified voice and strategy.<sup>69</sup> The lack of coordination also had an impact at the national level as it tended to confuse national stakeholders.<sup>70</sup>

#### Coherence with ILO's other projects

This section assesses the coherence between different ILO projects in the IGAD region. Evidence shows **significant effort to ensure complementarity between different ILO projects**. However, as FMPT is one of several ILO projects focusing on labour migration in the IGAD region, it was **at times difficult for stakeholders to distinguish between the different projects**.

The evaluation showed that the Project was an integral part of ILO's decent work global agenda.<sup>71</sup> To ensure coordination and complementarity with different projects and initiatives and work on ILO's decent work agenda and related topics, the Project team worked closely with different ILO branches and projects.<sup>72</sup>

**The Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP)**, implemented by ILO, was launched in 2015. The programme has four strategic objectives:

- i) strengthening effective governance and regulation of labour migration and mobility in Africa.
- ii) ensuring that migrant workers in formal and informal sectors have safe and secure working environments, access to social protection, and mutual recognition of skills and qualifications.
- iii) improving the availability and usability of labour migration data and statistics by all for evidence-based decision-making, policy planning, formulation and application.

<sup>66</sup> Interview with a representative of the IGAD secretariat

<sup>67</sup> Interview with a representative of the EU Delegation (the donor of the Project)

<sup>68</sup> Interview with a representative of the IGAD secretariat

<sup>69</sup> Interview with a representative of partner organisation

<sup>70</sup> Interview with a representative of the IGAD secretariat

<sup>71</sup> FMPT Annual Report 2017

<sup>72</sup> Interview with ILO staff working on the Project.



iv) strengthening governance and accountability of the JLMP.<sup>73</sup>

JLMP and FMPT Project complement each other by focusing on similar problems and objectives. The only difference stems from the geographic scope of the Projects. JLMP focuses on all of Africa's regional blocks, while the FMPT focuses only on the IGAD region.

**Better Regional Migration Management (BRMM) Project** is a multicounty programme designed to support constituents in East and Horn of Africa regions. BRMM has three inter-related intervention pillars focusing on improving labour migration and labour market information systems, improving skill recognition and development along migration corridors, and ensuring that social partners can engage in developing and implementing labour migration policies. While BRMM's and FMPT's goals are similar, they differ from each other in their geographical scope. BRMM focuses on targeted national-level interventions, while FMPT mainly addressed the needs of IGAD's secretariat, focusing on national-level needs only through IGAD's framework.

Despite considerable complementarity between ILO's projects, an interview revealed some confusion between the different projects. A national stakeholder from Djibouti noted that the division of tasks and responsibilities between FMPT and BRMM was not always clear. While both projects focus on the same topics, they have different geographical perspectives, focus areas, and objectives.<sup>74</sup>

#### Coherence with ILO's cross-cutting priorities

The ILO also has multiple cross-cutting priorities, which include social dialogue, international labour standards (ILS), gender equality, inclusion of persons with disabilities, and environmental sustainability. **In general, the Project managed to align itself with these cross-cutting priorities. However, this was only possible due to the reorientation of FMPT's result areas.** Namely, the Project initially focused on research activities and providing skills training to beneficiaries and expanding employment opportunities. Only after reorientation did the Project outputs integrate activities related to social dialogue, international labour standards (ILS), and gender equality.

The promotion of **social dialogue** has been an integral part of the FMPT project, as tripartism and social dialogue were one of the five project's result areas. The project focused on predominant regional-level level social dialogue. It created spaces for the tripartite stakeholders and social partners to discuss different issues and support regional-level trade unions and employers' organisations. The contribution of the FMPT project to this cross-cutting priority is further analysed in section 3.3.5.

Initially, the focus on **ILS** appears to have received little to no attention. The promotion of ILS only became apparent after the Project underwent reorientation. This is most evident in Result Area 3, which focuses on promoting a rights-based approach to labour migration governance. In particular, the output related to promoting the ratification and implementation of ILO conventions regarding labour migration was an important step to draw the Project closer to fostering the development of ILS. Another important step was the FMPT's effort to advocate for the inclusion of ILS during the

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<sup>73</sup> ILO (n.d.). *Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP)*. [https://www.ilo.org/africa/technical-cooperation/WCMS\\_864886/lang--en/index.htm](https://www.ilo.org/africa/technical-cooperation/WCMS_864886/lang--en/index.htm)

<sup>74</sup> Interview with a national stakeholder from Djibouti



preparatory stage of adopting regional policy instruments, such as the Protocol of Free Movement of Persons and Transhumance.<sup>75</sup>

The Project initially had considerable difficulties integrating a **gender equality** approach. During its lifecycle, it addressed some of these issues, ensuring the integration of gender equality objectives, yet the approach still lacked a more comprehensive integration of such concerns. According to the MTE notes, the original Project design failed to integrate gender-related issues. Even in the Concept Note of the Project's reorientation, issues related to gender had limited focus.<sup>76</sup> These findings of the MTE are confirmed by an analysis of the Result Areas following the reorientation. Result Area 1 is the only one focusing directly on including gender sensitivity in policy research, while Result Area 3 only has an activity that includes the introduction of training workshops on gender issues.<sup>77</sup>

Despite opportunities for a more holistic integration of this aspect, documentation shows that there were efforts to include a gender-sensitive approach and mainstream it into activities. It did this by contributing to drafting and reviewing BLAs and helping develop migration strategies; the Project successfully supported gender-responsive labour migration initiatives at the national and regional levels.<sup>78</sup> LO's staff in Kenya highlighted that under the framework of the Project, ILO analysed the situation of women migrant workers across the IGAD region. The study compiled a collection of women migrants' experiences. This provided insight into the challenges and needs of migrant female workers. It also enabled MSs and the IGAD secretariat to appreciate how activities could be tailored to reinforce support for women migrants.

The ILO also worked on promoting gender equality in other ways. It included and encouraged women to participate in different events to avoid all-male panels and empower women to play an important role in discussions. Yet, this was not always successful, as governments and stakeholders would usually nominate men to attend these activities.<sup>79</sup>

Consulted ILO staff noted that the Project's reporting partly took into consideration the **rights of persons with disabilities**.<sup>80</sup> The Project also somewhat mentioned the needs and priorities of such persons in their training and workshops.<sup>81</sup> However, specific examples of how the rights of persons with disabilities were considered are not available, and the Project did not have any activities focusing specifically on advocating for the rights of persons with disabilities.

To address **environmental sustainability**, the Project included several activities focusing specifically on migration caused by climate change.<sup>82</sup> The Project supported an empirical field study report on the interaction between climate change, migration, and labour markets in Djibouti, Ethiopia, and Uganda.

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<sup>75</sup> FMPT Annual Report 2017

<sup>76</sup> MTE

<sup>77</sup> FMPT Annual Report 2020

<sup>78</sup> FMPT Progress Report 2022

<sup>79</sup> Interview with ILO staff working on the Project.

<sup>80</sup> Interview with ILO national staff working on the Project.

<sup>81</sup> Interview with ILO staff working on the Project.

<sup>82</sup> Interview with ILO MIGRANT staff

ILO also contributed to a policy brief on the interaction between climate change, migration, and labour markets in the IGAD region.<sup>83</sup>

### Contribution of the Project to UNSDCF, SDGs and ILO P&Bs

The Project can be seen as a part of a larger ILO action to promote decent work agenda, SDGs, and the aims and objectives of ILO highlighted in ILO's P&B. This section analyses the relevance of the Project for these actions. In general, the Project was relevant for UNSDCF, sustainable development goals (SDGs), and ILO's P&B. The focus on sustainable and inclusive growth is an inherent part of the SDGs and intrinsic in ILO's P&Bs.

The **UN Sustainable Development Cooperation Framework** (UNSDCF) is an important instrument for planning and implementing UN development activities at the country level in line with the Agenda for Sustainable Development 2030. Each country has signed its own UNSDCF with its own national objectives. The UNSDCF presents the key shared objectives of the United Nations system, the areas in which it intends to support the Government, and the expected outcomes of its cooperation. The framework highlights the importance of including different national actors in development activities, represents a commitment to the people in a country, especially those most marginalised, and provides the means to support economic development and peaceful societies through sustainable development strategies.<sup>84</sup> The Project was in line with the UNSDCF as it focused on the inclusion of different stakeholders and strived for sustainable long-term development, as well as coherence between the actions of different development partners.

**The SDGs** focus on poverty eradication, ensuring decent work for all, inclusive, sustainable economic growth, and promotion of inclusive and sustainable industrialisation.<sup>85</sup> The Project is especially relevant for SDG 8 – promoting sustained, inclusive, and sustainable economic growth, full and productive employment and decent work for all – as it promotes a human rights-based approach to labour migration and strives towards more accessible decent work opportunities for migrant workers. The Project also contributes towards other SDGs through its focus on sustainable growth, gender equality, inclusion, and promotion of the rights of vulnerable and marginalised groups.

**Programme and Budget (P&B)** guide ILO's work by highlighting the main intended outcomes over a two-year period. Considering the outcomes for 2016-17<sup>86</sup> and 2018-19<sup>87</sup>, the Project's focus on social dialogue, a human rights-based approach to labour migration and promotion of international labour standards was especially relevant to:

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<sup>83</sup> FMPT Annual Report 2022

<sup>84</sup> [United Nations Sustainable Development Group \(2019\). \*United Nations Sustainable Development Cooperation Framework\*. <https://unsdg.un.org/sites/default/files/2022-06/UN%20Cooperation%20Framework%20Internal%20Guidance%20--%201%20June%202022.pdf>](https://unsdg.un.org/sites/default/files/2022-06/UN%20Cooperation%20Framework%20Internal%20Guidance%20--%201%20June%202022.pdf)

<sup>85</sup> United Nations Department of Economic and Social Affairs Sustainable Development (n.d.). *The 17 Goals*. <https://sdgs.un.org/goals>

<sup>86</sup> ILO (2015). *Programme and Budget for the Biennium 2016-17*. [https://www.ilo.org/wcmsp5/groups/public/-/ed\\_mas/---program/documents/genericdocument/wcms\\_565220.pdf](https://www.ilo.org/wcmsp5/groups/public/-/ed_mas/---program/documents/genericdocument/wcms_565220.pdf)

<sup>87</sup> ILO (2017). *Programme and Budget for the Biennium 2018-19*. [https://www.ilo.org/wcmsp5/groups/public/-/ed\\_mas/---program/documents/genericdocument/wcms\\_582294.pdf](https://www.ilo.org/wcmsp5/groups/public/-/ed_mas/---program/documents/genericdocument/wcms_582294.pdf)

- Outcome 1: more and better jobs for inclusive growth and improved youth employment prospects.
- Outcome 2: ratification and application of international labour standards.
- Outcome 8: protecting workers from unacceptable forms of work,
- Outcome 9: promoting fair and effective labour migration policies.
- Outcome 10: strong and representative employers' and workers' organisations.

The P&B 2020-21<sup>88</sup> introduced slight changes to the Outcomes envisioned in previous P&Bs. Nevertheless, the Project's focus on social dialogue, human rights-based approach to labour migration, and gender equality was relevant to:

- Outcome 1: strong tripartite constituents and influential and inclusive social dialogue.
- Outcome 2: international labour standards and authoritative and effective supervision.
- Outcome 3: economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all.
- Outcome 6: gender equality and equal opportunities and treatment for all in the world of work.
- Outcome 7: adequate and effective protection at work for all.
- Outcome 8: comprehensive and sustainable social protection for all.

## 6.5 Effectiveness

According to OECD/DAC evaluation criteria, **effectiveness measures to what extent the intervention has achieved its set-out objectives and results.**<sup>89</sup> The following section includes an overview of set and achieved targets and achievements of the Project's outputs and outcomes with a focus on five planned result areas.

### Achievement of the targets for the Project

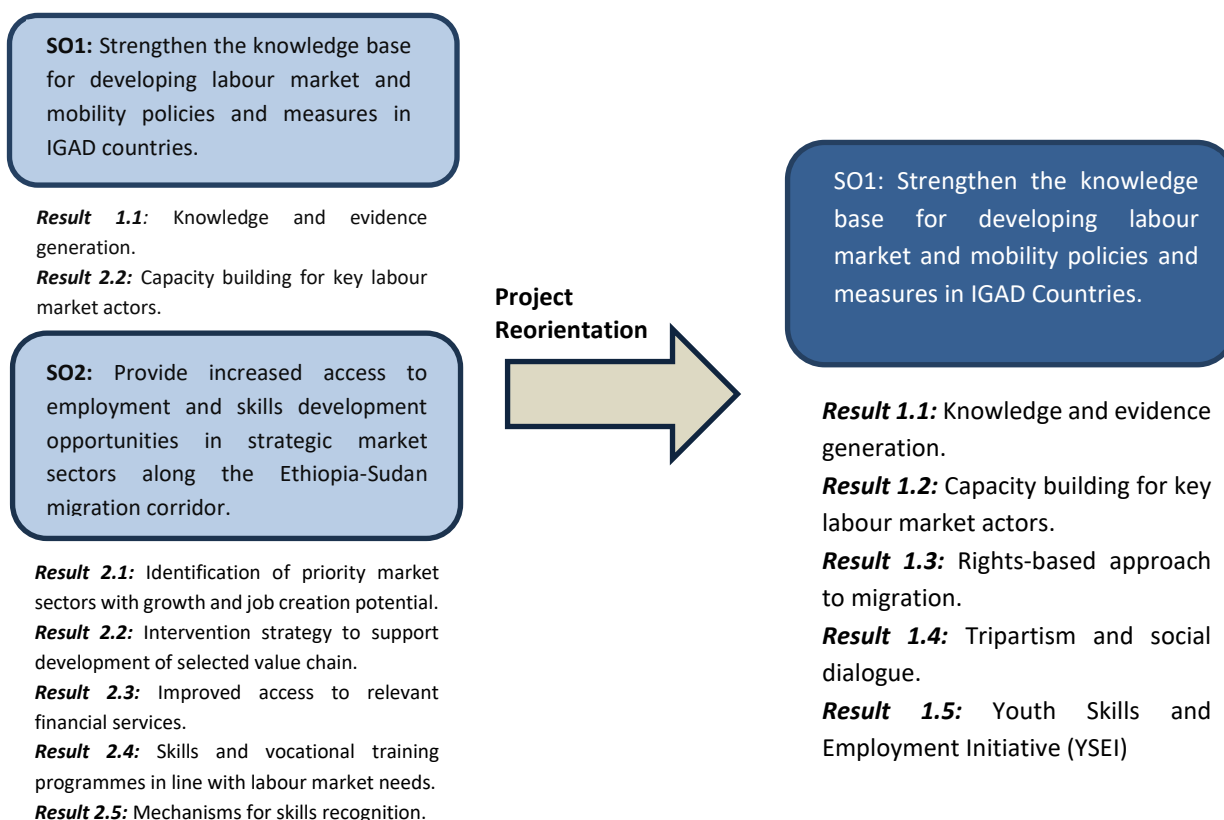
Given the reorientation of Project objectives, the evaluation of effectiveness significantly differs from the mid-term evaluation. Despite the change in objectives, the result areas which maintained continuity and focused on policy-relevant research and capacity building saw considerable progress.<sup>90</sup>

<sup>88</sup> ILO (2020). *Programme and Budget for the Biennium 2020-21*. [https://www.ilo.org/wcmsp5/groups/public/-/ed\\_mas/---program/documents/genericdocument/wcms\\_736562.pdf](https://www.ilo.org/wcmsp5/groups/public/-/ed_mas/---program/documents/genericdocument/wcms_736562.pdf)

<sup>89</sup> OECD (n.d.). *Understanding the six criteria: Definitions, elements for analysis and key challenges*. [https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&\\_csp\\_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2935](https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&_csp_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2935)

<sup>90</sup> Independent Mid-Term Evaluation of Free Movement of Persons and Transhumance in the IGAD Region

Figure 1. Result framework of the Project before the reorientation (on the left) and after (on the right)



Through a specific focus on knowledge generation and operational implementation, the Project sought to improve regulated labour migration and decent work opportunities in IGAD.<sup>91</sup> After the reorientation, the Project had **one specific objective: to strengthen the knowledge base for developing labour market and mobility policies and measures in IGAD MSs and five specific result areas mentioned above.**

**The Project surpassed most of the initial targets.** Across different result areas, targets were mostly achieved, with only some targets falling short from those envisioned originally in Result Area 1 and Result Area 5. The full list of the indicators and a detailed explanation of how they were achieved is presented in Annex 3.

In Result Area 1, 20 out of the planned 22 research outputs were delivered and finalised. Meanwhile, in Result Area 5, the PIDD remains under implementation, and it is unclear whether the goal of around 100 returnees and youths benefitting from the Project’s reintegration and employment is reached.

### Result Area 1: Knowledge and Evidence Generation

#### 6.5.1 3.2.1. Achievement of planned outputs

The Project **successfully delivered** outputs which support the **development of knowledge products that focus on labour migration governance and dynamics of labour markets.** Among the published

<sup>91</sup> FMPT Annual Report 2021

knowledge products, subjects included labour migration issues, gender equality, and international labour standards.<sup>92</sup>

#### 6.5.2 3.2.2. Achievements of the specific objective

The planned outputs aimed to support the **publication and dissemination of policy-relevant research on the linkages between regional migration and labour market issues**. Data gathered pointed to the **achievement of these results**, with stakeholders emphasising that the results were valuable and beneficial.<sup>93</sup>

**The knowledge products helped draft the Protocol on Free Movement of Persons. They also informed the resulting discussions and negotiations, which can be seen as one of the main achievements of the Project.**<sup>94</sup> FMPT's staff also ensured that published studies were disseminated in digital and physical formats to benefit the target group. Specifically, MS and social partners, with findings being presented on regional regional-level governance platforms.<sup>95</sup> Stakeholders also produced a lot of relevant knowledge, creating data that could then be used for awareness-raising and evidence-based labour migration policies. A key outcome of these activities was the support of the Protocol on Freedom of Movement and the Djibouti Declaration.<sup>96</sup>

In **Djibouti**, a representative of the National Statistics Institute shared that the Project immensely benefited the Institute by supporting research activities. The research outputs contributed to a more comprehensive understanding of different labour migration processes and helped the institute learn more about labour migration in neighbouring countries.<sup>97</sup>

**However, transforming knowledge into action at times proved challenging.** An interviewed stakeholder noted that in the beginning, the Project focused on publishing research outputs without a clear understanding of how those studies could contribute to policy or institutional changes. Hence, the research dissemination could have benefited from better planning to ensure a greater contribution to changing labour migration processes.<sup>98</sup>

### **Result Area 2: Capacity Development of Key Labour Market Actors**

#### **Achievement of planned outputs**

The Project **successfully delivered** the main outputs related to **training and capacity building** for IGAD and national experts in developing different processes related to facilitating labour migration governance.

#### **Achievements of the specific objective**

Evidence collected points to the successful achievement of outputs aimed to support **key labour market actors in the IGAD region, have increased capacity to collect and analyse labour market indicators and link migration governance and labour market issues**.

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<sup>92</sup> FMPT Annual Report 2022

<sup>93</sup> Interview with a representative of the IGAD secretariat

<sup>94</sup> FMPT Annual Report 2017

<sup>95</sup> FMPT Annual Report 2017

<sup>96</sup> Interview with a representative of partner organisation

<sup>97</sup> Interview with a national stakeholder from Djibouti

<sup>98</sup> Interview with a representative of the IGAD secretariat

Before the Project, the area of labour migration statistics was rather underdeveloped in the target countries. The **Project supported capacity building in this area of IGAD experts and national stakeholders**. Considering the regional level, the Project team helped IGAD to design and articulate the needed definitions to start collecting the data on labour migration. Experts from different countries participated in Project activities to support knowledge sharing with stakeholders from target countries and to help them develop a clear methodology for data collection. Capacity-building activities introduced relevant regional and national level stakeholders to different data collection tools. For example, the ILO supported Project countries in developing a labour market information system that can help different stakeholders access existing verified data.<sup>99</sup>

At the national level, capacity-building activities raised awareness among national stakeholders about labour migration and the importance of a rights-based approach to migration and gender issues. Furthermore, to support female migrants, the Project is developing needed initiatives.<sup>100</sup> Initially, there was some scepticism about data collection cooperation, but progress has been evident.<sup>101</sup> National stakeholders highlighted the Project's contribution to improved coordination in data collection and sharing. Relevant parties meet regularly with structures for formal cooperation, such as technical working groups being put in place.<sup>102</sup>

Representatives of the MoL and MoFA of Kenya attended trainings organised by ILO. In total, five experts were trained on topics related to labour migration. After the training, they are more likely to make better-informed decisions and use the newly acquired knowledge and skills in their work. Moreover, ILO helped governmental institutions develop skills related to bilateral labour agreements (BLAs). As clear guidelines on BLAs on the regional level exist, Kenyan government institutions can use them now to negotiate with different countries to which their nationals migrate.<sup>103</sup>

Despite the visible progress, some challenges were also encountered, especially considering the long-term effects. Firstly, **the capacities of the national stakeholders are still limited. Even if there is commitment, motivation and a better understanding of data collection and analysis, practical implementation might be difficult.**<sup>104</sup> The capacities of IGAD MSs also vary between countries. Combined with different methods and tools for collecting labour migration data, more harmonisation of processes and systems remains necessary.<sup>105</sup>

### **Result area 3: Promotion of a Rights-based Approach to Migration Governance**

#### 6.5.3 3.4.1. Achievement of planned outputs

Evidence points to the **successful delivery of Outputs related to awareness-raising activities** to inform relevant stakeholders about a human-rights-based approach to labour migration and support for national governments in developing and revising policies on labour migration.

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<sup>99</sup> Interview with a representative of the IGAD secretariat

<sup>100</sup> Interview with ILO national staff working on the Project

<sup>101</sup> Interview with a national stakeholder from Djibouti

<sup>102</sup> Interview with a representative of the IGAD secretariat

<sup>103</sup> Interview with ILO national staff working on the Project

<sup>104</sup> Interview with a national stakeholder from Djibouti

<sup>105</sup> Interview with a national stakeholder from Kenya

**The focus on a rights-based approach to migration was also mainstreamed through other planned outputs.** As mentioned above, different research outputs produced under the framework of the Project highlighted the importance of international labour standards and human rights in labour migration governance.<sup>106</sup> The ILO also provided space and opportunities for trade unions to advocate for workers' rights in different discussions on regional and national levels, further contributing to mainstreaming a human rights-based approach to labour migration.<sup>107</sup>

#### **Achievements of the specific objective**

The planned outputs aimed to support the specific outcome: **key policymakers of the IGAD MSs have a better understanding of the Human Rights Based Approach to labour migration governance.** The evidence collected under the framework of this evaluation points to the achievement of this result.

**The Project contributed to the development of several important policy frameworks and guidelines, namely the Protocol on Freedom of Movement, the Djibouti Declaration, and BLA guidelines.** The ILO advocated for alignment with ILS and the inclusion of a human-rights-based approach to migration in these documents.<sup>108</sup> The Project activities also focused on ensuring that the labour migration governance mechanisms are synchronised among IGAD MSs and that frameworks mainstream respect to migrant rights.<sup>109</sup>

FMPT supported Kenya's efforts to ratify the Private Employment Agencies Convention, 1997 (No. 181). The Project's staff conducted a three-day workshop to support the development of the roadmap towards the ratification and consideration of ILO Instruments that can protect migrant workers.<sup>110</sup>

In Somalia, the government ratified seven ILO conventions in 2021. These conventions included Violence and Harassment Convention (C190), the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), the Occupational Safety and Health Convention, 1981 (No. 155), Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), Private Employment Agencies Convention, 1997 (No. 181), the Migration for Employment Convention (Revised), 1949 (No. 97), The Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143). This can be greatly attributed to the involvement of the Federation of Somalia Trade Union in policy debates. This involvement was supported by the FMPT Project.<sup>111</sup>

**Awareness-raising activities encouraged national stakeholders to discuss the importance of different rights.** For example, while there is a lack of strong mechanisms to ensure data protection, discussions tend to include this aspect.<sup>112</sup> Moreover, an unintentional positive effect on the well-being of refugees can also be observed. Upon implementation of the FMPT protocol, refugees will be able to move more easily from the refugee camps and get more protection. The encouragement of social

<sup>106</sup> FMPT Annual Report 2022

<sup>107</sup> Interview with ILO national staff working on the Project

<sup>108</sup> Interview with ILO national staff working on the Project

<sup>109</sup> Interview with ILO national staff working on the Project

<sup>110</sup> ILO (2021). Kenya Towards the ratification of Convention on PEAs, 1997 (No. 181). [https://www.ilo.org/global/docs/WCMS\\_780222/lang--en/index.htm](https://www.ilo.org/global/docs/WCMS_780222/lang--en/index.htm)

<sup>111</sup> Interview with ILO national staff working on the Project

<sup>112</sup> Interview with a national stakeholder from Djibouti



dialogue also provided opportunities for different partners to discuss forced displacement on a regional level.<sup>113</sup>

One of the important factors that may have contributed to successful awareness-raising may have been the close involvement of social partners in different policy processes due to ILO's tripartite structure. For example, in Kenya, trade union plays an important role in raising awareness about workers' rights in different negotiations and safeguarding these rights when the agreements and frameworks are being drafted.<sup>114</sup>

While the progress towards mainstreaming a human rights-based approach to migration in policy actions is evident, some **challenges remain**. A case in point are BLA agreement negotiations. To ensure that other destination countries maintain an interest in migrant workers from the IGAD region, source governments are willing to overlook the protection and rights that such migrants would be entitled to.<sup>115</sup> Furthermore, some market actors are not aware of different regulations and interpret them differently than intended, worsening the conditions of migrant workers.

Kenya negotiated a BLA with Saudi Arabia, which was drafted with the support of BLA guidelines developed under the framework of the Project. While the agreement should help ensure better working conditions and labour rights protection for migrants, it is often interpreted differently than intended. The BLA notes that the minimum wage paid for the Kenyan migrant worker in Saudi Arabia should be at least 800 SAR. Most of the workers, when still in Kenya, negotiate with recruitment agencies a slightly higher wage, around 1400 SAR. However, upon moving to Saudi Arabia for work, their employers claim that they need to pay them 800 SAR instead of 1400 SAR because that is what has been negotiated between the two governments. Meanwhile, recruitment agencies deny knowing about the negotiations between the two governments.<sup>116</sup>

## Result Area 4: Promotion of Tripartism and Social Dialogue

### Achievement of planned outputs

The main outputs included the provision of training on collaboration between the social partners, the creation of spaces for different actors to express their opinion about labour migration-related issues, and support for trade unions and employers' organisations so that they could better share their perspectives and represent the needs of both employees and employers.

#### 6.5.4 3.5.2. Achievements of the specific objective

The planned outputs point to the successful delivery of **social partners having increased capacity to engage on labour migration and labour market issues through tripartism and social dialogue. Two of the most important achievements have been the creation of a regional employer's union, the Confederation of IGAD Employers (CIE), and the supporting CIE and Horn Africa Confederation of Trade Unions (HACTU) in their capacity building and planning.**<sup>117</sup> This provided a space for workers'

<sup>113</sup> Interview with a representative of the IGAD secretariat

<sup>114</sup> Interview with ILO national staff working on the Project

<sup>115</sup> Interview with a national stakeholder from Kenya

<sup>116</sup> Interview with a national stakeholder from Kenya

<sup>117</sup> FMPT Annual Report 2022



representatives to share their voices at the regional level. This also ensured greater support for employers and trade unions, making sure that they had more tools and opportunities to represent the workers on different occasions.<sup>118</sup> Moreover, the Project opened space for collaboration between different actors on both regional and national levels. The ILO pushed IGAD and national governments that social partners are involved in protocol and policy discussions.<sup>119</sup>

In **Somalia**, the government ratified seven ILO conventions in 2021. This can be attributed to the involvement, with the Project's support, of the Federation of Somalia Trade Union in policy debates.<sup>120</sup>

At the regional level, FMPT contributed to the establishment of the Confederation of IGAD Employers (CIE) and provided a platform for national employers' organisations to engage and express their priorities and views at the regional level.<sup>121</sup> The Project also supported the Horn of Africa Confederation of Trade Unions (HACTU) capacity-building activities so that they could have more fruitful discussions. The Project also helped them prepare a well-planned and structured strategy that will inform their work in the upcoming years.<sup>122</sup>

Based on the regional tripartite dialogue between governmental institutions, workers' organisations, and trade unions, IGAD developed a draft of a protocol on the Free Movement of Persons. ILO provided an opportunity for these discussions by supporting two days of the Regional Social of Partners Dialogue on the protocol.<sup>123</sup>

The Project has significantly contributed to promoting social dialogue and creating opportunities for different actors to discuss labour migration issues. However, now it is the responsibility of IGAD and other stakeholders to make use of created frameworks in a meaningful way.<sup>124</sup> As shared by some of the interviewed stakeholders, even though the social partners are now more often aware of different policy discussions and can be part of them, their meaningful contribution is not always ensured, and their arguments and priorities are not always considered equally across the seven MS.<sup>125</sup>

## **Result area 5: Programme for the Implementation of the Djibouti Declaration and Youth Skilling and Employment Initiative**

### **Achievement of planned outputs**

The Project was mostly successful in drafting the Regional Socio-Economic Response strategy and ensuring that returning youth benefit from the reintegration Project. However, the implementation of PIDD is ongoing.

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<sup>118</sup> Interview with a national stakeholder from Kenya

<sup>119</sup> Interview with a representative of the EU Delegation (the donor of the Project)

<sup>120</sup> Interview with ILO national staff working on the Project.

<sup>121</sup> Interview with a national stakeholder from Kenya

<sup>122</sup> Interview with ILO national staff working on the Project.

<sup>123</sup> FMPT Annual Report 2022

<sup>124</sup> Interview with ILO staff working on the Project.

<sup>125</sup> Interview with a national stakeholder from Kenya

### Achievements of the specific objective

The planned outputs should have contributed to the specific outcome: development of the **Programme for the Implementation of the Djibouti Declaration (PIDD) – Expansion of Youth Employment and Skilling Initiative (YESI)**. The work towards this specific outcome is still ongoing, although the **adoption of the Djibouti Declaration** is mentioned by all interviewees as an **incredibly important result**. However, youth skills and the employment component seem to have received the least attention during the Project.

The Project team contributed to starting the work on the potential Youth Skilling and Employment Initiative (YSEI) by collecting preliminary inputs on the initiative from the MSs. The ILO, under the framework of the FMPT Project, also provided support for the IGAD secretariat in developing the regional social development response strategy for COVID-19. The Project team contributed significantly to various topics that the strategy covers and led the drafting of a chapter on jobs, livelihood, and employability.<sup>126</sup>

**Progress towards youth skills and employment did not completely follow the initial plan.** This is understandable, given that following consultations with IGAD and a reassessment of priorities, less funding was allocated to this focus. By changing focus, the ILO was able to support the relevant stakeholders better on the topics that were most important to them.<sup>127</sup> Still, the inclusion of youth employment as a thematic area of the Djibouti Declaration points to the potentially increasing importance of the topic.<sup>128</sup>

## 6.6 Efficiency

According to OECD/DAC evaluation criteria, **the efficiency criterion is concerned with the extent to which the intervention ensures the economical and timely delivery of its planned actions.**<sup>129</sup> The following chapter assesses whether the available resources (financial, human and time resources) were translated into outputs, outcomes and impacts in a cost-effective manner.

### Efficient use of resources

An analysis of the Project budget and spending indicated the efficient use of available financial resources. Moreover, the **interviewed ILO staff and relevant stakeholders considered ILO's use of different resources under the framework of the Project to be efficient.**<sup>130</sup>

Considering the use of financial resources, the analysis of the Project budget and spending indicates that the **resources were used in an efficient manner, ensuring the cost-effective implementation of Project activities.** During the whole duration of the Project, from 2017 to 2022, expenditures were always slightly lower than the approved budget. In total, the funds the Project received from the donor, the EU, amounted to 7,404,843.58 EUR, and the total actual expenditures were equal to 7,190,366.47 EUR (97,1%). The expenditures were also significantly lower than the approved budget, which, for the whole period of the Project, equated to 7,850,000.00 EUR (91,6%). In general, the

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<sup>126</sup> FMPT Annual Report 2020

<sup>127</sup> Interview with ILO staff working on the Project

<sup>128</sup> Interview with ILO national staff working on the Project

<sup>129</sup> OECD (n.d.). *Understanding the six criteria: Definitions, elements for analysis and key challenges.*

[https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&\\_csp\\_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2935](https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&_csp_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2935)

<sup>130</sup> Interview with a representative of the IGAD secretariat

savings resulted from the difference between the costs of specific equipment and activities when the budget was planned and their actual costs during the Project.

A lot of the activities, such as support for the Confederation of IGAD employers or organisation of the IGAD tripartite (social) partnership forum, were planned and budgeted for the whole duration of the Project, so it is unclear whether any efficiency gains were realised through improving the implementation of some activities throughout the Project. The human resources and administrative costs stayed the same throughout the Project, but that could be related to the initial challenges with recruitment explained in this section below. The costs of different components of activities were also not decreasing. However, the number of planned activities under different components was generally increased, which indicates that an increase or no change in costs during the periods does not indicate a lack of cost-effectiveness.

It is also important to note that the Project had a **cost extension and reorientation**. This means that in the middle of the Project, the planned duration of the Project was extended by six months, also increasing the approved budget of the Project from 6,000,000.00 Euros to 7,850,000.00 Euros. Some of the originally planned activities were removed or changed during the reorientation to ensure that the most relevant support for the regional and national stakeholders is provided.

Accounting for activities that were disregarded after the reorientation, there is no record in the Project's documentation that costs prevented activities from taking place. The interviewed Project staff or relevant stakeholders also did not mention that any activities did not take place because of the lack of financial resources. Still, as reported by some stakeholders, in some cases, it seemed that the involvement of ILO could have been greater, but they were limited by available resources.<sup>131</sup> The interviewed relevant stakeholders noted that the financial resources of the Project were rather scarce considering the scope of the Project and its ambitions.<sup>132</sup> Therefore, the implementation of Project activities was cost-effective and limited resources did not undermine planned activities. However, more financial resources could have potentially enabled the Project team to provide more support and implement more different actions that would have contributed to the greater impact of the Project, especially considering the high workload of ILO project staff as described below.

**Considering human resources and their planning, the FMPT Project relied on effective planning and support of IGAD and other partners to ensure efficiency.** Financially, administrative, and human resource costs slightly increased from the beginning of the Project. However, it does not mean that the Project did not manage to ensure efficiency gains and cost-effectiveness regarding spending on administrative and human resources. The initial low cost of human resources may be related to difficulties in recruiting foreseen qualified staff for the Project. Despite the initial struggles with recruitment, the Project managed to plan human resources efficiently, especially through cooperation with other ILO projects when specific expertise was needed.

Where possible, the Project also aligned its activities with partners and other projects, such as BRMM, to increase efficiency through cost-sharing.<sup>133</sup> ILO also made use of interim consultants to address

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<sup>131</sup> Interview with a national stakeholder from Kenya

<sup>132</sup> Interview with a representative of partner organisation

<sup>133</sup> Interview with ILO staff working on the Project

understaffing when needed due to higher workloads.<sup>134</sup> The Project also relied on the expertise of ILO specialists from different offices. It also received technical support from different departments, such as SKILLS, MIGRANT, and others.<sup>135</sup>

The Project capitalised on the availability of different experts in ILO. For example, the ROAF labour migration expert provided support to experts responsible for reviewing the draft of the IGAD Free Movement Protocol. Regional statisticians supported labour market assessment reviews and preparation of the training on labour migration statistics. Labour migration experts from Decent Work Country teams facilitated the regional validation workshops and provided specific technical inputs to country-level initiatives. Finally, the MIGRANT department at Headquarters provided technical backstopping to the Project and mobilised specific specialists when needed throughout the Project.

The Project team faced some challenges considering human resources and their efficient use. **In the beginning, the ILO struggled to ensure there were enough qualified staff working on the Project.** The Project was established with a technical officer and finance/administrative assistance in August 2017. However, ILO faced recruitment challenges that delayed the posting of the Chief Technical Advisor (CTA), and the selection of National Project Coordinators (NPCs) was a lengthy process.<sup>136</sup> This slightly complicated the beginning of the Project. Following the reorientation, the situation started to improve because the Project managed to recruit additional staff.<sup>137</sup> Still, **the workload was rather high, and there was often too little staff allocated to the Project. Project staff often had to work overtime and on weekends.**<sup>138</sup> This could be attributed to the high variation in country contexts.<sup>139</sup> Another factor potentially hindering implementation was the lack of NPCs in some countries, which could have contributed to facilitating coordination between activities.<sup>140</sup>

Finally, **considering time and planning, the start of the Project was delayed by challenges in recruitment.**<sup>141</sup> These delays slightly affected the Project activities in the beginning, but later, the Project staff was able to ensure the timely delivery of most of the activities. **Another delay was caused by planning between ILO and IGAD.** The Project initially had to finish around half a year earlier than it did. However, due to different prior engagements of the IGAD regional workshop, marking the finalisation of the Project had to be postponed.

#### Efficiency of Project management mechanisms

The cost-effective and timely implementation of Project activities also depends on existing management mechanisms and structures. Data shows that **management of the Project facilitated cost-effective and timely implementation of the Project activities.** ILO ensured that their

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<sup>134</sup> Interview with a representative of the IGAD secretariat

<sup>135</sup> FMPT 6 months report May-November 2019

<sup>136</sup> FMPT Annual Report 2017

<sup>137</sup> FMPT 6 months report May-November 2019

<sup>138</sup> Interview with ILO staff working on the Project

<sup>139</sup> Interview with ILO staff working on the Project

<sup>140</sup> Interview with ILO staff working on the Project

<sup>141</sup> FMPT 6 months report May-November 2019

management processes were transparent and efficient. However, some challenges were faced due to time-consuming bureaucratic procedures and external challenges faced by national staff.

To ensure good oversight of Project implementation, the Project team conducted weekly meetings for monitoring and planning and organised monthly meetings with the EU representatives. The Project team also had quarterly implementation plans to monitor its finances and deliverables. This planning exercise also included IGAD, EU and social partners.<sup>142</sup> Partners perceived ILO's Project staff as responsive, contributing to the efficiency of management mechanisms.<sup>143</sup> To ensure better management and closer cooperation with IGAD during the reorientation, it was also decided to move the FMPT Project headquarters to Djibouti.<sup>144</sup>

The Project management still faced some challenges. Firstly, the **COVID-19 pandemic was a significant challenge to the efficient management of the Project**. Due to the containment measures put in place by the IGAD MSs, the Project staff was forced to limit their face-to-face engagement and had to find new ways to communicate and manage Project activities. The Project staff developed a Business Continuity Plan at the beginning of the pandemic and kept adjusting their operational model according to the changing situation in the region. The pandemic also coincided with the discussions regarding the potential extension of the Project. This allowed the Project team to add activities to help face the challenges brought on by the pandemic.<sup>145</sup> The team relied on digital communication and the use of technology for the implementation of different Project activities. The Project team was able to provide needed technological equipment to its staff in a timely manner and supported their partners in the use of new tools for communication and work. Nevertheless, there were some challenges regarding unstable internet connection in some regions, high costs of the internet for social partners, increased workload, and work-related stress.<sup>146</sup>

Finally, **the efficiency of management mechanisms was slightly hindered by the challenges of connectivity between all Project countries**. The Project worked in seven countries that are in some ways similar and very different in others. The interests of national stakeholders and their willingness to cooperate with the Project also varied from country to country.

#### **Efficiency of monitoring and evaluation mechanisms**

Monitoring and evaluation mechanisms are crucial for ensuring the effectiveness and efficiency of the Project. M&E activities may help the Project adjust its approach to ensure the highest possible impact in light of changing circumstances. **The FMPT Project relied on a Mid-term Evaluation, Evaluability Assessment, Monitoring and Evaluation Plan, Verification Mission, monthly updates and EUTF Monitoring and Learning Systems to assess Project's planning and goals.**

**The reorientation of the Project is the best example of using M&E activities efficiently.** Based on the results of different M&E activities until that point, the Project team changed their objectives and goals and the way they operate to ensure impact.<sup>147</sup> The activities of the Project after its extension also built on the findings and recommendations from various studies, and the intervention model of the Project

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<sup>142</sup> FMPT Annual Report 2020

<sup>143</sup> Interview with a representative of the IGAD secretariat

<sup>144</sup> Interview with ILO MIGRANT staff

<sup>145</sup> FMPT Annual Report 2020

<sup>146</sup> FMPT Annual Report 2020

<sup>147</sup> Interview with ILO MIGRANT staff

was adjusted to ensure the greatest benefits to the target groups. As the planning for extension coincided with the COVID-19 pandemic, the Project was able to also take into account the new reality and transform and switch some of the activities to virtual ones.<sup>148</sup>

**The FMPT project was able to use its monitoring and evaluation activities well to improve the project.** For example, the Mid-term Evaluation highlighted the main challenges and provided specific recommendations to improve the activities. The Project team reflected on the results of the Mid-term Evaluation and shifted some of the activities. For example, the Project started focusing more on gender mainstreaming activities.<sup>149</sup> IGAD staff informed that the project team developed some result-based and gender-sensitive data collection tools to monitor the project activities, outputs, and outcomes. These tools consisting of project performance tracking forms were used, among other things, to track the performance in capacity building activities and workshops and the data collected was computed to make the performance results available in user-friendly formats with self-explanatory graphs. The lessons learned were progressively incorporated for improvement from one activity to another. These performance tracking were also the basis for the drafting of project progress and annual reports by the project team.<sup>150</sup>

## 6.7 Impact of the project

According to OECD/DAC evaluation criteria, the impact criterion focuses on the intervention's generated or expected significant higher-level effects, both positive and negative. The criterion is concerned less with the specific results but rather focuses on the potentially transformative effects of the intervention, going beyond the immediate result and exploring secondary and indirect potential consequences.<sup>151</sup>

### Likelihood of impact

**The Project was rather successful in delivering planned outputs and achieving its objectives.** Hence, it is not surprising that there are high expectations for the Project to produce the envisioned impact and contribute to improved job opportunities and safeguarded rights of migrant workers, both those in the region and those leaving the region. Some examples indicating potential impact are already visible.

**There are some indications of the Project's contribution to improved opportunities for regulated labour mobility and decent work within IGAD.** The Project's focus on awareness raising on aspects related to labour migration and governance could result in increased labour migration opportunities and more regular migration pathways. While the progress is slow, and time and effort are still needed in this regard, some changes are visible.<sup>152</sup>

Migration-related knowledge production significantly contributed to improving the competencies of different relevant stakeholders. They can then use the acquired knowledge to further improve labour

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<sup>148</sup> FMPT Annual Report 2020

<sup>149</sup> Interview with a representative of the IGAD secretariat

<sup>150</sup> Comment by IGAD staff.

<sup>151</sup> OECD (n.d.). *Understanding the six criteria: Definitions, elements for analysis and key challenges*. [https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&\\_csp\\_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2935](https://www.oecd-ilibrary.org/sites/543e84ed-en/1/3/4/index.html?itemId=/content/publication/543e84ed-en&_csp_=535d2f2a848b7727d35502d7f36e4885&itemIGO=oecd&itemContentType=book#section-d1e2935)

<sup>152</sup> Interview with a national stakeholder from Djibouti

migration processes and educate migrant workers about different processes and their rights.<sup>153</sup> Moreover, with the Project's support, a Technical Working Group on Migration Statistics has been set up to facilitate the collection of relevant data on labour migration in the IGAD region.<sup>154</sup> This work may significantly contribute to improving the collection of data on labour migration in the region.

**The Project aimed to improve the treatment of migrants and focus on human rights in policies.** In this regard, the short-term impact can be observed through the Project's contribution to developing the Djibouti Declaration, Protocol of Free Movement of Persons and Transhumance, and guidelines on BLAs. For example, when MSs negotiated with countries of destination, they used the developed BLA templates. This contributes to improved protection of migrant worker rights.<sup>155</sup> However, the long-term impact remains to be seen, as it will depend on the successful implementation of these policies and policy guidelines.

Kenya has been negotiating with Gulf Cooperation Council (GCC) countries using the BLA guidelines to ensure better conditions for migrant workers from Kenya moving to those countries. Similarly, Uganda used these guidelines to negotiate with migrant destination countries. This is likely to guarantee the protection of the rights of regular migrant workers as it will entitle them to a minimum wage outlined in the BLA and enshrine rights to social and legal protection in case of any rights violations or forms of exploitation.

### Opportunities and Barriers to Impact

There are various external factors that influence whether the Project will achieve its long-term objectives and whether certain aspects of the Project may prove less impactful.

#### Opportunities

A variety of external and Project-specific factors are likely to **enable impact**. Most importantly, **there are mechanisms and policy frameworks in place with a concrete implementation plan that support the improvement of migrant workers' well-being**. Despite differences in countries' attitudes towards labour migration, the adoption of the FMPT protocol and Djibouti Declaration demonstrate a degree of willingness of countries to commit to implementation. Stakeholders noted in this regard the importance of exchanging good practices both within IGAD and potentially with other economic communities.<sup>156</sup>

Most stakeholders have indicated that **the Project strengthened their knowledge and capacity to work on labour migration**. IGAD MSs have already used Project results (BLA guidelines) to start their own bilateral negotiations on labour migration, mostly with the Gulf States. Moreover, interviewees are discussing opportunities how to take this further (e.g., Regional Labour Agreements instead of bilateral), which is a sign that MS are capable and willing to take current results forward.

Stakeholders noted the Project's effort to emphasise the importance of including social partners in labour migration decisions.<sup>157</sup> **The achievements in the field of social dialogue have good potential**

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<sup>153</sup> Interview with a representative of the IGAD secretariat

<sup>154</sup> Interview with a national stakeholder from Djibouti

<sup>155</sup> Interview with a representative of the IGAD secretariat

<sup>156</sup> Interviews with various stakeholders

<sup>157</sup> Interview with a national stakeholder from Kenya



**to continue influencing policymaking in the field of labour migration.** The Djibouti Declaration demonstrated the value of social dialogue at the regional level, and social partners were proud of this achievement. There is a real possibility that regional social dialogue will continue to take place, influencing regional decision-making.

### Barriers

While there are signs of the likelihood of impact, there exist factors that may **hinder the achievement of impact. The capacities of national stakeholders are still often not sufficient to follow through with specific activities or processes** that are necessary in order to translate the outcomes of the Project into long-term impact. It is important to remember that specific outcomes to which the Project has contributed, such as the Djibouti Declaration, will only be impactful with proper implementation. IGAD would potentially be the most suitable actor to oversee this implementation. However, the organisation still has limited capacity to extensively support the national government in adjusting their legislations and support of ILO may still be critical for ensuring the long-term impact of the Project.

Moreover, **there is still a need for more awareness raising on the benefits of the introduced documents and the benefits of rights-based labour migration itself to ensure the necessary buy-in from relevant actors.** For example, concerns regarding security and the impact of labour migration on national (un)employment levels may hinder some countries from taking effective steps to introduce the provisions of the PIDD.

**Political instability also hinders capacity-building activities in some countries.** High government official turnover makes it difficult to retain institutional memory of improved knowledge and capacities in the long term.<sup>158</sup> Moreover, some of the training provided was rather costly, which means that they cannot be easily reproduced by the Project countries without ILO support, and the knowledge and skills gained may not be disseminated further than the people who attended the training organised by ILO.<sup>159</sup> Finally, the potential benefits were hindered by a capacity gap analysis conducted only in the later stages of the Project.<sup>160</sup>

## 6.8 Sustainability

**Sustainability refers to the ability of stakeholders to maintain the Project results once the Project has been completed and funding has stopped.** It also assesses whether the institutional framework is in place to facilitate the work of key stakeholders and whether they have sufficient mechanisms, tools, and guidelines to inform their work.

### Opportunities for sustainability

**The Project results include frameworks to sustain the work of IGAD and national stakeholders after the Project closure, and many of such results are sustainable due to their anchoring in national and regional governance.** However, the Project did not develop a dedicated sustainability strategy and - while the policies themselves may remain - stakeholders may not have sufficient capacity to ensure that these policy documents are implemented.

The adoption of the FMPT protocol, Djibouti declaration and adoption of various ILS by member states act as **legal frameworks** that will (likely) remain in place after the Project's closure. Stakeholders noted

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<sup>158</sup> FMPT 6 months report May-November 2019

<sup>159</sup> Interview with a representative of the IGAD secretariat

<sup>160</sup> Interview with ILO national staff working on the Project



that, in this regard, the Djibouti Declaration can be perceived as an “exit strategy”.<sup>161</sup> One stakeholder mentioned the example of IGAD’s “other” Djibouti Declaration on Refugee Education, adopted in 2017, which already shows results in terms of its implementation and therefore demonstrates the capacity of IGAD and its MS to take such a Declaration forward.<sup>162</sup>

Furthermore, while the Project introduced new cooperation platforms (e.g., the Ministerial Conference), it also relied on the existing structure and capacity of IGAD and its MS.

*“I think the most critical sustainability angle that we used was that **we exploited the existing strategic, national structures**, and we did not necessarily come up with any temporary structures that will not be there beyond the Project period. We worked very closely with existing national coordination mechanisms on migration, NCMs, which are multi-stakeholder, and already have regular meetings with the government and so on. So, in terms of what we did, we plugged our [FMPT] activities in their ongoing initiatives, but also in the permanent structures that have already been established to ensure that we improve their capacity and that they will be able to go on with those initiatives beyond our Project period”.*<sup>163</sup>

The Protocol and Djibouti Declaration were developed based on close cooperation between the IGAD secretariat, regional tripartite partners, IGAD MS, and the ILO. As a result, interviews demonstrate clear **ownership** of the Project outcomes by key stakeholders and partners.<sup>164</sup>

The ILO and IGAD, in close consultation with IGAD MSs and Social partners, have developed the first **five-year Program for the Implementation of Djibouti Declaration Phase 1 (PIDD1)**, which will be an important milestone to translate the political commitment made through the Djibouti Declaration and implement labour and employment-related provisions of the IGAD Protocol on Free Movement of Persons. The program document was prepared through a participatory process and validated by the experts and social partners from all IGAD MSs in a regional workshop.<sup>165</sup> The PIDD1 forms an important framework for the continued work of stakeholders on the Declaration, and it enjoys the support of the MS, who are ultimately responsible for its implementation.

Interviews with IGAD and ILO staff, and regional stakeholders indicate that they perceive IGAD to have sufficient **capacity** to continue convening the MS to work on the implementation of the protocol and declaration.<sup>166</sup> In fact, interviewed IGAD representatives noted their distinct role in maintaining the Project results and driving the process of implementation further (though with the technical support of ILO). The plan is to have a fully dedicated labour migration unit at the IGAD level, which can steer more programmatic and Project activities.<sup>167</sup> Interviewed social partners also noted that even though ILO’s support through the Project was very useful and important, the Project focused on the issues and challenges which the social partners were already addressing before the Project. Hence, while

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<sup>161</sup> Interview with ILO national staff working on the Project

<sup>162</sup> Interview with a stakeholder

<sup>163</sup> Interview with ILO national staff working on the Project

<sup>164</sup> Interviews with IGAD staff and tripartite partners.

<sup>165</sup> Annual report 4.

<sup>166</sup> Interviews with IGAD staff, ILO staff, and other stakeholders

<sup>167</sup> Interviews with IGAD staff.

additional support would be beneficial, the social partners have experience working on labour migration-related topics and could contribute to the implementation of the protocol and declaration.<sup>168</sup> Similarly, it was noted that IGAD's capacity on (labour) migration statistics had grown significantly during the Project, and stakeholders perceive that the Regional Technical Working Group on statistics, as well as IGAD statisticians, will be able to continue working on the improvement of statistical data collection and analysis (though, again, ideally with ILO support).<sup>169</sup>

### Barriers to sustainability

While the institutional structure is in place to support the sustainability of the Project, the capacity to work on regional labour migration has clearly increased; stakeholders **noted that they may not have sufficient capacity to ensure that these policy documents are implemented on the national level.**

The Project focused predominantly on putting in place the necessary regional frameworks governing labour migration, which required close cooperation with IGAD. As a result, stakeholders noted that the progress at the regional level has not yet fully trickled down to the national level. There is a concern among interviewees that **national stakeholders do not have the capacity** to implement the conditions of the FMPT protocol and Djibouti declaration and that the IGAD secretariat lacks the capacity and resources to provide detailed technical support to each of its MS.<sup>170</sup> Without the support of the FMPT Project IGAD stakeholders and MSs may also have fewer opportunities and spaces to discuss different issues and challenges they face in the implementation process, which will slow down the actions towards implementation of the FMPT protocol and Djibouti declaration conditions.<sup>171</sup>

The ratification and domestication of policies can be done by IGAD due to its political power. But the actual roll-out in countries requires resources that IGAD does not have. We don't have the financial and technical muscle to support them with changing legislation, institutions, etc. Furthermore, IGAD decisions are not binding. Countries report their progress, and we allow them to move at their own speed. Learning and experience sharing are needed at the regional level, as well as the mechanisms to do that.<sup>172</sup>

The interviewees pointed out that there is better consideration and support of grassroots actions. While the Project focused on regional and national levels and action to ensure greater sustainability of different actions, the workers should also be better enabled to improve their own livelihoods.<sup>173</sup> Hence, for the greater sustainability of results, there should be more focus on supporting grassroots activities as well.

Interviewees agreed that regional and national stakeholders still require heavy support from ILO in their work on improving labour migration governance. While IGAD can take more ownership over different processes and actions, ILO's support is still necessary to ensure the roll-out of the FMPT Protocol and PIDD1 at the national level. Provision of technical support at the regional level, for

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<sup>168</sup> Interview with a national stakeholder from Kenya

<sup>169</sup> Interview with IGAD stakeholders.

<sup>170</sup> Multiple interviews with stakeholders and ILO staff.

<sup>171</sup> Interview with a national stakeholder from Kenya

<sup>172</sup> Interview with a representative of the IGAD secretariat

<sup>173</sup> Interview with a national stakeholder from Kenya

example, regarding labour migration statistics, also remains vital as regional and national level actors still lack the needed capacities to carry out these processes independently.<sup>174</sup> Furthermore, the FMPT and Djibouti Declaration have been adopted within a regional context where countries have **different political priorities**, and free movement is not always one of them. Similarly, IGAD MS have different attitudes towards cooperation with social partners. Some stakeholders doubt that some of the more critical countries, such as Djibouti, would implement the PIDD without the continued technical and political support of IGAD and ILO, combined with awareness-raising efforts.<sup>175</sup> Furthermore, it is important to note that not all IGAD MS have yet ratified the FMPT protocol. Therefore, there is a clear need to use the current momentum that the FMPT Project created to continue working on the Protocol and PIDD.

**The impact of the Project may be hindered by instability and uncertainty in some of the Project countries** many of the countries are undergoing. Meanwhile, economic and environmental factors exacerbating migration could make implementing changes related to labour migration more difficult as the general populations could turn against migrants due to a feeling of insecurity.<sup>176</sup>

## 7 Conclusions

The FMPT Project was considered by all interviewed stakeholders as a **highly relevant and effective Project**, addressing key challenges and development priorities in the IGAD region. The introduction of two Project components, one for IGAD, including the political convening of MSs, and one for ILO providing technical support, proved to function optimally, particularly after the relocation of ILO staff to Djibouti. While stakeholders mentioned that initial collaboration included some misalignments (e.g. related to research and more bureaucratic procedures), IGAD staff are currently satisfied with the cooperation and support from ILO.

The Project was aligned with UNSDCF, SDGs, ILO P&Bs, and regional and national development agendas, as it focused on supporting sustainable and inclusive growth and promoted a human rights-based approach to migration. This alignment helped to ensure greater buy-in from different stakeholders.

Consulted stakeholders mentioned **numerous important achievements that were deemed relevant and valuable for the region**. Some of the main relevant areas include the adoption of the FMPT protocol and Djibouti declaration (and the role of regional social dialogue in this regard) and the guidelines for BLAs (which have been used already on several occasions). Stakeholders unanimously valued the training they received from ITC-ILO under the Project, as well as the technical support provided in relation to regional and national labour migration statistics. Most stakeholders believe that their capacity to work on (regional) labour migration has increased under the Project, even though further support in terms of capacity building is still deemed necessary.

**Coordination with some other international institutions was mostly adequate**, especially in regional statistics, under the coordination of IGAD, where the roles of different international organisations were clearly aligned. Both IGAD and the ILO put in efforts to avoid duplication and enhance complementarity. However, a few stakeholders mentioned occasional overlaps or lacking

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<sup>174</sup> Multiple interviews with stakeholders and ILO staff.

<sup>175</sup> Multiple interviews with stakeholders and ILO staff.

<sup>176</sup> Interview with a representative of the IGAD secretariat

coordination between ILO and IOM since labour migration is a topic claimed by both organisations as part of their mandate. In this regard, stakeholders were concerned that the UN was not “speaking with one voice”. Similarly, ILO made efforts to make efficiency gains by ensuring complementarity and synergies with its other ongoing projects (e.g., the BRMM), but an occasional stakeholder was mildly confused about the objectives and activities of both projects.

Although the targets and activities were achieved, resulting in the Project’s effectiveness, there is concern that **there were not enough ILO staff allocated**, considering the size and importance of the Project. The workload on the ILO Project was high, and national NPCs were not present in all Project countries. However, stakeholders highly valued the skills and technical knowledge of the ILO staff, both the core Project staff and the technical specialists (e.g., on statistics) that were occasionally brought in.

Short-term expectations of the Project were that the FMPT Project would result in increased capacities of national stakeholders to take ownership of different labour migration governance processes and collection of labour migration statistics and contribute to more human rights-based labour migration governance. These outcomes are already visible. While the national and regional stakeholders still need a lot of support from ILO and other international organisations in labour migration processes, the improvement of their capacities is evident. The stakeholders are also more aware of the importance of human rights in labour migration.

Some significant challenges remain, especially in the implementation of the FMPT protocol and Djibouti Declaration, as well as the implementation of LMIS systems. Even though IGAD is able to take ownership and provide political guidance for the MSs in the process of implementation of the FMPT Protocol and Djibouti Declaration, ensure national laws and policies are in line with the Protocol and Declaration, it lacks resources to provide this guidance and support. Moreover, while IGAD statisticians certainly have increased their capacities, the national statistics institutes still significantly lack behind, and the discrepancies between the countries in the region are striking. The processes of data collection are still slow and not fully integrated in the region. The efforts for better integration are also sometimes perceived by national institutions as an attempt to take away their responsibilities and, on a level of individual staff of these institutions, take away their jobs.

Long-term expectations are that the Project will lead to **improved job opportunities** and bring more skilled people around the region. At the same time, it should offer **more protection to current irregular migrants**, as well as to persons outside the region, through the BLAs. There are some hints towards the realisation of these expectations. New policy guidelines and documents focus heavily on the protection of migrant workers and propose actions to provide more regular migration pathways to migrants. However, the realisation of these benefits is hindered by instability and existing concerns in the IGAD countries. In a lot of countries, there is still a concern that migration is threatening national security and contributing to unemployment. As some countries are going through political transitions, citizens are worried about their socioeconomic well-being and job prospects and see migration as a further risk to their own livelihoods.

Finally, **prospects for the long-term sustainability of the Project results are high** since the IGAD is motivated to continue the work on the topic of labour migration and possesses sufficient capacity to continue different activities (though ideally with additional technical support). The FMPT Project has

put regional mechanisms in place (both policies, Ministerial Dialogues, and social dialogue) that IGAD and its MSs can rely on in the future, as well as detailed implementation steps laid down in the PIDD1.

Overall, the FMPT Project can be considered successful, despite the occurrence of occasional difficulties. Any difficulties were overcome by the FMPT Project team, and interviewed stakeholders were overall satisfied with the Project.

## 8 Lessons learned and good practices.

### 8.1 Lessons learned.

#### 1. More staff are needed for projects of similar size and complexity

The Project has proven to be efficient, but both ILO staff and stakeholders noted that the Project was too large in size compared to the staff members assigned to it, both at the regional and national levels. On average, the Project foresaw three staff members at the regional level and not all IGAD countries had an ILO NPC. Staff noted that the insufficiency of HR at the regional level resulted in overtime and high workloads for ILO staff. At the national level, the presence of ILO was not equal across the IGAD countries and therefore, not all countries were equally supported by the Project.

2. **To improve coherency in the future, ILO and IOM officials need to have a clear delineation of roles regarding labour migration. Otherwise, they will continue to act inefficiently and undermine the one-UN principle.**

Interviewees noted that collaboration with IOM was not optimal, except in the case of the statistics working groups. Lessons should be drawn from such multi-partner working groups on how to improve coordination with IOM. Both ILO and IOM consider that they have a stake and mandate in the field of labour migration. This sometimes causes overlap between the two UN entities and undermines coherent work. Some interviewees expressed confusion about being involved in similar projects managed by both ILO and IOM. However, stakeholders do not always have the capacity to manage and coordinate the work of all agencies and thereby avoid overlaps.

3. **Representation of ILO in Djibouti (near IGAD HQ) is a vital factor influencing cooperation between ILO and IGAD.**

The alignment and collaboration between ILO and IGAD significantly improved when the ILO Project team relocated to Djibouti mid-way through the Project. At the Project start, the team was based in Addis Ababa. Interviewed stakeholders noted that this negatively affected close cooperation between ILO and IGAD. The move to Djibouti allowed ILO and IGAD to work significantly closer, and ILO staff regularly visited the IGAD office. This was highly appreciated by the IGAD staff. Interviewees noted that collaboration has improved visibly since then.

### 8.2 Good practices

1. **Effective use of evaluation to enhance Project relevance.**

While the Project was facing some challenges in the beginning, with some difficulties in cooperation with IGAD and implementation of some of the activities, the Project was able to effectively use its evaluation tools and M&E activities to enhance the Project relevance. In 2019 the Project planned for its reorientation based on the feedback it received from the stakeholders, the results of the mid-term evaluation, and the outcomes of other M&E activities. The reorientation significantly enhanced the Project's relevance to the national stakeholders and increased the success of its activities. Future

projects should also better consider M&E activities and plan how they could easily adapt if M&E activities indicate that change is needed.

The Project had well-planned M&E activities and effective mechanisms foreseen to reflect on their results. It should be understood that a Project restructuring or reorientation is not a sign of failure but an opportunity to be flexible to changing circumstances. Mid-term evaluations can play an important role in this regard. The mid-term evaluation and related M&E activities identified challenges in relation to the implementation of the original log frame. The reorientation of the Project and change in outcome enhanced its relevance and effectiveness within changing external circumstances.

## **2. The role of IGAD as a political driver**

The FMPT Project initially focused on explicitly providing technical support and knowledge to IGAD and national stakeholders. Most of the time, ILO maintained its advisory role, giving the steering wheel of the activities to IGAD and MS. This ensured that the activities of the Project are very relevant to regional and national stakeholders and benefit them to the greatest extent possible. As a lot of activities were initiated by stakeholders, there was also significantly less resistance from different actors. This highlights the importance of a participatory approach to the Project activities. Future activities in the IGAD region on labour migration should also consider how to ensure that IGAD and member states take the steering wheel in the Project planning to ensure its highest impact.

The ILO and IGAD had a clear division of tasks and responsibilities before the beginning of the Project. While the ILO slightly deviated from technical support, it still viewed IGAD as an organisation steering the Project and its planning. This was successful due to prior agreements and commitments of both parties. Future projects should also consider and plan the division of tasks and responsibilities in advance to ensure that the beneficiaries can steer the Project in a way that is most beneficial for them.

## **3. A dedicated focus on environmental sustainability.**

The FMPT Project significantly focused on climate change and migration topics. The long-term impact of this focus is not yet visible, but the relevant stakeholders deemed these activities as relevant and important. The activities highlight the importance of climate change and help the relevant stakeholders better understand the changing needs of migrant workers in light of climate change.

The Project was responsive to the needs of the stakeholders, which allowed it to notice the need for the analysis of climate change migration. However, the available data and information on the issue may still be scarce, complicating the work on the issue.



## 9 Recommendations

**1. ILO should ensure continuous technical support for the national-level implementation of the Protocol and Declaration, as well as the implementation of the LMIS and ILS, covering all IGAD MS.**

While the Project achieved significant improvements, there is strong doubt among stakeholders whether the IGAD secretariat and its MS can introduce the necessary steps and changes to ensure the implementation of these documents – which is necessary to ensure impact. Therefore, steps need to be taken to ensure that the implementation of the aforementioned documents continues. *ILO, Priority high, medium resources, Short-term timing*

**2. ILO should continue enabling the role of IGAD as a political convener and provide logistical and technical support to IGAD's various efforts at the regional level.**

The Project has significantly improved the IGAD Secretariat's capacities. However, they still require significant support to oversee labour migration governance in the region. In particular, the ILO needs to support discussion mechanisms such as the ministerial meeting and support social dialogue. Furthermore, given its capacity and recognition, it can continue to play a role in supplementing the IGAD's capacity to tackle regional-level issues related to labour and social protection, facilitating labour agreements and disseminating lessons learned. *ILO, Priority high, low resources, Short-term timing*

**3. ILO should closely monitor the national-level activities of other development actors, such as IOM, and ensure clear delineation and alignment between ILO's activities and the activities of other ongoing projects that also target similar national institutions.**

Despite the considerable degree of coherence at the time, the Project ran into issues in ensuring complementarity with other Projects. For example, at times, the ILO encountered difficulties in coordinating its efforts with the IOM leading to overlap in Project activities and potentially contributing to inefficiencies. Similarly, the significant presence of ILO in the Horn of Africa through its various projects sometimes confuses stakeholders. Therefore, steps must be taken to ensure stakeholders' greatest amount of coherency and clarity. *ILO, Priority high, medium resources, Short-term timing*

**4. ILO should support the national tripartite constituents by helping create more opportunities for exchange.**

IGAD countries face unequal development and have achieved varying progress towards key aspects of the Protocol and Djibouti Declaration. To ensure that these differences do not become detrimental to the goals of the Project, it is important that countries have opportunities to discuss relevant issues with each other not only at the IGAD level but also at the interstate level. *ILO, Priority high, medium resources, medium-term timing*

**5. ILO should support the IGAD MSs in better documenting the best practices and lessons learnt in the labour migration field and sharing them between IGAD and other RECs.**

Given that MS may not always have the needed capacities, it is important to ensure that key lessons are not lost, and that ECs are able to learn from each other. Similarly, given the prevalence of migration on the continent, retaining the knowledge produced and disseminating it across different economic unions in Africa is important. Therefore, workshops and yearly high-level meetings can play an important role in this respect. *ILO and FMPT, Priority high, high resources, medium-term timing*

**6. The ILO should ensure the allocation of sufficient (human) resources to implement future regional programming.**

The Project was implemented with high efficiency. However, it also needed more human resources. This led to insufficient support in some countries and overtime among staff to ensure that activities were met. While contracted consultants can support the activities, they are not

a long-term solution, as they are not engaged in day-to-day management. ILO and FMPT, Priority high, high resources, medium-term timing

**7. Efforts to continue capacity-building activities must be continued, given their perceived importance to stakeholders.** ILO should continue strengthening capacities and expanding capacity-building activities while supporting national constituents in disseminating knowledge received during training. For example, the opportunities for the “train the trainers” system could be explored to further enhance national capacity without requiring extensive resource investment. ILO, Priority high, medium resources, medium-term timing

## 10 ANNEX 1. Terms of Reference

### TERMS OF REFERENCE (TOR)

#### Independent Final Evaluation of the Project

#### Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for

#### Regular Labour Mobility - FMPT

|   |  |
|---|--|
| Title of project  | Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility - FMPT |
| ILO Project DC Code   | RAF/16/06/EUR  |
| Countries covered   | Djibouti (project HQ), Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda  |
| Donor   | European Union   |
| Administrative Unit in the ILO responsible for administrating the project | CO-Addis Ababa   |
| Technical Unit(s) in the ILO responsible for backstopping the project     | MIGRANT<br>DWT/CO-Cairo<br>SKILLS<br>ENTERPRISES (SME & SFU)   |
| Project duration  | 1 <sup>st</sup> March 2017 to 31 December 2022   |
| Budget  | US\$ 8,310, 613 / EUR 7,850,000  |
| Type of evaluation  | Independent  |
| Timing of evaluation  | Final  |
| Evaluation manger   | Peneyambeko Alina Munkawa  |
| Evaluation timing   | September -December 2022   |

## **Background information**

The Inter-Governmental Authority on Development (IGAD), a regional economic community, was initially made up of eight countries namely Djibouti, Eritrea, Ethiopia, Sudan, Somalia, Kenya, Uganda, South Sudan. However, in 2007, Eritrea withdrew her membership to IGAD. The countries share several challenges and opportunities and experience varying economic growth rates while at the same time aiming to move towards regional integration that shall translate into significant job creation and access. It is the IGAD countries wish that labour markets absorb large numbers of new workers entering the labour force each year because of population growth, while contending with structural difficulties in creating productive, formal sector employment.

Access to jobs and participation in economic growth and development, particularly for youth have, over years been impeded by a 'vicious circle' of limited access to education and adequate training, low wages and low-productivity jobs, and lack of basic protections. Sound and safe labour migration has potential of providing a safety valve to reduce the pressures on national labour markets that do not provide sufficient opportunities for decent work. Furthermore, there is increasing recognition that free movement agreements have an immediate effect on the decent working conditions of migrant workers, as they provide access to legal channels for migration as well as a normative framework for addressing the rights of migrants. Therefore, IGAD countries have made commitments to achieving greater integration among member States, with focus on free movement of persons as a key pillar.

The ILO with support of the European Union (EU) has, since 1<sup>st</sup> March 2017, been implementing a technical cooperation project named "Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility" - FMPT with a budget of EUR 7.85 million. The project was authorized by the operational committee of the European Union Trust Fund (EUTF) as part of the Action Fiche for the implementation of the Horn of Africa Window (EUTF05-HoA-REG-19) "Towards Free Movement of Persons and Transhumance in the IGAD Region" which is itself part of the "The European Union Emergency Trust Fund for Stability and Addressing the Root Causes of Irregular Migration and Displaced Persons in Africa" (2016).

The project went through a reorientation process effective early 2019, after which the EU and ILO signed an addendum to the delegation agreement. The reorientation of the project and the addendum to the delegation agreement brought changes in the result areas/chains, implementation timeline and management arrangements of the project. Following the reorientation of the project, the operational activities of the component were deleted in favour of a more policy-oriented project. The result areas of the project were also revised and realigned to five results, meaning the expected results in the Action fiche have been merged into five result areas, namely:

Result 1: Policy-relevant research is produced and disseminated on the linkages between regional migration and labour markets dynamics in the IGAD region

Result 1.2: Key labour market actors in the region have increased capacity to collect and analyse labour migration and labour market indicators

Result 1.3: Promote a Rights-Based Approach to Labour Migration Governance

Result 1.4 Promote tripartism and social dialogue on labour migration and labour market issues

Result 1.5: Support preparatory phases of the Youth Skilling and Employment Initiative. The project now puts further emphasis on the nexus between migration and development (through improved labour migration governance and further migrant workers protection). The underlying assumption is that better labour migration management and regulated mobility governance through a right-based approach that put emphasis on migrant workers' rights, will increase decent employment opportunities for migrant workers in and beyond the IGAD region and fulfil the realization of the developmental potential of migration in line with SDG 10.

## **Project background**

The overall objective of the project is to improve opportunities for regulated labour mobility and decent work within IGAD countries, focusing mainly on knowledge-building and operational implementation. This project is a partnership between the Secretariat of the IGAD, the EU Trust Fund (EUTF) and the International Labour Organization (ILO), with the overall goal of improving opportunities for regulated labour mobility and decent work within IGAD countries through the development of models of intervention. The Project is active in the seven IGAD Member States (Djibouti, Ethiopia, Sudan, Somalia, Kenya, Uganda, South Sudan).

Initially, the project had two Specific Objectives:

**Objective 1:** Strengthen the knowledge base for the developing labour market and mobility policies and measures in IGAD member states.

**Objective 2:** Provide increased access to employment and skills development opportunities in strategic market sectors along the Ethiopian-Sudan migration corridor.

Following the Results-Oriented Monitoring assessment (ROM) of October 2018, the EU requested the ILO to make changes to the project document, notably to maintain the activities under the first component (knowledge building and capacity building activities)

while abandoning the second Objective. This led to the ILO developing a Concept Note for the Reorientation which was submitted to the EU for approval on 28 February 2019.

The ILO with the support of the European Union commenced the implementation of this project on 1<sup>st</sup> March 2017 and it will be ending on 31 December 2022.

Project key results by July 2022, as reported by the project, are:

- **Result area 1:** Policy-relevant gender-sensitive research produced and disseminated on the linkages between regional migration and labour markets dynamics in the IGAD region
- **Result area 2:** Key labour market actors in the IGAD region have increased capacity to collect and analyses labour migration and labour market indicators
- **Result area 3:** A Rights-Based Approach to Labour Migration Governance enhanced in the IGAD region
- **Result area 4:** Tripartism and social dialogue on labour migration and labour market issues strengthened in the IGAD region
- **Result area 5:** Employment and skills development improved through the IGAD socioeconomic strategy
- **Cross-cutting areas:** Gender mainstreaming and COVID19 consequences addressed

## **Purpose, objectives, and scope of the evaluation**

### Evaluation background

In accordance with its Evaluation Policy, the ILO subjects any project to a value of \$5,000,000 and above to independent mid-term and final evaluations, for project accountability and learning purposes. The evaluation criteria include, but not limited to, relevance and validity of project design, effectiveness, efficiency, impact, and sustainability. This project has been under a mid-term independent evaluation completed in June 2019. The evaluation report is available at <https://www.ilo.org/ievaldiscovery/#b1skorb>

### Purpose of the evaluation

The main purpose of this final independent evaluation is to assess the extent of the project's relevance, coherence, validity, effectiveness, efficiency, impact, and sustainability in relation to its objectives, expected outcomes and impact on target groups; documents issues, inputs and challenges and lessons learnt from stakeholders; and provide for recommendations towards improvements and sustainability of interventions.

### **Objectives of the evaluation**

The independent evaluation will aim to achieve the following specific objectives:

- a. Assess the relevance and validity of project's design regarding the needs of the IGAD countries (reflected in the DWCP and national development frameworks) and how the project is perceived and valued by project beneficiaries and partners;
- b. Establish the relevance and contribution of the project in relation to the UNDAF/UNDSCFs and relevant SDGs, regional Labour Migration Policy Frameworks, and ILO Biannual Planning and Budget;
- c. Assess the effectiveness of implementation strategies and the extent to which the project has achieved its stated objective, expected results and impact regarding the different target groups;
- d. Identify and assess effectiveness of approaches and methodologies adopted by the project to mainstream gender equality, disability inclusivity, social dialogue, international labour standards, non-discrimination and environmental sustainability.
- e. Review the institutional set-up, capacity for project implementation and coordination mechanisms.
- f. Assess the extent of efficiency in use of project resources;
- g. Review the strategies for outcomes' sustainability and orientation to impact;
- h. Identify lessons and potential good practices for the tripartite constituents, other stakeholders and partners (regional and national); and
- i. Provide strategic recommendations for the different tripartite constituents, stakeholders, and partners (regional and national) and ILO towards promote sustainability of project outcomes and learning for similar initiatives.

### **Scope of the evaluation**

The evaluation process will cover the outcomes and results planned for implementation from 1<sup>st</sup> March 2017 to 31<sup>st</sup> December 2022, and target groups and beneficiaries across all seven IGAD Member States.

This evaluation, as a product of analysis of the implementation of the project in its entirety, will examine the entire project intervention from 1<sup>st</sup> March 2017 to 31<sup>st</sup> December 2022. It will consider all the documents linked to the project. This includes the project document, periodic reports, results of mid-term evaluation and implementation of its recommendations as well as documents produced as outputs of the project (e.g., knowledge products, policy strategies). The geographical analysis of the assessment should cover all seven IGAD countries through a desk review and interviews with stakeholders.

The evaluation will also assess the extent of mainstreaming of cross-cutting policy drivers, particularly the International Labour Standards and social dialogue, gender



equality, disability inclusion and non-discrimination and fair transition to environmental sustainability.

### **Clients of the evaluation**

Primary users of the evaluation include the IGAD Member States' tripartite constituents (including CIE, HACTU, national employers' and workers' organizations and Ministries of labour, Ministries of Foreign Affairs), partners (IGAD Secretariat), the donor (EUD). ILO COs (Addis Ababa and Dar Es Salaam), DWT Cairo, ILO Regional Office for Africa (ROAF), technical back-stoppers at headquarters (MIGRANT) and other stakeholders.

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

The Evaluator may, at the inception report stage, in consultation with the Evaluation Manager, adapt and finalize the evaluation criteria and questions.

#### **Evaluation criteria**

The evaluation must address the following fundamental ILO evaluation concerns, as defined in the ILO Policy Guidelines for result-based evaluation, 2020.

- a. Relevance, coherence, and strategic fit of the project.
- b. Validity of the project design.
- c. Project effectiveness.
- d. Efficiency of resources use.
- e. Sustainability of project outcomes.
- f. Impact orientation.
- g. Cross cutting issues

#### **Evaluation questions**

- a) Relevance, coherence, and strategic fit,**
  - i. Were the project objectives consistent and coherent with the relevant Governments' objectives, National Development Frameworks, IGAD and county Development Frameworks, beneficiaries' needs, and does it support the outcomes outlined in ILO's programme and budget of 2016-17, 2018-19, 2020-21 and 2022-23, as well as the UNSDCF and SDGs?
  - ii. How did the project complement and fit with other on-going ILO activities in IGAD and in the Member States?

- iii. To what extent did the project build on previous experience of the ILO and establish links with other activities of the UN, EU or other cooperating partners operating in the region or relevant countries in labour migration and related areas?
- iv. Has the project been able to leverage the ILO contributions, through its comparative advantages (including gender, disability inclusion, non-discrimination, tripartism, international labour standards, etc.)?

**b) Validity of intervention design**

- i. Was the project realistic (in terms of expected outputs, outcomes, and impact) given the time and resources available, including performance and its M&E system, knowledge sharing and communication strategy?
- ii. To what extent did the project integrate ILO cross cutting themes in the design: gender and non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability?
- iii. Was the project's Theory of change comprehensive, integrate external factors and was based on systemic analysis?
- iv. Did the project reflect participation of the three ILO constituents in its design and implementation?

**c) Effectiveness:**

- i. To what extent have the project objectives been achieved?
- ii. What, if any, unintended results of the project have been identified or perceived?
- iii. How has the project management managed the contextual and institutional risks and assumptions, including political climate and the impact of COVID19 (external factors to the project)?
- iv. What were the main internal and external factors that influenced the achievement or non-achievement of results?

**d) Efficiency of resource use**

- i. Have resources (financial, human, technical support, etc.) been used efficiently to achieve the project outputs and specially outcomes?
- ii. Did the project create good relationship and cooperation with relevant national and regional stakeholders to implement the project?
- iii. Did the project receive adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field such as DWT/CO-

- Cairo and other ILO departments such as MIGRANT, SKILLS, ENTERPRISES (SME & SFU)?
- iv. Did the project develop an M&E strategy to enhance accountability, learning and feed into management?

**e) Impact orientation and sustainability**

- i. Is there evidence of positive changes in the life of the ultimate project beneficiaries and on policies and practices at regional and countries' levels?
- ii. What could be identified as project sustainable impacts in the target groups and other actors as relevant? Are the results integrated or likely to be integrated into national institutions, target populations, and will partners be able to sustain them beyond the project (institutionalisation of project components)?
- iii. How has the sustainability approach of the project been affected by the Covid-19 situation in the context of the national responses?
- iv. Did the project implement an effective exit strategy?

**f) Cross-cutting issues**

- i. To what extent has the project integrated and brought lasting changes in norms and policies to promote gender and non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability?
- ii. Did the exit strategy mainstream ILO crosscutting themes (i.e., gender and non-discrimination, social dialogue and tripartism, international labour standards, and just transition to environmental sustainability)?

## **Methodology**

The evaluator will follow the ILO Evaluation Office (EVAL) evaluation policy guidelines and the ILO/EVAL checklists available in the Annex and adhere to the relevant parts of the ILO Evaluation Framework and Strategy; ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations.

The evaluator shall apply a methodology that:

- a. includes the examination of the intervention's Theory of Change (TOC) or, if absent, the reconstruction of one with particular attention to the identification of assumptions, risk, and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes

at the global and national levels, as well as with the relevant SDGs and related targets.

- b. includes multiple methods, with analysis of both quantitative and qualitative data, be able to capture intervention's contributions to the achievement of expected and unexpected outcomes, applying triangulation regarding data collection techniques and sources.
- c. collects, presents, and analyses data and information with appropriate gender disaggregation even if project design did not take gender into account.
- d. is responsive to and include issues relating to ILO's normative work, social dialogue, diversity, and non-discrimination, including disability issues.
- e. clearly states the limitations of the chosen evaluation methods, including those related to representation of specific group of stakeholders.
- f. includes a detailed approach and workplan as part of the inception report; and
- g. ensures involvement of key stakeholders in the implementation as well as in the dissemination processes (e.g., stakeholder workshop, debriefing of project manager, etc.).

The methodology will comprise of the following phases:

#### a. Inception Phase

This shall be informed by desk review of all relevant documents including project document and its logical framework, funding agreement, relevant minute sheets, implementation plan, performance evaluation plan, progress reports, other relevant documents, and studies; and initial electronic or telephone interviews with the evaluation manager, project coordination team and the donor, to understand expectations. The evaluator shall submit the inception report, corresponding to the EVAL checklist in the Annex, for approval before moving to the next phase.

The project team will compile an indicative list of persons or agencies to be interviewed, in consultation with the Evaluation Manager. The project team will further provide logistical support in the organization of these interviews.

The Evaluator or team members will undertake local travels for field visit as necessary and employ alternative mechanism or techniques for the data collection. The team leader will select, in coordination with the Evaluation Manager, 3-5 countries for field visits (either the team leader or the team member(s)). Such arrangements will be discussed with the project and the evaluation manager at the Inception phase and be reflected in the Inception report. It is suggested to consider among these countries Djibouti (project HQ), Kenya, and Sudan.

#### b. Data Collection Phase

In accordance with the agreed data collection modalities and prevailing COVID19 rules at the time of the inception phase, the evaluation data collection methodology will combine remote/virtual and field work data collection.

Other methods will include field visits and face-to-face engagements with project staff, tripartite constituents, other stakeholders, and partners. It is suggested that the evaluation team will develop an initial survey questionnaire as part of the initial data collection to guide the interviews (including ensure consistency in interviews across the project outcomes in the target countries). This will help the evaluator to identify knowledge gaps that need to be verified and validated through interviews.

The evaluation team will ensure that opinions and perceptions of women and other vulnerable groups are equally reflected in the interviews and that gender-specific, disability inclusion and non-discrimination questions are included. Language barrier shall be anticipated and addressed. The project will support interpretation when necessary (e.g., in Djibouti French will be necessary, and in Sudan Arabic).

In addition to the desk review of all project documents (project deliverables, activities' reports, progress reports, financial records, etc.), In addition the two following data collection modalities are suggested.

**i. Interviews**

A first line of interviews will be held with the ILO Addis Ababa CO Director and the Project Team. The evaluator will undertake group and/or individual discussions with project staff. The evaluator will also interview project staff of other ILO projects, and ILO staff responsible for financial, administrative, and technical backstopping of the project, i.e., DWT/CO-Cairo and other ILO departments such as MIGRANT, SKILLS, ENTERPRISES (SME & SFU). An indicative list of persons to be interviewed will be prepared by the CTA in consultation with the Evaluation Manager.

The next interviews will be held with key stakeholders in project locations or virtually. The list of beneficiaries will be provided by the project for selection of appropriate sample respondents by the evaluation team. The evaluator will select the field visit locations, based on criteria defined by her/him. The criteria and locations of data collection should be reflected in the inception report mentioned above.

**ii. Stakeholders' workshop**

At the end of the data collection and preliminary analysis, the evaluation team leader will organize a stakeholders' virtual workshop to present the preliminary findings of the evaluation to key stakeholders including the donor. Language barrier shall be

anticipated and addressed. Project team shall provide logistic support for this workshop including interpretation.

### c. Reporting Phase

Based on the inputs from discussions and interviews with key stakeholders, the evaluator will draft the evaluation report and submit it for Evaluation Manager review and further transmission to key stakeholders for their inputs/comments. The Evaluation Manager will share consolidated inputs with the Evaluator for consideration in finalization of the report.

It is the responsibility of the Evaluator to:

- a. design, plan and implement the evaluation
- b. prepare an inception report detailing the evaluation methodology and work plan
- c. conduct and lead the evaluation: data collection and processing
- d. the write-up of the evaluation report, using an approach agreed with ILO, and for delivering in accordance with the ILO's specifications and timeline;
- e. consult and liaise, as required, with ILO, stakeholders, and partners to ensure satisfactory delivery of all deliverables;
- f. integrate inputs, comments, opinions or justify further some of the elements of the report to finalise it; and
- g. make herself/himself available, if required, to take part in briefings and discussions, online or, if deemed necessary, at the ILO Office or other venue, on dates to be agreed, in line with the work outlined in these ToRs, details of which will be worked out by the end of the inception phase.

This methodology may be adapted in consultation and agreement with the Evaluation Manager, and any fundamental change shall be reflected in the inception report.

The Evaluation Team shall abide by the principles of the ILO Code of Conduct Agreement for Evaluators, attached in the Annex.

### **Main deliverables**

The deliverables should be written in English. The project will translate the draft and final report or the executive summary in French and Arabic.

- a) **An inception report** (not more than 20 pages excluding the annexes) - upon the review of available documents and an initial discussion with the project management and the donor (EVAL Guidelines –Checklist 3) will be developed. The inception report will:

- Describe the conceptual framework that will be used to undertake the evaluation;
- Elaborate the methodology proposed in the TOR with changes as required;
- Set out in some detail the data required to answer the evaluation questions, data sources by specific evaluation questions (emphasizing triangulation as much as possible) data collection methods, and purposive sampling;
- Selection criteria for individuals for interviews and participation in the stakeholders' workshop (as much as possible should include youth and women);
- Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables and milestones;
- Set out the list of key stakeholders to be interviewed and the tools to be used for interviews and discussions;
- Set out the agenda for the stakeholders workshop;
- Set out outline for the final evaluation report; and
- Interview guides and other data collection tools.

The Inception report should be approved by the Evaluation manager before proceeding with the field work.

- b) The evaluator will set the **agenda for the stakeholders' workshop** or meeting. The presentation should provide a brief review of key results for each evaluation criteria and evaluation methodology. The workshop will be technically managed by the evaluation team with the logistic support of the project.
- c) **Draft of Evaluation Report** with Executive summary should be in English and no longer than 30 pages excluding annexes. The Evaluation Manager holds the responsibility of approving this draft. The draft review (as per EVAL Checklists 5 and 6) report will be shared with all relevant stakeholders and a request for comments will be asked within two weeks.
1. Cover page with key project and evaluation data
  2. Executive Summary
  3. Acronyms
  4. Context and description of the project including reported results
  5. Purpose, scope, and clients of the evaluation
  6. Methodology and limitations
  7. Findings (this section's content should be organized around evaluation criterion), including a table showing output and outcome level results through indicators and targets planned and achieved and comments on each one.
  8. Conclusions
  9. Recommendations (i.e., for the different key stakeholders), indicating per each one priority, timeframe and level of resources required
  10. Lessons learned and good practices

## 11. Annexes:

- TOR
- Evaluation matrix
- Table of project indicators per output and outcome, planned and achieved and comments per indicator
- List of persons consulted
- Schedule of work (briefings, data collection, interviews, field visits, workshop/s)
- Documents consulted
- Data collection tools
- Lessons learned (EVAL template)
- Emerging good practices (EVAL template)
- Other relevant documents

- d) **Final version of the evaluation report** incorporating comments received from ILO and other key stakeholders.

The final version is subjected to final review by ILO/EVAL (after initial approval by the Evaluation manager and Regional evaluation officer).

### e) **Executive summary in ILO EVAL template**

The evaluator (Team Leader) will produce an Executive Summary in ILO EVAL template.

## **Management arrangements and work plan (including timeframe)**

### a) **Evaluation Manager**

The evaluation will be managed by **Peneyambeko Alina Munkawa** ([munkawa@ilo.org](mailto:munkawa@ilo.org)), an ILO official in process of certification by EVAL as evaluation manager, with oversight by Ricardo Furman, Senior Monitoring & Evaluation Officer, ILO Regional Office for Africa. The evaluator should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical support of the project staff, with the administrative support of the ILO Office in Addis Ababa.

The evaluation manager is responsible for completing the following specific tasks:

- Draft and finalize the evaluation TOR with inputs from key stakeholders;
- Develop the Call for expression of interest and select the independent evaluator in coordination with EVAL;
- Brief the evaluator on ILO evaluation policies and procedures;



- Initial coordination with the project team on the development of the data collection process and the preliminary results workshop;
- Circulate the first draft of the evaluation report to the key stakeholders requesting written comments within 2 weeks;
- Consolidate the received written comments received into a master evaluation report to send the evaluation team; and
- Ensure the final version of the evaluation report addresses the stakeholders' comments (or an explanation why any has not been addressed) and meets ILO requirements.

### b) Evaluation Timetable and Schedule

The final evaluation will be conducted between August and November 2022.

| List of Tasks  | Responsible        | No of working days |             | Timeline (tentative)          |
|--|--------------------|--------------------|-------------|-------------------------------|
|  |                    | Team leader        | Team member |                               |
| Development of the draft ToRs  | Evaluation manager | 0                  | 0           | 30 June 2022                  |
| Circulation of draft TORs among stakeholders   | Evaluation manager | 0                  | 0           | 11-25 August 2022             |
| Circulation of Call for EoI for evaluator  | Evaluation manager | 0                  | 0           | 11-25 August 2022             |
| Selection of the evaluator and contract signing  | Evaluation manager | 0                  | 0           | 29 August - 15 September 2022 |
| Briefing with the evaluation manager, desk review of project documents, and development and submission of the Inception report | Evaluator          | 4                  | 4           | 12-19 September 2022          |

|   |   |    |    |                                |
|---|---|----|----|--------------------------------|
| Feedback and approval of the inception report                                   | Evaluation manager                      | 2  | 1  | 22 September 2022              |
| Translation of data collection tools  | Evaluation manager with project support | 0  | 0  | 22-26 September 2022           |
| Data collection (virtual and field visits) and stakeholders' workshop           | Evaluator                               | 15 | 10 | 23 September - 14 October 2022 |
| Development of the draft report   | Evaluator                               | 4  | 4  | 14-21 October 2022             |
| Review of the Zero Draft evaluation report and finalization of the draft report | Evaluation manager-Evaluator            | 1  | 1  | 24-26 October 2022             |
| Translation in French and Arabic  | Evaluation manager with project support | 0  | 0  | 26-31 October 2022             |
| Circulate draft report among key stakeholders including the donor               | Evaluation manager                      | 0  | 0  | 1-14 November 2022             |

|   |  |    |    |                               |
|---|--|----|----|-------------------------------|
| Consolidate feedback for sharing with the evaluator                                       | Evaluation manager                                 | 0  | 0  | 16 November 2022              |
| Finalize the report and Executive Summary in English and submit to the evaluation manager | Evaluator  | 2  | 1  | 21 November                   |
| Review for approval by the evaluation manager, Regional M&E officer and reviewed by EVAL  | Evaluation manager/ Regional M&E officer, and EVAL | 0  | 0  | 21 November – 5 December 2022 |
| Translation of final report and Executive Summary   | Evaluation manager with project support            | 0  | 0  | 8 December 2022               |
| Total days  |  | 28 | 21 |                               |

## Profile of the evaluation team

### a) Independent Evaluation team

The evaluation will be conducted by an evaluation team of two members with working knowledge in some of the IGAD countries, namely **Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda**. The team leader will be responsible for whole process. The team member will report to the team leader.

The team leader may propose, alternatively a combination of more than 2 evaluation team members, considering as a reference the level of effort in the table above (49 working days).

**b) Evaluator/Team Leader and Evaluation team member qualifications combined should include**

- University Degree in development studies, economics, social sciences, or related graduate qualifications, with minimum 7 years of experience in project /program evaluation;
- A minimum of 7 years of professional experience specifically in evaluating multi-country and regional development initiatives and programmes, preferable in East Africa; including gender and vulnerable groups inclusion, human rights-based approach programming and results-based management;
- Evaluation experiences in Labour Migration on institutional settings and capacity building will be an asset;
- Knowledge of ILO's roles and mandate and its tripartite structure as well as knowledge and experience with the UN system are desirable;
- Proven experience with logical framework and theory of change approaches and other strategic planning approaches, M&E methods and approaches, information analysis and report writing;
- Extensive knowledge of, and experience in applying, qualitative and quantitative research methodologies;
- Excellent analytical skills and communication skills;
- Demonstrated excellent report writing and oral skills in English; working knowledge of French, Kiswahili, and/or Arabic would be an asset; and
- Demonstrated ability to deliver quality results within strict deadlines.

The project management team will provide logistical support to the evaluator and will assist in organizing the data collection (documents and interviews). The project will ensure that all relevant documentation is up to date and easily accessible (in electronic form in a space such as Google Drive) by the evaluator from the first day of the contract (desk review phase). Interpretation will be provided as necessary as per the agreements in the inception phase (i.e., selection of countries, electronic surveys, etc.).

**Evaluation Budget**

Estimated resource requirements at this point will cover:

- **For the evaluation team:**
  - Fees for the consultancy for 49 working days
  - DSA as per ILO travel policy (subjected to COVID 19 situation)
  - Flight expenses, as might be agreed with the evaluation manager and as per ILO travel policy
- **For the ILO Office:**

- Stakeholders' workshop
- Translation of data collection tools, draft report, final report, and executive summary from English to Arabic and French (if necessary)
- Any other miscellaneous costs

### **Legal and ethical matters**

- The evaluators are required to sign and abide to the Code of Conduct Agreement together with the contract document.
- The evaluators are required to fully comply with the advisories issued by the national and local governments and the UN and ILO regarding domestic travels and social distancing.
- The contract may be adjusted if it appears unfeasible that the desired deliverables will be received/achieved because of Covid-19 related developments.

## Annex A

### LIST OF RELEVANT EVALUATION GUIDELINES and standard templates

1. ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations:  
[http://www.ilo.org/eval/Evaluationpolicy/WCMS\\_168289/lang--en/index.htm](http://www.ilo.org/eval/Evaluationpolicy/WCMS_168289/lang--en/index.htm)
2. Code of conduct form (To be signed by the evaluator)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)
3. Checklist No. 3 Writing the inception report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)
4. Checklist 5 Preparing the evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)
5. Checklist 6 Rating the quality of evaluation report  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)
6. Template for lessons learned and Emerging Good Practices  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)
7. Guidance note 7 Stakeholders participation in the ILO evaluation  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165982/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm)
8. Guidance note 4 Integrating gender equality in M&E of projects  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)
9. Template for evaluation title page  
[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)
10. Template for evaluation summary:  
<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>
11. Mid-term Evaluation Report:  
<https://www.ilo.org/ievaldiscovery/#b1skorb>

## ANNEX 2. Evaluation and data collection matrix

Table 1. Evaluation question and data collection tools per question

| Evaluation topic / main question  | Evaluation sub-question  | Desk review | Interviews |
|---|--|-------------|------------|
| <b>RELEVANCE</b>  |  |             |            |
| <b>To what extent were constituents involved in the Project?</b>          | To what extent were constituents consulted in the design-phase of the Project?                     | X           | X          |
|   | To what extent were constituents consulted throughout the Project implementation?                  | X           | X          |
|   | To what extent were other stakeholders engaged in the Project design and implementation?           | X           | X          |
| <b>To what extent did the Project address stakeholders' needs?</b>        | To what extent did the Project address the needs and priorities of constituents?                   | X           | X          |
|   | To what extent did the Project address the needs and priorities of the IGAD secretariat?           | X           | X          |
|   | To what extent did the Project address the needs of its donor?                                     | X           | X          |
| <b>To what extent did the Project address the needs of beneficiaries?</b> | To what extent did the Project address the needs of migrants, especially informal sector migrants? | X           | X          |
|   | To what extent did the Project address the needs of people with disabilities?                      | X           | X          |
|   | To what extent did the Project address the needs of women?   | X           | X          |
|   | To what extent did the Project address the needs of youth?   | X           | X          |
|   | To what extent did the Project address the needs of refugees?                                      | X           | X          |
|   | To what extent did the Project address the needs of technical education and training institutions? | X           | X          |
| <b>Was the Project's Theory of change</b>                                 | To what extent did the Theory of Change integrate and address the needs of IGAD?                   | X           |            |

|  |  |   |   |
|--|--|---|---|
| <b>comprehensive, integrate external factors and was based on systemic analysis?</b>   | To what extent did the Theory of Change integrate and address the needs of national governments?   | X |   |
|  | To what extent did the Theory of Change integrate and address the needs of trade unions and employers' unions?                               | X |   |
|  | To what extent did the Theory of Change integrate and address the needs of Project partners?   | X |   |
|  | To what extent did the Theory of Change include the possible positive and negative impact of external factors?                               | X |   |
|  | To what extent was the Theory of Change developed based on evidence and analysis?  | X | X |
| <b>To what extent did the Project build on previous experience of the ILO and other relevant organisations and institutions?</b> | To what extent did the Project design build on previous experience and lessons learned in the region?  |   | X |
|  | To what extent did the Project design build on knowledge and practical experience in ILO on RECs and migration governance?                   |   | X |
|  | To what extent did the Project design build on knowledge and lessons learnt from other organisations and institutions?                       |   | X |
| <b>How did the reorientation and adjusted logframe change the relevance of the Project?</b>                                      | How did the reorientation of the Project affect the extent to which it addressed the needs of migrants, especially informal sector migrants? | X | X |
|  | How did the reorientation of the Project affect the extent to which it addressed the needs of people with disabilities?                      | X | X |
|  | How did the reorientation of the Project affect the extent to which it addressed the needs of women?   | X | X |
|  | How did the reorientation of the Project affect the extent to which it addressed the needs of youth?   | X | X |



|   |   |   |   |
|---|---|---|---|
|   | How did the reorientation of the Project affect the extent to which it addressed the needs of refugees?   | X | X |
|   | How did the reorientation of the Project positively and/or negatively affect the extent to which it addressed the needs and priorities of constituents? | X | X |
|   | How did the reorientation of the Project affect the extent to which it addressed the priorities of IGAD secretariat, its donors, and relevant partners? | X | X |
| <b>COHERENCE</b>  |   |   |   |
| <b>Were the Project objectives consistent and coherent with national and regional strategies?</b> | To what extent did the Project align with countries' national strategies for migration governance?  | X | X |
|   | To what extent did the Project align with countries' national strategies for employment?  | X | X |
|   | To what extent did the Project align with IGAD's migration strategies and action plans?   | X | X |
| <b>Did the Project align with ILOs strategic priorities?</b>                                      | To what extent did the Project align with the goals of ILO as expressed in the P&Bs?  | X | X |
|   | To what extent did the Project align with the goals of ILO as expressed in GB discussions and other documents?  | X | X |
|   | To what extent did the Project align with DWCPs?  | X | X |
| <b>Did the Project align with the objectives of the UNSDCF and SDGs?</b>                          | To what extent did the overall Project approach align with the UNSDCF guidance?   | X | X |
|   | To what extent did the Project objectives align with the SDGs?  | X | X |
| <b>How did the Project complement and fit with other on-going activities</b>                      | To what extent did the Project align/seek alignment with other ILO activities in the countries and IGAD region?   | X | X |

|   |  |   |   |
|---|--|---|---|
| <b>in IGAD and in the Member States?</b>                              | To what extent did the Project complement/seek complementarity with activities of other actors in the region? (E.g. the other IGAD Project funded by the EUTF) |   | X |
|   | To what extent did the Project overlap with other activities in the region?  |   | X |
| <b>How did the Project align with ILO's cross-cutting priorities?</b> | To what extent did the Project include specific activities regarding gender equality, persons with disability, and environmental sustainability?               | X | X |
|   | To what extent did the Project include specific activities regarding the promotion of social dialogue and labour standards?                                    | X | X |
| <b>EFFECTIVENESS</b>  |  |   |   |
| <b>Did the Project achieve its intended outputs?</b>                  | Did the Project achieve its outputs under Result 1 – research base?  | X | X |
|   | Did the Project achieve its outputs under Result 2 – capacity building?  | X | X |
|   | Did the Project achieve its outputs under Result 3 – rights-based approach?  | X | X |
|   | Did the Project achieve its outputs under Result 4 – social dialogue?  | X | X |
|   | Did the Project achieve its outputs under Result 5 – YSEI?   | X | X |
| <b>Did the Project achieve its intended outcomes/results?</b>         | To what extent has the Project enhanced available knowledge on labour migration in IGAD?   | X | X |
|   | To what extent has the Project enhanced capacity of labour market actors to collect and analyse labour migration and labour market data?                       | X | X |
|   | To what extent has the Project enhanced capacity of labour market actors to implement ILS for a rights-based approach to labour migration governance?          | X | X |

|   |  |   |   |
|---|--|---|---|
|   | To what extent has the Project contributed to an increase in social dialogue at national and regional level?   | X | X |
|   | To what extent has the Project contributed to the adequate preparation of the YSEI?  | X | X |
|   | Were there any unintended outcomes from the Project activities?  | X | X |
|   | What internal and external factors facilitated the achievement of outputs and outcomes?  | X | X |
|   | What internal and external factors hindered the achievement of outputs and outcomes?   | X | X |
|   | How did the COVID-19 pandemic affect the achievement of outputs and outcomes?  | X | X |
| <b>Did the Project achieve its intended outputs and outcomes regarding cross-cutting priorities?</b>                            | To what extent did the Project achieve its outputs and outcomes regarding gender equality, persons with disabilities and environmental sustainability? | X | X |
|   | To what extent did the Project achieve its outputs and outcomes regarding the promotion of social dialogue and labour standards?                       | X | X |
| <b>How did reorientation of the Project and revision of the results framework affect planned outputs, outcomes and results?</b> | How did Project outputs change following revision of results framework and Project reorientation?  | X | X |
|   | How did Project outcomes change following revision of results framework and Project reorientation?   | X | X |
|   | How did Project results change following revision of results framework and Project reorientation?  | X | X |
| <b>EFFICIENCY</b>   |  |   |   |
| <b>Were the Project resources sufficient?</b>   | To what extent were financial resources sufficient to meet the Project's objectives?   | X | X |

|  |  |   |   |
|--|--|---|---|
|  | To what extent were human resources (quantity and technical knowledge) sufficient to meet the Project's objectives?                    | X | X |
|  | To what extent was the time period sufficient to meet the Project's objectives?  | X | X |
|  | Could the Project have been implemented in a more cost-efficient manner?   | X | X |
| <b>Was Project management efficient?</b>                         | Was the Project efficiently managed at regional level?   | X | X |
|  | Was the Project efficiently managed at country level?  | X | X |
|  | Did country teams receive sufficient administrative, technical and policy support from ILO regional and HQ teams?                      |   | X |
| <b>Was the M&amp;E strategy suitable for the Project?</b>        | To what extent did the M&E framework capture the results of the Project?   | X | X |
|  | To what extent was the M&E framework realistic in terms of its data needs?   | X | X |
|  | To what extent did M&E activities feed into learning and decision-making in the Project?   |   | X |
|  | Were the recommendations of mid-term evaluation to introduce concrete measures to improve the Project properly followed and effective? | X | X |
| <b>IMPACT</b>  |  |   |   |
| <b>What initial signs of Project impact have become visible?</b> | Is there evidence of positive changes in the life of Project beneficiaries?  | X | X |
|  | Is there evidence of any positive change regarding the policies and practices on national and regional levels?                         | X | X |
|  | Is there any evidence of positive change regarding the knowledge, capacities and activities of relevant constituents and stakeholders? | X | X |

|  |  |   |   |
|--|--|---|---|
|  | Is there any evidence of unintended or negative impact?  | X | X |
| <b>What are the barriers and enablers towards impact?</b>              | What are the main barriers to the achievement of impact?   |   | X |
|  | What are the main factors enabling the achievement of impact?  |   | X |
|  | Do the Project's activities provide a replicable, scalable model that is an effective approach at regional (IGAD level and broader African level) and national levels?   |   | X |
|  | To what extent the Project followed the mid-term evaluation's recommendations to enhance the impact and sustainability by focusing on support to the IGAD Free Movement Protocol and what changes from that can be observed? | X | X |
| <b>SUSTAINABILITY</b>  |  |   |   |
| <b>How likely is the institutionalisation of the Project results?</b>  | To what extent do national and regional actors have sufficient capacity to continue working on the Project results?  | X | X |
|  | To what extent are sufficient policies, laws and institutions in place to support the continuation of the Project results?   | X | X |
|  | To what extent do partner organisations and other stakeholders have sufficient capacity to continue working on the Project's results?  | X | X |
| <b>What are the barriers and opportunities towards sustainability?</b> | What are the main barriers to the achievement of sustainable results?  |   | X |
|  | What are the main factors enabling the achievement of sustainable results?   |   | X |
| <b>Does the Project exit strategy support sustainability?</b>          | Has the Project developed an exit strategy?  | X | X |
|  | If there is an exit strategy, to what extent does the exit strategy consider sustainability of the results?  | X |   |

|  |   |  |   |
|--|---|--|---|
|  | If there is an exit strategy, to what extent do constituents and IGAD staff feel ownership of the exit strategy's components? |  | X |
|  | If there is an exit strategy, to what extent were constituents and IGAD staff engaged in the design of the exit strategy?     |  | X |

### ANNEX 3. Achievement of indicators and targets

Following the analysis provided under section 3.3.1, the following table presents an analysis of the achievements of indicators and targets by the Project.

Table 2. Assessment of targets

| No  | Target  | Achievement of planned targets   | Achieved/not achieved  |
|---|---|--|------------------------|
| <p><b>Overall Objective: Increased opportunities for regular labour mobility and decent work within the IGAD region:</b></p> <ul style="list-style-type: none"> <li>- <b>The provisions/articles related to labour migration governance and labour markets dynamics in the free movement protocol, are in line with ILO's international standards and decent work principles;</b></li> <li>- <b>Number of gender responsive labour migration policy initiatives, at national and regional levels, developed by governments and stakeholders with key contributions and support from the Project.</b></li> </ul> |   |  |                        |
| 1   | A memorandum of technical inputs on the Draft Protocol on free movement of persons is submitted to IGAD for considerations        | 1 Memorandum of technical inputs on the Draft Protocol on Free Movement of Persons is Provided<br><br>ILO participated in national and regional consultation activities to provide technical support in drafting and validation of the protocol  | <b>Achieved</b>        |
| 2   | Two national and one regional policy development initiatives and process are technically and financially supported by the Project | Project supported five gender responsive labour migration policies: LMP and Bill in Kenya, drafting and revision of BLAs in Kenya, development of national migration policy in Uganda, development of IGAD Regional Guidelines on BLAs, the establishment of the Labour migration unit and labour migration strategy in Djibouti<br><br>Project supported 6 IGAD member states in ratification and implementation of ILS | <b>Achieved</b>        |
| <p><b>Objective 1: To strengthen the knowledge base for developing labour market and mobility policies and measures in IGAD member states.</b></p>  |   |  |                        |
| <p><b>Result 1.1: Policy-relevant research is produced and disseminated on the linkages between regional migration and labour market issues</b></p>   |   |  |                        |
| 3   | 22 policy research papers, policy briefs and thematic papers are produced   | 20 out of 22 policy research activities are completed and validated by IGAD member states<br><br>8 policy briefs on labour market integration of migrant workers in the IGAD region and 1 policy brief on BLA in the IGAD region were finalized.   | <b>Almost achieved</b> |

|  |   |  |                 |
|--|---|--|-----------------|
|  |   | 8 policy briefs on labour migration and mobility governance and one on the interaction between climate change, labour market and migration are ongoing   |                 |
| <b>Result Area 1.2: Key labour market actors in IGAD region have increased capacity to collect and analyse labour market indicators, and to link migration governance and labour market issues</b> |   |  |                 |
| <b>4</b>   | 23 NSO, MoL and IGAD experts are trained on labour migration statistics and labour market statistics and information system   | 84 labour market actors (23 women and 61 men) were trained on labour migration statistics instead of initially planned 23  | <b>Achieved</b> |
| <b>5</b>   | More than 70 state and non-state actors trained on labour migration and mobility governance and participants have 75% satisfaction on the trainings activities organized by the Project | 144 state actors and labour market actors (39 women and 105 men) were trained on labour migration and mobility governance instead of initially planned 70<br><br>Overall level of satisfaction of labour market actors about the quality of trainings was on average 70- 80% | <b>Achieved</b> |
| <b>6</b>   | One IGAD member state has developed a digital migration governance business process and data migration systems  | Several countries developed digital migration governance business process and data migration systems   | <b>Achieved</b> |
| <b>Result 1.3: Key policy makers of the IGAD member States have a better understanding of the Human Rights Based Approach to labour migration governance</b>                                       |   |  |                 |
| <b>7</b>   | More than 100 policy makers, media personnel and other actors benefited from awareness raising activities on human rights-based approach to labour migration                            | 428 policy makers and other actors (153 women and 275 men) benefited from awareness raising, sensitization and capacity building interventions on human rights-based approach to labour migration  | <b>Achieved</b> |
| <b>8</b>   | One digital guideline on labour migration policy development is developed   | Digital guidelines on labour migration policy development and protection of migrant workers was made available   | <b>Achieved</b> |



|   |   |   |                        |
|---|---|---|------------------------|
| 9   | Two member states are supported to review and revise their policy and legislative document  | Six IGAD Member States, instead of two initially targeted, are supported to review, revise and develop policy and legislative documents   | <b>Achieved</b>        |
| <b>Result 1.4: Social partners have increased capacity to engage on labour migration and labour market issues, through tripartism and social dialogue</b> |   |   |                        |
| 10  | 28 senior officials and experts of social partners are trained/informed to engage and collaborate with IGAD on migration issues   | 37 social partners (1 woman and 36 men) were informed and trained on how to engage and collaborate more actively with IGAD Secretariat on labour migration at regional level, instead of initially planned 28 | <b>Achieved</b>        |
| 11  | One regional confederation of employers' organisations is established   | Confederation of IGAD Employers (CIE) was established with the support of the Project and was supported to develop their five years strategic plan (2022-2027)  | <b>Achieved</b>        |
| 12  | One regional confederation of trade unions is strengthened  | Horn of Africa Confederation of Trade Unions (HACTU) was strengthened and supported to develop their five years strategic plan (2022-2027)  | <b>Achieved</b>        |
| <b>Result 1.5: Youth Skilling and Employment initiative is developed</b>  |   |   |                        |
| 13  | Regional Socio -Economic Response strategy is developed   | Regional Socio -Economic Response strategy was drafted with the technical support of ILO  | <b>Achieved</b>        |
| 14  | Regional Socio-Economic Response Strategy implementation plan is developed and validated  | Development of the Program for the Implementation of Djibouti Declaration (PIDD) is ongoing   | <b>In progress</b>     |
| 15  | At least 100 returnees and youths befitted from the <del>projects</del> project's reintegration and employment creation programs (number to be confirmed once the support is defined) | About 100 returnees and youths are benefitting from the Project's reintegration and employment program and more returnees will benefit from the intervention once the loan revolves                           | <b>Almost achieved</b> |

Developed by PPMI based on FMPT Annual Report 2022

## ANNEX 4. List of interviewees

Table 3. Interviews conducted on global, regional and national levels

| Global level   | Regional level  | Sudan   | Djibouti  | Kenya  |
|--|---|---|---|--|
| 1 interview with ILO MIGRANT                               | 6 interviews with IGAD representatives                                    | 1 interview with ILO's national coordinator                       | 1 interview with ILO CTA                        | 1 interview with ILO's national coordinator                  |
| 1 interview with ILO Labour migration technical specialist | 2 interviews with ILO staff responsible for the Project on regional level | 1 interview with the Ministry of Labour and Administrative Reform | 1 interview with Ministry of Labour             | 1 Interview with Ministry of Foreign Affairs                 |
|  | 1 interview with Confederation of IGAD Employers                          | 1 interview with the Ministry of Foreign Affairs                  | 1 interview with Ministry of Foreign Affairs    | 1 interview with Central Organization of Trade Unions (COTU) |
|  | 1 interview with EU Delegation in Djibouti                                | 1 interview with Secretariat of Sudanese working abroad           | 1 interview with CNED (employers' organisation) | 1 interview with Federation of Kenyan Employers (FKE)        |
|  | 1 interview with GIZ  |   | 1 interview with National Statistics Institute  | 1 interview with Kenya Institute of Migration Studies        |

## ANNEX 5. Schedule of the evaluation

The evaluation was carried out between 22 February and mid-September 2023.

|  |                    |
|--|--------------------|
| Contract signed  | 22 February 2023   |
| First draft of the Inception Report submitted                | 8 March 2023       |
| Field mission to Djibouti                                    | 20 – 24 March 2023 |
| Acceptance of the Final Inception Report                     | 21 March 2023      |
| Delivery of the Draft Final Report                           | 12 April 2023      |
| Acceptance of the Draft Final Report for translations by ILO | 4 May 2023         |
| Stakeholder Workshop   | 14 June 2023       |
| Submission of the Final Report based on stakeholder feedback | 19 July 2023       |
| Resubmission of the Final Report                             | 6 September 2023   |

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- The FMPT Annual Report 2017
- The FMPT Annual Report 2018
- The FMPT Annual Report 2019
- The FMPT Annual Report 2020
- The FMPT Annual Report 2021
- The FMPT Annual Report 2022
- The FMPT 6 months report May-November 2019
- The FMPT Original Project Document
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## ANNEX 7. Lessons learned

|  |  |
|--|--|
| <b>LESSON LEARNED ELEMENT 1</b>  | <b>More staff are needed for projects of similar size and complexity</b>   |
| <b>Brief description of lessons learned</b><br>(link to specific action or task) | The Project has proven to be efficient, but both ILO staff and stakeholders noted that the Project was too large in size compared to the staff members assigned to it, both at the regional and national levels.   |
| <b>Context and any related preconditions</b>                                     | On average, the Project foresaw three staff members at the regional level and not all IGAD countries had an ILO NPC.   |
| <b>Targeted users /Beneficiaries</b>   | ILO staff.   |
| <b>Challenges /negative lessons - Causal factors</b>                             | Staff noted that the insufficiency of HR at the regional level resulted in overtime and high workloads for ILO staff. At the national level, the presence of ILO was not equal across the IGAD countries and therefore, not all countries were equally supported by the Project. |
| <b>ILO Administrative Issues</b><br>(staff, resources, design, implementation)   | Ensure that sufficient staff is allocated to implement both regional and national-level activities.  |

|  |  |
|--|--|
| <b>LESSON LEARNED ELEMENT 2</b>  | <b>To improve coherency in the future, ILO and IOM officials need to have a clear delineation of roles regarding labour migration. Otherwise, they will continue to act inefficiently and undermine the one-UN principle.</b>                      |
| <b>Brief description of lessons learned</b><br>(link to specific action or task) | Interviewees noted that collaboration with IOM was not optimal, except in the case of the statistics working groups. Lessons should be drawn from such multi-partner working groups on how to improve coordination with IOM.                       |
| <b>Context and any related preconditions</b>                                     | Both ILO and IOM consider that they have a stake and mandate in the field of labour migration. This sometimes causes overlap between the two UN entities and undermines coherent work.   |
| <b>Targeted users /Beneficiaries</b>   | ILO.   |
| <b>Challenges /negative lessons -Causal factors</b>                              | Some interviewees expressed confusion about being involved in similar projects managed by both ILO and IOM. However, stakeholders do not always have the capacity to manage and coordinate the work of all agencies and thereby avoiding overlaps. |
| <b>ILO Administrative Issues</b> (staff, resources, design, implementation)      | Allocate more resources in the Project launch to coordinate with other actors in the field, especially with IOM.   |

|  |  |
|--|--|
| <b>LESSON LEARNED ELEMENT 3</b>  | <b>Representation of ILO in Djibouti (near IGAD HQ) is a vital factor influencing cooperation between ILO and IGAD.</b>  |
| <b>Brief description of lessons learned</b><br>(link to specific action or task) | The alignment and collaboration between ILO and IGAD significantly improved when the ILO Project team relocated to Djibouti mid-way through the Project.   |
| <b>Context and any related preconditions</b>                                     | At the Project start, the team was based in Addis Ababa. Interviewed stakeholders noted that this negatively affected close cooperation between ILO and IGAD.  |
| <b>Targeted users /Beneficiaries</b>   | ILO and IGAD.  |
| <b>Opportunities /positive lessons -Causal factors</b>                           | The move to Djibouti allowed ILO and IGAD to work significantly closer, and ILO staff regularly visited the IGAD office. This was highly appreciated by the IGAD staff. Interviewees noted that collaboration has improved visibly since then. |
| <b>ILO Administrative Issues</b> (staff, resources, design, implementation)      | Ensure that all projects focused on collaboration with IGAD have Project team members based in Djibouti.   |



| <b>GOOD PRACTICE ELEMENT 1</b>   | <b>Effective use of evaluation to enhance Project relevance</b>  |
|--|--|
| <b>Summary of the good practice</b> (link to Project goal or specific deliverable, background, purpose, etc.)      | While the Project was facing some challenges in the beginning, with some difficulties in cooperation with IGAD and implementation of some of the activities, the Project was able to effectively use its evaluation tools and M&E activities to enhance the Project relevance. In 2019 the Project planned for its reorientation based on the feedback it received from the stakeholders, the results of the mid-term evaluation, and the outcomes of other M&E activities. The reorientation significantly enhanced the Project's relevance to the national stakeholders and increased the success of its activities. Future projects should also better consider M&E activities and plan how they could easily adapt if M&E activities indicate that change is needed. |
| <b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>          | The Project had well-planned M&E activities and effective mechanisms foreseen to reflect on their results. It should be understood that a Project restructuring or reorientation is not a sign of failure but an opportunity to be flexible to changing circumstances. Mid-term evaluations can play an important role in this regard.   |
| <b>Establish a clear cause-effect relationship</b>   | The mid-term evaluation and related M&E activities identified challenges in relation to the implementation of the original log frame. The reorientation of the Project and change in outcome enhanced its relevance and effectiveness within changing external circumstances.  |
| <b>Indicate measurable impact and targeted beneficiaries.</b>  | Measurable impact – achieved and surpassed outcome targets<br>Beneficiaries – relevant stakeholders.   |
| <b>Potential for replication and by whom</b>   | High potential for replication by ILO and other organisations planning projects.   |
| <b>Upward links to higher ILO Goals</b> (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | Relevant for ILO EVAL and the understanding of the role of evaluation in potential Project restructuring.  |
| <b>Other documents or relevant comments</b>  | N/A.   |

| <b>GOOD PRACTICE ELEMENT 2</b>   | <b>The role of IGAD as a political driver</b>  |
|--|--|
| <b>Summary of the good practice</b> (link to Project goal or specific deliverable, background, purpose, etc.)      | The FMPT Project initially focused on explicitly providing technical support and knowledge to IGAD and national stakeholders. Most of the time, ILO maintained its advisory role, giving the steering wheel of the activities to IGAD and MS. This ensured that the activities of the Project are very relevant to regional and national stakeholders and benefit them to the greatest extent possible. As a lot of activities were initiated by stakeholders, there was also significantly less resistance from different actors. This highlights the importance of a participatory approach to the Project activities. Future activities in the IGAD region on labour migration should also consider how to ensure that IGAD and member states take the steering wheel in the Project planning to ensure its highest impact. |
| <b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability.</b>         | The ILO and IGAD had a clear division of tasks and responsibilities before the beginning of the Project. While the ILO slightly deviated from technical support, it still viewed IGAD as an organisation steering the Project and its planning. This was successful due to prior agreements and commitments of both parties. Future projects should also consider and plan the division of tasks and responsibilities in advance to ensure that the beneficiaries can steer the Project in a way that is most beneficial for them.   |
| <b>Establish a clear cause-effect relationship.</b>  | IGAD's important role in planning Project activities enhanced the relevance and impact of the activities.  |
| <b>Indicate measurable impact and targeted beneficiaries</b>   | Measurable impact – relevance of the Project.<br>Targeted beneficiaries – IGAD .   |
| <b>Potential for replication and by whom</b>   | High potential for replication ILO and other organisations working in the region.  |
| <b>Upward links to higher ILO Goals</b> (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | Relevant for the planning of country programmes.   |
| <b>Other documents or relevant comments</b>  | N/A.   |

| <b>GOOD PRACTICE ELEMENT 3</b>  | <b>The dedicated focus on environmental sustainability</b>  |
|---|---|
| <b>Brief summary of the good practice</b> (link to Project goal or specific deliverable, background, purpose, etc.) | The FMPT Project significantly focused on climate change and migration topics. The long-term impact of this focus is not yet visible, but the relevant stakeholders deemed these activities as relevant and important. The activities highlight the importance of climate change and help the relevant stakeholders better understand the changing needs of migrant workers in light of climate change. |
| <b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>           | The Project was responsive to the needs of the stakeholders, which allowed it to notice the need for the analysis of climate change migration. However, the available data and information on the issue may still be scarce, complicating the work on the issue.  |
| <b>Establish a clear cause-effect relationship</b>  | Exploration of climate change migration topic allowed to better understand the existing needs.  |
| <b>Indicate measurable impact and targeted beneficiaries</b>  | Measurable impact – increased available information about climate change migration.<br>Targeted beneficiaries – IGAD, ILO and other organisations working on labour migration issues.   |
| <b>Potential for replication and by whom</b>  | High potential for replication by ILO and other organisations working on labour migration issues.   |
| <b>Upward links to higher ILO Goals</b> (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)  | Explores the topic that is very relevant for other ILO goals.   |
| <b>Other documents or relevant comments</b>   | N/A.  |