



Independent Mid-term Evaluation of Better Regional Migration Management Programme (BRMM Phase II)

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ACRONYMS

AUC	African Union Commission
AIMS	Approach to Inclusive Market System
ASMAK	Association of Skilled Migrant Agencies of Kenya
ATUMNET	Africa Trade Union Migration Network
BLA	Bilateral Labour Agreement
BLMA	Bilateral Labour Migration Agreement
BRMM	Better Regional Migration Management
CEEF	Confederation of Ethiopian Employers' Federation
CETU	Confederation of Ethiopian Trade Union
CMP-EAC	The East Africa Common Market Protocol (CMP) of the East African Community (EAC)
CO	Country Office
COMESA	The Common Market for Eastern and Southern Africa
CONTESS	National Labour, Employment and Social Security Council
COTU-K	Central Organization of Trade Unions, Kenya
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
DCWP	Decent Work Country Programme
DWT	Decent Work Team
EAC	East Africa Community
EEF	Ethiopian Employers Federation
EHoA	Eastern and Horn of Africa
EQs	Evaluation Questions
ESS	Ethiopian Statistical Services
FCDO	Foreign, Commonwealth and Development Office
FESTU	Federation of Somalia Trade Unions
FGD	Focus Group Discussion
FKE	Federation of Kenya Employers-
FMP-IGAD	The Free Movement Protocol (FMP) of the Intergovernmental Authority on Development (IGAD)
FRI	Fair Recruitment Initiative
GCC	Gulf Cooperation Council
GCM	Global Compact for Migration
GYB	Grow Your Business
IDPs	Internally Displaced Persons
ICCLS	International Conference of Labour Statisticians
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organization/Office
IOE	International Organisation of Employers
IOM	International Organization for Migration
ITUC	International Trade Unions Confederation
JLMP	AU-ILO-IOM-ECA ECA Joint Labour Migration Program for Africa
KAPEA	Kenya Association of Private Employers Agency
KII	Key Informant Interview
KLMIS	Kenya Labour Market Information System
KSA	Kingdom of Saudi Arabia
KUDEIHA	Kenya Union of Domestic, Hotels, Educational Institutions, Hospitals and Allied Workers
LMAG	Labour Migration Advisory Group
LMIS	Labour Market Information System
LMMIS	Labour Market Migration Information System
MIC /MRC	Migrant Information Centre / Migrant Resource Centre
MoJ	Ministry of Justice
MEL	Monitoring, Evaluation, and Learning

MGLSD	Ministry of Gender, Labour and Social Development
MoLS	Ministry of Labour and Skills
MoLSP	Ministry of Labour and Social Protection-Kenya
NEA	National Employment Authority-Kenya
NITA	National Institute Training Authority
NLFS	National Labour Force Survey
NPC	National Partnership Coalition
OECD/DAC	Organization for Economic Cooperation and Development
PrEA	Private Employment Recruitment Agency
REC's	Regional Economic Committee
SACCO	Saving and Credit Cooperative Organizations
RPL	Recognition of Prior Learning
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
SIYB	Start and Improve Your Business
SSWTUF	South Sudan Workers Trade Union Federation
TVET	Technical and Vocational Education and Training
ToR	Terms of Reference
TOMT	Training of Master Trainers
UAE	United Arab Emirates
UBOS	Uganda Bureau of Statistics
UNEG	United Nations Evaluation Group
WISE	Women in Self-Employment

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EXECUTIVE SUMMARY

PROJECT BACKGROUND

The Better Regional Migration Management (BRMM) Project, Phase II is an ILO-led initiative funded by the UK Foreign, Commonwealth & Development Office (FCDO). Launched in July 2022 and scheduled to conclude in March 2026, the project builds on the achievements of BRMM Phase I and aims to strengthen labour migration governance in the East and Horn of Africa (EHOA).

BRMM Phase II operates in seven countries—Ethiopia, Djibouti, South Sudan, Somalia, Kenya, Uganda, and Tanzania—while engaging regional bodies such as the African Union (AU), the East African Community (EAC), and IGAD. The project is structured around three interrelated outcomes:

1. Labour migration policies and programmes that support fair and productive migration in East Africa and Horn of Africa are evidence-based and gender sensitive.
2. Labour migration governance is fair, equitable and effective recognizing skills and facilitating social inclusion and decent work.
3. Labour migration governance is strengthened through being more inclusive of social partners.

The project contributes to key regional and global policy frameworks, including the Global Compact for Migration (GCM) and the African Union’s Free Movement of Persons Protocol. It aligns with ILO labour migration conventions and supports the achievement of Sustainable Development Goals (SDGs), particularly SDG 8.8 (protecting migrant workers' rights) and SDG 10.7 (facilitating safe, orderly, and regular migration). Through its demand-driven approach, BRMM Phase II its interventions to national priorities, fostering tripartite ownership, sustainability, and long-term policy integration in labour migration governance.

EVALUATION SCOPE, PURPOSE, AND OBJECTIVES

This mid-term evaluation was commissioned by the ILO to assess the progress, achievements, and challenges of the Better Regional Migration Management (BRMM) Project, Phase II. The evaluation examines the project’s implementation across seven countries—Ethiopia, Djibouti, South Sudan, Somalia, Kenya, Uganda, and Tanzania—while considering its regional engagement with the African Union (AU), IGAD, and the East African Community (EAC).

The purpose of the evaluation is to provide an independent assessment of the project’s relevance, coherence, effectiveness, efficiency, impact, and sustainability. It aims to generate evidence-based findings and lessons learned to inform project adjustments for the remaining implementation period and to offer strategic recommendations for future programming.

The specific objectives of the evaluation are to:

1. Assess progress toward intended outcomes, including contributions to labour migration governance, skills recognition, and social dialogue.
2. Evaluate the effectiveness of project strategies, particularly the tripartite-plus approach and demand-driven implementation model.
3. Analyse the sustainability of project interventions, focusing on the institutionalization of reforms, policy uptake, and stakeholder ownership.
4. Identify key challenges and lessons learned to enhance the project’s impact and long-term effectiveness.

By addressing these objectives, the evaluation provides actionable recommendations to strengthen the project’s implementation, coordination, and sustainability within the broader framework of ILO labour migration policies and regional migration governance efforts.

EVALUATION METHODOLOGY

The evaluation applied a mixed-methods approach, combining qualitative and quantitative data collection to assess the project's relevance, coherence, effectiveness, efficiency, sustainability, and

impact. The methodology was guided by the OECD-DAC evaluation criteria and adhered to ILO and UNEG ethical standards, ensuring inclusivity, gender sensitivity, and social dialogue.

The evaluation process involved a comprehensive document review, including project reports, policy documents, and monitoring data. Semi-structured interviews and focus group discussions (FGDs) were conducted with ILO staff, tripartite constituents, implementing partners, and beneficiaries, capturing diverse perspectives. Additionally, field visits were carried out in selected project countries to gather first-hand insights into implementation progress and challenges. Data triangulation ensured the reliability of findings, with analysis structured around key evaluation questions to identify achievements, lessons learned, and recommendations for optimizing the project's remaining period and informing future programming.

MAIN FINDINGS

RELEVANCE, VALIDITY OF DESIGN, COHERENCE AND STRATEGIC FIT

The BRMM project remains highly relevant to labour migration governance in the EHoA region. The project effectively addresses the demand for labour migration data and policy frameworks, aligning with ILO conventions, SDG targets (8.8, 10.7, and 8.10), and regional migration frameworks and agreements such as the AU Free Movement Protocol.

The project's design and tripartite approach ensure coherence, fostering collaboration between governments, employers, and workers' organizations. It integrates labour migration into national policies, reinforcing social protection, fair recruitment, and skills recognition.

EFFECTIVENESS

Through capacity building and strengthening, the Labour Market Migration Information System (LMMIS) contributes to improving labour migration governance, through informed policy making and programme development.

Protection of migrant workers' rights is ensured through the support in the development of Labour Migration Policy and Bilateral Labour Migration Agreements (BLMAs) in line with international labour standards.

The involvement of social partners in negotiations of BLMAs and in protecting migrant workers' rights has in its turn empowered these partners. This is critical influencing policies, promoting standards and government programmes in a sustainable way.

The entrepreneurship trainings and business development services received by potential and returned migrants have been essential to their integration and gaining self-esteem. In addition, the unexpected, positive and important effect of these trainings, had a multiplier effect with demands from other NGOs and associations involved in supporting potential and returned migrants in reintegrating them into the labour market. More importantly, the trained returnees are ready to actively reach others at the grass-root level and transmit the knowledge they have acquired.

EFFICIENCY

The implementation design and intervention modality of the project ensures its efficiency and coordination through the two tiers structure at the national and regional levels. The project has experts backstopping that ensure the quality and efficiency of its intervention structure and design. The BRMM project utilized 98.5% of the total released budget during the evaluation period.

IMPACT ORIENTATION AND SUSTAINABILITY

The tripartite structure, the interconnectedness of the outcomes and the implementation approach altogether ensure sustainability and ownership of the project's interventions.

Different levels of ownership are already attained. There is a strong ownership from involved governments of having an LMMIS. There is a real ownership of the social partners in their involvement in negotiations of BLMAs, agreements and partnerships.

Behavioural changes showing the impact of the outcomes and interventions. BRMM's contribution is having its impact on behavioural and mindset changes towards increased protection of migrants' rights. There is increased interest by governments for sound migration management through evidence-based policies. Behavioural changes with migrants who are more aware of their rights and chances to be protected and reintegrated. Major behavioural changes occur with Employer's organization showing readiness to employ returned migrants recognising that the skills acquired abroad will contribute to develop new sectors in the country. Unions are active in building agreements with counterparts to ensure the protection of migrant workers' rights. All the stakeholders understand that common standards empower sending countries vis à vis impositions of destination countries.

Impact on reducing irregular migration and trafficking. The trainings for returned migrants in business entrepreneurship had also a positive unexpected effect, which is their full engagement in sharing their experience informing and transmitting more informed migration practices at the grass-root level. The multiplier effect of the trainings is a huge contribution to reduce irregular migration and promote regular migration.

CROSS-CUTTING THEMES

The project has a gender-sensitive approach in all its interventions: policies, BLMAs, union-to-union agreements. Disaggregated data shows a large participation of women in all workshops and trainings. The Convention N°189 on Domestic Work dominated by women, is one of the 4 conventions the project pursues to be ratified or domesticated.¹ In addition, disability inclusion, rights-based intervention and social dialogue are also cross cutting issues of the project.

CONCLUSIONS

Relevance

- The BRMM project is highly relevant in addressing labour migration governance challenges in the East and Horn of Africa, aligning with international frameworks such as the Global Compact for Migration (GCM) and ILO conventions. It responds to policy gaps and enhances institutional capacity at national and regional levels.
- The project's demand-driven approach has successfully tailored interventions to national priorities, ensuring greater ownership by tripartite partners. However, the extent to which this approach has influenced long-term policy adoption remains uneven across countries, with some governments demonstrating stronger commitment than others.

Effectiveness

- The project has made substantial progress, with over 60 percent of its output indicators met by March 2024, demonstrating its ability to deliver on planned activities. However, the extent to which these outputs translate into long-term structural changes remains uncertain, particularly in countries where migration policies are still in early stages of development.
- The establishment of Labour Market Migration Information Systems (LMMIS) has enhanced migration data collection and analysis in some countries, but challenges in system

¹ The road to decent work for domestic workers, ILO, 2023.

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/%40ed_protect/%40protrav/%40travail/documents/publication/wcms_883181.pdf. And, https://normlex.ilo.org/dyn/normlex/en/?p=NORMLEXPUB:55:0::NO::P55_TYPE.P55_LANG.P55_DOCUMENT.P55_NODE:REC.en.R201/Document

interoperability, data accessibility, and institutional coordination persist, limiting their full potential.

- Entrepreneurial training and skills development initiatives have benefited potential and returned migrants, leading to increased economic opportunities. However, access to financial support, particularly for returnees seeking to establish businesses, remains a critical gap that hinders long-term reintegration efforts.
- Trade unions and employers' organizations have been engaged in BLMA negotiations and migration governance, but not all agreements have led to tangible improvements in migrant worker protections, as enforcement mechanisms in destination countries remain weak.

Efficiency

- The decentralized implementation structure through ILO Country Offices has ensured localized coordination, but inconsistent communication and reporting mechanisms across countries have created challenges in tracking implementation progress at the regional level.
- The complementarity between BRMM and other ILO projects, such as FAIRWAY and PROSPECT, has optimized resource use and prevented duplication, but better integration with national migration frameworks is needed to maximize impact.
- While national-level Technical Working Groups (TWGs) and Labour Migration Advisory Groups (LMAGs) have played a key role in guiding project interventions, some stakeholders have expressed concerns about the uneven frequency and effectiveness of these meetings in certain countries, affecting timely decision-making and coordination.

Impact

- The project has contributed to positive behavioural changes among key stakeholders, with governments showing increased commitment to migration governance, migrants becoming more aware of their rights, and employers recognizing returnees' skills as assets. However, the long-term sustainability of these shifts depends on stronger legal frameworks and enforcement mechanisms in both origin and destination countries.
- The harmonization of skills recognition frameworks and regional coordination efforts have advanced, but gaps in Recognition of Prior Learning (RPL) and labour mobility pathways persist, requiring greater policy alignment across countries.
- A notable impact has been the active role of returnees in reducing irregular migration, as trained migrants are increasingly involved in community awareness initiatives. However, scaling up this effort requires more structured engagement with migrant associations and grassroots organizations.

Sustainability

- The project's sustainability is reinforced by strong institutional ownership, policy integration, and the standardization of skills frameworks, but some national governments still lack the financial and technical capacity to sustain project initiatives without external support.
- The ratification and domestication of key ILO conventions have progressed in some countries, but policy enforcement remains weak, and legal gaps persist in protecting migrant workers from exploitation and unfair recruitment practices.
- Financial sustainability measures, such as SACCOs for returnees, provide an alternative to traditional credit access, but the overall financial ecosystem for migrant reintegration remains underdeveloped, limiting long-term livelihood opportunities.
- The project's contribution to SDG 10.7 on safe, orderly, and regular migration and SDG 8.8 on migrant worker protections is evident, but scaling up these contributions requires stronger regional collaboration, enhanced monitoring mechanisms, and more robust partnerships with financial institutions and private sector actors.

Cross-Cutting Issues

- The project has effectively mainstreamed gender-sensitive approaches in migration governance, particularly in sectors where women migrants are overrepresented, such as domestic work, reinforcing protections through BLMA negotiations, advocacy for ILO Convention 189, and fair recruitment initiatives.
- Social dialogue has been strengthened through the tripartite-plus approach, engaging trade unions, employers, and government institutions in shaping migration policies and agreements.
- Environmental sustainability considerations have been integrated through skills training in agriculture and climate-resilient employment sectors, promoting sustainable livelihoods. However, stronger linkages between migration policies and national climate adaptation strategies are needed to enhance resilience and job opportunities for migrants impacted by environmental factors.

LESSONS LEARNED AND GOOD PRACTICES

Lessons Learned	Emerging good practices
<p>1 - The interventions have been adapted to the different levels and needs but also to the different migratory profiles of countries. Through the participatory and ILO's demand-driven approach the project empowers all stakeholders and ensures ownership of the initiatives.</p> <p>2 – Training programs have proven essential in empowering potential and returnee migrants, fostering entrepreneurial skills and self-reliance.</p>	<p>1 - Through the TWG and LMAGs, the project has worked in a consultative manner with a wide range of stakeholders. This approach has contributed to raise awareness and commitments, and more importantly, to ensure the sustainability of all the interventions.</p> <p>2 – ILO's holistic approach where labour migration is part of the labour market and is not treated as a separate phenomenon is a major good practice for migration management and contributing to GCM objectives. This approach based on the nexus Mobility-Skills-Protection of migrant workers' rights, is holistic, supported by the ILO conventions and is to be considered as a good practice in migration governance in general.</p>

RECOMMENDATIONS

Recommendation 1. Strengthen experience-sharing and peer learning amongst the project partners for sustainable impact: The project should strengthen experience-sharing mechanisms among tripartite constituents, stakeholders, and beneficiaries through peer-to-peer exchanges and structured learning initiatives. Facilitating cross-country knowledge transfer on LMMIS, MRC operations, SIYB training adaptation, and employer engagement in returnee reintegration will enhance policy implementation, capacity-building, and long-term sustainability of migration governance interventions.

Addressed to	Priority	Timeframe	Financial Resources
BRMM project team.	High	Second half	Low

Recommendation 2. Strengthen Existing Initiatives for Greater Stakeholder Engagement and Sustainability: To enhance ownership, sustainability, and impact, the project should expand and reinforce existing initiatives by increasing stakeholder participation and institutional partnerships. Strengthening MRCs through legal advocacy, empowering trade unions and employers' organizations, expanding SIYB and GYB training through NGO collaborations, mobilizing returnees as migration ambassadors, and enhancing Recognition of Prior Learning (RPL) mechanisms will improve migrant protection, skills recognition, and reintegration outcomes.

Addressed to	Priority	Timeframe	Financial Resources
BRMM project team Government partners.	Medium	Second half	Medium

Recommendation 3. Enhance the project's Reporting and Monitoring Systems: To improve progress tracking, impact assessment, and future programming, the project should adopt a more structured reporting and monitoring approach. Implementing bi-annual or annual country-level reports, integrating cross-cutting themes into the ToC, distinguishing stakeholder and beneficiary impact, and developing qualitative indicators for an exit strategy will enhance data consolidation, strategic planning, and sustainability.

Addressed to	Priority	Timeframe	Financial Resources
BRMM project team.	High	Second half	Low

Recommendation 4. Reintegration capacities of origin countries need to be enhanced to avoid possible challenges of brain-drain. It is recommended to put more focus on sending countries' labour markets and have an overview of their reintegration capacities with in-depth consultations. Involving public and private partnerships to put greater investment for decent work and skilled jobs.

Addressed to	Priority	Timeframe	Financial Resources
BRMM-ILO team, ILO and FCDO.	High	Future programming	New financial resources.

I. INTRODUCTION

Context of the project

Migration in East and Horn of Africa is significant in volume and diverse in profile and include refugees, asylum seekers, and forced migrants, but also those who move for better economic opportunities. Large population displacements are due to protracted conflicts and widespread violence, persistent drought and environmental degradation as well as lack of economic opportunities, leading to significant internal and cross-border displacements and migration. The EHoA countries are characterized by high mobility among youth and adults, driven by demand for skilled and unskilled labour and economic disparities. The region attracts migrants within Africa and beyond, while also being a source of low and medium-skilled workers migrating to Gulf Cooperation Council (GCC) States due to poverty, low wages, and unemployment. GCC States' reliance on temporary work contracts and a specific demand for female domestic workers has increased women's migration. The seven countries supported by the BRMM II (Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Tanzania and Uganda) have complex and different mixed migration profiles as countries of origin, transit and destination. However, they share an overall labour migration trend, largely characterized by intra-regional flows and the migration of low-skilled workers.

Countries in the region are working to improve migration governance through regional frameworks aiming to enhance labour mobility and regional integration. 2 Challenges such as security concerns, national labour market protection, and the complexity of harmonizing migration laws hinder the ratification and implementation of these initiatives. The establishment of the African Labour Migration Advisory Committee (ALMAC) in 2018 is a significant achievement in promoting and protecting the rights of migrant workers and their families across Africa. Moreover, labour migration is featured in objectives 1 and 8 of the AU Agenda 2063, with additional policies directly addressing this issue.³ The ILO's labour migration work follows global standards, the decent work agenda, the 2030 Sustainable Development Agenda, and the Global Compact on Migration (GCM), focusing on the SDGs, targets 8.8 and 10.7.

Project Description

The BRMM II project builds on the achievements of Phase I (implemented from September 2021 to June 2022), in enhancing East African countries' capacities to govern labour migration. It focuses on improving labour migration statistics, skills development and recognition, and the protection of migrant workers' rights for better development outcomes at both national and regional levels.

The BRMM phase I was implemented with financial support from the Foreign Commonwealth and Development Office (FCDO) of the United Kingdom, with 3,000,000 (US\$ 4,124,261). It has made significant and concrete contributions, in laying the foundations for Labour Market and Migration Information System (LMMIS) in several countries and strengthening their capacities in improving the production and the use of labour migration statistics. It has enhanced the capabilities of Technical and Vocational Education and Training (TVET) colleges and private employment agencies in Fair Recruitment, while also improving entrepreneurial skills and job placement for potential and returned

² Some of the initiatives include the IGAD 2012 Regional Migration Policy Framework, and the Protocol on Free Movement of Persons, the 2021 Djibouti Declaration on Labour, Employment and Labour Migration, the COMESA 2001 Free Movement Protocol, the EAC 2010 Common Market Protocol and the SADC 2020-2025 Labour Migration Action.

³ Some of these are: the 2018 revised Migration Policy Framework for Africa that recognizes that mixed migration as an essential component of the AU economic and political landscape. The AU Free Movement of Persons Protocol; the AU Ouagadougou+10 Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development in Africa (2015), where labour migration is one of the six key priority areas.

migrants. It has contributed to improving the capacities of social partners in labour migration including negotiating Bilateral Labour Migration Agreements (BLMAs).

The general objective of the BRMM project (Phase II) is to strengthen capacities of countries in East and Horn of Africa (EHOA) to govern labour migration by using evidence-based policies, enhancing migrant workers' qualifications and skills, and actively engaging social partners for improved development outcomes. The BRMM Project Phase II covers three inter-related components:

1. Labour migration policies and programmes that support fair and productive migration in East Africa and Horn of Africa are evidence-based and gender sensitive. It aims to scale up and expand the work on labour migration statistics.
2. Labour migration governance is fair, equitable and effective recognizing skills and facilitating social inclusion and decent work. It aims in improving employment services for labour market integration of potential migrants and returnees.
3. Labour migration governance is strengthened through being more inclusive of social partners. It aims in enhancing labour migration governance, with the strong engagement of employers' and workers' organizations.

Figure 1. BRMM II Areas of Work



BRMM II continues and operationalizes the main actions of the first phase by validating findings and lessons learned through a consultative process and building on the results obtained in the initial phase. Both phases focus on seven countries, namely, Djibouti, Ethiopia, Kenya, Tanzania, Somalia, South Sudan and Uganda (Phase I included Rwanda). The findings of the final evaluation⁴ of phase I have identified a number of key strengths and made actionable recommendations to improve the Phase II design and implementation. It underlined the importance of improving consultation with governments, tripartite constituents and stakeholders, but also with Regional Economic Communities (REC), during project planning and ensuring key parties are kept informed. It also recommended supporting union-to-union cooperation between East African countries and destination countries.

BRMM II Funding and Organizational Arrangements

The BRMM Phase II is a three-years project funded by the UK Foreign, Commonwealth & Development Office (FCDO), with a total programme budget of GBP 11,200,000.00 (USD 14,132,818.76). As of the reporting period, USD 6,450,132.86 has been committed, and USD 4,852,263 expended. BRMM Phase II-specific allocations focus on scaling regional governance frameworks (e.g., LMAG) and expanding LMIS automation in Ethiopia and Djibouti.

To enhance efficiency, BRMM Phase II shares staffing and operational costs with other ILO initiatives, such as the PIDD project (EU-funded) which contributes to local staff salaries and the SKILLS Programme supporting the Skills Specialist position.

⁴ Rapid Evaluation of the Better Regional Migration Management Project, Final Evaluation Report Submitted to: Migration and Demining Department, FCDO, March 2023.

The project adopted a two-tiered governance and operational structure to ensure coherence between regional priorities and country-level execution:

- **Tier 1-Labour Migration Advisory Group (LMAG) – Regional Level:** Provides strategic direction, ensures harmonization of policies, and facilitates knowledge-sharing among participating countries.
- **Tier 2-Technical Working Groups (TWGs) – National Level:** Operate as multi-stakeholder platforms comprising government institutions, social partners, NGOs, Private Employment Agencies (PrEAs), and migrant associations to coordinate implementation, avoid duplication, and ensure stakeholder alignment.

Operational Structure:

The implementation structure of the project was decentralized to and led by the ILO Country Offices for Ethiopia, Djibouti, Somalia, Sudan and South Sudan, and for the Special Representative to the AU and the UN Economic Commission for Africa (UNECA, CO-Addis Ababa), in collaboration with:

- ILO Country Office for the United Republic of Tanzania, Burundi, Kenya, Rwanda and Uganda (CO-Dar es Salaam);
- ILO Decent Work Team in Cairo and Pretoria;
- ILO Regional Offices for Africa and Arab States;
- ILO HQ Geneva.

Project Stakeholders

The project adopted a multidisciplinary and multi-pronged approach, targeting a variety of actors at different levels.

ILO's Role:

- Provided technical leadership in labour migration governance, including drafting the Fair Recruitment Strategy for Africa and aligning LMIS with ICLS standards.
- Facilitated partnerships with the AU, governments, and social partners to ensure policy coherence (e.g., integrating skills and migration into AUDA-NEPAD's continental platform).

Government Partners:

- Ministries of Labour: Led TWGs, validated assessments (e.g., Djibouti's LMIS validation workshop), and advocated for LMIS automation (e.g., Ethiopia's IT procurement).
- National Statistics Offices (NSOs): Collaborated on labour migration data systems, ensuring adherence to international standards.

Social Partners and NGOs:

- Employers' and Workers' Organizations: Engaged in policy dialogues and capacity-building workshops (e.g., Kenya's skills consultative workshop).
- Civil Society Organizations: Implemented downstream activities, such as entrepreneurship and financial literacy training for returnees.

Regional Bodies:

- African Union (AU): Co-developed the Fair Recruitment Strategy, positioning it as a continental framework for migrant worker protection.
- AUDA-NEPAD: Partnered to mainstream labour migration into skills development agendas, ensuring sustainability beyond the project lifecycle.

This structure adheres to ILO evaluation guidelines, emphasizing stakeholder roles, transparent funding flows, and evidence-based milestones. The project end beneficiaries are potential migrants, migrants, and returned migrants in the seven targeted countries.

Project Implementation Milestones

The Better Regional Migration Management (BRMM) Phase II project, launched in July 2022 and scheduled to run until March 2026, has progressed through key implementation stages, focusing on strengthening labour migration governance, improving statistical capacities, and enhancing socio-economic integration for migrants across Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Tanzania, and Uganda. Below is an overview of the major implementation events and milestones:

1. Project Governance Setup (July 2022 – December 2022)

- Stakeholder Engagement: National Technical Working Groups (TWGs) were formed in participating countries, chaired by Ministries of Labour, to oversee implementation and coordination.
- Labour Migration Advisory Group (LMAG): A regional coordination platform was established to provide strategic oversight and facilitate knowledge exchange among national TWGs.

2. Strengthening Labour Migration Statistics and LMIS (2022 – 2023)

- Labour Migration Statistics Enhancement:
 - Support provided to Djibouti in incorporating labour migration data into the 2024 population census, in line with 20th ICLS Guidelines.
 - Assistance to Uganda, Tanzania, and Kenya in integrating international labour migration questions into national data collection instruments.
- Labour Market Information Systems (LMIS) Development:
 - Djibouti Stakeholder consultations conducted in October 2022, leading to the validation of an LMIS assessment and the development of a Data Quality Assurance framework.
 - Uganda: Labour migration indicators integrated into the LMIS Master Plan following a March 2023 data production workshop.
 - Ethiopia: Procurement of IT equipment, including tablets, laptops, and biometric readers, to digitalize LMIS operations.

3. Capacity Building for Migrants and Reintegration Support (2022 – 2023)

- Vocational Training and Skills Development:
 - Over 12,607 (510 male) potential and returned migrants trained in domestic work, hotel and tourism, hairdressing, and bakery work across TVET institutions in Ethiopia.
 - TVET colleges were equipped with modern tools to improve practical training in relevant labour market sectors.
- Entrepreneurship and Financial Inclusion:
 - By December 2023, the number of beneficiaries received cash transfers (Assistance) were 597 (138 male), and the beneficiaries established a business were 82 (68 Female).
 - Strengthened savings and credit cooperatives, such as the Yechalal returnee's cooperative, to enhance financial resilience.

4. Policy Development and Stakeholder Engagement (Ongoing)

- Regional Coordination: BRMM has worked closely with government institutions, social partners, private employment agencies, and financial service providers to ensure the sustainability of labour migration policies.

- ILO Technical Support: Continuous engagement with National Statistics Offices (NSOs) and Ministries of Labour to integrate migration statistics and policy frameworks into national labour strategies.

Despite initial delays due to challenges in sourcing specialized expertise, BRMM Phase II remains on track, with strong institutional partnerships and technical advancements paving the way for more effective labour migration governance in the region.

The ILO Country Office for Ethiopia and Special Representative for AU and UNECA have commissioned an independent mid-term evaluation for the second phase of Better Regional Migration Management (BRMM) project.

II - EVALUATION BACKGROUND

ILO considers evaluation as an integral part of the implementation of technical cooperation activities towards learning, project management and accountability for all stakeholders. Provisions for evaluations are made in all projects, in accordance with ILO evaluation policy. These are based on the nature of the project, and the specific requirements agreed upon at the time of the project design, and during the project as per established ILO procedures. According to ILO evaluation guidelines, 3rd edition, projects with a budget of over 5 million USD are subject to an independent midterm and a final evaluation. This report reflects the findings of the independent, mid-term evaluation.

In evaluations, ILO applies the evaluation criteria established by the OECD/DAC Evaluation Quality Standards and the UNEG Code of Conduct for Evaluation in the UN System.

Purpose and Objectives of the Evaluation

This mid-term independent evaluation reviews the project's implementation, focusing on its coherence, relevance, effectiveness, efficiency, impact, sustainability, and progress toward objectives. It aims to enhance learning and proposes modifications for successful completion within the project's remaining timeframe. The evaluation offers an independent assessment of the project's interventions, focusing on their performance against expected objectives. It examines coherence with ILO's strategic goals, relevance to tripartite constituents and stakeholders, and adherence to efficiency and effectiveness standards outlined in the PRODOC. The evaluation encompasses all seven countries in the BRMM project, alongside the AU and the two RECs, namely IGAD and EAC.

The specific objectives of the evaluation are:

- a. To review the project's results by assessing progress, identifying factors influencing implementation, and proposing revisions to objectives if needed.
- b. To examine the appropriateness of strategies and approaches used for the project's implementation, especially the effectiveness in achieving outcomes and results.
- c. To evaluate the project's internal and external coherence, strategic alignment, and its contribution to broader ILO initiatives, including the Decent Work Country Programme and the UN Cooperation Framework (UNCF)/Sustainable Development Goals (SDG), in relation to labour migration policies in BRMM target countries.
- d. To analyse the intervention logic – Theory of Change (TOC) and Log frame, with particular attention to the linkages (i.e., complementarities, synergies, etc.) of the various projects implemented in the region.
- e. To review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans.
- f. To assess the efficient use and adequacy of resources (finance, human and assets) used to implement planned activities and achieved results - outputs and outcome.
- g. To analyse the effectiveness of the collaboration between the different components, and stakeholders and the tripartite constituents of the project.
- h. Provide strategic recommendations for different constituents, and key stakeholders to overcome challenges, improve implementation of the project activities, and increase the project's achievement of outcomes, objective, and impact.
- i. To assess sustainability strategies adopted.
- j. To document lessons learned and potential good practices.

Scope of the Evaluation

The mid-term evaluation covers one and half-year of the project's timeframe from July 2022 to December 2023. The geographical coverage of the evaluation includes East and Horn of Africa Region, with focus on Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Tanzania, and Uganda. The three intervention components of the project are covered in the evaluation, with particular attention paid to the interconnection of these components and their contribution to national policies and programmes.

The evaluation also discussed how the project addressed the ILO cross-cutting themes including gender equality and non-discrimination, disability inclusion, tripartism and environmental impact.

Clients of the Evaluation

The primary clients of the evaluation are, the ILO, specifically the Better Regional Migration Management (BRMM) Programme team, the ILO tripartite plus partners at national, sub regional and regional level. At regional level, the clients are Business Africa, ITUC- Africa (ATUMNET), African Union, IGAD and EAC. At national level, the main potential users of the evaluation are the Ministry of labour, national Statistics offices, Workers and Employers organizations, private employment agencies and different project implementing partners in the respective countries. Other relevant clients include the donor (Foreign Commonwealth and Development Office (FCDO) of the United Kingdom.), the ILO CO-Addis Ababa, the ILO CO-Dar es Salam, DWT-Cairo, DWT-Pretoria, ROAF, and HQ relevant branches.

Evaluation Criteria and Questions

Following a review of the evaluation terms of reference and the project documentation, the evaluation team proposed some minor changes to the initial Evaluation Questions (EQs) to ensure the national, regional, continental and global levels are considered while continuing to abide by the OECD-DAC criteria.

Relevance

EQ 1 - Is the projects objectives and strategies consistent with the ILO constituent policy and programme frameworks (i.e., National development plans and the DWCPs) and other national key partners' needs, and the country needs, the final beneficiaries (i.e., men and women)?

EQ 2 - How is the project contributing to the relevant ILO Programme & Budget Outcomes and development priorities in Ethiopia, Kenya, Uganda, Tanzania, Somali, South Sudan, and Djibouti, the UNDAFs /UNSDCFs and the SDGs ?

Validity of project design, coherence and strategic fit

EQ 3 - To what extent was the project design adequate and effective in its coherence and complementarity between the different project components?

EQ 4 - To what extent did the project build on the comparative advantage of the ILO in the field of employment / migration?

Effectiveness

EQ 5 - Has the project developed and follows a comprehensive, Theory of change integrating external factors, and based on a systemic analysis? Do outputs causally link to the intended outcomes and impact? Have external factors (assumptions and risks) taken realistically into account?

EQ 6 - To what extent are the project objectives and outputs being achieved?

EQ 7 - Have unexpected positive and negative results taken place?

What were the main internal and external factors that influenced the achievement or non-achievement of results?

EQ 8 – To what extent has the project management and governance structure put in place collaborated strategically with tripartite constituents, stakeholders and partners in the project, ILO, and the donor – to achieve project goals and objectives

Efficiency

EQ 9 - Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and outcomes? If not, why, and which measures was taken to work towards achievement of project outcomes and impact?

EQ 10 - Are the project's activities/operations in line with the schedule of activities as defined by the project team, work plans and budgets and in line with ILO Programme & Budget Outcomes?

EQ 11 - Have the project developed an M&E strategy that enhances accountability, learning and feed into management?

Impact orientation and sustainability

EQ 12 - What can 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 (institutionalization of project components)?

EQ 13 - To what extent are the results of the interventions likely to have a long term, sustainable positive contribution to the relevant SDGs and targets (explicitly or implicitly)?

EQ 14 - Can the project's approach or parts of it, and results be replicated or amplified by national partners or other actors considering institutional and financial dimensions.

EQ 15 - What measures and actions have been put in place to ensure ownership of the project's results? Is the project implementing exit strategies as necessary?

Cross-cutting themes

EQ 16 - To what extent has the project identified and integrated into its actions the operational and strategic needs and priorities for men, women, and other vulnerable groups and how has the project been able to meet their specific needs?

Evaluation Schedule

The evaluation was conducted between March and December 2024 following the below sequence:

Inception Phase

The evaluation team (ET) reviewed project documents, developed data collection instruments, and prepared for the data collection and fieldwork phase during the month of March. Preliminary meetings with the Evaluation manager and the Project Team were also conducted during that month. At the end of this phase, the evaluation team submitted an Inception Report detailing the evaluation approach, its proposed timelines and the data collection tools.

Data collection Phase

Conducted in person data collection in Ethiopia (Addis Ababa and Assela) and Kenya (Mombasa and Nairobi) between March 11 and 25, 2024. During this phase, the evaluation team met the ILO project team, as well as with national and regional key-stakeholders in different countries supported by the BRMM. Toward the end of this phase, the evaluation team facilitated remote and in-person stakeholders' workshops to discuss the preliminary findings of the evaluation.

Reporting Phase

The evaluation team analysed the collected data, synthesized findings, and formulated conclusions and recommendations based on the evidence. This phase involved drafting the evaluation report, which was shared with stakeholders for feedback. After incorporating their input, the final evaluation report was prepared.

III. EVALUATION METHODOLOGY

The evaluation methodology follows the ILO Evaluation Guidance and adheres to international best practices in evaluation. A mixed-methods approach, integrating participatory, results-based, and theory-based evaluation strategies, was employed to ensure a comprehensive, balanced, and inclusive assessment of the BRMM Phase II project. The evaluation was guided by six OECD/DAC criteria (relevance, coherence, effectiveness, efficiency, impact, and sustainability), as well as cross-cutting dimensions including human rights, gender equality, tripartism, social dialogue, and international labour standards, aligning with ILO's Programme and Budget priorities and the 2030 Agenda for Sustainable Development.

Additionally, the evaluation examined the integration of the "Leaving No One Behind" and "Do No Harm" principles, as well as adherence to United Nations Evaluation Group (UNEG) ethical standards.

Evaluation Approach

The evaluation employed a **mixed-methods approach**, combining qualitative and quantitative data collection techniques to ensure triangulation and data validity. This approach allowed for an in-depth understanding of project outcomes, challenges, and best practices.

The evaluation was conducted in a highly **participatory** and transparent manner, engaging tripartite constituents and key stakeholders at national and regional levels. The participatory approach fostered a sense of ownership among stakeholders, encouraging them to openly discuss successes, challenges, and recommendations for project sustainability.

The evaluation was also anchored in the project's Theory of Change (ToC), re-examining the intervention logic, assumptions, and causal pathways to identify strengths, gaps, and areas for improvement. A results-based approach was applied to assess the extent to which project outputs and outcomes aligned with intended objectives, while also identifying external and contextual factors influencing project performance.

Evaluation Methods

The evaluation team utilized multiple data collection methods to ensure a rigorous and evidence-based assessment:

1. Desk Review

A comprehensive desk review of primary and secondary documents was conducted, including:

- BRMM Phase II project documents (inception report, progress reports, and monitoring data).
- ILO Decent Work Country Programme (DWCP) reports for Ethiopia and Kenya.
- Other ILO and partner agency assessments, reports, and policy papers on migration governance.
- Regional and international migration studies relevant to the project context.

The desk review was used to contextualize findings, refine evaluation questions, and identify information gaps for field data collection.

2. Key Informant Interviews (KIIs)

A total of **78 stakeholder (30% female)** were interviewed across seven countries to gain qualitative insights into project relevance, effectiveness, and sustainability. Interviews were semi-structured, ensuring a balance between guided inquiry and flexibility.

Key informants included:

- ILO personnel (Geneva, Abidjan, Algiers, Pretoria, and Kampala offices).

- National project partners, including Ministries of Labour & Migration, and National statistics officer..
- ILO social partners (trade unions - ACTRAV, employers' organizations - ACTEMP).
- Regional organizations (IGAD, EAC, AUC, ATUMNET, Business Africa, ITUC-Africa).
- International agencies and development partners (IOM, , GIZ).

Interviews were conducted in person (Ethiopia and Kenya) and virtually for other BRMM countries.

3. Focus Group Discussions (FGDs)

A total of six Focus Group Discussions (FGDs) were conducted (three in Kenya, three in Ethiopia), involving 69 participants (55% female). FGDs were particularly useful in assessing:

- The effectiveness of training interventions under Outcome 2.
- The experiences of returnees and potential migrants.
- The perspectives of trainers delivering ILO's SIYB program.

A summary table of KIIs and FGDs is provided in Annex 4.

4. Field Visits

A field mission took place between March 11–25, 2024, covering Ethiopia (Addis Ababa and Assela) and Kenya (Mombasa and Nairobi). During the visits, face-to-face stakeholder meetings, site observations, and data validation exercises were conducted. Virtual meetings were held post-field visit to accommodate additional key informants.

Sampling Procedures

A purposive and stratified sampling approach was adopted to ensure diverse representation of stakeholders and beneficiaries. Sampling considerations included:

1. Geographic representation (urban and rural areas, multiple BRMM countries).
2. Stakeholder diversity (government, workers, employers, regional institutions, implementing agencies).
3. Gender inclusivity (minimum 30% female representation in interviews and FGDs).
4. Representation of marginalized and vulnerable groups (returnees, potential migrants, youth, women).

This stratified sampling approach ensured that the evaluation captured varied perspectives across multiple project components.

Data Analysis

Qualitative Data Analysis

- Thematic analysis was used to identify key patterns and narratives emerging from interviews and FGDs.
- Content analysis was applied to project documents and secondary sources.
- Triangulation was conducted by comparing interview insights with document review findings to ensure data reliability.

Quantitative Analysis

- Descriptive statistics were used to analyze numerical data (e.g., participant demographics, stakeholder representation).
- Trend analysis was conducted to assess progress towards project objectives.

Findings from both qualitative and quantitative analyses were synthesized into a coherent evidence base, ensuring a balanced evaluation.

Evaluation Limitations and Challenges

Despite efforts to ensure a rigorous evaluation, several limitations were encountered:

1. Virtual Interviews & Data Integration Challenges

- Due to time constraints and connectivity issues, some stakeholder interviews were conducted virtually. This, sometimes, limited in-depth probing and delayed data synthesis.
- To mitigate this, additional follow-up sessions and cross-referencing with secondary data were conducted.

2. Distinguishing BRMM Phase I & Phase II Activities

- Some stakeholders confused interventions from Phase I and Phase II.
- The evaluation team clarified distinctions during interviews, reinforcing key timelines and activity breakdowns.

3. Internet Connectivity Challenges

- Virtual interviews in Djibouti, Somalia, and South Sudan were impacted by poor internet connectivity, leading to rescheduling of some sessions.
- Alternative communication channels (email, WhatsApp, written responses) were used to ensure data completeness.

Ethical Considerations

The evaluation adhered to ILO and UNEG ethical guidelines, with a focus on:

- **Confidentiality:** All responses were anonymized **to protect stakeholder identities.**
- **Informed Consent:** Participants were briefed on the evaluation's purpose and scope, with explicit consent sought before participation.
- **Non-Discrimination:** Equal participation opportunities were ensured across gender, nationality, and stakeholder groups.
- **Do-No-Harm Principle:** The evaluation team took measures to prevent any potential harm to participants, especially vulnerable groups (migrants, returnees, youth, women).

IV. MAIN FINDINGS

RELEVANCE, VALIDITY OF THE DESIGN

The general impact statement as formulated in the BRMM project document is that “*migration policies within East Africa contribute to orderly, safe, regular and responsible migration and mobility.*”⁵ In order to enhance this contribution to the Global Compact for Safe, Orderly and Regular Migration (GCM)⁶, the project focuses on strengthening the capacities of countries in EHoA to govern labour migration within the region and outward movements. To fulfil this objective, the project follows three outcomes that intend to strengthen the bases of a sound labour migration governance by using evidence-based policies (first outcome), by enhancing migrant workers’ qualifications and skills (second outcome), and by actively engaging the social partners (third outcome).

Relevance to partners’ & Beneficiaries’ Needs

Strengthening Labour Migration Data Systems

The project’s first outcome is relevant to countries’ needs for evidence-based policies on migration labour. Once all countries in the region are well equipped with information systems and statistics on labour migration, it will contribute to a sound migration governance in the region.

The first outcome of the project, focused on strengthening labour migration data systems, addresses a critical gap in the East and Horn of Africa (EHoA). Prior to the project, only 3 of 7 target countries (Ethiopia, Kenya, Uganda) had mechanisms to systematically collect labour migration data, leaving policies largely reactive rather than evidence based. The evaluation respondents unanimously emphasized that unreliable data exacerbates risks such as irregular migration (estimated at 40% of regional flows) and informal employment (70% of migrant workers in Djibouti and Somalia). Various data collection systems, such as household surveys, population censuses or labour force surveys, also highlight the need to analyse the social and economic integration of migrant workers and the reintegration of returnees.

The IGAD Labour Market Assessment⁷ in 2021 shows that Member-States are at different stages of labour migration data collection and availability:

- **In Djibouti**, data were limited to work permit applications and therefore covered regular migrants and formal labour only.
- **In South Sudan**, work permit data collected by the Government were limited to formal and higher-skilled migrant workers. For out-migration, the absence of any documented mechanism to ensure safe, orderly, and regular migration to be able to have numerical count is underlined.⁸

⁵ As presented in the MEL report following the Evaluability Assessment.

⁶ The UN’s 2018 Global Compact for Migration (GCM) is a non-binding framework to promote safe, orderly migration. Its 23 objectives include protecting migrants’ rights, combating trafficking, fostering international cooperation, and upholding state sovereignty.

⁷ IGAD covers 6 of BRMM countries with the exception of Tanzania. The assessments focus on Migration, carried in 2021 by ILO, show the situation by country of the overall economic, labour, employment and migration dynamics, with a special focus on the participation of migrant workers in the labour market of the countries.

⁸ “The only data that exists on migrant workers is work permit data collected by the Government. This is therefore limited to formal and typically higher-skilled migrant workers. Key informant interviews suggest that the vast majority of migrant workers in the country are informal and therefore unlikely to be captured in the database of work permits issued. For instance, interviews conducted by the ILO (2020a) suggested that there may be as many as 800,000 irregular migrants in the country in 2018 – far more than the 4,000 work permits issued.” https://webapps.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sroaddis_ababa/documents/publication/wcms_859188.pdf

- **Somalia** is providing labour inspectors with training to address the issues of all workers, including migrant workers, and has shown interest in conducting a labour force survey.
- **Uganda** has in place systematic labour force surveys that collect information on international migration, work and socio-demographic characteristics of the sampled household population, with a module on labour outflows⁹. However, they lack analyses of international migration.¹⁰
- **The last Integrated Labour Force Survey (ILFS) of Tanzania**, covering labour in-migration and rural-to-urban mobility¹¹, lacked information on international migration.¹²

Countries that have a DWCP like Ethiopia (2021-2025)¹³ and Kenya (2021-2024)¹⁴, recognize the lack of accurate data on labour migration as a challenge. The DWCP for Kenya recognizes that the country lacks appropriate legislation and accurate and up-to-date statistics on labour migration (p.14), while the Statistics' Act (2006) includes in and out migration. To this end, the Ethiopian Migrants Data Management System under the Ministry of Labour and Skills can be cited as a good example. The aim of the eLMIS is to fully capture information on citizens going abroad for work and to make protection of rights and assistance services more efficient and accessible to them.¹⁵ Equipment support provided by the project has not only been relevant but also very critical to create and implement this system.

The project partners welcomed support activities like scaling-up, training, and capacity building of National Statistical Offices, aligning with international standards and adapting to each country's needs. Interviewees emphasized that integrating labour migration data into national labour market systems is crucial for incorporating migration into development planning.

Addressing Skills Gaps to Mitigate Risks

The project's response to the skill development and recognition needs of potential and returned migrants is relevant and contributes to reducing irregular migration and major risks of underemployment.

The second outcome of the project addresses skills and social protection and focuses on Ethiopia and Kenya. The component aims to ensure that with adequate skills, potential and returned migrants, especially women and youth, have access to formal employment and integrated services.

The IGAD country reports on Labour Market Assessment indicate that nearly all high-skilled migrants in Member States hold a regular status and formal employment, whereas low-skilled migrants frequently have irregular status and engage in informal work, exposing them to heightened vulnerabilities.¹⁶ This relationship between varying levels of skills, types of migration (regular or irregular), and labour (formal or informal) indicates that the development, recognition, and portability of skills significantly support regular and formal labour migration. Enhancing formal labour is closely tied to skills development and recognition, as well as the creation of businesses and enterprises. The

⁹ According to the Uganda Labour Market Assessment (2021), the NLFS 2021.

¹⁰ The Uganda assessment report (2021) considers information collected by the National Labour Force Surveys (NLFS) conducted by the Uganda Bureau of Statistics (UBOS), as potential source of information on international labour migration, on migrant workers in the country and Ugandans working outside Uganda.

¹¹ The United Republic of Tanzania, Integrated Labour Force Survey 2020/21, ANALYTICAL REPORT. For migration see pp 19-20.

¹² Report on the Assessment of Sources of Data on International Labour Migration in Tanzania, ILO, 2024. This recent report assessing data sources in the country (2024) sees the need for extra analysis work to assess whether the survey data can generate reliable information on international Labour migration, because the published reports lack information on international labour migration.

¹³ Decent work country programme for Ethiopia 2021–2025, DWCP 2021-2025_Ethiopia.pdf

¹⁴ 3rd Generation Decent Work Country Programme 2021-2024, DWCP_Kenya_829831.pdf, Nov. 2021.

¹⁵ The Federal Democratic Republic of Ethiopia National Voluntary Report on the Implementation of the Global Compact on Migration For the United Nations Economic Commission for Africa National Partnership Coalition (NPC) on Migration Addis Ababa December, 2020.

¹⁶ The IGAD country reports on Labour Market Assessment with a Focus on Migration, 2021.

establishment of partnerships and the harmonization of these elements on both bilateral and regional levels emphasize the significance of the second outcome.

The prioritization of both Ethiopia and Kenya is relevant for this outcome. Outward Ethiopian migration is largely represented by low-skilled labour migration, such as domestic work to the Middle East. While irregular movements to Gulf countries are recurrent, often leading to major risks, regular Ethiopian migrants face significant disadvantages due to skill gaps. The lack of skills or qualifications recognized by destination countries often forces migrants into under-employment and low-paying as well as low-skilled jobs. This outcome addresses these challenges. To this end Ethiopia's Overseas Employment (Amendment) Proclamation No. 923/2016 and its revision 1246/2021 provides a framework to protect the rights, safety, and dignity of Ethiopian migrant workers through BLMAs for both low-skilled and skilled workers, to which the project's interventions is contributing.¹⁷

In Kenya, a significant number of low-skilled migrant workers primarily travel to the Middle East and Gulf nations for employment, with private employment agencies (PrEAs) playing a key role in this process, particularly among women migrant domestic work¹⁸. The World Bank recognizes the role of migration for development in addressing poverty and inequality in Kenya, where the skills gaps will be a major challenge for sustained growth. The recent National Policy on Labour Migration (August 2023)¹⁹ also recognizes that there is a mismatch between the skills available in the country and those required by the receiving countries due to the lack of a reliable and accessible labour market information systems.

Enhancing Social Dialogue and Migrant Worker Protection

The project's third outcome is relevant in enhancing social dialogue and ensuring labour migrants' protection.

The third outcome strengthens migrant worker rights through multi-stakeholder engagement, involving governments, employers, workers, private employment agencies and civil society in policy dialogue and coordination. It facilitates the negotiation of Bilateral Labour Migration Agreements (BLMAs), union-to-union partnerships, labour attaché programs, and fair recruitment initiatives to safeguard labour standards.

Aligned with key ILO conventions, the outcome fosters harmonized governance across national, bilateral, and regional levels. Nationally, it reinforces legal frameworks; bilaterally, it secures protections through bilateral labour agreements; regionally, it advances strategies like Africa's Fair Recruitment Agenda. This integrated approach ensures migrant worker protection, promotes decent work, and supports inclusive economic growth.

The three outcomes are important and relevant separately as they address needs identified through previous consultations and evaluations. All these interventions are designed to improve labour migration governance and ensure the protection of the rights of labour migrants. The three outcomes are also relevant together to provide a comprehensive strategy for managing labour migration, contributing to the overarching goal of the project at the regional level, which is crucial given the selection of the seven countries.

¹⁷ Andersson, L. (2020) Migration-relevant policies in Ethiopia. Oslo: Peace Research Institute Oslo. Available at www.mignex.org/eth

¹⁸ "The kafala sponsorship system, whereby migrant workers' rights to work and reside legally in their host countries are tied to one employer, is regarded as a major contributing factor to the exploitation of workers in the Gulf countries (Langat, 2017). Due to reports of abuse and trafficking of Kenyan migrants, Kenya has had two labour migration bans to these countries – the most recent of which was lifted in 2018". (p. 14) An assessment of labour migration and mobility governance in the IGAD region: Country report for Kenya , 2020. https://webapps.ilo.org/wcmsp5/groups/public/--africa/--ro-abidjan/--sro-addis_ababa/documents/publication/wcms_743315.pdf

¹⁹ Ministry of Labour and Social Protection, National Policy on Labour Migration, August, 2023

Alignment with Regional and global Frameworks

The BRMM project aligns with SDG Targets 8.8 and 10.7, advances 13 GCM objectives, and synergizes with EAC/IGAD/AU initiatives (e.g., Djibouti Declaration, EAC Common Market Protocol, AU & IGAD LM policy, JLMP), while leveraging ILO's tripartite governance and ILS to institutionalize rights-based labour migration frameworks.

Alignment with Regional Legislative Framework

The project is implemented following the commitments and guidance on labour migration in the Abidjan Declaration, Agenda 2063, SDG, GCM, AU/IGAD, LM policy Framework, EACCMP and the Djibouti Declaration on Labour, Employment and Labour Migration (2021) with clear monitoring and reporting mechanisms.

The project further aligns with the AU legislative frameworks in relation to labour migration:

- Objectives 1 and 8 of the Agenda 2063.
- The 2018 revision of the Migration Policy Framework for Africa and Action plan.
- The 2018 African Continental Free Trade Area (AfCFTA).
- Article 14 of AU Free Movement of Persons Protocol (2018).
- Six key priority areas of the AU Ouagadougou + 10 Declaration and Plan of Action on concern labour migration and social protection.

In general, the three Outcomes of the project respond to priorities of the countries involved as well as to those of the RECs as well as the AU. Among the eight officially recognized RECs, the COMESA, EAC, IGAD, and SADC are promoting labour migration and mobility as a means to bolster regional integration and socio-economic development.

Table 1. Project Alignment with Regional Frameworks

IGAD	BRMM supported Countries not involved
The IGAD's 2012 Regional Migration Policy Framework and Migration Action Plan 2015-2025. The Free Movement of Persons and Transhumance protocol, 2012. The Djibouti Declaration on Labour, Employment Labour Migration and formulation of its Plan of Action, 2021	Tanzania
EAC	
The EAC's 2010 Common Market Protocol (CMP). The EAC regional qualification framework. The RPL policy framework (under adoption). The Draft Council Directive on the portability of social security. The draft social protection policy The EAC Gender Policy (2018) ²⁰ with intraregional migration.	Djibouti Ethiopia
COMESA	
The COMESA's 2001 Free Movement Protocol, has been signed only by Kenya among the 7 BRMM countries.	South Sudan Tanzania
SADC	
The SADC labour Migration Policy, 2013, related to the Migration Dialogue for Southern Africa (MIDSA, 2000) and the Regional Action Plan on Labour Migration, 2012. The SADC's 2020-2025 Labour Migration Action Plan	Djibouti, Kenya, Ethiopia, Somalia Uganda, South Sudan

²⁰ Labour Migration Governance, Gaps and Challenges in Selected Member States in ECOWAS, EAC and SADC, IOM, 2024, <https://publications.iom.int/system/files/pdf/pub2022-064-el-labour-migration-governance-ecowas-eac-sadc.pdf>

Alignment with ILO’s Programme and Budget

The PRODOC clearly indicates that the intervention contributes to Outcomes 1, 2, 5, 6, 7 of ILO Programme and Budget for the biennium 2022–23.²¹

Table 2. Project Alignment with ILO P&B 2022-23

ILO Programme and Budget Outcomes	Related outputs	BRMM outcomes and countries
Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue	Output 1.1. Increased institutional capacity of employer and business membership organizations Output 1.2. Increased institutional capacity of workers’ organizations	Outcome III All 7 countries
Outcome 2: International labour standards and authoritative and effective supervision	Output 2.1. Increased capacity of Member States to ratify international labour standards. Output 2.2. Increased capacity of Member States to apply international labour standards	Outcomes II and III: All 7 countries
Outcome 5: Skills and lifelong learning to facilitate access to and transitions in the labour market	Output 5.1. Increased capacity of Member States to identify current skills mismatches and anticipate future skills needs	Outcome II – Kenya, Ethiopia and Uganda.
Outcome 6: Gender equality and equal opportunities and treatment in the world of work.		All three Outcomes, All 7 countries
Outcome 7: Adequate and effective protection at work for all:	Output 7.5. Increased capacity of Constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers fostering tripartite interregional and intraregional dialogue and institutional capacity for the adoption of national, bilateral and regional fair labour migration frameworks based on relevant international labour standards.	All three Outcomes, All 7 countries

Project Alignment with International Frameworks

The BRMM Phase II project is strategically aligned with international commitments, ensuring coherence across the 2030 Agenda, ILO conventions, and the Global Compact for Migration (GCM).

1. Contribution to the Sustainable Development Goals (SDGs)

- **SDG 8 (Decent Work):** Directly advances Target 8.7 (eradicate forced labour) through fair recruitment initiatives and Target 8.8 (protect migrant workers’ rights) via bilateral agreements and skills certification.
- **SDG 10 (Reduced Inequalities):** Supports Target 10.7 (facilitate orderly migration) by strengthening national labour migration policies and reducing recruitment costs (Indicator 10.7.1).

2. Global Compact for Migration (GCM)

The project contributes to 13 of 23 GCM objectives, including:

- **Objective 1 & 5:** Evidence-based policies (Outcome 1) and regular migration pathways (Outcomes 1–3).
- **Objective 6 & 7:** Fair recruitment practices and tripartite social dialogue (Outcome 3).

²¹ Programme and budget for the biennium 2022–23, First edition 2021

https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@program/documents/genericdocument/wcms_831162.pdf

- **Objective 18 & 21:** Skills recognition (Outcome 2) and sustainable reintegration (Outcome 2).

Validity of the Intervention Design

The project's design is validated by its holistic approach, engaging stakeholders and beneficiaries and integrating labour migration into the ILO's decent work agenda.

Most respondents interviewed as part of the evaluation agreed that the project design and causal linkages are coherent and lead to the intended development objective. Indeed, the three components of the project are logically contributing to a sound labour migration governance. The project aims to support safe and responsible labour migration by promoting evidence-based, gender-sensitive governance by:

1. Ensuring access to reliable data on labour mobility to inform policymaking by enhancing the capacities of national statistical offices in data collection and analysis, as well as in establishing labour market information systems.
2. Facilitating recognition of workers' qualifications and improving education and vocational training. This ultimately enhances working conditions and wages for low and semi-skilled migrant workers by focusing on qualifications and skills recognition and collaborating with ministries, primarily labour and social affairs.
3. Fostering inclusive governance that involves social partners to promote fair recruitment and enhance social protection for migrant workers, protecting their rights and preventing labour violations.

The design of the project considers the tripartite plus partners as the main stakeholders enhancing their participation and ownership. Their strengthened capacities as well as their coordination through the Technical Working Groups (TWG) not only ensures the validity of the design but also makes it realistic, where roles and responsibilities are well acknowledged and respected, ensuring ownership.

These stakeholders are also the main beneficiaries because they are empowered, strengthened and their responsibilities are well recognised as the main actors in the area of decent work. Together with potential and returned migrant workers, the empowering of all stakeholders and beneficiaries in turn emphasises the interconnectedness of the outcomes and their related outputs.

Considering migration as an integral part of the labour market and decent work issue (ILO, 2012, p.75) brings complementary relations with other labour related policies and instruments, which the design includes, such as the training on entrepreneurship for returnee migrants, skills development for potential migrants and returnees or union to union agreements ensuring migrants' protection. This approach contributes to considering labour migration not as an isolated phenomenon but part of the national and regional labour market dynamics.

Coherence and Strategic Fit

The project ensures coherence in labour migration governance by integrating national and regional approaches, aligning with global standards, and leveraging the ILO's normative mandate, tripartite structure, and technical expertise to enhance policy harmonization, stakeholder capacity, and migrant worker protection.

Labour migration governance is intrinsically linked to labour market and decent work (ILO, 2012). the project (in both its phases) recognizes the contributions of labour migrants to both origin and destination countries. The project approach integrates national and regional levels, enhancing capacities at the national level for effective governance while ensuring harmonization across the region. At the country level, interventions are tailored to local needs and migration situations, ensuring coherence and complementarity. At the regional level, the project considers external dimensions of labour mobility, addressing bilateral and regional trends, especially in the GCC and Middle East; while also strengthening the capacities of regional structures and coordination bodies. Such a purposeful and harmonized approach at the regional level fosters collaboration, coordination and even solidarity among

Member-States. Applying established global standards and conventions provides a foundation for consistency and ensure the overall coherence of the project’s design and implementation approach.

ILO’s Comparative Advantage in Employment and Migration

The ILO strategic advantage lies on its right based labour migration approach as a normative agency, setting international standards, as well as its tripartite structure, which brings together all relevant actors in the world of work. This is critical for improving labour migration governance and enhancing protection to migrant workers. In the region, ILO has been designing and implementing several initiatives contributing to SDG 8, such as the Djibouti Declaration under the Free Movement of People Protocol, the JLMP project in collaboration with AU and IOM and the FAIRWAY project, which focuses on protecting migrant workers’ rights in the Middle East by enhancing coordination between countries of origin and destination. ILO also collaborates with IOM on a migrant returnee’s reintegration project in the region promoting collaboration and complementarity. Furthermore, ILO is recognized as a credible partner in the EHoA region due to its technical expertise and holistic approach to labour and employment, which includes migrant workers. Its Fair Recruitment Initiative (FRI) Phase II (2021-2025), launched in collaboration with the African Union Commission, the International Trade Union Confederation, and the International Organization of Employers, promotes fair recruitment practices in Africa. the initiative and focuses on ensuring decent work conditions.²²

Finally, ILO's commitment to gender equality, reinforced by Convention No. 189 and Recommendation No. 201, ensures that its interventions address decent work deficits for women migrant domestic workers, while its expertise in statistics, skills, and labour migration policies strengthens stakeholder capacity and promotes alignment with international labour standards.

EFFECTIVENESS

Effectiveness of the Implementation Strategy

The project’s Theory of Change aligns activities with outcomes but needs clearer stakeholder-beneficiary distinctions and stronger integration of cross-cutting themes. Effective coordination through LMAG and TWGs strengthens governance, while improved qualitative indicators and an Exit Strategy are key for sustainability.

The Theory of Change (ToC)

The Theory of Change (ToC) provides a structured framework linking inputs, activities, and outputs to the intended outcomes. The revised ToC from the Evaluability Assessment Report presents a clearer causal logic than the original Project Document (PRODOC), as it directly connects results to each of the three outcomes while also refining the identification of risks and assumptions. However, a clearer distinction is needed between the project’s sphere of influence and its impact on different stakeholder groups. For example, under Outcome 1, national statistical offices are the direct stakeholders, while governments and policymakers are the primary beneficiaries, and migrants ultimately benefit from improved governance. Similarly, for Outcome 2, ministries of labour and training institutions are key stakeholders, while potential and returned migrants are the end beneficiaries. Under Outcome 3, social partners play a dual role as both stakeholders and beneficiaries, while the ultimate beneficiaries remain migrant workers. The cross-cutting themes of gender sensitivity and vulnerable migrant groups should also be more explicitly reflected in the ToC, as well as the regional dimension, which plays a crucial role in policy harmonization and coordination across countries.

Risk Considerations and Mitigation Strategies

The risks identified in the PRODOC and the MEL plan remain valid, categorized into three main areas:

- 1. Contextual Risks:** Negative perceptions of migrants, political instability in origin and destination countries, and inflation.

²² <https://www.ilo.org/meetings-and-events/ilo-launches-fair-recruitment-initiative-phase-ii-2021-2025-africa>

2. **Capacity Risks:** Limited institutional capacities at both national and regional levels.
3. **Policy Risks:** Labour migration may not always be prioritized within national policies.

While the project’s mitigation measures (e.g., capacity-building workshops and policy dialogue) are well-designed, a more tailored approach is needed based on migration profiles of different countries. For instance, Djibouti serves primarily as a transit country, while South Sudan is a destination country, and Ethiopia and Kenya are predominantly sending countries but also act as destinations to a lesser extent. Future interventions should better tailor risk mitigation strategies to these context-specific migration dynamics to enhance their effectiveness.

Strengthening Indicators and the Need for an Exit Strategy

The project’s log frame effectively links outcomes and outputs through a set of quantitative indicators, tracking the number of activities conducted and the support provided. However, it relies heavily on measuring progress through quantity, while qualitative indicators are needed to assess the effectiveness and impact of the interventions. For example, rather than just tracking the number of Bilateral Labour Migration Agreements (BLMAs) signed, an indicator should assess whether these agreements have improved social dialogue and migrant worker protections.

Additionally, the project requires a clearer sequential integration of results in the log frame, ensuring that each phase builds on previous achievements. A well-defined Exit Strategy should be incorporated, leveraging qualitative indicators (e.g., post-training surveys and policy implementation assessments) to demonstrate long-term capacity gains and sustainability.

Coordination Strategies and Governance Structure

The coordination mechanisms established within the project play a critical role in ensuring alignment and synergy between different interventions. While the log frame does not explicitly outline the coordination strategy, the project’s two-tier structure ensures collaboration at multiple levels:

1. **Labour Migration Advisory Group (LMAG) – Regional Level:** Provides strategic direction, ensures harmonization of policies, and facilitates knowledge-sharing among participating countries.
2. **Technical Working Groups (TWGs) – National Level:** Operate as multi-stakeholder platforms comprising government institutions, social partners, NGOs, Private Employment Agencies (PrEAs), and migrant associations to coordinate implementation, avoid duplication, and ensure stakeholder alignment.

Since the end of 2022, two TWG meetings per country have taken place, except in Ethiopia, which held its first meeting in October 2023. These platforms guide project implementation, foster inter-agency collaboration, and enhance national-level governance of labour migration. By leveraging effective coordination structures, the project strengthens ownership and institutional sustainability, reinforcing its contribution to labour migration governance across the region.

Project Achievements by Outcome

With its three Outcomes, the project aims to strengthen capacities of countries in EHoA to govern better labour migration and protect migrant workers through the implementation different activities to achieve the outputs.

Contribution to Evidence-based Migration Policies

According to the evaluation respondents, the project is on track to achieve its objective of supporting evidence-based migration policies thanks to its support for the creation and strengthening of LMMIS in member-states and the integration of labour migration statistics into national surveys and censuses.

Integration of Labour Market Migration Information Systems (LMMIS) in Member Countries

The Labour Market Migration Information System (LMMIS) plays a critical role in consolidating migration and labour market data to inform policy formulation and migration governance. By providing

real-time, transparent, and automated data, LMMIS will inform evidence-based policy making enhancing safe and regulated labour migration, reduces risks of trafficking and irregular migration, and streamlines administrative processes.

The project has supported Ethiopia, Djibouti, and Uganda in developing their LMMIS frameworks. Ethiopia has operationalized its system for over six months, while Uganda and Djibouti are in the final stages of implementation. In Ethiopia, the Ethiopian Statistical Service (ESS) has been the primary data source, aligned with the Overseas Employment Proclamation 923/2016 and Amendment No. 1246/2021, which mandates the Ministry of Labour and Skills to establish a national labour sector information system. However, an assessment during the first phase of BRMM identified two key gaps:

- Fragmentation and lack of coordination among institutions
- Limited data production and analytical capacity

To address these gaps, the BRMM project provided training, IT equipment, digitizing manual processes and improving data collection and management. Ethiopian stakeholders emphasized that LMMIS:

- Reduces risks of trafficking and irregular movements;
- Eliminates corruption in service delivery;
- Enhances administrative efficiency and departure data management;
- Automates skills certification processes;
- Provides real-time, transparent labour migration statistics.

In Djibouti, the Technical Working Group (TWG) prioritized LMMIS development, leading to an MoU signed in May 2024. With ILO technical support, institutions were mapped, a data production workshop was organized, and a Master Plan was developed. In Uganda, a labour migration data production and modeling workshop strengthened the Ministry of Gender, Labour and Social Development (MGLSD) and its partners. An LMMIS Oversight Committee was established, and a Master Plan finalized.

Additionally, the project trained Ethiopian diplomatic missions in Saudi Arabia, ensuring that the Ethiopian Migrant Data Management System (EMDMS) is effectively used by embassy staff in Jeddah and Riyadh.

Integrating Labour Migration Statistics in Household Surveys and Census

Midway into its implementation, the project has supported national statistical offices (NSOs) in multiple countries to integrate labour migration module into household surveys, population censuses, and labour force surveys. This demand-driven approach was tailored to each country's needs, as expressed by stakeholders during evaluation interviews.

- **Djibouti:** Provided technical support to integrate labour migration questions into the National Population Census (April 2024).
- **Tanzania & Kenya:** Assisted in incorporating international labour migration indicators in labour force survey tools and data analysis.
- **Kenya:** While the country conducts quarterly labour force surveys, labour migration had not been included. BRMM provided training for the Ministry of Labour (MoL) and the Kenya National Bureau of Statistics (KNBS) to address this gap. Participants described the training as "*timely and highly relevant*" and now include LM module in their LFS.
- **Tanzania & Uganda:** Supported NSOs in exploring alternative sampling strategies to enhance labour migration data collection.
- **Ethiopia:** Facilitated expert training to integrate labour migration components from the 20th International Conference on Labour Statistics (ICLS) into its integrated household survey.

Looking ahead, the project will support South Sudan in conducting its first-ever labour force and migration survey. However, stakeholders highlighted a key challenge: the need for a larger household survey sample to effectively capture data on returned migrants. Addressing this challenge will be essential to improving labour migration statistics and policy responses.

Contribution to labour market integration and protection of potential and returned migrants

According to the evaluation respondents, through technical support, capacity-building, and strategic engagement with governments and social partners, the BRMM project has strengthened BLMA negotiations, expanded labour mobility pathways, enhanced social dialogue, and promoted adherence to international standards.

Strengthening Bilateral Labour Migration Agreements (BLMAs) and Migrant Worker Protection

The BRMM project has played a pivotal role in strengthening the capacity of countries of origin (CoO) to negotiate Bilateral Labour Migration Agreements (BLMAs) that align with international labour standards and regional frameworks (UN, AU, EAC, IGAD). Given that many destination countries (CoD), particularly in the Gulf Cooperation Council (GCC), have not ratified key ILO conventions, CoOs face challenges in ensuring adequate migrant worker protections. As a response, the project provides technical assistance, training, and guidance to help countries navigate these complexities and advocate for fair recruitment and decent work conditions.

Despite these challenges, some progress has been made:

- Somalia has drafted a BLMA with Kuwait (currently under negotiation), is engaging Qatar, and has completed a BLMA draft with Saudi Arabia, where ILO provided input.
- Most BLMAs under negotiation focus on low- and semi-skilled workers, particularly domestic workers, who are predominantly female migrants and face heightened risks of exploitation.
- Key concerns in BLMA negotiations, as highlighted by stakeholders, include ensuring skills recognition, social protection, and pre-departure training—critical elements that remain inadequately addressed in many agreements.

Expanding BLMA Scope to Include More Skills and Destination Countries

Beyond traditional agreements with GCC countries, the BRMM project has been instrumental in broadening the scope of BLMAs to include semi-skilled and skilled workers and expanding destination countries to Europe and North America. Through capacity-building and training, existing BLMAs have been upgraded, incorporating stronger migrant rights protections as prerequisites.

Kenya is negotiating a comprehensive BLMA with Germany to facilitate labour mobility, while Ethiopia has signed an agreement with a German construction firm.

Stakeholders, including the Kenyan Ministry of Labour and Social Protection (MoLSP), emphasized the need for ILO support, as Germany had conducted a labour market assessment through GIZ, but Kenya lacked the capacity to do the same.

Ethiopia's Ministry of Labour and Skills (MoLS) expressed concerns about monitoring and follow-up on BLMA implementation, underscoring the importance of oversight mechanisms.

The project promotes a collective negotiation approach, encouraging countries of origin to negotiate as a bloc to strengthen their position. However, destination countries often resist this strategy, requiring continued advocacy and diplomatic engagement.

Engaging Social Partners to Safeguard Migrant Workers' Rights

The project enhances social dialogue by engaging employers' organizations and trade unions to actively participate in BLMA negotiations and monitor its implementation. This has reinforced the protection of migrant workers' rights, while also strengthening social partners' institutional capacities.

▪ **Employers' Involvement:**

- Employers are key actors in BLMA negotiations, as they understand labour market demands and the realities of migration dynamics.
- With BRMM support, the Ethiopian Overseas Employment Federation and Ethiopian Employers Federation participated in BLMA negotiations with Saudi Arabia, Jordan, Kuwait, and Bahrain.
- Kenya's Federation of Employers (FKE) has advocated for ILO Convention ratification, arguing that engagement with GCC employers' federations can influence governments to align with international labour standards.

▪ **Trade Unions' Role:**

Trade unions ensure fair recruitment practices and labour rights protections. The BRMM project has facilitated union-to-union agreements, including:

- Somalia's Federation of Somali Trade Unions (FESTU) & Ethiopia's Confederation of Ethiopian Trade Unions (CETU) to protect migrant workers.
- CETU & South Sudan's Workers Trade Union Federation (SSWTUF) to reinforce cross-border protections.
- Sudan's Workers Trade Union Federation (SSWTUF) and National Trade Union organization of Uganda (NOTU) to reinforce cross-border protections.
- CETU & Kuwait's Labour Union Federation as a first step toward organizing diaspora migrant workers in the GCC.
- In Tanzania, the trade union confederation is negotiating a union-to-union agreement with Oman to extend protections beyond domestic workers and support all migrant workers.

Trade unions also play a role in reducing irregular migration and human trafficking. The Tanzania-Oman agreement, for instance, directly contributes to the Global Compact for Migration (GCM) objectives by addressing smuggling and trafficking risks for domestic workers traveling to Oman through irregular channels.

Strengthening Migrant Resource Centers (MRCs) as Support Hubs

Migrant Resource Centers (MRCs) have been established and strengthened through BRMM to provide direct assistance to potential and returned migrants.

- Kenya and Somalia: MRCs operated by COTU-K and FESTU provide training, advisory services, and awareness-raising on migrant rights.
- The Nairobi MRC has become a regional model, hosting delegations from Uganda, Zanzibar, and Zimbabwe, and was showcased during the November 2023 ITUC Congress, attended by 52 countries.
- The Somali MRC, while critical for migrants from Kenya, Syria, and Sudan, requires further capacity-building to train dedicated staff and strengthen advocacy efforts.
- The Tanzania Trade Union Confederation has requested an MRC, while the Uganda MRC is lobbying for insurance coverage for Ugandan migrant domestic workers.

Stakeholders emphasize that MRCs enhance visibility, solidarity, and collective bargaining power for migrant workers, reinforcing their legal protections and access to services.

Promoting the Ratification and Implementation of ILO Conventions

The ratification of key ILO conventions remains a priority for Technical Working Groups (TWGs) and national stakeholders, reflecting a strong commitment to labour migration governance and protection.

- Djibouti has drafted a labour migration law aligned with ILO Convention No. 181 on Private Employment Agencies and plans to ratify the convention.

- Kenya’s TWG has prioritized the ratification of Conventions 181, 189, and 190, recognizing the urgency of strengthening legal protections for migrant workers.
- In Somalia and Tanzania, stakeholders emphasized the domestication and application of ratified conventions to ensure their practical enforcement.
- CETU (Ethiopia) has actively campaigned for the ratification of C189 on Domestic Workers and established the Ethiopian Domestic Workers' Association to advocate for migrant domestic workers' rights.

To support these efforts, the BRMM project has conducted:

- Capacity-building for parliamentarians in Somalia, Djibouti, Ethiopia, and South Sudan on ratification, adoption, and implementation of migration-related conventions.
- Gap analyses of migration conventions for Kenya and Tanzania, identifying legislative areas requiring alignment with ILO standards.

Skills development and labour migration

According to the evaluation respondents, the BRMM project has significantly strengthened Bilateral Labour Migration Agreements (BLMAs) by enhancing tripartite engagement, skills harmonization, and fair recruitment practices, aligning with international labour standards. While the project has made notable progress in supporting migrant workers and returnees, greater regional coordination, stronger enforcement mechanisms, and expanded financial support are essential to maximize impact and ensure long-term sustainability.

The BRMM project has made significant strides in advancing regional skills harmonization and fair recruitment practices, though greater coordination and institutional commitment are needed for sustained impact.

The project has effectively supported tripartite constituents and regional stakeholders in advocating for skills harmonization, recognizing it as a key tool for strengthening the bargaining power of countries of origin and reducing competition among them. The harmonization of training curricula and competency standards facilitates skills recognition and portability, ensuring better protection for migrant workers.

Through its collaboration with the East African Community (EAC), the project has developed a regional competency standard for domestic work, endorsed by a regional technical committee. Stakeholders emphasized that regional approaches reduce unethical recruitment practices, with one respondent noting that “an African common position with a collaborative approach will reduce competition.” However, sustained efforts are required to translate these commitments into binding frameworks across multiple subregions.

Building on its success, BRMM II supports the Fair Recruitment Initiative (FRI) in Africa (Phase II, 2021-2025), aligning with the African Union Commission’s (AUC) commitment to developing a Fair Recruitment Strategy. The FRI promotes recruitment practices grounded in labour standards, social dialogue, and gender equality.

The project also plays a key role in enhancing the capacity of Private Employment Agencies (PrEAs) through:

- Training on fair recruitment practices
- Development of a PrEA Code of Conduct
- Knowledge-sharing on ethical recruitment models

During the last Labour Migration Advisory Group (LMAG) meeting, the International Organisation of Employers (IOE) Advisor for Africa highlighted that employers are actively contributing to regional and global policy dialogue on fair recruitment. Additionally, the project has provided technical support to the AUC in developing the Fair and Ethical Recruitment Strategy for Africa.

While the BRMM project's efforts in skills harmonization and fair recruitment are well-aligned with stakeholder priorities, the evaluation finds that implementation gaps remain. To maximize effectiveness, the project should:

- Expand engagement across multiple regional economic communities (RECs) to ensure broader adoption of common skills standards.
- Strengthen enforcement mechanisms to ensure adherence to fair recruitment codes of conduct
- Continue supporting tripartite stakeholders in negotiating recruitment frameworks that align with international labour standards.

Empowerment of Potential and Returnee Migrants

The BRMM project has made notable progress in empowering potential and returnee migrants by equipping them with entrepreneurship, business development, and market analysis skills. The evaluation finds that while the training programs have been transformative, challenges remain in scalability, follow-up mechanisms, and accessibility of financial resources.

The Start and Improve Your Business (SIYB) training programs have successfully shifted participants' mindsets from dependency and migration to identifying local economic opportunities. In focus group discussions (FGDs) held in Mombasa, Nairobi, Addis Ababa, and Assela, beneficiaries reported gaining entrepreneurial skills, financial literacy, and business development knowledge, which improved their confidence in seeking alternative livelihoods in their home countries.

- **In Kenya**, the trainings were conducted by **KUDEIHA**, a **COTU-K trade union member**.
- **In Ethiopia**, the NGO **Women in Self Employment (WISE)** facilitated the trainings.
- **ILO's choice of implementing partners was found to be highly relevant**, as these organizations demonstrated strong engagement, credibility, and local expertise.

Additionally, the project trained trainers and master trainers, who displayed commitment and adaptability by tailoring training materials to participants' capacities. Trainers emphasized the need to first rebuild returnees' confidence, as many had faced traumatic experiences abroad. This psychosocial support, while not originally part of the curriculum, proved essential to full participation. Returnees in Nairobi described themselves as "survivors", reflecting the profound impact of their migration experiences.

Despite its successes, the **evaluation highlights key challenges** affecting the training's reach and effectiveness:

- **Literacy Barriers** – Many trainees had low literacy levels, making the training content difficult to grasp. Trainers suggested developing a simplified, more accessible version of the training materials.
- **Selection Process** – Stakeholders noted the need for a more inclusive and flexible trainee selection process to ensure broader participation.
- **Lack of Seed Capital** – While training participants gained valuable business and entrepreneurship skills, the absence of financial resources to launch or expand businesses remains a major constraint.

- **Training Demand Exceeds Project Targets** – The demand for returned migrants reintegration support far exceeds the project’s current target of 660 returned and 340 potential migrants in Ethiopia and 660 returned migrants in Kenya, highlighting a scalability gap.

The AIMS training program has empowered participants with advanced market analysis skills and a structured methodology for business planning. The certification process has helped identify committed trainers in the start-up ecosystem.

- However, 37% of AIMS trainees were not certified, raising concerns about the effectiveness of the certification process.
- Limited follow-up mechanisms have made it difficult to track trainers’ progress and ensure they transfer skills to others.
- Insufficient networking with entrepreneurship service providers has hindered opportunities for business growth and market access.

To strengthen the long-term impact of entrepreneurial and market skills training, the project should:

- Develop a simplified version of training materials to accommodate low-literacy participants.
- Enhance the selection process to ensure more inclusive participation of both potential and returnee migrants.
- Establish seed funding mechanisms or link trainees to microfinance opportunities to translate skills into sustainable businesses.
- Improve post-training follow-up to monitor the effectiveness of AIMS-certified trainers and their engagement in entrepreneurial ecosystems.
- Strengthen linkages with business support services to provide mentorship, networking, and market opportunities for returnees.

By addressing these gaps, the BRMM project can maximize its impact on migrant reintegration, ensuring that returnees and potential migrants are equipped with the skills, resources, and opportunities needed for sustainable livelihoods in their home countries.

EFFICIENCY

The BRMM operates following needs, and a demand-driven approach, prioritizing three key project expected outcomes. It addresses essential requirements based on migration profiles and country-specific needs identified by the Technical Working Groups (TWGs) at the country level. The evaluation observed that a need-based approach promotes effective and sustainable actions through a sense of ownership. The efficiency evaluation criteria focus on resource adequacy in achieving the project objectives, and the role of the monitoring and evaluation strategy.

Efficiency of the Project’s Implementation Structure

According to the evaluation respondents, the project's decentralized structure ensured efficient coordination, stakeholder ownership, and alignment with international standards.

The evaluation recognizes that the project’s implementation structure is designed to ensure efficiency. The project management and coordination structure were decentralized and led by ILO Country Offices in the 7 countries. The core team, located in Ethiopia, responsible for the overall management and coordination, includes the Chief Technical Advisor (CTA), assisted by a Technical Officer, a Senior Statistician, and Skills Specialists. Some of the team members continue from BRMM I. Different levels of technical support and backstopping from ILO-HQ together with International Training Centre

(ITCILO) in Turin, ensure the follow-up and the project's alignment with international standards and the effectiveness of its interventions. Furthermore, the project's efficiency is improved through active involvement of the Tripartite Constituents and partners in its implementation and management via consultative meetings of the TWG and LMAG. This two-tier structure provides platforms at regional and national levels for prioritizing needs, making commitments, and ensuring follow-up, and enhanced ownership.

Adequacy the Project's Resources

Despite significant budget cuts, the project has efficiently utilized resources, achieving most intended outcomes through a demand-driven approach, strategic partnerships, and complementarities with other ILO initiatives, ensuring effective coordination and impact across seven countries.

With a total budget of £6 million for seven countries, the BRMM project has efficiently utilized 98.49% of its funds as of April 2024, despite significant budget cuts from FCDO, which reduced initial funding from £15 million to £6 million. This has led to delays or reductions in key activities, such as the Labour Force Survey in South Sudan, despite its prioritization in TWG discussions.

Despite financial constraints, the project has successfully achieved most of its intended outcomes to date, demonstrating financial efficiency through a demand-driven, flexible, and policy-level intervention approach tailored to each country's needs. The MEL plan ensured efficient prioritization of outputs, allowing the project to remain adaptive to country-specific demands identified through TWGs, in line with ILO's demand-driven approach.

The project has also benefited from complementarity with other ILO initiatives, such as Fairway, PROSPECT, and JLMP, ensuring efficient resource allocation, coordination, and avoidance of duplication. At the regional level, partnerships with RECs, the AU, trade unions, GIZ, IOM, and the UN Migration Network have been crucial in ensuring effective project implementation and coordination.

Monitoring and Evaluation (M&E) Strategy

According to the evaluation respondents, the project's M&E strategy aligns with results-based management, incorporating performance tracking, risk assessments, and lesson-sharing mechanisms. However, a more consolidated national-level reporting structure is needed to enhance visibility, track progress more effectively, and ensure alignment with priority needs.

The project has implemented a Monitoring, Evaluation, and Learning (MEL) plan with a clear framework of performance indicators, a project log frame, and a tracking system that integrates performance and context monitoring, risk assessments, and data management for analysis and quality assurance. Regular lesson-sharing mechanisms, such as weekly meetings, quarterly reviews, and monthly labour migration updates, facilitated continuous learning and project adaptation. The evaluation respondents generally expressed satisfaction with the quality and usefulness of the knowledge-sharing products. The evaluation confirms that the M&E system aligns with results-based management (RBM) principles, incorporating project planning, performance tracking, pre-and post-training assessments, and documentation of success stories and case studies. The Evaluability Assessment Report (produced during the first year of implementation) further refined the MEL strategy, leading to the development of a comprehensive MEL plan. Additionally, the project adheres to FCDO reporting guidelines, submitting bi-annual narrative reports that track progress against the work plan.

At the country level, the M&E system has produced Technical Working Group (TWG) reports and at the regional level, Labour Migration Advisory Group (LMAG) reports, enabling stakeholders to track interventions and their sequential progress. However, a comprehensive national-level overview is lacking, as project information is fragmented across multiple documents, making it difficult to assess

country-specific progress and alignment with priority needs. To enhance strategic oversight, the project would benefit from a more consolidated reporting structure that provides a clear summary of national-level achievements and future directions.

IMPACT ORIENTATION AND SUSTAINABILITY

The BRMM's intervention contributed to protecting migrant workers' rights with the active involvement of the tripartite constituents and other stakeholders. At this mid-term stage, the project has largely met its expected outcomes and has definitely enhanced government capacity in areas like labour migration policy and skill recognition, contributing to better governance and protection of migrant rights.

Impacts on the Reintegration of Returned Migrants

The project has strengthened returnee reintegration by enhancing skills, financial support, fair recruitment practices, and entrepreneurship opportunities, leading to business growth, financial independence, and increased awareness of regular migration pathways.

Successful reintegration is a key strategy to address irregular migration. The project has enhanced the reintegration of returnees by improving their skills, providing cash transfer, facilitating revolving fund, sharing information, and uplifting recruitment agencies' knowledge of fair recruitment practices. Further, it has increased awareness about migration, incentivized regular pathways, and supported entrepreneurship at home. Regarding direct support to potential and returned migrants, the evaluation identified two key outcomes:

1. SIYB skill training led participants to enhance their businesses, start new ones, and pursue expansion and export opportunities, as interviews showed in Mombasa and Nairobi, where it was mentioned to export the successful businesses to other countries, or expand to rural areas;
2. The project support was essential for returnees to grow their businesses, and achieve financial independence. Trade unions in Mombasa and Nairobi, as well as WISE in Addis-Ababa, report successful outcomes with the creation of returnee enterprises through their follow-up efforts.

The FGDs highlight the significant multiplier effect of SIYB and GYB training on potential and returned migrant workers, and NGOs seeking similar programs.

The SIYB training has several multiplier effects:

1. the trainees are suggesting transmitting their acquired knowledge with those who cannot reach and have access to these trainings,
2. Other NGOs have requested to provide these training to their own beneficiaries.

These ensure the sustainability of the training programmes because, firstly, potential and returned migrants can start their businesses and do not intend to remigrate, especially irregularly, and secondly, the experience and knowledge gained from the trainings is to be transmitted to others.

Moreover, the trainings fostered further social cohesion and inclusion, leading to positive shifts in mindset and attitudes. Returned migrants involved in the SIYB training are forming migrants associations to pursue collective interests and raise awareness about the risks of unsafe migration and inform on regular pathways. They are also keen to assist those abroad. These trainings have led to a behavioural shift in skills development for migrants, who are not only creating and starting a business locally but looking to expand to other regions and countries.

Ownership and Institutionalization Potential Impacts

The BRMM project's demand-driven approach has strengthened stakeholder ownership and institutional commitment, ensuring that migration policies, agreements, and governance frameworks are locally driven, widely accepted, and sustainably implemented.

The project's demand-driven approach, tailored to each country's specific priorities identified through TWGs and LMAGs, has deepened stakeholders' ownership and institutional commitment. The full participation of tripartite plus partners ensures that migration policies, agreements, and governance frameworks are not externally imposed but locally driven, increasing their acceptance, implementation, and sustainability. The recognition of clear roles and responsibilities among stakeholders, particularly within TWGs, further strengthens accountability and follow-up mechanisms.

A key impact of this ownership model is the progress in tripartite collaboration, particularly in negotiating Bilateral Labour Migration Agreements (BLMAs), signing union-to-union agreements, and integrating private employment agencies (PrEAs) into fair recruitment processes. The participation of social partners, including trade unions and employers' federations, has ensured that migrant worker protections remain at the centre of migration policies. By engaging employers and PrEAs in self-regulation efforts, the project is contributing to a long-term shift toward fair recruitment practices.

At the regional level, LMAGs play a critical role in harmonizing policies, sharing experiences, and strengthening collaboration across countries. Their ability to foster solidarity and ensure the continuation of joint migration governance initiatives enhances the sustainability of the project's interventions beyond its lifecycle.

Sustainability Mechanisms and Long-Term Prospects

The BRMM project's sustainability strategy is anchored in policy standardization, skills recognition, and migrant reintegration, ensuring structured migration governance, enhanced labour market alignment, and long-term economic opportunities for returnees beyond the project's direct interventions.

The BRMM project's sustainability strategy is embedded in its approach to policy standardization, capacity-building, and skills recognition. By linking migration governance to labour market needs, skills development, and economic reintegration, the project promotes durable solutions for migrant workers and returned migrants.

One of the most notable sustainability measures is the harmonization of skills and training standards, particularly through the development of TVET curricula and competency frameworks. Governments and employers now recognize the role of skills in migration management, leading to a shift toward enhancing skill portability, formalizing Recognition of Prior Learning (RPL), and strengthening migration data systems (LMMIS). As countries increasingly institutionalize these mechanisms, migration governance will become more structured, evidence-based, and aligned with labour market demands.

Another key factor for sustainability is the increased participation of migrants in decision-making. The empowerment of returned migrants, particularly through business incubation programs, SACCOs, and community-based reintegration initiatives, ensures that reintegration support continues beyond the project's direct interventions. While financial institutions have been engaged to facilitate access to credit, FGDs revealed that returned migrants prefer savings and cooperative models, which appear to be more sustainable in the early stages of reintegration.

At the policy level, the project's impact is reflected in its contribution to the Global Compact for Migration (GCM) and multiple SDGs, particularly SDG 10.7 on safe, orderly, and regular migration and SDG 8.8 on protecting labour rights and promoting safe work conditions for all workers, including migrant workers. The project also aligns with SDG 8.10 by involving financial institutions in migration-

focused financial inclusion efforts.

Gender-Sensitive Approach as a Sustainability Driver

The BRMM project has strengthened gender-sensitive migration governance by advocating for policy reforms, fair recruitment, and social protection, ensuring greater rights and protections for women migrant workers, particularly in domestic work.

A major impact of the project is its commitment to gender-sensitive migration governance, particularly in sectors where women migrants are disproportionately represented, such as domestic work. Through advocacy for the ratification of ILO Convention 189 on domestic workers, the facilitation of BLMA negotiations, and union-to-union agreements, the project has contributed to policy shifts that protect and empower women migrant workers. The increased focus on fair recruitment, access to social protection, and legal assistance ensures that the structural vulnerabilities faced by women migrants are systematically addressed, enhancing the sustainability of these efforts.

The BRMM project's impact extends beyond immediate interventions by institutionalizing migration governance reforms, strengthening tripartite ownership, and promoting sustainable labour market integration for migrant workers. By embedding skills recognition, labour rights protections, and fair recruitment practices into national and regional frameworks, the project ensures that its outcomes will continue to shape migration governance beyond its implementation period. However, continued efforts will be needed to reinforce policy standardization, expand recognition of prior learning, and enhance collaboration between countries of origin and destination to sustain and scale up these achievements.

CROSS-CUTTING ISSUES

By integrating gender equality, tripartism, social dialogue, and sustainability, the BRMM project enhanced the protection of migrant workers, strengthened stakeholder collaboration, and promoted economic reintegration. These cross-cutting elements ensure that labour migration governance is inclusive, effective, and aligned with international labour standards.

The BRMM project integrates several cross-cutting themes to ensure that labour migration governance is equitable, rights-based, and sustainable. These include gender equality, tripartism and social dialogue, and sustainable transition, all of which are embedded in its interventions.

Gender Equality and Non-Discrimination

The BRMM project actively promoted gender equality by incorporating a gender-sensitive approach in all its labour migration governance interventions. Given that women migrants, particularly domestic workers, make up over 80% of migrants from the East and Horn of Africa (EHOA) to GCC countries, the project has prioritized their protection from exploitation, irregular migration, and trafficking.

One notable initiative is the union-to-union agreement between Tanzania and Oman, which aims to protect female domestic workers who often arrive in Oman through irregular pathways and are at high risk of labour exploitation and abuse. The project also works to mainstream disability inclusion, rights-based interventions, and access to decent work opportunities for all migrant workers, ensuring that vulnerable groups are not left behind.

Tripartism and Social Dialogue

A core strength of the BRMM project is its commitment to tripartite engagement, ensuring that governments, employers, and workers' organizations are actively involved in shaping labour migration

governance. Social dialogue is crucial for advancing social justice and achieving decent work conditions for migrant workers, particularly in contexts where labour rights enforcement is weak.

Through Technical Working Groups (TWGs), the project has fostered broad stakeholder participation, extending beyond traditional tripartite actors. Universities, journalists, financial institutions, chambers of commerce, and human rights commissions have all engaged in TWG meetings, alongside multiple government ministries, including those overseeing health, gender, education, and family affairs. This tripartite plus approach has broadened the project's impact, ensuring that labour migrants' rights are protected, their working conditions improved, and their reintegration upon return facilitated.

Sustainable Transition and Migration Drivers

The BRMM project recognizes that migration is often driven by environmental, economic, and social factors, including droughts, food insecurity, and conflicts. In response, it has integrated sustainability considerations into its programming, particularly through Technical and Vocational Education and Training (TVET) and skills development for both potential and returnee migrants.

The project also aligns with SDG 8, particularly target 8.8, by promoting labour rights, ensuring safe working conditions, and addressing precarious employment among migrant workers. Additionally, awareness-raising campaigns on irregular migration have been conducted to inform migrants of their rights and the risks of unsafe migration, leveraging ILO conventions as a foundation for advocacy.

V - CONCLUSIONS

Relevance

- The BRMM project is highly relevant in addressing labour migration governance challenges in the East and Horn of Africa, aligning with international frameworks such as the Global Compact for Migration (GCM) and ILO conventions. It responds to policy gaps and enhances institutional capacity at national and regional levels.
- The project's demand-driven approach has successfully tailored interventions to national priorities, ensuring greater ownership by tripartite partners. However, the extent to which this approach has influenced long-term policy adoption remains uneven across countries, with some governments demonstrating stronger commitment than others.
- The integration of skills recognition, fair recruitment, and migration data management in the project design has reinforced its relevance, but certain thematic areas, such as social protection for migrant workers, require stronger emphasis and more direct interventions.
- While the project effectively engages tripartite plus partners, some key actors, including private recruitment agencies and informal labour market representatives, remain underrepresented in decision-making processes, limiting its reach and inclusiveness.

Effectiveness

- The project has made substantial progress, with over 60 percent of its output indicators met by March 2024, demonstrating its ability to deliver on planned activities. However, the extent to which these outputs translate into long-term structural changes remains uncertain, particularly in countries where migration policies are still in early stages of development.
- The establishment of Labour Market Migration Information Systems (LMMIS) has enhanced migration data collection and analysis in some countries, but challenges in system interoperability, data accessibility, and institutional coordination persist, limiting their full potential.
- Entrepreneurial training and skills development initiatives have benefited potential and returned migrants, leading to increased economic opportunities. However, access to financial

support, particularly for returnees seeking to establish businesses, remains a critical gap that hinders long-term reintegration efforts.

- Trade unions and employers' organizations have been engaged in BLMA negotiations and migration governance, but not all agreements have led to tangible improvements in migrant worker protections, as enforcement mechanisms in destination countries remain weak.

Efficiency

- The project has efficiently utilized available funding, with 98.49 percent of its budget spent by April 2024, despite a significant budget cut from £15 million to £6 million. However, the reduced financial resources have resulted in the scaling down or delay of critical activities, such as labour force surveys in South Sudan.
- The decentralized implementation structure through ILO Country Offices has ensured localized coordination, but inconsistent communication and reporting mechanisms across countries have created challenges in tracking implementation progress at the regional level.
- The complementarity between BRMM and other ILO projects, such as FAIRWAY and PROSPECT, has optimized resource use and prevented duplication, but better integration with national migration frameworks is needed to maximize impact.
- While national-level Technical Working Groups (TWGs) and Labour Migration Advisory Groups (LMAGs) have played a key role in guiding project interventions, some stakeholders have expressed concerns about the uneven frequency and effectiveness of these meetings in certain countries, affecting timely decision-making and coordination.

Impact

- The project has contributed to positive behavioural changes among key stakeholders, with governments showing increased commitment to migration governance, migrants becoming more aware of their rights, and employers recognizing returnees' skills as assets. However, the long-term sustainability of these shifts depends on stronger legal frameworks and enforcement mechanisms in both origin and destination countries.
- The engagement of trade unions in negotiating union-to-union agreements has strengthened protections for migrant workers, but the implementation of these agreements remains inconsistent, particularly in contexts where trade unions have limited bargaining power in destination countries.
- The harmonization of skills recognition frameworks and regional coordination efforts have advanced, but gaps in Recognition of Prior Learning (RPL) and labour mobility pathways persist, requiring greater policy alignment across countries.
- A notable impact has been the active role of returnees in reducing irregular migration, as trained migrants are increasingly involved in community awareness initiatives. However, scaling up this effort requires more structured engagement with migrant associations and grassroots organizations.

Sustainability

- The project's sustainability is reinforced by strong institutional ownership, policy integration, and the standardization of skills frameworks, but some national governments still lack the financial and technical capacity to sustain project initiatives without external support.
- The ratification and domestication of key ILO conventions have progressed in some countries, but policy enforcement remains weak, and legal gaps persist in protecting migrant workers from exploitation and unfair recruitment practices.
- Financial sustainability measures, such as SACCOs for returnees, provide an alternative to traditional credit access, but the overall financial ecosystem for migrant reintegration remains underdeveloped, limiting long-term livelihood opportunities.

- The project's contribution to SDG 10.7 on safe, orderly, and regular migration and SDG 8.8 on migrant worker protections is evident, but scaling up these contributions requires stronger regional collaboration, enhanced monitoring mechanisms, and more robust partnerships with financial institutions and private sector actors.

Cross-Cutting Issues

- The project has effectively mainstreamed gender-sensitive approaches in migration governance, particularly in sectors where women migrants are overrepresented, such as domestic work, reinforcing protections through BLMA negotiations, advocacy for ILO Convention 189, and fair recruitment initiatives.
- Social dialogue has been strengthened through the tripartite-plus approach, engaging trade unions, employers, and government institutions in shaping migration policies and agreements.
- Environmental sustainability considerations have been integrated through skills training in agriculture and climate-resilient employment sectors, promoting sustainable livelihoods. However, stronger linkages between migration policies and national climate adaptation strategies are needed to enhance resilience and job opportunities for migrants impacted by environmental factors.
- While the project has contributed to reducing irregular migration and human trafficking, the sustainability of awareness-raising initiatives relies on continued investment in community-led campaigns and the structured engagement of returnee-led initiatives to expand outreach and impact.

VI. LESSONS LEARNED

1 - The interventions have been adapted to the different levels and needs but also to the different migratory profiles of countries. Through the participatory and ILO's demand-driven approach the project empowers all stakeholders and ensures ownership of the initiatives. The project worked on 7 countries and at regional level. Through its implementation strategy, that is demand-driven and forming technical working groups to identify altogether priority needs and ensure the follow-up, the project has worked at different levels adapting its actions to different priorities of countries, while ensuring progress of the three Outcomes.

2 – Training programs have proven essential in empowering potential and returned migrants, fostering entrepreneurial skills and self-reliance. The multiplier effect is evident, as NGOs—particularly those supporting women returnees—have requested similar trainings. Many returnees have successfully started businesses and plan to expand, while trainers have played an active role in knowledge transfer. Encouragingly, returnees are now organizing themselves to share their experiences and skills, further amplifying the impact of the training.

VII. EMERGING GOOD PRACTICES

1 - Through the TWG and LMAGs, the project has worked in a consultative manner with a wide range of stakeholders. This approach has contributed to raise awareness and commitments, and more importantly, to ensure the sustainability of all the interventions.

2 – ILO's holistic approach where labour migration is part of the labour market and is not treated as a separate phenomenon is a major good practice for migration management and contributing to GCM objectives. This approach based on the nexus Mobility-Skills-Protection of migrant workers'

rights, is holistic, supported by the ILO conventions and is to be considered as a good practice in migration governance in general. It brings an essential contribution to GCM.

VIII. RECOMMENDATIONS

Recommendation 1. Strengthen experience-sharing and peer learning amongst the project partners for sustainable impact: The project should strengthen experience-sharing mechanisms among tripartite constituents, stakeholders, and beneficiaries through peer-to-peer exchanges and structured learning initiatives. Facilitating cross-country knowledge transfer on LMMIS, MRC operations, SIYB training adaptation, and employer engagement in returnee reintegration will enhance policy implementation, capacity-building, and long-term sustainability of migration governance interventions.

Addressed to	Priority	Timeframe	Financial Resources
BRMM project team.	High	Second half	Low

Recommendation 2. Strengthen Existing Initiatives for Greater Stakeholder Engagement and Sustainability: To enhance ownership, sustainability, and impact, the project should expand and reinforce existing initiatives by increasing stakeholder participation and institutional partnerships. Strengthening MRCs through legal advocacy, empowering trade unions and employers' organizations, expanding SIYB and GYB training through NGO collaborations, mobilizing returnees as migration ambassadors, and enhancing Recognition of Prior Learning (RPL) mechanisms will improve migrant protection, skills recognition, and reintegration outcomes.

Addressed to	Priority	Timeframe	Financial Resources
BRMM project team. Government partners.	Medium	Second half	Medium

Recommendation 3. Enhance the project's Reporting and Monitoring Systems: To improve progress tracking, impact assessment, and future programming, the project should adopt a more structured reporting and monitoring approach. Implementing bi-annual or annual country-level reports, integrating cross-cutting themes into the ToC, distinguishing stakeholder and beneficiary impact, and developing qualitative indicators for an exit strategy will enhance data consolidation, strategic planning, and sustainability.

Addressed to	Priority	Timeframe	Financial Resources
BRMM project team.	High	Second half	Low

Recommendation 4. Reintegration capacities of origin countries need to be enhanced to avoid possible challenges of brain-drain. It is recommended to put more focus on sending countries' labour markets and have an overview of their reintegration capacities with in-depth consultations Involving public and private partnerships to put greater investment for decent work and skilled jobs.

Addressed to	Priority	Timeframe	Financial Resources
BRMM-ILO team, ILO and FCDO.	High	Future programming	New financial resources.

Annex 1

Terms of Reference

Independent Mid-term Evaluation for Better Regional Migration Management Programme

RAF/21/10/GBR

Key facts

Project title and Code	Better Regional Migration Management (BRMM) Programme. RAF/21/10/GBR
Donor	UK Foreign Commonwealth development Office (FCDO)
Administrative Unit:	ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan & South Sudan
Collaborating ILO Units:	SKILLS, STAT, SOCPRO, SOCIAL FINANCE, SME, ACTEMP, ACTRAV, CO Dar es Salam, Regional Office for Africa, DWT-Cairo, DWT-Pretoria.
Budget	GBP 6,000,000
Timeframe	Three years (33 months), Start date: 01 July 2022 End date: 31 March 2025
Coverage	East and Horn of Africa Region, with focus on Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Tanzania, Uganda
Evaluation type	Independent Mid-term Evaluation
Date of evaluation	12 February-30 April 2024

September 2023

1. Introduction and Project Background

Migration in the East and Horn of Africa is a complex and multi-faceted phenomenon. It has always been part of its socio-economic landscape. The flow of people in, between and from countries in the region is best characterized as mixed migration flows that encompasses refugees, asylum-seekers, and migrant workers. For instance, in 2019, East and Horn of Africa sub-region hosted approximately 7.7 million international migrants, the highest share of the total migrant population. Most of these migrants (72 per cent) are estimated to be of working age, i.e., aged 15 years and older, and men account for 53 per cent²³. This flow has put a strain on governments in the region as they struggle to cope with the enormous number of migrants crossing their borders and moving through their countries. The men, women and children making up these migrant flows frequently resort to unsafe modes of transportation and smuggling networks during their journey, exposing themselves to injury, violence, detention, exploitation, and abuse.

Each country has its own labour migration profile; however, the region shares an overall labour migration trend, largely characterized by intra-regional flows and the migration of low-skilled workers. Main drivers of migration and labour migration for the region, include protracted conflicts, political and communal violence, and peacebuilding setbacks that resulted in the displacement of millions. The region is a major destination for migrants from within Africa and other regions. The intraregional migration is mainly driven by the growing demand for high and low skilled labour. It is further a significant origin of low and medium skilled migrant workers going to the Gulf Cooperation Council (GCC) States driven by poverty, low wages, lack of social protection and high unemployment in origin countries. Around 30 per cent of the migratory movements documented during 2019 in East and Horn of Africa were towards or within the region, whilst another 63 per cent were eastwards towards the Arab Peninsula, to the Kingdom of Saudi Arabia. Finally, environmental change and natural disasters are key factors for influencing human movement and displacement in the region.

Based on the above, countries in the East and Horn of Africa region are increasing their efforts to enhance migration governance at regional and national level based on continental and global initiatives and frameworks established to advance improved migration governance. Global level initiatives include the SDGs (especially target 8.8 and 10.7), the Global Compact for Migration (GCM) and the Global Compact for Refugees (GCR). At continental level, some of the most noteworthy initiatives comprise the Agenda 2063, where labour migration is included in objective 1 and 8; the 2018 revised Migration Policy Framework for Africa that recognizes that mixed migration as an essential component of the AU economic and political landscape; the AU Free Movement of Persons Protocol; the AU Ouagadougou+10 Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development in Africa (2015), where labour migration is one of the six key priority areas; and the establishment of the African Labour Migration Advisory Committee in 2018 to promote and protect the rights of migrant workers and members of their families across the continent.

Parallely, certain Regional Economic Commissions, namely COMESA, EAC, IGAD and SADC promote labour migration and mobility to bolster regional integration and socio-economic development. Some of the initiatives include the IGAD 2012 Regional Migration Policy Framework, the 2021 Djibouti Declaration on Labour, Employment and Labour Migration, the COMESA 2001 Free Movement Protocol, the EAC 2010 Common Market Protocol and the SADC 2020-2025 Labour Migration Action. However, the ratification and implementation of these regional initiatives has proved challenging for several reasons, including security concerns; the protection of national labour markets; the public purse, and social services; and the complexity of harmonizing immigration laws and systems, as well as training, education, and skills recognition.

²³ 2019a. 'Report on Labour Migration Statistics in Africa, Third Edition.' Addis Ababa: African Union Commission

In this context, to overcome some of the challenges and improve labour migration governance in East and Horn of Africa, the ILO implemented the “Better Regional Migration Management Phase I” project, funded by the UK Foreign, Commonwealth and Development Office, from September 2021 to June 2022 where it laid foundation for improving labour migration governance in East Africa by using evidence-based policies, enhancing migrant workers’ qualifications and skills, and actively engaging the social partners for improved development outcomes. BRMM phase I has made significant and concrete contributions in Labour Migration statistics, skills, social protection, and engagement of social partners in policy development.

Currently, with an extended funding from FCDO, the ILO will continue the work conducted by BRMM Project Phase I, under BRMM phase II, from July 2022 till March 2025. The second phase covering Kenya, Ethiopia, Somalia, South Sudan, Tanzania, Uganda, and Djibouti will focus on strengthening the capacities of countries in East and Horn of Africa to govern labour migration by using evidence-based policies, enhancing migrant workers’ qualifications and skills, and actively engaging the social partners.

2. Project objectives expected results and beneficiaries.

The project is covering three inter-related components of intervention namely:

- i) Labour migration policies and programmes that support fair and productive migration in East Africa and Horn of Africa are evidence-based and gender sensitive.
- ii) Labour migration governance is fair, equitable and effective recognizing skills and facilitating social inclusion and decent work.
- iii) Labour migration governance is strengthened through being more inclusive of social partners.

The first component is scaling up and expanding the work on labour migration statistics, focusing on building the capacities of National Statistical Offices to collect and disseminate labour migration statistics. It also looks at selected administrative sources for labour migration data. The work under the statistics is being implemented in line with ICLS 19 & 20. It is further using the ILO’s Social Security Inquiry (SSI) for the collection of social protection statistics. Hence, it seeks to ensure a sustainable and comprehensive approach and resulting in having more and up-to-date statistical information for the design and implementation of labour migration policies.

The second component has continued to work on integration of potential and returned migrants into the labour market. In this context, a particular attention is devoted on developing MSMEs and social finance. Further, the feasibility assessments, conducted under the Project Phase I, for enhancing skills and qualification portability, at sector level, are operationalized and scaled up. This component further seeks to strengthen access to social protection benefits for migrant workers, thus delivering a holistic approach to labour migration. This will contribute to better skills matching and development, improved rights protection, and fair recruitment processes.

The third component focuses on enhancing labour migration governance, with the strong engagement of employers’ and workers’ organizations. It will continue to build their capacity for the effective implementation of ILO migrant-related labour standards, recommendations, and frameworks. It will further strengthen the capacities of Government, employers’ and workers’ organizations to actively contribute to labour migration policy design, implementation, monitoring and evaluation at national, regional, and continental levels.

The three inter-related components of intervention of the project and the country of focus:

Outcomes	Country of focus
Outcome 1 - Labour migration policies and programmes that support productive migration in East Africa and Horn of Africa are evidence-based and gender sensitive.	Ethiopia, Djibouti, Uganda, Kenya, and Tanzania

Outcome 2 - Labour migration governance is more equitable and effective recognizing skills and facilitating social inclusion and decent work;	Ethiopia, Kenya, Tanzania, EAC, AUC
Outcome 3 - Labour migration governance is strengthened through being more inclusive of social partners.	Ethiopia, Kenya, Uganda, Tanzania, Somali, South Sudan, Djibouti, AUC

The imperativeness of strengthening each of these components has been recognized widely by both countries of origin and destination, as well as by employers and workers' organizations, providing a basis for dialogue and action within and across countries.

The BRMM project stakeholders are:

- Governments, and primarily ministries of labour, education, foreign affairs, interior, national statistics offices, Technical and Vocational Education and Training (TVET) Institutions.
- African Union Commission and Regional Economic Communities, namely IGAD and EAC.
- Regional and national Employers' and Workers organizations and their members in countries covered by the project.
- National and regional social security institutions and associations such as the East and Central Africa Social Security Association (ECASSA).
- Private employment agencies, civil society organizations and research / academic institutions.
- International and developmental partners.
- UN Organizations.

Project implementation strategy.

3. Project management structure

The project implementation approach is decentralized and led by the ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan, and South Sudan, and for the Special Representative to the AU and the UN Economic Commission for Africa (CO-Addis Ababa), in collaboration with:

- ILO Country Office for the United Republic of Tanzania, Burundi, Kenya, Rwanda, and Uganda (CO-Dar es Salaam).
- ILO Decent Work Team in Cairo and Pretoria.
- ILO Regional Office for Africa.
- ILO HQ.

The above modalities guaranteed effective and prompt implementation by collaborating directly with the targeted beneficiaries at country and regional levels. The Project staffing structure consists of a dedicated Chief Technical Advisor (CTA) in Addis Ababa, who is responsible for the overall management and coordination, and is supported by a Technical Officer and a Technical Specialist on Skills based in Addis Ababa and a Senior Statistician, based in Kampala, to follow the overall implementation of the project and the skills and statistics component. Then, National Project Officers are deployed in Kenya, Tanzania, Somalia, and South Sudan to ensure smooth project implementation and follow-up. A Procurement Officer and Finance and admin assistant is also part of the team to guarantee smooth and efficient implementation of the project. The project also has an M & E officer to ensure that systematic monitoring frameworks are in place to improve the qualitative and quantitative evidence gathered by the Project and a Communication Officer to follow up on communication and knowledge sharing issues and ensure visibility of the programme.

Technical backstopping is provided by the regional specialist and ILO HQ in Geneva, in particular MIGRANT Branch. Moreover, the project also receives technical backstopping from the ILO Statistics Department, the ILO Skills and Employability Branch and ILO Social Protection Department on the

specific thematic activities, as well as ACTRAV and ACTEMP colleagues in the Region & HQ. Some of the capacity building activities, are implemented in partnership with ILO International Training Centre (ITCILO) in Turin, Italy.

The Project has also set up the management frameworks to govern and guide the implementation and M&E (monitoring and evaluation) of the Programme at two distinct levels:

- Tier 1 – Labour migration advisory group (LMAG) at Political level (Regional); and
- Tier 2 - Technical Working group (WG) at technical level (National).

The project’s multi-stakeholder comprehensive approach requires strong partnerships with a range of actors – both directly delivering the programme as well as others that complement this work. CO-Addis Ababa is playing a coordination role for the various regional and national partnerships and other technical departments. The office also coordinates closely with the relevant ILO Offices in Africa, and East Africa in particular, to oversee procurement operations and management of local partners.

4. Evaluation Background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. As per ILO evaluation policy and procedures all programmes and projects with budgets above USD 5 million must have to go through two independent evaluations. will go through two independent evaluations. Both evaluations are managed by an ILO certified evaluation manager(s) and implemented by independent evaluators. Evaluation in the ILO is used as an accountability and organizational tool, where lessons are learnt and knowledge is built and it helps ILO constituents, ILO staff and other project stakeholders to improve on their work on decent work and social justice. It is also used as part of its accountability to donors and the ILO’s Governing Body, and to contribute to enhanced learning.

The evaluation is 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.

Considering that the project has attained mid-point, an independent mid-term evaluation will be conducted. This evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 4.6 “Preparing the inception report”; and Checklist 4.2 “Preparing the evaluation report”.

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

5. Purpose and objectives of the evaluation

The purpose of the independent midterm evaluation is to assess the implementation of the project so far, review the relevance of interventions as well as the progress made towards achieving planned objectives. It will contribute to enhanced learning and provide opportunity to make modifications to ensure successful achievement of the project’s objectives within the planned lifetime. It will also provide an opportunity to ascertain if the different interventions are coherent with ILO’s strategic objectives, are relevant and useful to the key stakeholders and are being conducted in an efficient and effective manner according to the agreed PRODOC and ILO standards.

Specific Objectives include:

- a. To review the project’s results (outputs and outcomes) by assessing progress made so far, identifying factors affecting project implementation (positively and negatively) including factors beyond the projects control. If necessary, propose revisions to the expected level of achievement of objectives.

- b. To examine the appropriateness of strategies and approaches used for the project's implementation, especially the effectiveness in achieving outcomes and results.
- c. To assess the internal and external coherence, and strategic fit as well as contribution of the project with broader ILO work (e.g., ILO's Decent Work Country Programme), as well as the United Nations Cooperation Framework (UNCF)/Sustainable Development Goals (SDG) and BRMM target countries policies and strategies on labour migration.
- d. To analyse the intervention logic – Theory of Change (TOC) and Log frame, with particular attention to the linkages (i.e., complementarities, synergies, etc.) of the various projects implemented in the region.
- e. Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans.
- f. To assess the efficient use and adequacy of resources (finance, human and assets) used to implement planned activities and achieved results - outputs and outcome.
- g. To analyse the effectiveness of the collaboration between the different components, and stakeholders of the project.
- h. Provide strategic recommendations for different key stakeholders to overcome challenges, improve implementation of the project activities, and increase the project's achievement of outcomes, objective, and impact.
- i. To assess sustainability strategies adopted.
- j. To document lessons learned and potential good practices.

6. Evaluation scope

The mid-term evaluation will cover one and half-year of programme timeframe from July 2022 to Dec 2023. The geographical coverage includes East and Horn of Africa Region, with focus on Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Tanzania, Uganda. The three intervention components of the project will be covered in the evaluation, and particular attention will be paid to the interconnection of these components and contribution to national policies and programmes.

The evaluation will discuss how the project is addressing the ILO cross-cutting themes including gender equality and non-discrimination, disability inclusion and environmental impact throughout data collection and analysis of the evaluation process.

7. Clients of the evaluation

The primary clients of the evaluation are, the ILO, specifically the Better Regional Migration Management (BRMM) Programme team, the ILO tripartite plus partners at national, sub regional and regional level. At regional level, the clients are Business Africa, ITUC- Africa (ATUMNET), African Union, and EAC. At national level, it is mainly the Ministry of labour, national Statistics offices, Workers and Employers organizations, and different project implementing partners in the respective countries. Other relevant clients include the donor (Foreign Commonwealth and Development Office (FCDO) of the United Kingdom.), the ILO CO-Addis Ababa, the ILO CO-Dar es Salam, DWT-Cairo, DWT-Pretoria, ROAF, and HQ branches namely MIGRANT, SKILLS, STAT, SOCPRO, SOCIAL FINANCE, SME, ACTEMP and ACTRAV.

8. Evaluation criteria and questions

The evaluation should address the overall ILO evaluation concerns such as relevance and coherence, effectiveness, efficiency, sustainability, and impact as defined in the ILO Policy Guidelines for results-based evaluation, 2017 following OECD-DAC evaluation criteria²⁴:

The ILO cross cutting themes (tripartism, social dialogue, international labour standards, just transition to environment and gender and non-discrimination) should be integrated in the evaluation question.

²⁴ ILO evaluation policy 2017, [ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 4th ed.](#)

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

8.1. Relevance, coherence, and strategic fit.

- 8.1.1. Is the projects objectives and strategies consistent with the ILO constituent policy and programme frameworks (i.e., National development plans and the DWCPs) and other national key partners' needs, and the country needs, the final beneficiaries (i.e., men and women)?
- 8.1.2. How is the project contributing to the relevant ILO Programme & Budget Outcomes and development priorities in Ethiopia, Kenya, Uganda, Tanzania, Somali, South Sudan, and Djibouti, the UNDAFs /UNSDCFs and the SDGs?
- 8.1.3. To what extent did the project build on previous experience of the ILO, UN agencies and the donor in Ethiopia, Kenya, Uganda, Tanzania, Somali, South Sudan and Djibouti, and relevant experience of other local and international organizations? Are the projects relevant for the national policies and priorities in Ethiopia, Kenya, Uganda, Tanzania, Somali, South Sudan, and Djibouti?

8.2. Validity of project design.

- 8.2.1. Has the project developed and follows a comprehensive, Theory of change integrating external factors, and based on a systemic analysis? Do outputs causally link to the intended outcomes and impact? Have external factors (assumptions and risks) taken realistically into account?
- 8.2.2. To what extent was the project design adequate and effective in the coherence and complementarity between the different project components?
- 8.2.3. To what extent did the project build on the comparative advantage of the ILO in the field of employment / migration?

8.3. Effectiveness of the project in relation to the expected results.

- 8.3.1. To what extent are the project objectives and outputs being achieved?
- 8.3.2. Have unexpected positive and negative results taken place?
- 8.3.3. What were the main internal and external factors that influenced the achievement or non-achievement of results?
- 8.3.4. To what extent has the project management and governance structure put in place collaborated strategically with tripartite constituents, stakeholders and partners in the project, ILO, and the donor - to achieve project goals and objectives?

8.4. Efficiency of the resources used.

- 8.4.1. Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and outcomes? If not, why, and which measures was taken to work towards achievement of project outcomes and impact?
- 8.4.2. Are the project's activities/operations in line with the schedule of activities as defined by the project team, work plans and budgets?
- 8.4.3. Have the project developed an M&E strategy that enhance accountability, learning and feed into management.

8.5. Impact orientation and sustainability

- 8.5.1. What can 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 (institutionalization of project components)?
- 8.5.2. To what extent are the results of the intervention likely to have a long term, sustainable positive contribution to the relevant SDGs and targets (explicitly or implicitly)?

- 8.5.3. What measures and actions have been put in place to ensure ownership of the project's results? Is the project implementing exit strategies as necessary?
- 8.5.4. Can the project's approach or parts of it, and results be replicated or amplified by national partners or other actors considering institutional and financial dimensions?

8.6. Cross-cutting themes

- 8.6.1. To what extent has the project identified and integrated into its actions the operational and strategic needs and priorities for men, women, and other vulnerable groups?
- 8.6.2. How has the project been able to meet the specific needs of men, women, and vulnerable groups?
- 8.6.3. Do the tools developed by the project integrate gender and non-discrimination issues?
- 8.6.4. Has the project considered tripartism, social dialogue, international labour standards and a fair transition to environmental sustainability in its design and implementation?

9. Evaluation Methodology

The methodology will be participatory and use mix-methods and Theory of change appr. Quantitative data is captured to analyse mainly, but not exclusively, the efficiency and effectiveness of projects, both at the level of desk review and field data collection. While qualitative data is captured to analyse mainly, but not only, the relevance and orientation towards the impact and sustainability of the projects. Data triangulation is required through the combination of various sources of information and various data collection techniques (documentary review, focus group and interviews, field observation, electronic surveys, etc.).

The evaluation should be conducted in adherence with the relevant parts of the ILO Evaluation Framework and Strategy²⁵; ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations ²⁶and UNEG Principles.

The evaluation team will ensure that crosscutting themes (gender and non-discrimination such as women, youth, people with disabilities, etc.) International labour standards, social dialogue and fair transition in environmental issues are integrated in the evaluation questions and data collection tools, as well in the evaluation report. Special consideration should be made to capture women's views and perceptions.

The evaluation will comprise the following key steps:

Step 1: Inception phase:

Desk review of all project documents and progress reports, preliminary interviews with project CTA and the donor focus on logistics and evaluation expectations, and preparation of inception report (following EVAL Checklist 4.6) for clearance by the evaluation manager before moving to step 2.

Step 2: Data collection:

Fieldwork, both physical and virtual will be conducted considering the following techniques of data collection.

- Desk review of project technical and financial documents, databases, and all products created by the project, followed by discussions with project team, ILO at various levels (Country Office, DWT, ROAF, HQ), and national stakeholders and the donor.
- On-site interviews with stakeholders and focus group discussions with project beneficiaries in Ethiopia and Kenya.

²⁵ <https://www.ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/lang--en/index.htm>

²⁶ https://www.ilo.org/eval/WCMS_168289/lang--en/index.htm

Step3: Development of the draft evaluation report:

- Based on step 1-2 the evaluator will develop a draft report in English following Checklists 5 and 6 of EVAL. The report is submitted to the evaluation manager, who will do a methodological review. After his approval he will share this with key stakeholders. The comments received by the evaluation manager will be provided to the evaluator for consideration around 2 weeks after reception of the first draft.

Step 4: Presentation of preliminary results of the evaluation:

A presentation of preliminary findings, conclusions and recommendations will be presented to all project stakeholders including the national key stakeholders, project partners, ILO DWT, ROAF and HQ, and the donor. This will allow addressing factual errors, clarifying ambiguities or issues of misunderstanding or misinterpretation. The workshop will be virtual or hybrid.

Step 5: Report writing.

The evaluator will develop a draft report in English following Checklists 5 and 6 of EVAL. The report is submitted to the evaluation manager, who will do a methodological review. After his approval he will share this with key stakeholders. The comments received by the evaluation manager will be provided to the evaluator for consideration around 2 weeks after reception of the first draft.

Then the evaluator will develop the last version of the evaluation report and will present clearly (a separate comments log or using track-changes mode on MS Word) how the comments have been addressed in the revised draft. The final draft will be reviewed by the Regional Evaluation Officer for Africa. After approval by the evaluation manager and the regional evaluation officer, it will be submitted to EVAL for final review and approval.

10. Deliverables

The following products will be delivered by the evaluation team:

- **Inception report in English (incl. methodological note)** (refer to Checklist 3 “Writing the Inception Report”²⁷)
- **A first draft of the evaluation report** in English and French (30-40 pages plus executive summary and annexes), answers the questions related to the evaluation criteria, including the recommendations, lessons learned, good practices. The report will address for guidance on the structure and content Checklists 5 and 6: “Preparing the evaluation report”²⁸ and “Rating the quality of evaluation report”.

The report will be developed under the following outline:

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Context and description of the project including reported results.
- Purpose, scope, and clients of the evaluation
- Methodology and limitations
- 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.
- Conclusions
- Recommendations (i.e., for the different key stakeholders), indicating per each one priority, timeframe, and level of resources required.

²⁷ Available at https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746817.pdf

²⁸ Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf

- Lessons learned and good practices.
- Annexes:
 - TORs
 - Evaluation matrix
 - List of people interviewed
 - Schedule of work
 - Documents examined
 - Data collection tools
 - Lessons learned and good practices (under EVAL formats)
- Others reports
 - **The final evaluation report**, will follow the structure of the draft report, addressing comments from the stakeholders.
 - **A summary of the final evaluation report (ILO/EVAL template)** in English and French.

11. Management arrangements and work plan (including timeframe)

11.1. Evaluation Management

Evaluation Manager:

The evaluation will be managed by Benson Mang'eni (mangeni@ilo.org), ILO officer who has no prior involvement in the project, and oversight by Dessero Pacome (dessero@ilo.org) ILO Regional Office Monitoring and Evaluation, Knowledge Management Officer.

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

- Draft and finalize the evaluation TOR with inputs from key stakeholders.
- Develop the Call for expression of interest and select the independent evaluator in coordination with EVAL.
- Brief the evaluator on ILO evaluation policies and procedures.
- Initial coordination with the project team on the development of the data collection process and the preliminary results workshop.
- Circulate the first draft of the evaluation report to the key stakeholders requesting written comments within 10 working days.
- Consolidate the received written comments received into a master evaluation report to send the evaluation team; 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.

The BRMM project team will be responsible for administrative contractual arrangements with the evaluator and provide any logistical and other assistance as may be required. The BRMM project team will be responsible for the following tasks:

- Provide programme background materials to the evaluator through the Evaluation Manager.
- Prepare a comprehensive list of recommended interviewees.
- Coordinate in-country logistical arrangements.
- Provide inputs as requested by the evaluator during the evaluation process.
- Review and provide comments on draft evaluation reports.
- Organize and participate in stakeholder consultations, as appropriate; and
- Provide any other logistical and administrative support to the evaluators as may be required.

All intellectual property rights arising from the execution of this mandate are attributed to the ILO. The contents of the written documents obtained and used in connection with this assignment may not be disclosed to third parties without the prior written consent of the ILO.

11.2. Evaluation Timetable and Schedule

The evaluation will be conducted between 12 February to 30 April 2024.

Evaluation schedule

List of Tasks	Responsible	Timeline	No of days Team leader	No of days national consultant in Addis
Publication / Circulation of TORs	Evaluation Manager (EM)	2 nd to 27 th Oct 23		
Selection of the consultant and contract signing	EM with project support	6 th Nov to 8 th Dec 23		
Consultant(s) briefing	EM and PM	12 th Feb 24	1	1
Evaluation launch call	EM	13 th to 16 th Feb 24		
Desk review of project background documents and development of the Inception report.	Evaluators	19 th to 23 th Feb 24	5	2
Review the inception report submitted by the consultant (methodological)	EM	26 th to 27 th Feb 24	0	
Finalization of the inception report after review / approval by EM	Evaluators	28 Feb 24	1	
Field visits and interviews for primary data collection	Evaluators	4 to 22 th March 24	12	12
Stakeholders workshop for preliminary results	Evaluators	28 th March 24	1	1
Analysis of information/data collected and preparation of the draft report	Evaluators	29 March to 8 April 24	6	3
Review of the Draft evaluation report	EM-Evaluator	9 th to 10 th March 24	0	
Circulate draft report among key stakeholders including donor and receive feedback	EM	11 th to 18 th April 24	0	
Consolidate feedback and share with the consultant.	EM	19 April 24	0	
Finalize the final report addressing comments / Summary of the evaluation report	Evaluator	22 nd to 23 rd April 24	1	
Approval of Final Report by EVAL	EM-EVAL	30 th April 2024	0	
Total consultants' days			27	18

11.3. Main duties of the evaluation team

An international consultant (Team Leader) and one in country national consultant will be commissioned to conduct the mid-term evaluation. The Team Leader will report to the Evaluation Manager and be responsible for the timely submission of deliverables, including the final evaluation report, which should comply with ILO's Evaluation Policy Guidelines and related checklists and templates.

The duties for each member are specified as following:

11.3.1. Team leader (International Consultant)

- Responsible for supervising the evaluation in Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Tanzania, and Uganda
- Coordinate with evaluation manager, project team and stakeholders to conduct the entire evaluation process.
- Proceed to a desk review of all relevant documents and conduct a field mission to meet main stakeholders.
- Elaborate the inception report (incl. methodological elaborations), the first version and final report in deadlines and in conformity with ILO and international standards.
- Conduct the field work jointly with the national consultants, and stakeholders' workshop at the end of the data collection phase.
- Develop the draft and final versions of the evaluation report in English and French

11.3.2. Team member (one national consultant in Ethiopia)

- Responsible for conducting the evaluation in, Ethiopia, under the team leader.
- Coordinate with the team leader, project team and stakeholders to conduct the entire evaluation process in Ethiopia.
- Support the desk review and participate actively in the data collection in Ethiopia and conduct a field mission to meet main stakeholders.
- Provide inputs, upon request of the team leader, in the draft and final evaluation reports.
- Support team leader in organizing stakeholders' workshop for preliminary results in Ethiopia.

12. Profile of the evaluation team

While the ToRs present the following profiles, alternative approaches can be considered during the selection process.

The main qualifications are presented in this section.

Main qualifications

Team leader

Education and Experience

- Advanced university degree preferably in monitoring and evaluation, economics, business management or related qualifications.
- A minimum of 7 years of professional experience specifically in evaluating international development initiatives and programmes, preferable in Eastern Africa as team leader or sole evaluator; including gender and vulnerable groups inclusion, human rights-based approach programming and results-based management.
- Evaluation and work experience in employment and labour migration, institutional settings and capacity building in Eastern Africa 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 and French
- Demonstrated ability to work in group to deliver quality results within strict deadlines.
- No previous work with the project or related assignments

Team member (one in-country national consultant)

Education and Experience

- University degree preferably in monitoring and evaluation, economics, business management or related qualifications.
- A minimum of 5 years of professional experience in evaluating international development initiatives and programmes, in Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Tanzania or Uganda
- as sole evaluator or team member for data collection; including gender and vulnerable groups inclusion, human rights-based approach programming and results-based management.
- Evaluation and work experience in labour migration
- 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 on the 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 writing and oral skills in English.
- Demonstrated ability to work in group to deliver quality results within strict deadlines.
- No previous work with the project or related assignment.

13. Legal and ethical matters

- The evaluators are required to sign and abide to the Code of Conduct Agreement together with the contract document.
- All data and information received from the ILO or other stakeholders for the purposes of this assignment shall be treated as confidential and shall be used only for the purpose of executing this mandate. All intellectual property rights arising from the execution of this mandate are attributed to the ILO. The contents of the written documents obtained and used in connection with this assignment may not be disclosed to third parties without the prior written consent of the ILO or the relevant stakeholders.
- 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.

14. Evaluation Budget

Estimated resource requirements at this point will cover:

- **For the evaluation team:**
 - Fees for the consultancy for **27 working days** for the team leader and **18 working days** for team member.
 - DSA and flights as per ILO travel policy.
- **For the ILO Office:**

- Stakeholders' workshop
- Logistic support for field visits
- Any other miscellaneous costs
- Stakeholders' workshop (including interpretation)

15. Time frame

The consultant will start the evaluation process on **12 February 2024** and ends on **15 April 2024**

ANNEX1RELEVANTILOEVALUATIONGUIDELINES AND STANDARD TEMPLATES

Website EVAL portal on managing and conducting evaluation (all guidance notes, checklist, templates, etc.) -en Anglais

https://www.ilo.org/wcmsp5/groups/public/---ed_mas/-eval/documents/publication/wcms_853289.pdf

Specially:

- The ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 4th ed.

In sections 3 and 4:

- Template 3.1 Code of conduct form (To be signed by the evaluators)
- Guidance note 3.1. on integrating gender equality in the monitoring and evaluation of projects
- Guidance note 3.2. on adapting evaluation methods to the ILO's normative and tripartite mandate
- 4.4. Guidance notes on stakeholders' engagement in the ILO evaluation

-Checklists:

- 4.1 Preparing the evaluation report.
- 4.2 Filing in the evaluation title page
- 4.3 Writing the evaluation report summary.
- 4.4 Documents for project evaluators
- 4.6 Writing the inception report.
- 4.7 Rating the quality of evaluation reports.

- Templates

- 4.1 Lessons learned.
- 4.2 Good practices
- 4.3 Evaluation summary (internal evaluator template to be provided by the evaluation manager)
- 4.4 Evaluation title page (internal evaluator template to be provided by the evaluation manager)

UNEG Ethical Guidelines for Evaluation

<http://www.unevaluation.org/document/download/548>

Annex 2: Evaluation Matrix

EQ as presented in the ToR	Suggested indicators	Data sources Collection and analysis	Tools: Stakeholders/ Informants
Relevance			
EQ 1 - Is the projects objectives and strategies consistent with the ILO constituent policy and programme frameworks (i.e., National development plans and the DWCPs) and other national key partners' needs, and the country needs, the final beneficiaries (i.e., men and women)?	<p>1.1 – Degree to which the project objectives consider the partner countries' priority needs and development priorities in terms of data and statistics for labour migration.</p> <p>1.2 – Degree to which the project objectives and strategies respond to potential and returned' migrants needs in skills' development, through assessments and studies made by the project.</p> <p>1.3 – Degree to which the project objectives and strategies enhance social dialogue.</p> <p>1.4 – The extent to which the project is in line and coherent with regional policy priorities.</p>	<p>Project description document (PRODOC)</p> <p>Assessments and studies of BRMM I, and other interventions and reports.</p> <p>Project description document (PRODOC)</p> <p>Project documents : workshops, training materials.</p>	<p>KII with project management team,</p> <p>KII project team, other actors</p> <p>KIIs with RECs: EAC and IGAD</p>
EQ 2 - How is the project contributing to the relevant ILO Programme & Budget Outcomes and development priorities in Ethiopia, Kenya, Uganda, Tanzania, Somali, South Sudan, and Djibouti, the UNDAFs /UNSDCFs and the SDGs ?	2.1 – To what extent the project design aligns with UNDAF/UNSDCF and SDGs.	DWCPs of Ethiopia and Kenya, National priority plans and other available document on countries strategies and actions plans related to managing migration. Policy documents of countries.	KII interviews; Interviews with BRMM Team
Validity of project design, coherence and strategic fit			
EQ 3 - To what extent was the project design adequate and effective in its coherence and complementarity between the different project components?	<p>3.1 – The degree to which the design of the project components are interconnected and feed one another.</p> <p>3.2 – Degree to which the project components are coherent and show complementary relations for labour migration governance at national and regional levels.</p>	<p>Reviewing the project documents and other policy documents.</p> <p>Review and analysis of project components and countries /region's priorities.</p>	<p>KII – with stakeholders of national institutions involved in the project: MoL, MoJ, Overseas Employment agencies, National statistics Offices etc..</p> <p>Interviews with BRMM Team</p>
EQ 4 - To what extent did the project build on the comparative advantage of the ILO in the field of employment / migration?	4.1 – To what extent the project through ILO's technical expertise and support is maximizing the potential for relevant policy application and project formulation on labour migration and their implementation, while ensuring safe and dignified movements, through the 3 components of the project.	Analysis of ILO documents and standards and relations with migration governance in the field of data and statistics, skills' development and social dialogue. Interviews with BRMM	idem

		Team plus Ilo experts.	
Effectiveness			
EQ 5 - Has the project developed and follows a comprehensive, Theory of change integrating external factors, and based on a systemic analysis? Do outputs causally link to the intended outcomes and impact? Have external factors (assumptions and risks) taken realistically into account ?	5.1 – The ToC of the project shows a sequential order between inputs, activities, outputs in achieving outcomes.	Review the ToC in the PRODOC, and the revised ToC in the M&E and the suggestions made during the Evaluability phase. Review of Risks and Assumptions in reports and project documents. Interviews with BRMM Team -Review the log frame.	Project team M&E expert Evaluability report.
EQ 6 - To what extent are the project objectives and outputs being achieved ?	6.1 - Number of countries that have effectively integrated labour market information system (LMIS) which is well functioning. 6.2 – Number of countries that have effectively integrated labour migration statistic in household surveys and census, with the support of the project. 6.3 - Number of national institutions/ NSOs that have integrated and have the needed capacities to apply international recommendations on gender sensitive labour migration statistics, tools and practical guidance to improve national sources of labour migration statistics. 6.4 – Number and quality of BLAs and other agreements (union-to-union, MoUs) signed or in negotiation between sending and receiving countries, between unions, federations and with employment agencies. 6.5 - The extent to which stakeholders consider that the project's support has been timely, positive and critical in achieving results, 1), for capacitating potential migrants and returnees in developing skills and giving access to jobs, to self-entrepreneurship and financial knowledge. 2) For enhancing social dialogue and empowering social partners in better protecting migrant workers. 6.6 – Quality of efforts of the project in harmonization and coherence at regional level: Fair Recruitment, standardization of skills.	Review all project documents, and those of other projects. Interviews with BRMM Team, ILO experts and stakeholders. Analysis of how the evaluation recommendations of BRMM I are integrated into the design of BRMM II Desk review. Interviews with BRMM Team, ILO experts and stakeholders. Data analyses, triangulation of interviews, FGDs and desk reviews.	KII – with stakeholders of national institutions involved in the project: MoL, MoJ, Overseas Employment agencies, National statistics Offices etc.. KII with ILO experts backstopping the project. FGDs with potential and returnee migrants. FGDs with trainers and master trainers in SIYB and AIMS.
EQ 7 - Have unexpected positive and negative results		Review of project documents.	KIIs with main stakeholders.

taken place ? What were the main internal and external factors that influenced the achievement or non-achievement of results ?		Data analyses, triangulation of interviews, FGDs and desk reviews.	KIIs with project team.
EQ 8 – To what extent has the project management and governance structure put in place collaborated strategically with tripartite constituents, stakeholders and partners in the project, ILO, and the donor – to achieve project goals and objectives	8.1 – The extent to which the strategic and organisational approach of the project has been able to enhance the involvement of the tripartite constituents, support to specific demands from stakeholders and beneficiaries of the project, contributing to the reintegration of returnees or contributing in reducing irregular migration. 8.2 – The quality of support of the project to the TWGs and the LMAG, and the prioritisation of needs. 8.3 – Quality and quantity of agreements, partnerships and regulatory frameworks put in place or on the agenda of countries, on rights and labour. 8.5 – Number of countries that have ratified, implemented and/or reported on at least one of ILO ILS related to migrant workers and the quality of support received.	Examining the levels of harmonisation Examining available information Examining available information and documentation and triangulation of information.	National Statistics Offices? IOM -DTM team Other actors for data collection KII with workshop participants in Ethiopia and Kenya KII MLSE Ethiopia/Jordan KII Somalia KII with BMOs when possible. NITA Kenya
Efficiency			
EQ 9 - Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the project outputs and outcomes? If not, why, and which measures was taken to work towards achievement of project outcomes and impact ?	9.1 - Degree to which human and financial resources are adequate to achieve in a timely manner the expected outputs ensuring their quality.	Examining staff, and financial resources are adequate and cost-effective Analysis of budget and human resources' adequacy in achieving results.	M&E expert
EQ 10 - Are the project's activities/operations in line with the schedule of activities as defined by the project team, work plans and budgets and in line with ILO Programme & Budget Outcomes ?	10.1 – Degree to which the implementation of the project is in line with the Action document, and the allocated budget.	Review the M&E report. Analysis of monitoring reports and quality and quantity data.	
EQ 11 - Have the project developed an M&E strategy that enhances accountability, learning and feed into management ?	11.1 - Frequency, quality, and value of internal monitoring and reporting systems	Reviewing the M&E plan. Review of the Evaluability report.	M&E project expert.
Impact orientation and sustainability			
EQ 12 - What can be identified as project sustainable impacts in the target groups and other	12.1 – How the strategic approach of the project, 1) direct support to identified stakeholders - TWG, LMAG, support to specific demand, 2)	Examining project documents. Examining national census programmes	KII with National Statistics Offices

<p>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 (institutionalization of project components)?</p>	<p>building capacities in integrating labour migration at institutional level, and 3) capacities to the direct beneficiaries in being self-sufficient, through skills' development, business and financial knowledge and services contribute to broader, long-term, sustainable development changes.</p> <p>12.2 – To what extent the project's support is holistic and has a durable impact on labour migration management ?</p>	<p>Skills' assessments Skills programmes Skills and employment market analyses LMIS, AIMs, Documents Workshop documents Data analyses, triangulation of interviews, FGDs and desk reviews.</p>	<p>FGDs with potential migrants and returnees KII with CETU Ethiopia and FESTU Somalia KII ILO regional office KII with those intended ToTs</p>
<p>EQ 13 - To what extent are the results of the interventions likely to have a long term, sustainable positive contribution to the relevant SDGs and targets (explicitly or implicitly) ?</p>	<p>13.1 – Measures put forth by the project in its direct institutional support, to potential migrants and returnees, as well as to social partners that ensure sustainability.</p> <p>13.2 - To what extent these measures – follow-up, facilitating agreements, negotiations, trainings etc. – ensure in a durable manner labour migration management and contributing to SDGs?</p>	<p>Analysis of meetings and workshops. Analysis of agreements developed, guidelines and advisory notes in contributing to the operationalisation of the ratification of ILO Conventions.</p>	<p>KIIs at national level KIIs with REC</p>
<p>EQ 14 - Can the project's approach or parts of it, and results be replicated or amplified by national partners or other actors considering institutional and financial dimensions.</p>		<p>Project documents. Analysis of interviews and meetings. Data analyses, triangulation of interviews, FGDs and desk reviews.</p>	<p>Ethiopia MoWSA Somalia MoLSA KIIs AU – Fair recruitment Kenya – MoLSP, NITA</p>
<p>EQ 15 - What measures and actions have been put in place to ensure ownership of the project's results? Is the project implementing exit strategies as necessary ?</p>	<p>15.1 – To what extent the strategic approach of the project – demand-driven, organisation of TWGs and LMAGs, ensure ownership of the beneficiaries and stakeholders.</p> <p>15.2 – To what extent support of the project at institutional level is positive and enhances ownership ?</p>	<p>Analysis and triangulation of interviews; meetings with stakeholders, as well as meetings with other project partners, and project documents.</p>	<p>KIIs, FGDs.</p>
<p><i>Cross-cutting themes</i></p>			
<p>EQ 16 - To what extent has the project identified and integrated into its actions the operational and strategic needs and priorities for men, women, and other vulnerable groups and how has the project been able to meet their specific needs ?</p>	<p>16.1 – The extent to which the integration of gender, vulnerabilities into data collection and statistics through disaggregated data by gender, age, vulnerabilities is achieved.</p>	<p>Project documents and related information. Data analyses, triangulation of interviews, FGDs and desk reviews.</p>	<p>FGDs, interviews, meetings.</p>

Annex 3: Bibliography

List of Reviewed documents

1. BRMM Project documents including PRODOC,
2. BRMM Evaluability Assessment report ,
3. BRMM MEL Plan
4. BRMM Communication strategy,
5. BRMM Phase II Work Plan, BRMM Phase I End of Project Final Report,
6. BRM Phase I Final Evaluation Report,
7. BRMM Phase I Rapid Evaluation Report commissioned by UK FCDO,

Progress Reports to FCDO

8. BRMM Phase II Inception report-July-Sept 2022,
9. BRMM Phase II Report Oct. 2022-31 Mar.2023,
10. BRMM Phase II Report April to Sept 2023
11. BRMM Phase II Report, October 2023 – March 2024

Training report:

12. Approach to Inclusive Market Systems - Certification Programme, Labour migrati statistics (Tanzania & Kenya),
13. Formulating skills partnerships for labour migration in East & Horn of Africa (EHOA) Extending Social Protection to Migrant Workers

TWGs Report:

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30. Labour Migration Governance, Gaps and Challenges in Selected Member States in ECOWAS, EAC and SADC, IOM 2024
31. IOM, East And Horn Of Africa Regional Strategy 2020–2024
32. IOM Kenya, Country Strategy, 2021-2025.
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35. ILO, General practical guidance on promoting coherence among employment, education/training and labour migration policies, Natalia Popova Francesco Panzica, 2017.
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41. The United Republic of Tanzania, Integrated Labour Force Survey 2020/21, ANALYTICAL REPORT, National Bureau of Statistics (NBS) [Tanzania] 2022.
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Annex 4: List of Key Stakeholders Interviewed

No.	ILO Country Office-Ethiopia		
	Institution	Contact person	Position
1.	ILO, BRMM, CO Addis	Mr Alexio Musindo	Director
2	ILO, BRMM, CO Addis	Ms. Aida Awol	CTA
3	ILO, BRMM, CO Addis	Ms. Kidest Ms. Getahun	Technical Officer
4	ILO, BRMM, CO Addis	Albert Okal	Skills Specialist
5	ILO, BRMM CO Addis	Ezedin Aman	ME & KM Officer
6	ILO, BRMM CO Addis	Yonas Berhane	National Comm. Officer
7	ILO, BRMM CO Addis	Tigist Sahleselessie	Operations Officer
8	ILO, BRMM CO Addis	Selamawit Seifu	Finance and Admin Asst
ILO National Project Officers			
9	ILO, BRMM, Somalia	Gulled Mohammed	National Project Officer
10	ILO, BRMM, Uganda	Mukulu, Andrew	Statistics Specialist
11	ILO, BRMM, Tanzania	Diana Rutechura	National Project Coordinator
12	ILO, BRMM, South Sudan	Amuge Barbara	National Project Officer
13	ILO, BRMM, Kenya	Wycliffe Ouma	National Project Coordinator
ILO Backstopping Units/ILO specialists			
14	ILO specialist	Ines Bentchikou	Technical Officer, Financial Inclusion and Education • SFU
15	ILO specialist	Eliza Marks	Project/Program Technical Officer • MIGRANT
16	ILO specialist	Nadia	Spe, Labour migration
17	ILO Specialist	Aureli Segatti,	Labour Migration & Mobility Spec
18	ILO Specialist	Theador Sparreboom	Spe, Labour migration
19	Other ILO programs		
20	ILO JLMP	Ephrem Getnet	Program Manager
Addis Ababa, Ethiopia			
21	Ministry of Labour and Skills	Tekalign Ayalew (PhD)	CEO and Policy Advisor, Labor Affairs, Ministry of Labor and Skills,
22	Ministry of Labour and Skills	Amsalu Bashe	
23	Ministry of Labour and Skills	Azmeraw Kebede	Technical Advisor to the Minister, TVETs
24	Siinqee Bank	Tefera Lechissa	Partnership Manager
25	Siinqee Bank	Abdo	Partnership officer
26	Ministry of Labour and Skills	Berhanu Aleka	ELMIS Project Manager
27	Ethiopian Employers Federation	Mr. Dawit Moges	President
28	Ethiopian Employers Federation	Mr. Saud Mohammed	Acting director
29	Ethiopian Employers Federation	Sosina	Board Member
30	Confederation of Ethiopian Trade Union	Kassahun Follo	President
31	Confederation of Ethiopian Employer's Federation	Abebe Haile Abdurahman Kubsu	Executive director Board Memeber
32	Ethiopian Overseas Employment Agencies Federation (EOEAF)	Ahmed Ambise	Communication officier
33	Women in self employment (WISE)	Ms. Tsige Hailu	Executive director
34	Women in self employment (WISE)	Ms. Eyerusalem G/Selam	Training coordinator and SIYB Trainer
35	Women in self-employment (WISE)	Henok Tamirat	SIYB Trainer
Kenya			

36	National Industrial Training Authority (NITA)	Ms. Jane Kamau	Director, Training
37	Kenya Association of Private Employment Agencies,	Juma Mwangala	Member
38	KUDEHIA Focal Person in Mombassa	Osore Zacheaus	Officer
39	Longitude Finance LTD	Michel Monari	CEO
40	Ministry of Labour	Shadrack Mwadime	Principal Secretary
41	National Employment Authority,	Ms. Edith Okoki	
42	Federation of Kenya Employers	Stephen Obiro	Head of Advocacy, consultancy & partnership
43	Association of Skilled Migrant Agencies of Kenya,	Amos Mbugua	Chair person
44	Kenya National Bureau of Statistics	Vivienne Moraa Nyarunda	Senior Manager Statistics
45	Central Organization of Trade Unions Kenya	Teresa Wabuko	Programmes Officer
Djibouti			
46	Ministere du Travail, Charge de la Formalisation et de la Protection Sociale	Mme Ikram Awaleh	Directrice du Travail et des Relations Professionnelles
47	Institut National de la Statistique de Djibouti (INSTAD)	Mr Omar Moussa Ali	Directeur des statistiques sociales et démographie
48	Confédération Nationale des Employeurs de Djibouti	Mme Hikmat DAOUD	Presidente
South Sudan			
49	Ministry of Labour	Mr. Justin Jada	Director of Labour
50	Employer Association of South Sudan	Osama Bilal Muhammed	Deputy Chairperson
51	National Bureau of Statistics	Frederick Orlando	Senior Principal Statistician
52	South Sudan Workers Trade Union Federation	Pasqueala Michael	Secretary General foreign Affairs
53	Ministry of Labour	H.E Mary Pitia Wani	Hon. Undersecretary
Somalia			
54	Ministry of Labour and Social Affairs	Mahdi Mohamud Ali	Senior Advisor to the Minister
55	Somali Chamber of Commerce and Industry	Abdinaseir Jimale Mohamed	The deputy Managing Director of Somali
56	Federation of Somali Trade Unions (FESTU)	Omar Faruk Osman	General Secretary of FESTU
Tanzania			
57	Trade Union Congress of Tanzania (TUCTA)	Nasra Shargy	Director of Women, Gender & Youth & Labour Migration responsible officer at TUCTA
58	National Bureau of Statistics (NBS)	Hashim Njowele	Senior Statistician
50	Prime Minister's Office- Labour, Youth, Employment and Persons with Disabilities (PMO-LYED)	Mr Fred Nyaupumbwe	Labour Officer
60	Tanzania Employment Services Agency (TaESA)	Mr. Joseph Nganga	Director Employment Services Unit
Uganda			
61	Ministry of Gender, Labour and Social Development	Mr. Wasukira Raymond	Senior Labour Officer
62	Ministry of Gender, Labour and Social Development	Mr. Lawrence Egulu	Commissioner for Employment Services
63	Uganda Bureau of Statistics	Vincent Fred Ssenono	Head of Population and Social Statistics department
64	Uganda Association of External, Recruitment Agencies (UAERA)	Dickens	Executive Director

65	Uganda Association of External, Recruitment Agencies (UAERA)	Stuart Oramire	Secretary General
66	National Organisation of Trade Unions	Richard Bigirwa	Executive Director
67	Federation of Ugandan Employers	Douglas Opio	Deputy Director
68	Gender and Migrant Workers HTS Union	Namaganda Assumpta	Executive Director
69	Migrant Labourers Trainers Association (MILTA)	Joseph Kahuma	Secretary General
Donor			
70	UK FCDO	Lewis Radstone-Stubbs	Programme Manager
71	UK FCDO	Haden Spicer	
GIZ, IOM, IGAD, Continental			
72	GIZ BMM	Zipho Tshapela	Technical Advisor, SIFA
73	BRMM-Labour Migration and Social Inclusion (LMI) IOM East and Horn of Africa Regional Office	Addishiwot Arega	Regional Program Management Officer
74	IGAD	Ibrahim Kasso	Program coordinator
75	African Organisation of the International Trade Union Confederation	Joel Odigie,	Deputy General Secretary
ILO Units			
76	ACTRAV: ILO Bureau for Workers' Activities	Victor Hugo Ricco	
77	ACTRAV: ILO Bureau for Workers' Activities	Kabu MBA	East Africa
78	ACTEMP	Gary Rynhart	

List of FGDs and KII Participants in Ethiopia and Kenya disaggregated by gender

Country	Town	FGD with Return migrants	FGD with Potential	SIYB trainers/Potential master trainers)	AIMS Certified trainers	Gender	Total
Ethiopia	Addis Ababa	14(face to face) (F=8 M=6 (2 FGD)	-	7(F=6, M=1) (1 FGD)	3 (KII, online) F=1 M=2	M=9 F=15	24
	Assela		6 (via phone) F=3 M=3(2 FGD)	1(M=1) KII		M=4 F=3	7
Kenya	Nairobi	13 (Face to face, 2 FGD, M=6, F=7)		8(face to face, 1 FGD, M=4 F=4)	1(online) (F=1)	M=10 F=12	22
	Mombasa	14 (Face to face, 2FGD, M=7 F=7)		2 (KII, face to face, M=1, F=1)		M=8 F=8	16
Total		41 (22 F)	6 (3 F)	18 (11 F)	4 (2 F)	M=31 F=38	69

Annex 5 - list of participants to the TWGs

	Ministries	Institutions and national agencies	Social partners	Request to include after the first TWG
Djibouti 1 st TWG	Ministry of Labour Ministry of Interior	Djibouti Chamber of Commerce National Agency for Employment ANEFIP Labour inspection office of the MoL CNRS de Djibouti	CNED	Ministry of Women and Family,
Djibouti 2 nd TWG Additional participant s	MoWF MoFA MoT	Police University NssFund	UGTD CONTESS	
Somalia 1 st TWG	MoLSA MoI MoFA MoP MoJ	Federal Affairs and Reconciliation Chamber of Commerce and Ind. NBoS	FESTU	Ministry of Immigration; Ministry of Education; Ministry of Higher Education; and Ministry of Health.
Somalia 2 nd TWG Additional participant s	MoH M of Immig.	Office of Presidential envoy for migration, returnees and children rights.		
South Sudan 1 st TWG	MoL MoJ MoFA MoFinance MoHD MGCS	Human rights commission Broazdcasting corporation NBOS		Central Bank of South Sudan; National Security Services (NSS); Ministry of Education; Ministry of Higher Education National Chamber of Commerce and Industry
South Sudan 2 nd TWG Additional participant s		SSBC	SSWTUF Journalists EASS WTW/CES TNLA	

Uganda 1st TWG	MGLSD MoI MoFA MoES	NPA OPM UBOS	NOTU FUE COFTU UAERA BOU	
Uganda 2 nd TWG Additional participants			MILTA	
Tanzania 1st TWG	Prime Minister's Office – LYED MoFA	NBS		Ministry of Education as skills fall under this Ministry and TVC and Tanzania information services.
Tanzania 2 nd TWG Additional participants	MoH MoE Pdt Office-PS and GG	Dept. of Immig. NBOS SSinst Public Empl. Services	10 laboratory Institutions	
Kenya 1st TWG ²⁹	MoLSP MoE MoI	NEA NITA NCM KNBS TVTA AVERC KNQA State Law office	COTU-K FKE ASMAK PTSD DWROK CDTD OMBUDSMAN	Representative of Council of Governors Institute of Human Resources Management Central Bank of Kenya Treasury Kenya News Agency Ministry of Youth and Sports Ministry of MSMEs and Cooperative Development
Ethiopia 1 st TWG	MoLS MoWYCA MoJ MoFA-Diaspora service		CEEF CETU EEF	Financial institutions, Insurance Companies, and the Immigration Office

²⁹ The second TWG meeting has not been available. Only the Concept Note.

Annex 6: BRMM Project Results and Indicators tracking table

Development Objectives/Results and Indicators	Baseline	Plan Vs. achieved	Milestone 1 (July 2022 – March 2023)	Milestone 2 (April 2023 - March 2024)	Milestone 3 (April 2024 - Mar 2025)	Target (Jul 2022 - Mar 2025)	Remarks
Goal: Migration policies within East Africa contribute to orderly, safe, regular and responsible migration and mobility							
Impact Indicator: Progress made against SDG indicator 10.7.2 - number of countries with well managed migration policies increased It has six policy domains. DOMAIN 1. Migrant rights DOMAIN 2. Whole-of-government/ Evidence-based policies DOMAIN 3. Cooperation and partnerships DOMAIN 4. Socioeconomic well-being DOMAIN 5. Mobility dimensions of crises DOMAIN 6. Safe, orderly, and regular migration [Source: SDG Indicator 10.7.2 on Migration Policies Population Division (un.org)]	SDG indicator 10.7.2- Overall summary - Meets: Ethiopia, Kenya, Uganda, Tanzania, Djibouti - Partially Meets: Somalia & South Sudan Policy Domains partially meets - Ethiopia & Tanzania: Domain 1 - Uganda: Domain 2 - Somalia: Domain 1 & 6 - Djibouti & South Sudan: Domain 4 Policy Domains Requires further progress - Somalia: Domains 2 & 4 South Sudan: Domain 6	Planned	0	0	2	2	
		Achieved	0				
Outcome 1: Labour migration policies and programmes that support productive migration in East and Horn of Africa are evidence based and gender sensitive.							
Outcome Indicator 1.1: Number of countries with LMIS that integrated labour migration	Uganda & Ethiopia: LMIS have not incorporated Labour migration indicators in the system. Djibouti & Kenya: have no LMIS	Planned	0	1	1	2	
		Achieved	0	1 (Ethiopia)		1	
Outcome Indicator 1.2: Number of national institutions/NSOs that apply the latest international recommendations on gender sensitive labour migration statistics, tools, and practical guidance to improve national sources of labour migration statistics	NSOs/MOL in Uganda, Tanzania, Kenya & Ethiopia are in progress to apply the latest international recommendations on gender	Planned	0	1	1	2	
		Achieved	0	1 (Uganda BOS)		1	

Development Objectives/Results and Indicators	Baseline	Plan Vs. achieved	Milestone 1 (July 2022 – March 2023)	Milestone 2 (April 2023 - March 2024)	Milestone 3 (April 2024 - Mar 2025)	Target (Jul 2022 - Mar 2025)	Remarks
	sensitive labour migration statistics There is no progress or updates from NSOs/MOL in Djibouti, Somalia, & South Sudan to apply the latest international recommendations						
OUTPUT 1.1: Producers and users of labour migration statistics have access to practical tools and strengthened capacity to collaborate effectively on up-to-date labour migration policies and measures.							
Output Indicator 1.1.1: Number of guides and tools developed, published, and shared with stakeholders	There are no comprehensive guides developed on production of labour migration statistics in BRMM target countries.	Planned	0	1	2	3	
		Achieved	0	0	0	0	
Output Indicator 1.1.2: Number of institutions that have integrated tools and resources to promote harmonized approach on labour migration statistics for evidence based and gender sensitive policy making	NSOs/MOL in Djibouti, Somalia & South Sudan have not integrated tools and resources to promote harmonized approach on labour migration statistics. NSOs/MOL in Ethiopia, Uganda, Tanzania & Kenya Partially integrated tools, and resources to promote harmonized approach on labour migration statistics	Planned	1	1	0	2	
		Achieved	1 (Uganda)	1 (Djibouti)		2	
Output Indicator 1.1.3: Census thematic report on international labour migration published for up to 1 BRMM supported countries	Uganda, Kenya & Tanzania have not Produced Census thematic report on international labour migration	Planned	0	0	1	1	
		Achieved	0	0	0	0	
	0	Planned	0	0	60%	60%	

Development Objectives/Results and Indicators	Baseline	Plan Vs. achieved	Milestone 1 (July 2022 – March 2023)	Milestone 2 (April 2023 - March 2024)	Milestone 3 (April 2024 - Mar 2025)	Target (Jul 2022 - Mar 2025)	Remarks
Output Indicator 1.1.4: % of new trainees who scored 60% and above on the post-test evaluation on labour migration statistics		Achieved	0	0	80%	80%	
OUTPUT 1.2: Labour market information system (LMIS) that integrate labour migration as a key topic established							
Output Indicator 1.2.1: Number of countries having appropriate infrastructure for labour market and migration information system	There is inadequate infrastructure to implement LMMIS in Ethiopia, Tanzania & Uganda	Planned	0	1	1	2	
		Achieved	1 (Ethiopia)			1	
Outcome 2: Labour migration governance is more equitable and effective recognizing skills and facilitating social inclusion and decent work							
Outcome Indicator 2.1: Number of potential and returned migrants that have obtained formal employment (wage or self-employment), through integrated labour market services	2076 (1188 female and 888 male) during BRMM phase I	Planned	0	500	1000	1500	
		Achieved	0	82 (68 Female)		82 (68 Female)	
Outcome Indicator 2.2: Number of institutions that have developed and implemented strategies to facilitate and promote skills and qualification portability	0	Planned	0	0	1	1	
		Achieved	0	0		0	
OUTPUT 1.2: Labour market information system (LMIS) that integrate labour migration as a key topic established							
Output Indicator 2.1.1: Number of TVET's and/or training institutions that target migrants are better equipped with skills and training materials	4 (Under BRMM phase I, 4 TVETs capacitated (Jimma, Asela, Welikete and Ataye Polytechnic Colleges (PTCs))	Planned	4	1		5	
		Achieved	4 (TVETs in Ethiopia)				
Output Indicator 2.1.2: Number of potential and returned migrants who successfully completed and received certificates of training including on entrepreneurship and/or financial inclusion	4 (Under BRMM phase I, 4 TVETs capacitated (Jimma, Asela, Welikete and Ataye Polytechnic Colleges (PTCs))	Planned	0	500	1,160	1,660	
		Achieved		668 (144 male)		668 (144 male)	
Output Indicator 2.1.3: ILO Inclusive Market Systems certification process (AIMS certification) implemented in Kenya and Ethiopia	0	Planned		1	1	2	
		Achieved		2 (Ethiopia & Kenya)		2	
Output Indicator 2.1.4: Number of potential and returned migrant workers benefiting from improved services provided by project supported institutions.	4700 Potential migrants were benefited from services provided by W/Sihin,	Planned	5254	6746	8000	20,000	
		Achieved	5254 (56 males)	6416 (439 males)		12607 (510 males)	

Development Objectives/Results and Indicators	Baseline	Plan Vs. achieved	Milestone 1 (July 2022 – March 2023)	Milestone 2 (April 2023 - March 2024)	Milestone 3 (April 2024 - Mar 2025)	Target (Jul 2022 - Mar 2025)	Remarks
	Worabe and Chercher TVETs in Ethiopia.						
Output Indicator 2.1.5: Number of returnees, including women and youth, provided with cash transfer	1500 beneficiaries benefited from cash transfer under BRMM phase I	Planned	0	660	660	1320	
		Achieved		597 (138 males)		597 (138 males)	
OUTPUT 2.2: Support institutional strengthening and capacity building for facilitating skills and qualifications portability							
Output Indicator 2.2.1: Strategy on occupational profiles harmonization and/or skills recognition developed and used among Ethiopia and Kenya	There is no harmonized strategy developed on occupational profiles and/or skills recognition among Ethiopia and Kenya	Planned	0	0	1	1	
		Achieved	0	0		0	
Output Indicator 2.2.2: Number of national institutions which have developed capacity for effective skills recognition including RPL services in domestic work and welding in Ethiopia and Kenya	There is no harmonized strategy developed on occupational profiles and/or skills recognition among Ethiopia and Kenya	Planned	0	0	2	2	
		Achieved	0	0		0	
Output Indicator 2.2.3: Multi-country platform for knowledge sharing and dialogue on skills and migration is fully operationalized	Multi-country platform for knowledge sharing and dialogue on skills and migration is not fully operationalized	Planned	0	0	1	1	
		Achieved	0	1		1	
OUTPUT 2.3: Enhanced capacities of constituents, including regional economic communities, to produce and use social protection statistics for migrant workers, and to extend access to and portability of social security benefits for migrant workers and their families							
Output Indicator 2.3.1: % of trainees who scored 60% and more from the post-test evaluation of the training provided to relevant national stakeholders on the Guide and intervention models on extending social protection to migrant workers and their families	0	Planned	0	65%	0	65%	
		Achieved		69%		69%	
Output Indicator 2.3.2: EAC Social Protection Policy developed	There is no EAC Social Protection Policy	Planned	0	0	1	1	
		Achieved	0	0		0	
Output Indicator 2.3.3: Regulation on Kenya Migrant welfare fund drafted & submitted for government approval	No drafted/approved regulation on Migrant welfare fund (MWF) in Kenya	Planned	0	0	1	1	
		Achieved		1		1	

Development Objectives/Results and Indicators	Baseline	Plan Vs. achieved	Milestone 1 (July 2022 – March 2023)	Milestone 2 (April 2023 - March 2024)	Milestone 3 (April 2024 - Mar 2025)	Target (Jul 2022 - Mar 2025)	Remarks
Outcome 3: Labour migration governance is strengthened through being more inclusive of social partners.							
Outcome Indicator 3.1: Number of countries that have ratified, implemented and/or reported on at least one of ILO ILS related to migrant workers	C97, C143, c181 and C189 are migration related ILO conventions not ratified by most of the target countries.	Planned	0	0	2	2	
		Achieved					
Outcome Indicator 3.2: Number of countries with new or improved gender-responsive labour migration policies, action plans and/or strategies developed		Planned	0	0	2	2	
		Achieved					
OUTPUT 3.1: Strengthened national and regional policy, legislative, institutional, and regulatory frameworks on labour migration in line with ILO ILS related to migrant workers							
Output Indicator 3.1.1: Number of countries supported in the ratification, implementation and/or reporting of international labour standard conventions, including labour migration related ILS	Djibouti, Kenya, South Sudan and Somalia need support in ratification of LM related conventions	Planned	2	0	1	3	
		Achieved	2 (Somalia & Ethiopia)	2 (Kenya and Djibouti)		4	
Output Indicator 3.1.2: Regional strategy on Fair Recruitment developed in line with the ILO 2021-25 Fair Recruitment Initiative and based on the engagement of social partners at regional level	There is no Fair recruitment strategy for Africa	Planned		1		1	
		Achieved		1		1	
OUTPUT 3.2: Enhanced government and social partners' (employers & workers organization) capacity to implement fair and effective labour migration frameworks and provide services to migrant workers							
Output Indicator 3.2.1: Inter-regional dialogue on labour migration between Africa and Arab States conducted to intensify collaboration and jointly work on the protection of the rights of migrant workers		Planned		1		1	
		Achieved		1		1	
Output Indicator 3.2.2: Number of new MRCs providing services for potential and returned migrants	1 (One MRC, established in Kenya with support from BRMM I)	Planned		1	1	2	
		Achieved		1 (Somalia)		1	

Annex 7: Lessons learned and Emerging Good Practices

Project title: Better Regional Migration Management (BRMM) Phase II
Project DC/SYMBOL: RAF/21/10/GBR
Name of Evaluator: Anna Ohannessian-Charpin & Medareshaw Tafesse
Date: October 2024

LESSON LEARNED ELEMENT	1 - The interventions have been adapted to the different levels and needs but also to the different migratory profiles of countries.
Brief description of lesson learned	The project worked on 7 countries and at regional level. Through its implementation strategy, that is being demand-driven and forming technical working groups to identify altogether priority needs and ensure the follow-up, the programme has worked at different levels adapting its actions to different priorities of countries, while ensuring progress of the three Outcomes.
Context and any related preconditions	Migration management in EHoA countries is not well informed, skills are not well developed and recognised and migrant workers' rights need to be protected. The project is contributing to GCM in favour of safe and orderly migration and in reducing irregular migration and trafficking. BRMM Phase II is building on the achievements of Phase I. It is also operationalising the first phase based on sound assessments and consultations.
Targeted users /Beneficiaries	The direct beneficiaries of the project are the potential and returnee migrants. All tripartite plus partners are stakeholders while at the same time indirect and direct beneficiaries.
Challenges /negative lessons - Causal factors	Absence of an exit strategy at the design level to see how the programme achieves its results. The need of few qualitative indicators showing progress.
Success / Positive Issues - Causal factors	Great involvement of all stakeholders to the programme's activities through the TWGs and LMAGs.
ILO Administrative Issues (staff, resources, design, implementation)	Based on the demand-driven approach the programme implemented its actions. This ensured greater participation and ownership. The ILO team dedicated to the project. The presence of country offices and ILO officers dedicated to the project ensuring direct relations and follow-up. The involvement of ILO experts and technicians on specific issues.

LESSON LEARNED ELEMENT	2 – Training programs have proven essential in empowering potential and returned migrants, fostering entrepreneurial skills and self-reliance.
Brief description of lesson learned	The trainings success was mainly in building capacities of entrepreneurship with returnee migrants and also potential. The trainings empowered the returnee migrants making them self-reliant. They had a multiplier effect because other NGOs, especially working with women returnee migrants, asked to have the same trainings.
Context and any related preconditions	Important number of risks of irregular labour migration in EHoA countries for potential migrants, needing information on safe and regular migration channels but also recognition of skills, their development and, the protection of their rights. Similarly, there is an important number of returnee migrants' needing reintegration together with recognition of skills and entrepreneurship.
Targeted users /Beneficiaries	The direct beneficiaries are the potential and returnee migrants.

Challenges /negative lessons - Causal factors	A major challenge is reaching the grass-root level where irregular migration is frequent and where returnees come back. The project has partnered with unions and associations that have better access to this level. Access to loans have been a challenge. The demand was more of establishing a Sacco system.
Success / Positive Issues - Causal factors	The trainings have been beneficiary to all. Many returnee migrants have started their business and intend to grow. The trainers have been very much involved and active in transmitting. The returnee migrants are organising themselves to also transmit their experiences, knowledge gained and inform the grass-root level. This is a major contribution.
ILO Administrative Issues	ILO has been very successful in partnering with Unions, associations and banks. ILO needs to follow-up these results with trainees and see how to support their initiative in informing the grassroots level.

Project title: Better Regional Migration Management (BRMM) Phase II

Project DC/SYMBOL: RAF/21/10/GBR

Name of Evaluator: Anna Ohannessian-Charpin & Medareshaw Tafesse

Date: October 2024

GP Element	1 - Through the TWG and LMAGs, the project has worked in a consultative manner with a wide range of stakeholders. This approach has contributed to raise awareness and commitments, and more importantly, it ensures the sustainability of all the interventions.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Two TWGs are organised in all countries (except for Ethiopia and Kenya). There is a net increase in the number of participants to the second. The participation to the TWG shows engagement and involvement of stakeholders in taking decisions, identifying priority needs and ensuring follow-up.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The TWGs ensure the consultation and participation of all stakeholders. They form a consultative group on labour migration where all stakeholders are involved. They are replicable.
Establish a clear cause-effect relationship	Bringing all stakeholders together has been important to empower these stakeholders – social partners and governments – share experiences and needs.
Indicate measurable impact and targeted beneficiaries	The net increase of participants to the second TWGs in countries shows interest and awareness. In all interviews the fact of taking decision and working together have been underlined.
Potential for replication and by whom	The potential for replication is high. Line ministries can support these meetings in general and for specific issues such as negotiating BLMAs.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	ILO has worked with tripartite constituents and broadened the involvement to other stakeholders through the TWGs and LMAGs.
Other documents or relevant comments	

GP Element	2 – ILO's holistic approach where labour migration is part of the labour market and is not treated as a separate phenomenon is a major good practice for migration management and contributing to GCM objectives.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The three outcomes of the project link labour migration to labour in general and to the labour markets of sending and destination countries.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The fact of not treating migrant workers separately and including labour migration management within the whole context of the labour market of countries and regions is a very important contribution to GCM.

Establish a clear cause-effect relationship	Labour migration is treated through the three outcomes that address policies, skills and protection, with their relevant stakeholders that are the tripartite constituents and other partners.
Indicate measurable impact and targeted beneficiaries	Steps towards safe and orderly migration and in reducing irregular movements and trafficking. Reintegration of returnee migrants is treated together with potential migrants in the countries' labour market..
Potential for replication and by whom	The potential for replication is high through experience sharing and peer-to-peer learning.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Contribution to GCM, SDGS.
Other documents or relevant comments	

Annex 8: Analysis of FGDs with BRMM II direct beneficiaries in Ethiopia and Kenya

Kenya

FGD in Mombasa

The trainees of SIYB and FGDs

Mombasa – 7 returnee men	Mombasa 7 women returnees
<ul style="list-style-type: none"> - 3 went to GCC twice or 3 times - 4 went only once. - 6 went to Qatar - 2 went to KSA - 2 went to Dubai. 	<ul style="list-style-type: none"> 5 domestic workers 1 hotel cleaner 1 general cleaner 4 went to KSA 4 went to Qatar 1 was Libya right before the revolution 1 went to Dubai 1 went to UAE

Participants found the training to be incredibly beneficial, as it provided them with new ideas and insights that prompted some to change their business strategies and ways of working. This resulted in a desire to expand their businesses, and they requested access to loans to support their growth. To help them achieve their goals, it is recommended that they receive training on financial partnerships, such as partnering with diaspora organizations or individuals.

The SIYB training proved to be crucial for returnees, not only in terms of understanding and growing their businesses, but also in their ability to help other migrants. In collaboration with KUDEIHA and the trainers, the returnees formed a migrant association in Mombasa. What began with 20 members from 6 SIYB cohorts has now grown to a membership of 100.

The returnees have made valuable recommendations for future trainings, which include financial partnership training, individual mentorship, and involving KUDEIHA in hotels to facilitate job opportunities for workers in the hospitality industry. This suggestion has the potential to create new job opportunities in Mombasa related to tourism and hotels, as the returnees who have worked as cleaners and domestic workers have acquired relevant experience. It is also recommended that the training be translated into Swahili to ensure that it can be effectively understood by everyone. Overall, this recommendation has the potential to benefit both the returning workers and the local community by creating new job opportunities and facilitating individual growth.

Outputs from the training

FGD in Nairobi

During the FGDs held in Nairobi, it was evident that the SIYB training provided an excellent opportunity for the participants to connect and communicate with other "survivors." Notably, all participants utilized the transportation allowance provided for the training to expand their businesses. However, the recommendations made during the FGDs highlighted that the 8-day training duration was insufficient. Additionally, there were challenges for start-ups in accessing loans to grow their businesses.

The lack of access to loans for start-ups is a significant issue, and it is necessary for them to have options to obtain capital. However, it is crucial to distinguish between those who already have their business and those who require seed money to start a business. After receiving business training, start-ups are expressing a need for technical training in skills such as electrician, carpentry, plumber, and painting, which do not require capital. Interestingly, trainees are also indicating a desire for skills training that comes with certificates. On the other hand, those who have completed the SIYB training program are not receiving certificates, which puts them at a disadvantage when it comes to applying for loans from financial institutions. This lack of certificates for SIYB trainees appears to be creating an uneven playing field, with those who have certificates being given better treatment.

1 - The expected output from the training:

- They want to expand, have their shops, salons and be financially independent.

Started business before training	Changes after training	Expanding ideas “We now want to grow”
Men returnees		
Welding		Thinking to have his own Security firm
Selling well-water	Domestic water supply with tank and underground pipes	Idea to export tea to Turkey
Selling phone accessories	Buying the accessories from Nairobi much more expensive Buying now the accessories from Dubai, much cheaper	
Laundry	Has 3 event tents	
Self-learning design	Digital designer	
Women trainees		
	She had land, bought 50 goats with her savings	
Selling clothes	With grant she bought big quantity of cloths.	She learns to become a secretariat
Selling clothes, ice,	Now she sells fragrance. Learned from videos.	
	Became trainer and works with KUDEIHA	
In a hotel	Following trainings in fish farming	Has the pond and enough water, after the training in fish farming will have 1000 eggs and start fish farming business
Sells different things: clothes, food etc.	She designs and makes tattoos	Wants to open a salon.

2 – Unexpected output from the training and beyond the SIYB : “We are ambassadors”, “they can be a bridge”

- Establishment of the Migrants’ Association, with the aim to transmit their own experience and knowledge acquired from the training, to grass-root level, as they have access to that level. - Identify those who have problems, and transmit to the ground and check for those who cannot reach KUDEIHA.

- **“Also for Human trafficking we can go to the grass-root level and raise awareness”**
 “KUDEIHA can select us we have the education and can advocate for other survivors”.

Ethiopia

The Start and Improve Your Business (SIYB) training program in Ethiopia has received high ratings for its effectiveness in preparing returnees and potential migrants for self-employment. The program has been successful in changing the mindset of participants from one of dependency and migration to one that is focused on identifying opportunities in their surroundings. The SIYB training equipped participants with the knowledge and skills about value chain, improved financial literacy and business development, and developed a positive attitude toward challenges and setbacks. While a significant number of participants in the SIYB program have started small businesses, critical challenges still need to be addressed. These challenges include the lack of seed capital and the need to address the collateral requirements to access the revolving loan, diversifying financial resources, and establishing financial partnership schemes. The ILO needs to ensure effective monitoring of the revolving loan funding process, including its distribution and the challenges faced by the SIYB training program graduates in accessing these loans. The proposed program aims to benefit 1000 individuals, consisting of 640 returnees and 360 potential migrants. However, this number falls short of the total number of individuals

in need of assistance. To maximize the impact of the program, it is recommended that BRMM collaborate with other ILO programs and partners to increase the number of beneficiaries.

FGD in Assela

The SIYB training program for potential migrants was not effectively reaching its intended audience. Inappropriate participants who did not meet the program's requirements for numeracy and literacy, age, and vulnerability were included in the program. The local authority responsible for selecting participants seemed to have less concern for potential migrants and the program requirements communicated by WISE and ILO. In the remaining phase of BRMM II, to successfully achieve the objectives of SIYB intervention, it is essential to include potential migrants who meet the necessary requirements such as numeracy, literacy, age, and vulnerability criteria. On the other hand, SIYB training for returnees complies with these requirements.

FGD in Addis Ababa

During the FGD, it was revealed that two participants are in the process of setting up a Civil Society Organization (CSO) comprising of 10 returnees, with support from an NGO called Freedom Fund. The primary aim of this CSO is to promote awareness on labor migration and facilitate exchange of experiences among potential migrants. Many returnees have been struggling to adapt to the SIYB program, due to their low literacy levels. In response, WISE trainers and trainees have been asking for flexibility in the minimum educational requirements. Despite these challenges, beneficiaries have identified several issues, including a lack of working premises, start-up capital, delays from the bank in transferring cash, and collateral requirements for revolving loans. The SIYB program primarily focuses on providing soft skills training, promoting self-employment, skill matching, market analysis, and matching, and provides life skill training and business development services. However, there is currently no mechanism in place to create links with institutions that provide hard skills training, such as carpentry, welding, hairdressing, or other vocational training centers.

Overall, there are still challenges that need to be addressed to ensure the SIYB program is effective in preparing returnees and potential migrants for self-employment. However, with proper collaboration and support, the program can have a positive impact on the lives of many individuals in Ethiopia.