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Independent Final Evaluation of the Integrated Programme on Fair Recruitment (FAIR) Phase III

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

List of Acronyms and Abbreviations

AEJ	Agence Emploi Jeunes
AGRIDOM	Renforcement de la gouvernance de la migration de main d'œuvre dans les secteurs de l'Agriculture et du Travail Domestique Project
ANAPEC	Moroccan national employment agency
BLA	Bilateral Labour Agreement
CPO	Country Programme Outcome
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programme
ET	Evaluation Team
EU	European Union
EVAL	Evaluation Office (ILO)
FAIR	Integrated Programme on Fair Recruitment
FES	Friedrich-Ebert Stiftung
FGD	Focus Group Discussion
FRI	Fair Recruitment Initiative
FUNDAMENTALS	ILO Fundamental Principles and Rights at Work Branch
GBSN	Global Business School Network
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Technical Cooperation)
GP&OG	General Principles and Guidelines for Fair Recruitment
TUC	Ghana Trade Union Congress
IR	Inception Report
ILO	International Labour Organization
IOM	International Organization for Migration
IPSI	Institut de Presse et des Sciences de l'Information
ISTC	Institut des Sciences et des Techniques de la Communication
ITC	ILO International Training Centre
ITUC	International Trade Union Confederation
JLMP	Joint Programme on Labour Migration Governance for Development and Integration in Africa
KII	Key Informant Interview

MIGRANT	ILO Migration Branch
MoU	Memorandum of Understanding
MRA	Migrant Recruitment Advisor
MUL	Multi-donor Fund
NGO	Non-Governmental Organization
NLC	Nigeria Labour Congress
NPC	National Project Coordinator
OECD/DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
OFW	Overseas Filipino Workers
P&B	Programme and Budget
PAOS	Online Post-Arrival Orientation Seminar
PES	Public Employment Services
PRA	Private Recruitment Agency
RA	Recruitment Advisor
REFRAME	Global Action to Improve the Recruitment Framework of Labour Migration
SAMM	Southern African Migration Management Programme
SIDA	Swedish International Development Cooperation Agency
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal
THAMM	Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa
ToR	Terms of Reference
ToC	Theory of Change
TPR	Technical Progress Report
UGTCI	Union Générale des Travailleurs en Côte d'Ivoire
UGTT	Union Générale Tunisienne du Travail
UN	United Nations
UNEG	United National Evaluation Group
UNIMAC	University of Media Arts and Communications
USD	United States Dollar

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Executive Summary

BACKGROUND & CONTEXT

Summary of the project purpose, logic and structure

The Integrated Programme on Fair Recruitment (FAIR) Phase III is a technical assistance programme with a total budget of USD 4,223,424, funded by the Swiss Agency for Development and Cooperation (SDC), the Italian Ministry of Foreign Affairs and International Cooperation, the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), and the Friedrich-Ebert-Stiftung (FES) Foundation. It is jointly implemented by the Fundamental Principles and Rights at Work (FUNDAMENTALS) Branch and the Labour Migration (MIGRANT) Branch of the International Labour Organization (ILO).

By promoting fair recruitment practices the programme sought to uphold fundamental principles and rights at work (FPRW) and improve migration outcomes in intervention countries and corridors as well as support the global efforts of the ILO's Fair Recruitment Initiative (FRI). Conceptually, the programme was structured around four pillars: 1) Generating global knowledge and policy guidance, 2) Enhancing policy and enforcement, 3) Promoting fair business practices, and 4) Empowering migrant workers. Phase III's design and implementation were built on a strong foundation of technical expertise and lessons learned from programme phases I and II. Geographically, Phase III focused on both global-level activities as well as country-level interventions in Côte d'Ivoire, Ghana, and Tunisia and to a lesser extent, Lesotho.

Present situation of the project

Phase III was launched in August 2022 and is scheduled to conclude in February 2026. There are no additional phases planned for this Programme.

Purpose, scope and clients of the evaluation

This final evaluation serves to assess the programme's achievement of both intended and unintended outcomes and, to the extent possible, draw conclusions about its overall effect on the state of recruitment and labor migration in intervention countries. The evaluation assesses the phase III's performance across all four pillars and broadly reviews the added value of the programme's long-term engagement in Tunisia through all three programme phases.

Methodology of evaluation	This evaluation was conducted between November 2025 and February 2026. The methodology employed a mixed-methods approach, utilizing the OECD/DAC evaluation criteria (relevance, validity of design and coherence, effectiveness, efficiency, and impact and sustainability) applied across 23 evaluation questions. Data collection included an extensive desk review of programme documents; key informant interviews (KIIs) with 35 respondents consisting of ILO staff, donors, government officials, workers' and employers' organizations, and civil society partners; and one focus group discussion with journalism students who participated in the programme.
MAIN FINDINGS & CONCLUSIONS	The main findings and conclusions of the evaluation are grouped below according to OECD/DAC evaluation criteria. RELEVANCE The FAIR programme essentially functioned as the operational arm of the FRI by promoting, operationalizing, and testing global standards for fair recruitment, particularly the General Principles and Operational Guidelines (GP&OG) and the Definition of Recruitment Fees and Related Costs. These seminal documents set out the policy direction and global standards for fair recruitment. Both are grounded in international labour standards, negotiated by a tripartite group of experts, and adopted by the ILO's Governing Body, which in turn indicates the programme's relevance to the needs of tripartite stakeholders at the global level. The programme was also relevant and well aligned with ILO's Programme and Budget (P&B) for 2024-25. From a broad thematic perspective, FAIR III encapsulates several components across the ILO's programming areas as labor migration and fair recruitment are both cross cutting issues associated with the wider Decent Work agenda. More specifically, FAIR III was aligned with P&B Outcome areas one "strong, modernized normative action for social justice" and six "Protection at work for all". The programme's design was structured around the four pillars noted earlier, mirroring the FRI's strategy. Together, the objectives outlined in the four pillars form a comprehensive and relevant framework that addresses the core mandates of the ILO and the diverse priorities of its global constituents. This provided the programme with sufficient strategic direction to maintain a clear and dedicated approach to supporting key stakeholders across the four pillars, yet enough flexibility to tailor activities and approaches to fit country-specific contexts. VALIDITY OF DESIGN AND COHERENCE

Programme design was largely valid and coherent. The four pillars served as a framework for structuring the programme's theory of change as well as outcomes and outputs in the logframe. The ToC was generally well reasoned with sound underlying logic; though a more comprehensive set of underlying assumptions could have led to a more accurate reflection of real world contexts and in turn tempered expectations for programme performance, particularly regarding the incentives of private recruitment agencies (PRA) to implement fair recruitment principles. Overall, the logframe was logically structured with outputs, outcomes, and related indicators capturing many of the programme's results. At the same time, the logframe could have benefited by adding more indicators addressing knowledge retention and behaviour change, especially for training and capacity building initiatives.

Underpinning the programme's overall design was the use of its signature 'corridor approach'. The evaluation found that this approach was most effective when there was a strong programmatic footprint in both sending and receiving countries. This was most evident along the Cote d'Ivoire -Tunisia corridor, where effective collaboration and the establishment of agreements between union federations in both countries enhanced support and information provision to migrant workers.

The coherence and validity of FAIR III's design was also enhanced by applying lessons learned from previous phases of the programme. Most notably, the design of Phase III emphasized a strong link between on-the-ground programming and the production of global knowledge products. The programme served as a testing ground to validate, refine, and contextualize global research, resources, and tools to promote fair recruitment. Prominent examples include the Roadmap for Safe Migration and the Media Toolkit on Reporting Forced Labour and Fair Recruitment. FAIR III also improved from previous phases by better integrating gender considerations into design and programming.

EFFECTIVENESS

The programme implemented a wide array of activities and initiatives over a vast and contextually diverse operational environment. This led to variation in results across pillars, with strong performance seen under pillar one and relatively weaker performance under pillar three, while pillars two and four had mixed results across country contexts.

Pillar 1 Generating global knowledge and policy guidance: Pillar one is the programme's strongest area of performance, having generated a vast body of research, resources, and tools to promote fair recruitment. On-the ground programme operations were used to test, refine, and contextualize these knowledge products. The

programme disseminated these knowledge products through Fair Recruitment Knowledge Hub as well as various trainings, forums, and workshops. This evaluation found the Knowledge Hub to be more comprehensive than any other online resource regarding fair recruitment, making it an authoritative source on the subject. While the website itself is well structured and appears to be regularly updated, site traffic was modest, suggesting that more could be done in future programming to actively drive users to the site.

Pillar 2 Enhancing Policy and Enforcement: The programme's support in the development of a National Fair Recruitment Roadmap in Ghana and a National Migration Strategy in Côte d'Ivoire has put the regulatory landscape for fair recruitment on a positive trajectory in both countries; though, anticipated legal reforms have yet to occur and are needed for these strategy documents to reach their full potential. As such, it will be essential to coordinate with fair recruitment partners in these countries to maintain momentum on legal reforms and ensure that the activities identified in these strategy documents move forward after the programme concludes. In Côte d'Ivoire, the programme also played a significant role in supporting the public employment service, Agence Emploi Jeunes (AEJ), to step into its role as the state regulator of the recruitment industry. Compliance across the industry remains weak at this nascent stage, but the institutionalization of this role puts the recruitment industry on a path towards greater compliance. In the case of Tunisia, legal reforms were not possible given its existing political climate. This led the programme to pivot to providing technical support for administrative reforms and building the capacity of the newly developed inspectorate for recruitment agencies. These activities demonstrated that real gains can be made in regulatory compliance even when legal reforms are off the table.

Pillar 3 Promoting fair business practices: The programme supported formalization of the recruitment industry in all three countries, particularly in Côte d'Ivoire where it aided in the establishment of an umbrella association for recruitment agencies. This provides a framework for self-regulation and accountability where none previously existed. The programme also supported PRAs across all three countries with training on fair recruitment principles, and provided them with tools and resources aligned with the GP&OG. Despite these initiatives, pillar three is relatively the weakest area of performance. The recruitment sector in all three countries (particularly in Côte d'Ivoire and Ghana) still experiences a high level of informality and it is likely that only limited to moderate improvements in the business practices have been achieved among some PRAs. Respondents from PRAs described this issue not as a case of divergent views or a belief that fair recruitment was not important, but rather pragmatic constraints regarding resources and the

significant time and effort required to significantly change their business operations.

Pillar 4 Empowering Migrant Workers: The programme addressed this objective through three primary channels; the establishment and continued operational support of migrant resource centres (MRC), awareness raising campaigns among migration hotspot communities, and supporting the Recruitment Advisor Platform. Through the use of these mechanisms, the programme has enhanced information provision and support services to migrants; however, website analytics data on the Recruitment Advisor platform suggest that its use by potential migrants remains limited, particularly in Phase III intervention countries. In future programming, other platforms or mediums for information provision may prove more appropriate. Lastly, it was not possible to determine if the programme's awareness raising campaigns affected migration-related outcomes or led to changes in deeply entrenched cultural norms regarding gender and migration, as programme monitoring did not capture this information.

EFFICIENCY

This evaluation assessed programme efficiency through its distribution and use of technical, human, and financial resources.

Technical Resources: The programme utilized technical resources in an efficient manner, leveraging ILO's in-house technical expertise across a variety of disciplines to inform activities. The programme also facilitated South-South knowledge sharing to increase the efficiency and cost effectiveness of capacity building activities.

Financial Resources: FAIR III activities were financed through four separate financial awards from its respective donors under one project code through what is known as a multi-donor fund (MUL). This is in addition to funding for staff positions under the ILO's programme budget. Utilizing this funding structure allowed for more funds to be channeled through the FAIR programming, resulting in a consolidated and unified approach to promoting FAIR recruitment. At the same time, it also led to several limitations and a significant administrative burden on the programme team as well as uncertainty about the availability and timing of funds. These issues could partially be mitigated in future programming by minor administrative reforms by ILO HQ as well as familiarizing donors with MUL requirements well in advance of anticipated funding.

The allocation of funding across intervention countries was not only influenced by strategic considerations but also donor funding conditionality, which reduced operational flexibility and drove some programmatic decisions rather than strategic considerations. The most notable example is the inclusion of programming along the

South Africa-Lesotho corridor, which did not significantly contribute to the programme's strategic objectives.

Human Resources: The programme had sufficient staffing at the headquarters level with a full time Programme Manager from the FUNDAMENTALS Branch and a half-time Programme Officer from the MIGRANT Branch. At the country level, the programme had three National Project Coordinators (NPC); one in Ghana, Tunisia, and Côte d'Ivoire respectively. Respondents in each country viewed this as the minimum level of staffing required to accomplish programme objectives. In addition, the programme could have benefited from a dedicated MEL Officer. This may have pre-empted the inconsistencies in the ToC and logframe noted earlier, and allowed the programme to effectively measure long-term outcomes.

IMPACT AND SUSTAINABILITY

This evaluation identified 16 results (9 under FAIR I & II and 7 under FAIR III) where evidence suggests a likelihood of continued impact and sustainability. Eight of these results exhibited a high likelihood for sustained impact, seven exhibited a moderate likelihood, and one exhibited a low likelihood. The results with the highest likelihood of sustained impact were those which were codified in new legislation or in the operational guidelines and regulations of government actors or social partners. A prominent example from Phase III is the adoption of "Guidelines for the protection of migrant workers' rights" by the UGTT and changes to its regulations, which allowed its affiliates to recognize migrants under a special membership status. Similarly, embedding elements of the Media Toolkit in the journalism curricula of higher education institutions in Ghana, Tunisia, and Côte d'Ivoire was perceived as having a high likelihood of sustained impact. Migrant resource centres that were developed under Phase II were also deemed to have a high likelihood of sustained impact. Other donors chose to fund MRCs outside of the programme, highlighting their broad relevance and appeal. Furthermore, the fact that the MRCs were established and operated by union federations, bodes well for their long-term sustainability after the programme exists.

This evaluation also found a strong link between programme duration and sustainability. The ILO started conducting fair recruitment activities in Tunisia 10 years ago (first under the REFRAME project, followed by subsequent phases of the FAIR Programme). This long-term engagement resulted in a shift in stakeholder mindsets, the building of institutional trust necessary for effective administrative reform, and the programme's ability to navigate a volatile political landscape. These achievements will likely have sustained effects and it is improbable that they could have been fully realized through short-term engagement. Conversely, short implementation windows in Côte d'Ivoire and Ghana negatively impacted the sustainability of

outcomes. There was a general consensus from respondents in both countries that the programme had garnered significant buy-in and support from key stakeholders, but solidifying programme outcomes would require further engagement. In particular, respondents stressed that further support was needed to fully implement the activities in the National Migration Strategy in Côte d'Ivoire and the National Fair Recruitment Roadmap in Ghana.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Main Recommendations

High Priority Recommendations:

R1 FAIR III Programme: Identify relevant handover partners for ongoing programme activities and establish transition plans complete with timelines, cost estimates, and potential funding sources. The development of these transition plans should be an iterative process with relevant partner organizations.

R2 For FRI/future ILO fair recruitment programmes: Redesign activities with private recruitment agencies to provide them with more tailored, hands on technical support to integrate fair recruitment principles into their business practices. This should be accompanied by appropriate monitoring mechanisms to measure the extent to which business practices change over time.

R3 For ILO HQ: When implementing a multi-donor fund (MUL), the ILO should assign focal points from the Donor Relations Department and Budget Department (BUD DC) at the programme level, not the award level. Doing so would lead to a more unified approach to both budget management and donor engagement, allowing ILO to more effectively manage the complexity of MULs, better address donor reporting needs, and mitigate some operational constraints. Relatedly, allocate more time prior to programme implementation to familiarize donors with the benefits and limitations of MULs, and where possible, work with them to remove restrictions that prevent the pooling of funding under a single, unified programme budget.

R4 Donors and all implementers in migration and recruitment programming: Plan programmes as long-term processes, not short interventions. Future programmes should be funded and designed from the start as multi-phase processes, with clear continuation pathways and exit strategies, ensuring vital initiatives survive beyond the life of the programme.

Medium Priority Recommendations:

R5 For FRI/future ILO fair recruitment programmes: Concentrate future programming in migration corridors where a strong programmatic footprint is possible in both sending and receiving countries and the respective governments in those countries are

receptive and supportive of programming. Transit countries should also be considered where relevant.

R6 For FRI/future ILO fair recruitment programmes: Establish indicators for high-level outputs and outcomes that capture behaviour and systems change rather than participation, particularly for training and capacity building initiatives. Consider hiring a dedicated MEL officer to ensure appropriate indicators and monitoring systems are in place.

R7 For FRI/future ILO fair recruitment programmes: Maximize existing investments in knowledge generation by raising awareness about the Fair Recruitment Knowledge Hub among key stakeholders, particularly those based in the global South.

R8 For FRI/future ILO fair recruitment programmes: Consider ways to better leverage the Recruitment Advisor platform or consider alternative avenues for providing information to migrants. Efforts should be taken to raise awareness of the platform among migrant communities, and user studies should be conducted to ensure the platform's design is user friendly and presents information in a manner that migrants find useful and easily accessible.

R9 For FRI/future ILO fair recruitment programmes: Sustain and expand investments in journalism training. Creating follow-up pathways such as internships and mentorship programmes for journalism students would support the long-term development of a tight-knit cadre of skilled journalists that can accurately report on safe recruitment and forced labor issues. Consider establishing stronger ties with media outlets to not only strengthen and expand this network but also promote the publication and wider dissemination of materials produced by its members.

R10 For FRI/future ILO fair recruitment programmes: Any future programming in Côte d'Ivoire should support relevant counterparts in the Ivorian government to strengthen permanent regulatory and oversight mechanisms, and thereby promote the further formalization of the recruitment sector and improve compliance with fair recruitment principles.

Lessons Learned:

LL1: Institutional, administrative, and operational reforms can deliver sustainable results in sensitive contexts when legal reforms are not feasible. This is best supported through a long-term programmatic presence that builds tripartite trust.

LL2: Embedding fair recruitment initiatives within existing national systems enhances ownership. In Côte d'Ivoire, FAIR III deliberately embedded its interventions, such as the development of the National Fair Recruitment Roadmap, labour migration policy review, labour

law reform inputs, and capacity building for public employment services, within existing government structures, tripartite technical working groups, and statutory processes.

LL3: Although multi-donor funds (MUL) allow for more comprehensive and better resourced programmes, they can also create onerous administrative reporting requirements on programme teams and negatively impact programme timelines and operational flexibility. Some of these effects can be mitigated if ILO assigns reporting focal points differently.

Good Practices:

GP1: Positioned the PES in Côte d'Ivoire as a credible gatekeeper for fair and regulated international labour migration. Doing so directly contributed to FAIR III's objective of strengthening institutional frameworks for fair recruitment and is a sustainable long-term path to reduce reliance on informal intermediaries.

GP2: In Tunisia, Ghana, and Côte d'Ivoire FAIR III strategically engaged media practitioners and journalism students by adapting the ILO global media toolkit on fair recruitment and forced labour to the national context and integrating it into the curricula of journalism schools. The practice directly supported FAIR III objectives related to improving migrant access to reliable information and strengthening fair recruitment awareness.

GP3: FAIR III operationalised the corridor approach not only at policy level, but also technically by aligning tools, concepts, and institutional practices between countries of origin and destination (particularly for Côte d'Ivoire–Tunisia). This included shared terminology, compatible compliance expectations and coordinated roles for unions and authorities on both sides of the corridor.

GP4: Rather than creating parallel project-based services, FAIR III embedded fair recruitment information, referral pathways, and case identification tools within trade unions' MRCs. In Tunisia, this included standard referral sheets, coordination with legal aid providers, and basic case categorisation related to recruitment abuses.

1. Introduction

This document constitutes the evaluation report of an external final evaluation of the Integrated Programme on Fair Recruitment (FAIR) Phase III, GLO/21/18/MUL. The Programme was implemented from August 2022 to February 2026 by the ILO's Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) and Labour Migration Branch (MIGRANT). In accordance with the policies of the ILO Evaluation Office (EVAL), the FAIR III Programme is subject to an independent external final evaluation.

1.1 Programme Background

Every year, millions of women and men migrate in search of better job opportunities. While labour migration can bring positive outcomes for individuals and societies, many migrant workers still face risks of exploitation particularly in the recruitment process. Unfair recruitment practices such as discrimination, contract substitution, and the charging of illegal fees remain widespread, they can lead to serious violations of workers' rights including forced labour, trafficking and debt bondage.

To address these challenges, the ILO launched the Integrated Programme on Fair Recruitment (FAIR) in 2015. The programme supports the implementation of the ILO Fair Recruitment Initiative (FRI) strategy which aims to promote fair recruitment practices globally and in specific countries of origin, transit, and destination.

Now in its third phase (2022–2025) FAIR III builds on results from previous phases (Phase I-2015 to 2018 and Phase II-2018 to 2022) by strengthening national efforts and scaling up good practices. This phase is being implemented in the following countries: Tunisia, Ghana, Côte d'Ivoire and Lesotho/South Africa with a focus on key migration corridors within Africa as well as to Arab States.

The programme is structured around four main pillars which mirror the pillars of the FRI:

1. Global knowledge and policy guidance on national and international recruitment processes is enhanced, exchanged and disseminated.
2. Laws, policies and enforcement to promote fair recruitment are improved in selected countries of origin and destination.
3. Fair business practices are expanded and consolidated in selected labour migration corridors and sectors.
4. Migrant workers have greater access to reliable information and improved services throughout the recruitment process.

FAIR III takes a multistakeholder approach and works closely with governments, employers' and workers' organizations, labour recruiters, civil society as well as media to promote fair recruitment and protect the rights of migrant workers.

1.2 Management & Staffing

The FAIR III Programme is jointly implemented under the FUNDAMENTALS and MIGRANT branches of the ILO, with the FUNDAMENTALS branch responsible for overall Programme Management. This shared responsibility is reflected in staffing. The Programme Manager and Chief Technical Advisor (CTA) hails from the FUNDAMENTALS branch with 100% of her time allocated to this programme. The CTA is supported by a Technical Officer from the MIGRANT branch with 50% of her time allocated to the programme. Since FAIR III is a global Programme, both the CTA and the Technical Officer are based in Geneva. FAIR III also has a physical staff presence in Ghana, Tunisia, and Cote d'Ivoire with one National Project Coordinator in each country. Administrative and financial support staff from the ILO offices in these countries also allocate a proportion of their time to support the programme. In the case of Lesotho, the Programme has no on-the ground staff, but has operated through joint collaboration with the European Union (EU)-funded Southern African Migration Management (SAMM) Programme and periodically via consultants.

2. Evaluation Scope

As the third and final phase of the FAIR Programme draws to a close, it is necessary to conduct a rigorous final evaluation to assess the programme's overall effect on the state of recruitment and labor migration in intervention countries. This includes a critical review of not only achieved results (both intended and unintended) but also an assessment of the overall sustainability and (to the extent possible) impact of programme initiatives. Findings from the evaluation are distilled into pragmatic recommendations, lessons learned, and emerging good practices to inform future programming. The specific objectives for this evaluation as stated in the Evaluation TOR provide further analytical guidance and are noted below.

1. To assess the level of achievement of the FAIR III project's immediate objective and performance as per project targets and indicators and assess to what extent it can be linked with previous phases (II and I).
2. To determine the added value of a long-term development cooperation project with continuous presence in one country for 10 years.
3. To identify good practices and lessons learned of phase III and how they can contribute to designing future collaborations with similar and potential new partners.
4. To determine to what extent the FAIR III project's strategic approach reflects the ILO comparative advantage and cross-cutting issues including gender equality, social inclusion, and social dialogue.
5. To determine to what extent the FAIR III project has built in its sustainability strategy.
6. To provide recommendations for future improvement and sustainability.

To achieve these objectives, the evaluation employed the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD/DAC) evaluation criteria as a conceptual

framework. The framework consists of the five interrelated dimensions of relevance, validity of design and coherence, effectiveness, efficiency, and sustainability and impact. Across these dimensions, the ILO and the evaluation team have jointly developed a list of 23 evaluation questions that explore specific themes including ILO cross cutting issues (e.g. gender responsiveness, social inclusion, etc.) and programme initiatives. Applying this additional layer of analytical structure to the evaluation not only yields a comprehensive analysis of programme components but also provides a logical and coherent structure for framing the evaluation report's findings.

2.1 Evaluation Questions

Evaluation questions are given below. For further details on the means of assessment, data sources, data collection methods, and respondent groups targeted to answer these questions, please refer to the Evaluation Question Matrix in Appendix g.

OECD/DAC EVALUATION CRITERIA	EVALUATION QUESTION
1. Relevance	1.1 To what extent was FAIR III aligned to the priorities of the MIGRANT and FUNDAMENTALS Branches?
1. Relevance	1.2 Were the FAIR III programme objectives relevant to the needs of the tripartite Constituents at global level and in the programme countries and the end beneficiaries?
1. Relevance	1.3 To what extent is the FAIR III programme appropriately responsive to political, legal, economic, institutional contexts and to changes in those contexts?
1. Relevance	1.4 To what extent is the FAIR III programme aligned with the ILO's Programme and Budget (P&B), with Decent Work Country Programme (DWCP) strategies and/or Country Programme Outcomes (CPOs)?
2. Validity of design and Coherence	2.1 To what extent are the FAIR III programme design (objectives, outcomes, outputs and activities) and their underlying theory of change (ToC), its strategies, modus-operandi (such as the corridor approach), risk analysis, context analysis logical and coherent and address relevant priorities/need and adaptive? In what ways has the program logic evolved over time (as evinced by visible changes in programming).
2. Validity of design and Coherence	2.2 To what extent has the FAIR III programme integrated the previous lessons, good practices and cross-cutting themes in the design?
2. Validity of design and Coherence	2.3 To what extent is complementarity and coordination with other ILO and non-ILO projects dealing with FPRW, labour migration and/or recruitment baked into programme design? Is this coordination aligned with programme objectives?

3. Effectiveness	3.1 To what extent has the FAIR III programme achieved its purpose and expected results as stated in its logical framework? What are the intended and unintended changes brought by the programme? Were there any good practices and innovation? 3.1.1: To what extent has the programme succeeded in generating and disseminating research and policy guidance on fair recruitment and enhanced the global knowledge base? 3.1.2: To what extent has the programme led to an improved legal landscape for fair recruitment and enhanced enforcement capabilities of governments in countries of destination and origin targeted by the programme. 3.1.3: To what extent has the programme improved recruitment business practices in selected labor migration corridors and sectors in line with the General Principles and Operational Guidelines? 3.1.4: To what extent has the programme improved migrant's access to information and support services in selected labor migration corridors and sectors?
3. Effectiveness	3.2 What have been supporting or constraining factors and why? How can future interventions build on and scale the achievements and/or overcome the constraining factors?
3. Effectiveness	3.3 To what extent has the programme engaged with, worked through, and empowered social partners?
3. Effectiveness	3.4 Have there been any missed opportunities?
3. Effectiveness	3.5 To what extent has the programme benefitted from the gender assessment of the programme and implement key recommendations to identify gender dynamics and gender specific themes and integrate a gender responsive approach to fair recruitment?
3. Effectiveness	3.6 To what extent did the programme's interventions contribute to addressing root causes of gender inequalities or specific needs of women?
3. Effectiveness	3.7 To what extent did the programme's coordination and collaboration with other on-going ILO, United Nations (UN) and/or other partners' programmes/projects/initiatives increase its effectiveness?
4. Efficiency	4.1 To what extent have resources including funding and material, human, and institutional resources been sufficient, timely and appropriately distributed between programme countries to meet objectives?
4. Efficiency	4.2 In general, do the results achieved by FAIR III justify the costs?
4. Efficiency	4.3. In what ways has knowledge sharing and collaboration between interventions in target countries and sectors increased efficiency or led to programmatic synergies?
4. Efficiency	4.4 How has the institutional, technical, and administrative guidance from different decision-making levels and Branches (such as within the ILO, from the programme steering committee and from the donors) impacted the programme's efficiency?
5. Impact and sustainability	5.1 To what extent did the programme achieve 'scalable' or 'replicable results'?

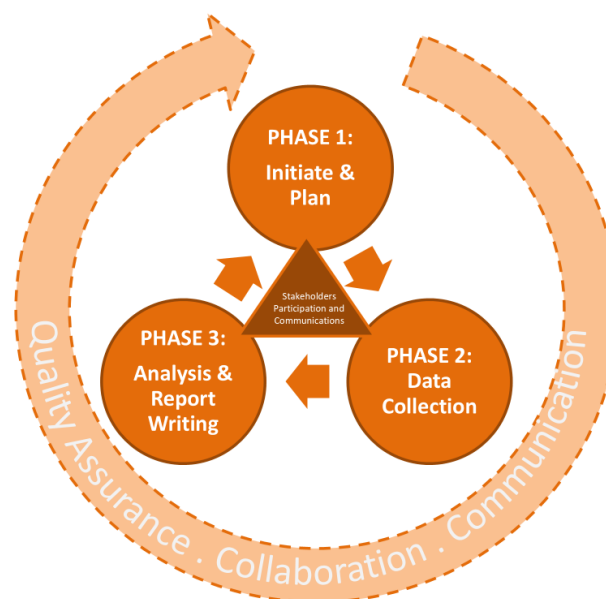
5. Impact and sustainability	5.2 What evidence is there of continued impact/sustainability of selected FAIR II and III results in terms of changes in laws/policies, institutional mandates, capacities, and processes at national levels to support safe migration and recruitment?
5. Impact and sustainability	5.3 What is the added value of a long-term development cooperation programme with continuous presence in one country for 8 years?
5. Impact and sustainability	5.4 To what extent has the timeframe of interventions in different countries affected impact and sustainability?
5. Impact and sustainability	5.5 To what extent did the FAIR III programme use its past experiences in designing an exit strategy to ensure sustainability? If not, what could have been done to strengthen exit strategies and sustainability?

2.2 Methodology

The evaluation adhered to ILO EVAL policies, United National Evaluation Group (UNEG) norms, and OECD/DAC criteria, implementing a gender and social inclusion lens across all stages of design, data collection, analysis, and reporting.

Furthermore, stakeholder participation and communication were embedded throughout the evaluation, ensuring continuous engagement with relevant employers' and workers' organizations, government entities, ILO staff, donors, and other stakeholders.

The evaluation was conducted in three structured phases: 1) Initiate and Plan; 2) Data Collection; and 3) Analysis, Validation and Reporting. These are described in detail below.



Phase 1: Initiate & Plan

During this phase, the evaluation team (ET) worked closely with the Evaluation Manager and programme management to establish a clear and shared understanding of the evaluation objectives, scope, and expectations. To this end, the ET conducted a desk review of project documents and relevant literature, identified key stakeholders, and refined the evaluation questions. Building on this groundwork, the ET drafted an Inception Report (IR). In alignment with ILO EVAL policy, the IR underwent review and final approval from the ILO Research Manager prior to the implementation of data collection. This Initiate and

Plan Phase ensured methodological rigor, stakeholder alignment, and a structured roadmap to subsequent research phases.

Phase 2: Data Collection

A total of 30 key informant interviews (KIIs) were held with government officials, representatives from workers' and employers' organizations, ILO staff, donors, NGOs, and academia involved in the programme to assess their perspectives on achievements and challenges. Data collection also included one focus group discussion (FGD) with journalism students participating in the programme's journalism training in Côte d'Ivoire.

Evaluation sampling was purposive, based on an initial list of respondents provided by ILO. This list was slightly modified throughout the course of data collection. The original list included more potential respondents than what was needed for the sample, with some respondents highlighted by the ILO as high priority respondents. The ET began by interviewing high priority respondents. In the event that a high priority respondent was not responsive to an interview request or unable to participate in the evaluation, the ET replaced that respondent with another respondent on the list. In some cases, respondents on the list declined to participate and connected the ET to alternative respondents whom they believed were better suited to participate in the evaluation. By conducting joint KIIs with respondents from the same organizations, the evaluation was able to cover a total of 35 respondents through 30 KIIs between November 14 and December 23 2025. The final list of KII respondents can be found in appendix f.

Through this approach, the evaluation ensured good coverage of respondents who engaged with the programme in various capacities across different country contexts. The table below provides a breakdown of KIIs across respondent groups as well as the programme's geographic areas of operation.

Geography	Respondent Group						
	ILO	Donor	Employers' Org/ PRA	Workers' Org	NGO/ Academia	Government	TOTAL
Global	4	3	-	-	-	-	7
Ghana	2	1	1	1	-	3	8
Côte d'Ivoire	2	-	-	1	3	2	8
Tunisia	1	1	3	-	1	2	8
South Africa/Lesotho	1	-	-	-	-	-	1
FAIR I & II Countries	2	-	-	1	-	-	3
TOTAL	12	5	4	3	4	7	35

KIIs and FGDs were semi-structured and supported by a set of research instruments. This includes four KII guides (one for ILO staff and donors, one for employer's organizations and private recruitment agencies (PRA), 1 for workers' organizations and non-government organizations (NGO), and one for government representatives) and one FGD guide for journalism students. The semi-structured nature of these guides provided enough structure so that the interviews yielded information relevant to the evaluation questions, while also allowing enough flexibility for interviewers to deeply probe specific areas of interest or relevance based on the respondent's knowledge of and interaction with the programme.

Throughout the data collection process, the evaluation team provided regular updates to the ILO Evaluation Manager. FAIR III Programme staff were also instrumental in supporting respondent outreach by following up with unresponsive individuals and suggesting alternative respondents when needed.

Data Quality Assurance, Data Security and Research Ethics

The ET conducted the evaluation in accordance with rigorous ethical standards drawing on their extensive experience conducting primary research with migrants and other vulnerable, hidden, and hard to reach populations. All research tools included free prior-informed consent statements. The statements stipulated the purpose of the interview, the general line of questioning, known benefits and risks of participating in the evaluation, and how the information provided by the respondent will be used. These statements were emailed to respondents ahead of interviews or read aloud to respondents, and their consent was gathered either verbally or in writing prior to the interview. Respondent consent was also gathered for recording the interview.

Data quality and data security were ensured by adhering to standard operation procedures and safeguards for the gathering, transfer, storage, and removal of participant data. The ET adhered to the confidentiality and data protection principles as outlined by ILO EVAL. In keeping with best practices for ethical research, the evaluation captured the bare minimum of respondent identifying information needed for analysis. This information, along with all interview notes/transcripts were kept in an encrypted file storage system that requires password access. Once analysis was complete and identifying information was no longer needed, it was removed from all interview notes/transcripts. Only the respondent group and gender were left as identifiers with the notes/transcripts. All information provided by respondents were either aggregated or anonymized in the final report.

Phase 3: Analysis and Report Writing

After data collection, qualitative data was analyzed to identify themes, highlight cross-cutting concerns like gender and social inclusion, and triangulate and verify findings from diverse data sources.

The findings were incorporated into this evaluation report. The report follows all ILO EVAL policies, guidance, and formatting requirements. Draft findings were presented in a stakeholder validation workshop, allowing programme staff, governments, workers' and employers' organizations, and other social partners to review and comment on them. This served to not only ground-truth findings but also garner consensus and buy-in among key stakeholders. Comments from the validation workshop as well

as comments gathered by the ILO on the draft evaluation report were used to inform the final evaluation report.

Limitations

Although the data collection activities noted above led to a wealth of qualitative information to inform this evaluation report, the methodology as well as the constraints of real world data collection led to several limitations in what information could be gathered, how it could be interpreted, and the extent to which it accurately reflected programme performance. Despite these limitations, the findings of the evaluation provided the team with enough applicable information to establish a comprehensive picture of programme activities and draw conclusions on its overall performance. These limitations are listed below.

- **A focus on topical breath rather than analytical depth:** The evaluation consisted of 23 research questions spanning OEDC/DAC criteria. While this yielded a comprehensive assessment of program activities, it also meant that the evaluation team could not do a deep analytical dive into each. As such, findings for some evaluation questions are more descriptive than analytical in nature.
- **Numerous activities across a large geographic footprint:** Activities under the FAIR III Programme were conducted across a wide geographic area, covering Tunisia, Côte d'Ivoire, Ghana, and to a lesser extent Lesotho. The programme also included tangential activities in other countries such as study trips in Nigeria and Morocco and training at the ILO International Training Centre (ITC) in Turin, Italy. Under pillar one, the programme also included a suite of global initiatives conducted in both physical and virtual forums. Operationalizing the programme across these various geographies meant that activities varied widely. In an effort to cover all programme activities, this evaluation could not explore each of them in great depth. During key informant interviews, the team had to ask respondents about multiple programme activities, as opposed to more deeply probing the nuances and outcomes related to each one. As with the early noted limitation, this led to a comprehensive, yet somewhat analytically shallow assessment of activities.
- **Political sensitivities constrained data collection:** The evaluation originally intended to conduct an FGD with migrants receiving services from the Migrant Resource Centers (MRC) in Tunisia. Unfortunately, the prevailing political and social context made this unfeasible, as rising sensitivities around migration could have exposed migrants, programme partners, and evaluation team members to potential risks. In addition, persistent tensions in social dialogue, particularly between the government and the UGTT, constrained consultation and coordination mechanisms. Consequently, the evaluation relied primarily on programme documentation and key informant interviews, allowing for a comprehensive overall assessment while limiting the depth of qualitative analysis in certain areas.

3. Main Findings

3.1 Relevance

3.1.1 To what extent was FAIR III aligned to the priorities of the MIGRANT and FUNDAMENTALS Branches?

Summary Statement: This evaluation finds clear alignment between the objectives of FAIR III and the priorities of both the MIGRANT and FUNDAMENTALS Branches. Alignment with MIGRANT branch priorities is extremely pronounced as FAIR III and the wider FAIR Recruitment Initiative (FRI) serve as the operationalization of the General Principles and Operational Guidelines (GP&OG), a seminal policy document and operational tool that sets the global standard for fair recruitment, which is inherently central to MIGRANT branch priorities. The FUNDAMENTALS Branch primarily sees fair recruitment, and by extension, FAIR III as an integral part of its wider priority focus on the elimination of forced labour.

To fully understand the alignment of FAIR III with FUNDAMENTAL and MIGRANT branch priorities, it is first necessary to understand its relationships with the Fair Recruitment Initiative (FRI). The Fair Recruitment Initiative was launched in 2014 by the ILO Director General with the goal of creating an ILO Safe Migration Agenda. Having grown and evolved over more than a decade, the FRI recently launched its updated Strategy; FRI Strategy 2026-2030. Under this strategy, the FRI aims to “make fair recruitment a reality for all workers, across all sectors and countries, within and across borders”(ILO, n.d.b). In this sense, the FRI, and by relation, the FAIR Programme, are the operationalization of the GP&OG and the Definition of Recruitment Fees and Related Costs. These seminal documents set out the policy direction and global standards for fair recruitment. Both documents are grounded in international labour standards, negotiated by a tripartite group of experts and adopted by the ILO’s Governing Body (ILO, 2025).

The FRI is an umbrella initiative across multiple programmes and according to the FRI lead, requires a “whole of house” approach for effective implementation.

“[a topic] like fair recruitment that creates pathways toward decent work, really is a whole of house effort for the ILO...you're touching on questions of regulation of private employment agencies, the role of public institutions and public employment services, and that's actually held by a different unit within the house. You're dealing with forced labor...another unit of our house. You might be dealing with data and statistics. That's another unit of our house. You're dealing with... issues around labor migration, that's in our [MIGRANT'S] remit. So it's actually kind of a complicated thing that we're able to bring together under this overarching and rather umbrella initiative.”

During interviews, one FAIR Programme staff member estimated that there are 30-35 ILO projects that contributed to the FRI. For most of these projects, fair recruitment was not a main objective but rather an

important cross-cutting issue. Both the FAIR Programme and the now concluded REFRAME programme, were the two key programmes specifically targeting fair recruitment and therefore, directly aligned with the objectives and goals of the FRI. Case in point, the FAIR Programme operates under the same four pillar objectives as the FRI.

Naturally, as the FRI is a “whole of house” initiative, it makes intuitive sense that the FAIR Programme is jointly managed by the two ILO branches most closely aligned with its mandate. Within the MIGRANT Branch, fair recruitment represents a central aspect of ILO’s FAIR Migration Agenda, and thereby a priority area for the MIGRANT Branch (ILO, n.d.a). FAIR III programming directly supports 7 of the 8 objectives listed in the FAIR Migration Agenda, particularly the objective “Ensuring fair recruitment and equal treatment of migrant workers to prevent exploitation and level the playing field with nationals.”

FAIR III is also aligned with several priorities of the FUNDAMENTALS Branch, though these linkages are not as comprehensive or explicitly stated as with the MIGRANT Branch. Conceptually, the priorities of the FUNDAMENTALS Branch are to promote the five Fundamental Principles and Rights at Work (FPRW) as stipulated in the 1998 ILO Declaration on Fundamental Principles and Rights at Work and its 2022 amendment. According to FAIR III staff, FUNDAMENTALS primarily looks at fair recruitment through the lens of eliminating forced labor; however, conceptual links to the other FPRW apply as well as, such as, freedom of association and the effective recognition of the right to collective bargaining; the effective abolition of child labour; the elimination of discrimination in respect of employment and occupation; and a safe and healthy working environment. These linkages with other fundamentals are made more explicit in the recently released FAIR Recruitment Strategy 2026-2030. In addition, the Integrated Strategy on Fundamental Principles and Rights at Work (2017-2023), specifically notes the FRI, with the goal to engage businesses to strengthen due diligence over labor conditions within their value chains.”

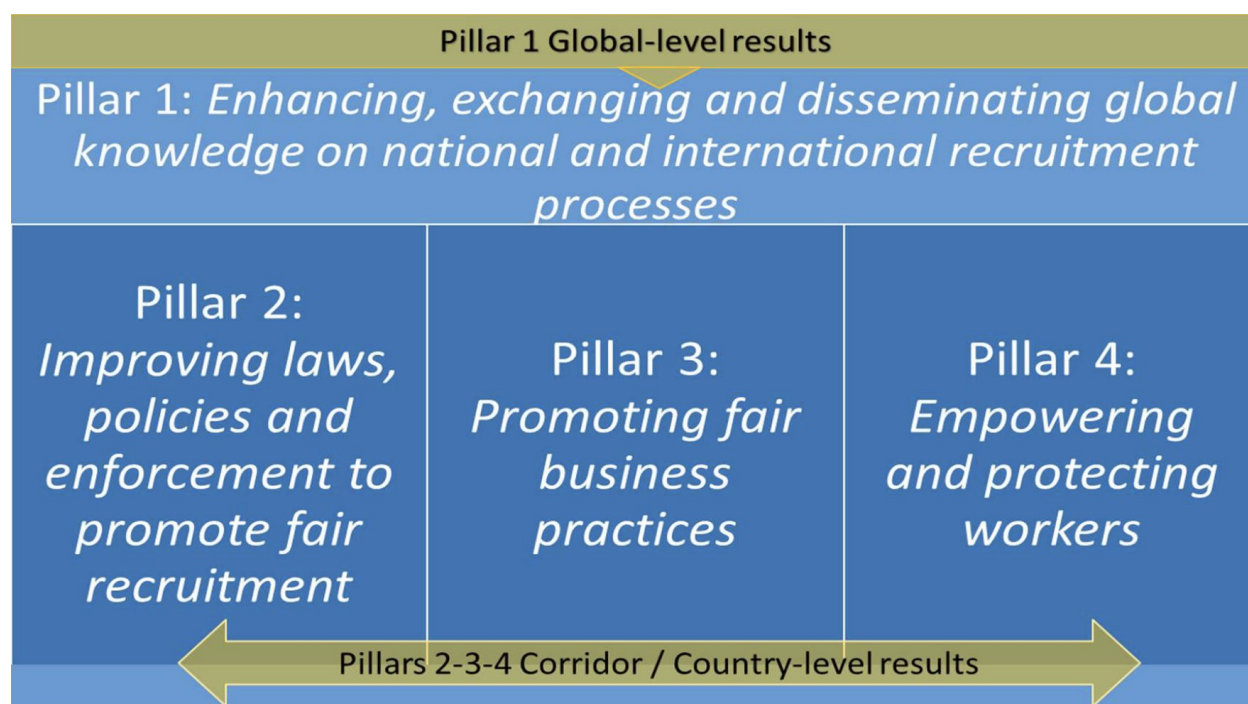
Lastly, it should also be noted that the Heads of the MIGRANT and FUNDAMENTALS Branches are jointly leading the FRI, which serves to further promote conceptual and operational alignment between the FRI and the two branches.

3. 1.2 Were the FAIR III programme objectives relevant to the needs of the tripartite Constituents at global level and in the programme countries and the end beneficiaries?

Summary Response: Programme objectives were established jointly by tripartite constituents, and remain highly relevant to their needs at the global level. At the country level, the applicability of objectives varied based on the operational environment.

Both the FAIR III Programme and the FRI are guided by the same overarching objectives, embodied in four pillars. The FRI strategy, including these four pillars, was formulated through tripartite consultation on a global level, and the strategy continues to be refined and validated, with the recent release of the Fair Recruitment Initiative Strategy 2026-2030. ILO staff emphasized that the FAIR III Programme is embedded in the organization’s strategic priorities, effectively functioning as the operational arm of the FRI by testing

and implementing global standards.



**Reproduced from FAIR III Programme Document*

Each of the four pillars targets specific, yet interrelated needs of tripartite constituents. Pillar one is primarily aimed at meeting the demands of governments, employers, workers, academics and the general public for evidence-based policy guidance and legal clarity on migration governance. For instance, the development of global tools and legal definitions regarding recruitment fees delivers the normative framework required by member states to regulate migration effectively.

Pillar two covers the development of an appropriate policy environment to promote fair recruitment. This includes not only aligning domestic legislation with international labor standards and the GP&OG but also ensuring regulatory bodies have the technical capacities, tools, processes, and resources for effective enforcement.

Pillar three is designed to ensure fair business practices. It provides tools for due diligence and seeks to create a level playing field within the recruitment industry through formalization and the broad uptake of fair recruitment practices. Although performance proved comparatively weaker in this pillar (see Effectiveness section), employers' organizations have found real value in capacity-building activities that support their members, in particular private recruitment agencies, in aligning with international standards.

Pillar four addresses workers' empowerment. It focuses on developing mechanisms for organizing migrant workers and enhancing their access to justice, information, and services. This pillar's relevance is exemplified by the International Trade Union Confederation (ITUC) partnering with the programme to implement the Recruitment Advisor platform, which aims to provide credible information to migrants and enable them to make better-informed migration decisions.

Together, the objectives outlined in these four pillars form a comprehensive and relevant framework that addresses the core mandates of the ILO and the diverse priorities of its global constituents.

At the national level, the FAIR III objectives were generally relevant to the tripartite partners. However, the applicability of certain pillars varied according to the specific capacities, interests, and contextual factors—social, political, and economic—of each country’s recruitment industry. While all four pillars were implemented in Tunisia, Côte d'Ivoire, and Ghana, some could not be pursued in their entirety in each country. For instance, the prevailing political climate in Tunisia, meant that the programme was unable to advance policy reform (part of pillar 2) and limited the extent to which it could empower inbound migrants (Pillar 4). These issues are discussed further in evaluation question 1.3 below.

3.1.3 To what extent is the FAIR III programme appropriately responsive to political, legal, economic, institutional contexts and to changes in those contexts?

Summary Statement: The programme demonstrated a high degree of responsiveness to the distinct political, legal, and institutional contexts in Tunisia, Côte d'Ivoire, and Ghana, necessitating significant pivots in the nature and scope of its programming.

Changing Political Sentiments (Tunisia): In Tunisia, the programme faced a political climate characterized by rising hostility toward incoming migrants and a government reluctance to address inbound migration, with no consolidated policy framework to this end.

“It's true, though, that there was a point where things were very tense, and so the unions sort of lowered their visibility, and we, in terms of activities, were advised not to do anything sort of overly...public facing... So we took that time to do more technical work, to do smaller group meetings...we had a period where we did suspend major workshops or media around activities on protecting sub-Saharan migrant workers.”

In this context, the FAIR III programme adjusted its scope by adopting a differentiated approach. On the one hand, collaboration with public institutions was refocused on aspects related to the governance of Tunisian labour migration abroad. On the other hand, the project oriented its intervention with the UGTT towards strengthening migration governance and the protection of migrant workers’ rights, irrespective of their status, through structured support, capacity-building and service-delivery actions. These interventions were implemented through low-visibility modalities, including a limitation of public-facing activities, in order to ensure continuity of action within a constrained institutional environment.

Reframing Migration Narratives and Crisis Response (Côte d'Ivoire): In Côte d'Ivoire, the programme had to navigate government sensitivities regarding outmigration, as many interpreted it as a reflection of negative national economic conditions. To counter this, the programme shifted the framing of outmigration to look specifically at "international placement." To this end, the programme supported the Agence Emploi Jeunes (AEJ) to establish an international placement service, thereby aligning with government priorities on youth employment. It also sought to support the private recruitment sector as

a whole by working with PRAs who work for national and/or international placement. Furthermore, the programme demonstrated adaptability to the 2023 crisis involving Ivorian migrants fleeing Tunisia. The programme rapidly reallocated funds to support the reintegration and training of 20 returnees. To address the legal context of widespread informality under pillar two, the programme shifted its scope to focus heavily on professionalizing informal private recruitment agencies and organizing them into an umbrella association and placed significant emphasis on supporting the government to establish a national roadmap for migration.

Addressing Legal Gaps and Managing Political Cycles (Ghana): In Ghana, the programme found significant buy-in from government stakeholders but an outdated and problematic legal framework for recruitment. Consequently, the programme placed significant focus on supporting the Ghanaian government to develop a National Roadmap for Fair Recruitment; the first country to do so using ILO guidelines. The programme also demonstrated responsiveness to the institutional timeline by anticipating general elections. Specific activities were strategically delayed or timed to occur after the elections in December 2024 to ensure that technical capacity was built among civil servants who would remain in place regardless of political turnover. In addition, the programme adapted to evolving needs identified by the Ghanaian government, including providing capacity building for consular and diaspora desk officers in missions to Arab states. This activity was added after discussions with the Ministry of Foreign Affairs, even though it was not part of the original plan.

3.1.4 To what extent is the FAIR III programme aligned with the ILO’s Programme and Budget (P&B), with Decent Work Country Programme (DWCP) strategies and/or Country Programme Outcomes (CPOs)?

Summary Statement: Programme design is well aligned with the P&B 2024-2025, particularly Outputs 1.4 and 6.4.

The programme is well aligned and supportive of ILO’s P&B 2024-25. From a broad thematic perspective, FAIR III has various components across the ILO’s programming areas as labor migration and fair recruitment are both cross cutting issues associated with the wider Decent Work agenda and support the advancement of FPRW, particularly the abolition of forced labor. More specifically, the FAIR III Programme is aligned with P&B Outcome areas one and six. Outcome area one calls for “strong, modernized normative action for social justice” and within this output 1.4 calls for “Increased capacity of constituents, partners and stakeholders to respect, promote and realize fundamental principles and rights at work.” Under this output the P&B specifically notes the importance of “mobilizing resources, including through the Accelerator Lab 8.7 initiative and others such as the ILO’s Fair Recruitment Initiative.” FAIR III also underpins Outcome area six “Protection at work for all”, specifically under output 6.4 “Increased capacity of Member States to develop fair and effective labour migration frameworks.” Under this output, the FAIR Programme contributed to report under 3 indicators: 6.4.1. Number of Member States with labour migration frameworks or institutional mechanisms to protect the labour rights of migrant workers and refugees and promote coherence with employment, skills, social protection and other relevant

policies; 6.4.2. Number of Member States with new or improved services to protect the labour rights of migrant workers and refugees; and 6.4.3. Number of bilateral or regional labour migration frameworks with monitoring and review mechanisms to protect the labour rights of migrant workers and refugees.

3.2 Validity of Design and Coherence

3.2.1 To what extent are the FAIR III programme design (objectives, outcomes, outputs and activities) and their underlying theory of change, its strategies, modus-operandi (such as the corridor approach), risk analysis, context analysis logical and coherent and address relevant priorities/need and adaptive? In what ways has the programme logic evolved over time (as evinced by visible changes in programming).

Summary Statement: Program design was largely coherent, adaptive, and appropriate, especially due to its alignment with the FRI’s four strategic pillars and the application of the corridor approach. At the same time, some tenuous assumptions in the ToC created unrealistic expectations for programme performance. In addition, many logframe indicators focus on participation (e.g. number of people trained) rather than subsequent behavior change or systems change. This limits the extent to which one can quantitatively assess the achievement of high-level outputs and outcomes. Lastly, indicators do not fully capture the extent to which the programme integrated gender considerations into programming.

Assessing programme design validity and coherence entails looking at both explicit and tacit assumptions linking all design components. In other words, there must be clear and rational links between program objectives and elements in the theory of change as well as specific program activities, outputs, and outcomes noted in the logframe. Lastly, the logframe indicators must be appropriately tailored and specific to clearly show how on-the-ground activities ultimately support program objectives.

At the highest level, the FAIR III programme is guided by clear, consistent logic across its four programmatic pillars of global knowledge generation, legal policy reform and enhanced capacity for enforcement, promotion of fair business practices, and the empowerment of migrant workers. Not only are these pillars identical to those of the wider FRI ensuring conceptual alignment, but they also cover the entire recruitment process, the economic and regulatory ecosystem in which it exists, and all the relevant stakeholders within it. In doing so, they conceptually support the programme’s overall objective of promoting fair recruitment and safe, regular migration.

Program Logic Statements

The programme’s third technical progress report (TPR) provides a programme Change Statement as well as a ToC logic statement and narrative for each of the programme pillars, explicitly defining the assumptions underpinning them. These are provided for reference in the box below.

ToC Logic statements across pillars

Change Statement: An increasing number of women and men workers, including migrants, are recruited through a fair process. This contributes to decent work, sustainable enterprises, well-functioning labour markets, and social and economic development.”

Knowledge Generation:

ToC Logic - IF comprehensive research, data collection, AND knowledge-sharing platforms are implemented across all stakeholders (governments, employers, and workers). THEN better-informed decisions and policies will emerge, promoting fair recruitment practices nationally and globally.

Legal Policy Reform and Enforcement:

ToC Logic - IF governments have technical support, training, AND capacity-building to enact and enforce fair recruitment policies → THEN they will have the power to develop, implement, and monitor laws that regulate recruitment and migration more effectively

Fair business practices:

ToC Logic - IF employers and recruitment agencies have the tools, knowledge, AND incentives to adopt fair recruitment practices, THEN they will have the power to implement fair recruitment standards that reduce worker exploitation and ensure more inclusive practices.

Migrant workers and their organizations:

ToC Logic - IF the most vulnerable workers are aware, trained, organized, and provided with resources to claim their rights, AND if they have structured representation in social dialogue and tripartite consultations, THEN they will have the collective power to participate in and influence recruitment processes, shape labour policies, and ensure better protection and fair treatment.

The evaluation finds the assumptions underpinning these pillars to be generally well reasoned; however, a ToC, like any theoretical model, is stylistic in nature. It cannot fully account for the innumerable factors that ultimately impact programme performance in a real world environment. As such, the TOC narrative may not fully account for the complexity of contextual factors and related limitations on programming. This, in turn, may lead to unrealistic expectations of programme performance.

For example, the narrative assumes that employer behaviour will change if given appropriate incentives with the further assumption that employers view fair recruitment as a competitive advantage with the expectation that it “attracts more skilled labor through a transparent, equitable recruitment process.”

While these assumptions may hold weight, there are countervailing incentives at play that affect employers' and recruitment agencies' decisions, most notably time and resource considerations for reorganizing business operations and foregoing the profits from charging recruitment fees to migrants. Furthermore, it may not always be the case that more transparent recruitment practices lead to attracting more skilled labour or that more skilled labour is a significant enough motivating factor for employers and recruitment agencies to accept additional costs if they forego charging fees to workers.¹ This will largely depend on the specific sector in which they operate and related skill requirements of workers. Ultimately, employers and recruitment agencies have unique operating models across diverse economic landscapes. Consequently, the financial incentives and strategic considerations that govern their decision whether to charge workers recruitment fees vary widely. This variation should be taken into account when designing interventions to change their business practices.

These considerations played out in programme implementation. Across each programme country, multiple employers and recruitment agencies were motivated to take part in programme initiatives and improve their recruitment practices. At the same time, the extent to which each of these entities fundamentally changed their recruitment practices and business operations varied greatly. There are also many private sector actors that chose not to engage in the programme and continue to profit greatly from exploiting workers through unfair recruitment practices. Given the variety of factors at play, the TOC could have been improved by adding several assumptions related to constraining or countervailing factors, such as price considerations or the intransigency of long-standing industry norms. Doing so would have helped to unpack the behaviors and decision making processes of employers and PRAs and set appropriate expectations for results under pillar three.

Migrant empowerment through information provision is another area where some assumptions in the ToC narrative may prove tenuous or less visibly evident due to constraining factors. One of the narrative's assumptions is that migrants will make more informed migration decisions if provided with appropriate information. While decisions may be better informed, it is important to recognize that this may not lead to different migration-related decisions or better migration outcomes. In many instances, migrants may not have a variety of recruitment channels to choose from, and their economic situation may be so dire that they opt for migration even when only risky options are available and they are aware of those risks.²

To put these points in perspective, the FAIR III mid-term evaluation found that overall, the programme design was coherent and well aligned with the operational context but that there were some shortcomings in terms of programme implementation and sustainability. This endline evaluation largely agrees with this conclusion with the caveat that the design would have benefited from a closer look at

¹ The evaluation team in no way condones the charging of recruitment fees to migrants. This point is not a moral judgement but rather, an objective observation gathered from years of research experience engaging with recruitment agencies as well as interviews with recruitment agencies for this evaluation.

² This example looks specifically at one assumption within pillar four regarding information provision to individual migrants and their choices based on that information. However, it is important to note that pillar four is broader, addressing migrant empowerment not only at the individual level but also the institutional level; hence, the programme's significant focus on capacitating worker organizations to engage in tripartite dialogue and advocate for regulatory reform as well as support individual migrants to claim their rights and challenge exploitative practices.

underlying assumptions related to the programme's operational context. While this evaluation finds the programme's activities largely appropriate (see effectiveness section), untenable assumptions set out in the programme's design can lead to unrealistic expectations for outcomes and thereby give the impression of underperformance.

The Programme Logframe

The logframe serves as a means to connect high-level concepts in the ToC to the programme's actual implementation and results. Overall, the programme logframe is logically structured with outputs and outcomes conceptually grouped under the four pillars. These outcomes and outputs are, in turn, quantitatively defined by outcome and output indicators with set targets. Many of the outcomes, outputs, and related indicators in the logframe effectively capture programme results; however, there are multiple cases in which indicators do not adequately measure their related output or outcome. Most notably, some outcome indicators in the logframe would be more appropriately classified as output indicators. There is also a noticeable absence of indicators regarding knowledge retention and behavior change for capacity building initiatives and trainings. For example, examine the relationship between Outcome 3 and Outcome indicator 3.1.

Outcome 3: Fair business practices are expanded and consolidated in labor migration corridors and sectors.

Outcome indicator 3.1: "Number of businesses, employers, and recruitment agencies that participate in decent work or fair recruitment initiatives."

The simple act of participation may indicate a desire for increased industry professionalization but it does not in itself demonstrate an increase in fair business practices. Rather, it is a prerequisite. When measuring the effectiveness of capacity building initiatives, first, there is the question of whether the participant's capacity increased. This should ideally be an output indicator, measured via a comparison of pre and post test scores.³ Second, it is not a given that increased capacity will lead to any measurable change in behavior. This could potentially be measured by a follow up KAP survey several months after the capacity building activity. In short, a measurable change in behavior (at the individual and/or organizational level) should be the outcome indicator, rather than an individual's participation in an initiative.⁴

³ Output indicator 2.2.2 is the only case in which an indicator assessed knowledge retention of participants after training; however, this only assessed the test scores from trainees in ITC courses. No data on knowledge retention was gathered for national level trainings.

⁴ Outcome indicator 3.2. "Number of businesses, employers, and recruitment agencies that incorporate fair recruitment principles in their practices." Attempted to measure behaviour change at the organizational level. For example, the adoption of a fair recruitment action plan by PRAs was included under this indicator. While this is a positive start, the indicator falls short of capturing concrete changes in business practices.

A similar focus on behaviour change would be beneficial for Outcome 2, which states “Laws, policies and enforcement to promote fair recruitment into decent work are improved in selected countries of origin and destination.” The two indicators underpinning this outcome focus on the uptake of policies, tools, and frameworks to improve fair recruitment. While these are important to capture, the addition of a behavior change-related outcome indicator would allow for a more comprehensive understanding of whether the outcome was achieved, particularly in regards to the “enforcement” part of the outcome.

Integrating Gender into the Logframe

Although the programme does integrate gender into its design and programming (See evaluation question 2.2), the logframe does not fully capture the extent to which integration occurred. The term “gender” is included in the majority of the programme’s outputs, but none of the programme outcomes. In cases where gender is mentioned in an output, it does not appear central to the output itself; often preceded by the words like “including”. Furthermore, many of the underlying output indicators do not mention gender.

For example, output 3.2 states, “Private recruitment agencies and public employment services have increased knowledge and capacities, including of gender specific themes, to facilitate fair processes from recruitment to return and reintegration.” This output is underpinned by the following two indicators:

- 3.2.1_ Number of staff trained in private employment services and in the public employment services.
- 3.2.2_ Number of private recruitment agencies (PRA) and public employment services (PES) adopting technical assistance and resources developed by FAIR to facilitate fair recruitment processes.

While it is certainly the case that the programme trained PRAs and PESs on many themes, likely including gender, it is not the central point of this indicator. The term gender exists as an unverified description of the training. While several output indicators in the logframe mention gender (i.e. output indicator 1.2.2, 2.1.2, 2.2.1, 2.2.2, 3.1.1, and 4.2.1) only indicator 2.1.2 and 4.2.1 appear to focus on gender as the central issue. Indicator 2.1.2 and 2.2.1 are given below to highlight this difference.

2.1.2. Number of gender responsive technical assistance products and tools provided to and integrated by governments of target countries in the development or revision process of legal or policy instruments.

2.2.1. Number of people trained on prevention, monitoring and enforcement of fair recruitment processes and adherence to FPRW including gender dimensions.

One can interpret output indicator 2.1.2 as only counting tools and products in which gender responsiveness is the primary focus. Conversely, 2.2.1 appears to include all types of training of fair

recruitment processes and adherence to FPRW. It is unclear whether these trainings must include a gender dimension, or if so, whether the gender dimension is sufficiently covered.

A more effective approach to measure gender integration in programming would be to draft gender-specific outputs and related indicators. An example would be: “Private recruitment agencies and public employment services have increased knowledge of gender-based vulnerabilities of migrants.” This could be underpinned by the following output indicator: “# of participants showing comprehension of gender specific vulnerabilities of migrants (as measured by participants’ scores on the gender module of the post-training test).”

The Corridor Approach, the Programme’s Modus Operandi

Underpinning the programme's overall design was the use of its signature ‘corridor approach’. This approach recognizes that recruitment plays a significant role determining outcomes in international labor migration. Therefore, programming should not merely be based in an origin or destination country but ideally support the entire migration journey from pre-departure to reintegration. This approach was tried, tested, and adopted from previous phases of FAIR, which included a Philippines-Hongkong corridor and a Nepal-Jordan corridor. FAIR III focused on the Côte d'Ivoire-Tunisia corridor and Tunisia and Ghana corridors to Arab states. The Lesotho-SA corridor and the Ghana-Nigeria corridor were also featured, albeit to a lesser extent.

While the corridor approach remains generally effective and appropriate for migration-related recruitment programming, real world constraints may inhibit its full roll out. The programme was able to implement the corridor approach to a large extent in the case of the Côte d'Ivoire-Tunisia corridor. Prominent examples of this approach were the establishment of a cooperative agreement between the Union Générale Tunisienne du Travail (UGTT) in Tunisia and the Union Générale des Travailleurs en Côte d'Ivoire (UGTCI) in Côte d'Ivoire. This allowed migrants from Côte d'Ivoire to be considered as honorary union members of UGTT and afforded them access to support services at MRCs in Tunisia. At the same time, the programme also worked to ensure safer recruitment for Ivorian migrants heading to Tunisia and other locations by supporting the Ivorian government to launch an international placement service within the Agence Emploi Jeunes (AEJ). The programme also worked with AEJ and the NGO AVSI to provide reintegration support to vulnerable Ivorian migrants returning from Tunisia.

The programme also engaged along the Ghana and Tunisia corridors to several Arab states; though, the programme’s footprint in destination countries in the region was less as pronounced as in the case of the CDI-Tunisia corridor. Some examples include: advising the government of Ghana in ongoing negotiations of Bilateral Labour Agreements (BLA) with several Arab states; providing targeted training to Ghanaian labour desk officers in the region; and successfully facilitating agreement for both Ghana and Qatar to be co-chairs of the FRI Advisory Committee. The programme also recognized the importance of the Ghana-Nigeria corridor as these neighboring countries represent a highly interconnected economy with labour flows heading in both directions. To this end the programme supported collaboration and technical exchange between the two countries. Lastly, the programme initially planned to support the South Africa-

Lesotho corridor but de-emphasized this corridor due to insufficient advances in legislation and a lack of on-the-ground personnel in either country.

Overall, this evaluation found that the corridor approach is most effective in instances in which there is a strong programmatic footprint in both sending and receiving countries and the respective tripartite partners in those countries are receptive and supportive of programming.

Programme Adaptability

The programme showed an appropriate degree of flexibility in its design in response to both changes in its operating environment and recommendations from previous evaluations. Based on findings from the FAIR III mid-term evaluation, the programme enhanced its ToC to more clearly define its underlying logic. This was primarily done through establishing logic statements and ToC narratives for each programmatic pillar. Relatedly, the design of technical progress reports was revised to more clearly show the relationship between ToC components and programming. While this did not functionally change the overall design, it did provide greater clarity, allowing the programme team and other stakeholders to more closely link design to implementation.

The four pillars approach and corridor approach remained consistent across the life of the programme. This appears appropriate to the evaluation team, as this is deemed a coherent approach. At the same time, the programme showed an appropriate degree of flexibility in activities on a country-by-country basis, realizing that the nature and extent to which each of these pillars could be addressed varied by country and changing political and social sentiments (see evaluation question 1.3).

The programme design was also revised to de-emphasize programming in the Lesotho/SA corridor. It is the opinion of this evaluation that this was a sensible programmatic pivot. The original inclusion of this corridor was largely driven by funding conditionality and a desire to piggy-back off existing programming in the area, namely the EU-funded SAMM project. However, these aspirations never fully came to fruition. FAIR lacked on-the-ground personnel in the country, leading to mission drift. Relatedly, there was a lack of programming opportunity because anticipated legislation was never passed. Consequently, programming in Lesotho was de-emphasized and shifted its focus primarily on supporting the government to ratify relevant ILO Conventions.

3.2.2 To what extent has the FAIR III programme integrated the previous lessons, good practices and cross-cutting themes in the design?

Summary Statement: FAIR III incorporated several lessons learned, good practices, and cross-cutting themes from previous phases and the broader FRI. This includes knowledge generation, the application of the corridor approach, and integration of gender-considerations into programming.

The design of FAIR III is informed by the experiences of phases I and II as well as the broader FRI. Both the

FAIR II final evaluation and the FRI 10-year stock take identified several lessons learned, good practices, and recommendations that ideally should be used to inform FAIR III and future safe recruitment and migration-related programming. At a thematic level, most of these can be grouped into three categories (discussed below).

- **FAIR III as a laboratory for global knowledge production and refinement:** A key strength in the programme design that was established in phases I and II and continues through phase III is both a conceptual and programmatic link between on-the-ground programme activities and the generation and refinement of global tools and resources for fair recruitment.

“While the FRI offers rights-based guidance on fair recruitment, it is also a giant laboratory where many approaches are tested locally under the various FRI-pillars. These offer tremendous opportunities for consolidated learning, and ways should be found to build learning more systemically in the work of the FRI.”

The Roadmap for Fair Recruitment and the Media Toolkit are two prime examples. Both are global guidance materials developed under FAIR that have been tested in and tailored to multiple country contexts.

- **The Corridor Approach:** This approach was first developed under FAIR I and II and continued under FAIR III. As discussed earlier, such an approach allows programming to cover the entire migration cycle and all relevant actors in it from pre-departure to reintegration. Numerous respondents spoke positively about the corridor approach, particularly its efficacy along the Côte d'Ivoire-Tunisia corridor. Previous evaluations have also noted the efficacy of this approach; though, the 10-year stocktake did note that information on its efficacy has not been cataloged and analyzed in a systematic way to clearly measure its effectiveness. Another consideration alluded to earlier is the extent to which the corridor approach can be fully operationalized along a given corridor, if the programme does not have a strong physical presence in all relevant countries.
- **Gender integration:** Earlier phases of FAIR have been described as “gender blind” in both design and implementation. In response, Phase III commissioned a gender assessment early in its programme cycle, signifying a concerted effort to better integrate gender considerations into its design. Largely due to these efforts, Phase III can be seen as gender responsive. While aspirations of being “gender transformative” were largely not feasible at the programme level without significantly altering its design, some specific interventions did take on a gender-transformative lens, attempting to address the underlying social norms that perpetuate gender inequality. These are noted below:
 - In Côte d'Ivoire:
 - Two awareness-raising campaigns (in San Pedro and Danane) for potential young women migrant workers interested in migrating to the Arab States. These campaigns targeted the families and communities to change social norms and

- pressure that impact young girls and drive them into irregular channels.
 - A gender analysis in collaboration with AGRIDOM (to be finalized by the end of the programme)
 - Awareness raising regarding information related to labour migration in the digital world targeting potential young women migrant workers.
- In Ghana:
 - A gender analysis that has been validated in December 2025
 - The establishment of financial literacy training to women female migrants, developed toward the end of the programme.
- Global:
 - The development of Gender guidelines for fair recruitment and a gender module for ITC training course on fair recruitment.

Given these advancements from previous phases, it is unfortunate that the logframe did not more fully capture gender-related outcomes (see evaluation question 2.1).

3.2.3 To what extent is complementarity and coordination with other ILO and non-ILO projects dealing with FPRW, labour migration and/or recruitment baked into programme design? Is this coordination aligned with programme objectives?

Summary Statement: Complementarity and coordination were fundamental features baked into the design of the FAIR III programme and aligned well with programme objectives. This collaboration extends both within programme countries as well as globally through the FRI.

At a high level, the programme is largely seen as the operationalization of the FRI, which itself has extensive engagement with multiple ILO and non-ILO programmes that are either directly or tangentially related to fair recruitment. It is perhaps this link to the FRI and its wide, cross-cutting mandate that has moved Phase III towards a high level of collaboration and coordination with similar migration and recruitment initiatives within its countries of operations. Below are several prominent examples in which collaboration was explicitly baked into programme design; though, it is by no means an exhaustive list.⁵

- At the global level, the programme supports the FRI Knowledge Hub, which serves as a central mechanism to coordinate research and tools across various ILO and non-ILO projects, ensuring that global guidance remains consistent and accessible.
- In Côte d'Ivoire, the programme supported a "One ILO" approach, where a joint national project steering committee oversaw FAIR III alongside the SDC-funded AGRIDOM, EU funded FMM II and SDC-funded JLMP action project to ensure a holistic approach to labour migration governance. Relatedly, the programme also supports the FRI Advisory Committee, which serves as a

⁵ This question addresses the extent to which collaboration was baked into programme design; however, the actual implementation of these collaborative efforts, their benefits and limitations, and their effect on program efficiency are explored in evaluation question 3.7.

collaborative platform for constructive discussion on fair recruitment between member states and other tripartite actors at the global level.

- In Ghana (and at the ECOWAS level, including Nigeria), the programme worked in collaboration with the SIDA-funded JLMP lead project to develop the national roadmap, the EU funded FMM II project, notably on the labour migration policy and the GIZ funded ACTION project in Nigeria on media and workers' organizations support.
- In Tunisia, programme design relied on cost-sharing and technical synergies with the EU-funded THAMM Project to sustain activities and maximize impact, particularly regarding the training of labor inspectors and support for public employment services.
- The design and rollout of the media toolkit in each country, includes collaboration with the International Federation of Journalists and with higher-education institutions to include forced labor and migration related modules in their curriculum for journalism.
- Migrant Resource Centers: As in previous phases of FAIR III, ILO does not implement MRCs. Rather, they capacitate and provide funding support to workers' organizations to establish MRCs to provide these services, thereby enabling these organizations to address their mandates.

3.3 Effectiveness

3.3.1 To what extent has the FAIR III programme achieved its purpose and expected results as stated in its logical framework? What are the intended and unintended changes brought by the programme? Were there any good practices and innovation?

The FAIR III Programme undertook a wide array of activities and initiatives over a vast and contextually diverse operational environment. The extent to which these activities led to the achievement of programme outputs and outcomes is quantitatively defined in the programme logframe. In total, the logframe contains 4 outcomes covered by 10 outcome indicators and 11 outputs covered by 24 output indicators. The achievement of indicator targets by pillar and for the programme as a whole is summarized in the table below.

Level	Indicators	Pillar 1	Pillar 2	Pillar 3	Pillar 4	Programme Total
Outcome	Initiated	0	0	0	0	0
	Partially Achieved	2	1	0	0	3
	Achieved or Exceeded	1	1	2	3	7
	Total Indicators	3	2	2	3	10
	% Achieved or Exceeded	33%	50%	100%	100%	70%
Output	Initiated	0	1	0	0	1

	Partially Achieved	0	1	1	2	4
	Achieved or Exceeded	9	4	3	3	19
	Total Indicators	9	6	4	5	24
	% Achieved or Exceeded	100%	67%	75%	60%	79%

By the end of 2025, FAIR III achieved or exceeded 70% of its targets for outcome indicators (7 out of 10), while targets for the remaining outcome indicators were partially achieved. It also achieved or exceeded 79% of its targets for output indicators (19 out of 24), while the remainder were either initiated or partially achieved. The achievement of outcome and output indicator targets varied by pillar. Pillars 3 and 4 achieved 100% of all outcome targets but had more modest results for output indicator targets, with achievement rates of 75% and 60%. Conversely, pillar one achieved only 33% of outcome indicator targets but 100% of output indicator targets. Pillar two achieved 50% of outcome and 67% of output indicator targets.

These quantitative results appear at odds with qualitative findings. As discussed later in this section, respondents often cited pillar one as the area of greatest programme success and pillar three as the area with relatively weak performance, yet the quantitative analysis above would suggest the opposite. These contradictory findings are likely due to inconsistencies in logframe design, particularly at the outcome level (see evaluation question 2.1). Indicators focused on measuring the extent to which programme activities were completed, rather than identifying outcome level changes in systems, organizational practices, and participant behaviors. (see evaluation question 2.1).

To establish a comprehensive understanding of programme effectiveness, it is essential to buttress the analysis above with qualitative insights from programme documentation and key informant interviews. Doing so provides a more nuanced understanding of not only activity level achievements, but also the intended and unintended outcomes that can be attributed to these activities. To this end, the following sub-evaluation questions unpack programme effectiveness pillar-by-pillar, pulling primarily from qualitative findings.

3.3.1.1: To what extent has the programme succeeded in generating and disseminating research and policy guidance on fair recruitment and enhanced the global knowledge base? (Pillar 1)

Summary Statement: Pillar one is perhaps the programme’s strongest area of performance. The programme has generated a vast body of research, resources, and tools regarding fair recruitment, and disseminated them through the Fair Recruitment Knowledge Hub as well as various training and forums. On-the ground programme operations have also been effectively used as a laboratory to test, refine, and contextualize these knowledge products.

The first pillar of the programme recognizes the need for enhancing the global knowledge base on fair recruitment. To this end, the programme has not only produced various research studies directly related to its activities in programme countries but also generated several templates and guides that are more general in nature, which can be used by various governments and stakeholders across the globe to be adapted to specific contexts. The programme also continues to refine, promote, and disseminate key knowledge products from the FRI and previous programme phases such as the GP&OG for Fair Recruitment. Under pillar one the programme also conducted a wide range of seminars and workshops at the global and country levels to support the dissemination of fair recruitment principles, improved the capacities of journalists to report on recruitment and forced labor issues, and provided trainings to hundreds of individuals through the ITC-ILO on fair recruitment, labour migration, and forced labour.

At the time of the evaluation, FAIR III has published 18 research studies and knowledge products on fair recruitment practices as well as numerous templates and guidance resources. This exists in addition to the large body of research and resources produced under previous phases of FAIR. These knowledge products capture the collective learning of the Programme across target countries and allow stakeholders to draw broad conclusions about the state of recruitment both in target countries and globally.

The dissemination of these knowledge products not only supports tripartite constituents to promote fair recruitment programming but also helps to standardize the conceptualization, planning, and processes that actors take to support fair recruitment. Take for example, the Fair Recruitment Roadmap: A guide for National Action. Produced in 2024, this resource document serves as a step-by-step guide to assist policy makers and other recruitment stakeholders to collaboratively plan and implement fair recruitment at a national level. Perhaps the most important aspect of the roadmap and many other guidance materials is that they are field-tested through the programme itself. The Fair Recruitment Roadmap was used to guide ILO's work in Ghana with tripartite partners to establish a National Roadmap for Fair Recruitment. This approach provides a valuable feedback loop where these resources are not only validated through programmatic-level use, but can also be refined and improved over time, after having been adapted and used in various country contexts. This link between research and programming strengthens both and is the epitome of research-informed programming. Similarly, resources such as the Media Toolkit on Reporting Forced Labour and Fair Recruitment and glossary, have been tried, tested, and adapted across various FAIR countries in multiple phases.

The programme actively disseminated knowledge products and enhanced the global knowledge base on fair recruitment practices through several channels. This includes dedicated launch webinars and communication campaigns for every major research output under the programme as well as various dialogues, workshops, and forums when and where relevant. Furthermore, knowledge generation at the global level was not treated as an end in itself but rather as a part of a larger process of programme learning and iteration, in which global tools are tested and refined through programming. In total, the logframe captured 64 communications actions under the programme. These consist of 19 global level actions (5 newsletters, 10 news articles, 2 social media campaigns, and 2 new pieces of ILO online content) and 45 national level actions (35 news articles, and 10 new pieces of ILO online content).

One significant channel for disseminating the programme's prolific body of research and resources has been the FAIR Recruitment Knowledge Hub. The hub serves as a comprehensive online resource for not only content produced by FAIR III, but also from other ILO initiatives and other actors in the fair recruitment space. The site boasts an extensive resource library, a user forum, a calendar of upcoming webinars and events, and a news page with articles covering fair recruitment activities from various ILO and non-ILO projects. Users can also subscribe to a newsletter and become a member. Lastly, the Knowledge Hub also links to ITC-ILO training courses on fair recruitment.

The website also has a dedicated series of pages covering seven thematic areas deemed critical to promoting fair recruitment. Inter alia, these include: ensuring gender equality in recruitment, access to justice, business and private sector engagement, and media and public engagement. Each thematic page includes links to relevant research and resources, news articles, and upcoming events related to the given theme. Content also appears to be regularly updated, with some of the most recent news articles and online events posted within a month of the evaluation timeframe. From 2023 to 2024 alone, 66 items were uploaded to the platform including news, events, and forums.

In this sense, the Knowledge Hub appears well designed and directly aligned with and supporting the FRI global initiative and effectively integrates the knowledge research and publications of the FAIR III Programme with other initiatives across the wider ILO and the wider fair recruitment community. While various other sources exist for recruitment and migration related resources and news, such as an IOM webpage, this evaluation found the Knowledge Hub to be more comprehensive than any other online resource, making it an authoritative source for fair recruitment material. In this sense the programme, by way of contributing to the Knowledge Hub, has not only supported its objective of generating research and policy guidance on fair recruitment, but it has also made this material easily accessible in a clear, well designed website.

However, to fulfill its goal of knowledge dissemination, research and guidance materials must not only be accessible but also accessed. A review of website analytics revealed that web traffic to the Knowledge Hub was somewhat limited. In the two-year period between March 2022 to 2024 the Knowledge Hub saw a total of 6.3k users who spent an average of 1 minute and 33 seconds on the site and viewed an average of 4.6 pages. The majority of visitors were from the global North with countries in Europe and North America representing 6 out of the 7 countries with the most users. Due to a transition of website services, analytics data could not be gathered for the entire period of operations. However, according to programme staff, greater efforts have been made to disseminate information about the website since the transition.⁶

⁶A recent analytics report indicated 14k viewers to the website from mid-December 2025 to January 31, 2026 as well as a larger portion of users from the global South. However, some data irregularities as well as the short timeframe over which data was collected make it difficult to draw conclusions about website traffic outside that period. Most notably, the majority of the 14k viewers hailed were from China (6.2k) and Singapore (4.4k). We are unable to identify the reason for this irregularity though we assume automated bot activity may be a factor. In the absence of a longer time reference period and further contextual information, it is not possible to determine what led to this significant spike in viewership from China and Singapore, and we have excluded data from this time period from our analysis.

Publications produced by the programme have also had some uptake. The Global Study on Fees and Costs had 1,886 page views from Sept 1 2024 to Nov 30 2025, and the study on Cross border migration had 1,008 views from Jan 1 2024 to Nov 30 2025.⁷

In the absence of data on a counterfactual, it is not possible to determine how the number of visitors to the Knowledge Hub and landing pages for programme studies fares relative to other similar thematic websites and study reports. It is also important to note that the number of views does not indicate the type of user, whether they absorbed the information from the site, or what they will do with that information. Be that as it may, the limited number of visitors over this two year period for which we have data suggests that the programme's objective of knowledge dissemination is only partially served through this portal. Furthermore, the limited number of users from the global South during that time period, calls into question the extent to which knowledge and resources are being applied, owned, and found applicable by users in the global South. In future programming, further outreach and awareness raising efforts about the website and its resources should be pursued, particularly amongst audiences in the global South.

3.3.1.2: To what extent has the programme led to an improved legal landscape for fair recruitment and enhanced enforcement capabilities of governments in countries of destination and origin targeted by the programme. (Pillar 2)

Summary Statement: The regulatory landscape for fair recruitment in Ghana and Côte d'Ivoire is on a positive trajectory due to the development of a National Road Map for Fair Recruitment and a National Migration Strategy; though, critical legal reforms necessary for the full implementation of these strategy documents have yet to occur. Capacity for regulatory enforcement in these countries has improved but remains at a nascent stage. In Tunisia the legal reform process has been delayed due to the current political climate and related institutional and contextual constraints but the programme has supported significant administrative reforms and built the capacity of the newly developed inspectorate of recruitment agencies.

The FAIR III programme invested significant time and resources in each of the target countries to first improve the legal landscape for FAIR recruitment and second to enhance the enforcement capabilities of governments. This approach varied across countries based on the state of existing legislation and the interest and needs of government counterparts. Significant strides have been made in establishing policy roadmaps for an improved legal landscape in Côte d'Ivoire and Ghana and substantial efforts have been made to improve enforcement capacities in Tunisia, particularly with its new inspectorate for private recruitment agencies. However, a key constraint to any legal reform process is ultimately the ability and willingness of the government to take on those reforms as well as the pace at which they can adopt them. In the case of Côte d'Ivoire and Ghana, legal reforms have been agreed upon and validated by government

⁷ The Knowledge Hub does not directly host ILO publications and resources, but rather links to the ILO main website which hosts these materials. Consequently, user traffic data noted above reflects all traffic to the reports, and not just that generated through the Knowledge Hub.

actors, but have not yet been cemented in law. In the case of Tunisia, the political climate and a combination of institutional and contextual constraints has prolonged the process of legal reforms. So in a simplistic sense, the legal landscape in programme countries has not changed significantly at the time of writing; though, Ghana and Côte d'Ivoire are on a positive trajectory for legal reform. Consequently, it will be essential to transfer these initiatives to other ILO programs in the country to lead to lasting legal change.

In addition to these activities, the programme also worked with the PES and labor inspectorates to increase enforcement capacity. Prior to the programme, the staff at the AEJ in Côte d'Ivoire did not view the monitoring and compliance of private actors in the recruitment industry as part of their purview. Though this was part of their mandate, they have limited resources to serve in this role, and consequently, there was no effective enforcement of regulation of private recruiters. However, the AEJ now views industry oversight and compliance as part of their purview and has participated in ILO workshops that have brought together PRAs (including licensed, unlicensed, and informal) with the AEJ to help formalize the industry. At this nascent stage, it is unlikely that the level of engagement can ensure compliance across the industry, and many private recruitment agencies continue to operate as informal and unaccredited entities. However, the fact that the programme has helped the government to fulfill its mandate by beginning to work towards sector formalization and oversight and start engaging directly with PRAs, puts the country on a positive trajectory towards greater enforcement and compliance as the programme exits.

In the case of Ghana, the initial assessment of the legal framework revealed several gaps preventing its ability to ensure safe recruitment. Most notably, the existing Labor Act still allows recruitment agencies to charge fees to migrants. To address these gaps, the programme has supported the Ghanaian government and tripartite partners to establish a National Roadmap on Fair Recruitment. Inter alia, the roadmap stipulates specific legal reforms that need to take place within the recruitment industry to improve compliance.

The programme has also supported Ghana to establish new BLAs to better protect migrants. At the time of writing, Ghana only had one existing BLA with Qatar. The programme provided technical support to the Ghanaian government to revise the BLA to be more in line with the standards set out in the GP&OG. In addition, the programme also supported the Ghanaian government in updating its existing template for BLAs, and provided technical guidance as Ghana currently negotiates upcoming BLAs with several Arab states. The programme has also provided capacity building to 18 consular and diaspora desk officers in Ghanaian missions to Arab states.

In Côte d'Ivoire, the ILO worked with tripartite constituents to establish a National Strategy for Migration, which contains a component on fair recruitment. The strategy identifies specific legal and administrative reforms that need to occur to improve the migration landscape and promote safe, regular migration channels, including a more formalized and well regulated recruitment sector. At present, the strategy has been formally validated and approved by the six ministries relevant to its implementation, and it is currently with the cabinet of ministers for final formal approval.

In Tunisia, the programme had a long established presence under previous FAIR phases, so the legal policy framework was already well known. At the outset of phase III, the programme sought to improve the legal landscape by supporting a series of legal reforms. Unfortunately, a growing anti-migrant sentiment across the country and a new administration has made legal reforms unfeasible in the current political climate. As such, the programme adapted, transitioning from a focus on legal reform to conducting training of a specialized labor inspectorate to improve enforcement. More broadly, the programme has trained over 500 individuals on prevention, monitoring, and enforcement of fair recruitment processes.

3.3.1.3: To what extent has the programme improved recruitment business practices in selected labor migration corridors and sectors in line with the General Principles and Operational Guidelines? (Pillar 3)

Summary Statement: While the programme has supported formalization of the recruitment industry, it is likely that only limited to moderate improvements in recruitment business practices among PRAs have been achieved. This is largely due to PRA resource constraints and financial disincentives to reform business practices.

In Côte d'Ivoire, the programme successfully addressed a fragmented and largely informal market by sensitizing 192 PRAs on fair recruitment principles and the benefits of licensing. A major structural achievement was the formation of an umbrella association for these agencies, creating a framework for self-regulation and accountability where none previously existed. This intervention aimed to transition informal recruiters into the formal economy, aligning them with national laws and ILO standards. In Tunisia, the programme focused on compliance tools; approximately 24 PRAs incorporated a compliance guide and standard intermediation contracts into their operations. These tools were designed to ensure that contracts respected worker rights regarding fees and working conditions. In total, 49 businesses, employers and recruitment agencies incorporated fair recruitment principles into their practices.

Despite these advancements, several respondents noted that work with employers (Pillar 3) was "comparatively weaker" than other areas. The recruitment sector in all three countries (particularly Côte d'Ivoire and Ghana) still experiences a high level of informality and many agencies face substantial obstacles to implement fair recruitment principles outlined in the GP&OG. PRA respondents described this issue not so much as a case of divergent views or a belief that fair recruitment was not important, but rather pragmatic constraints regarding resources. PRA representatives indicated that many PRAs have not changed their business practices, noting this as a long-term process of change with real world cost implications. Furthermore, PRAs lack the leverage to directly influence the business practices of employers in destination countries (e.g., the Gulf States), where contract substitution and exploitation often occur. Without binding legal enforcement in destination countries, the "business case" for fair recruitment remains difficult to prove to profit-driven entities.

Another concern in this area is that while the programme provided training to PRAs, this evaluation found no systematized approach in place in which the programme supported PRAs to comprehensively implement changes to their business practices. Relatedly, there was no monitoring system in place to

measure the extent of these changes. Lastly, representatives from PRAs noted that the training they received from the programme was not always applicable or tailored to their existing needs or level of capacity.

In future programming, grouping PRAs into training cohorts based on their level of capacity and providing tailored, hands-on technical support to them throughout the process could significantly improve the integration of safe recruitment principles in their business operations. This would essentially entail a more targeted capacity building programme, with one-on-one engagements and potentially supporting peer-to-peer learning, pairing star performers with PRAs that are just beginning their transition into fair recruitment. Such an approach would also allow for monitoring changes in business practices over time.

3.3.1.4: To what extent has the programme improved migrant's access to information and support services in selected labor migration corridors and sectors? (Pillar 4)

Summary Statement: The programme has addressed this objective through three primary channels; the establishment and continued operational support of MRCs, awareness raising campaigns among migration hotspot communities, and supporting the Recruitment Advisor Platform and AI chatbot. Through the use of these mechanisms the programme has improved information and support services to migrants along selected corridors; however, the scale of need, particularly for support services, is enormous. As such, the MRCs should be seen more as a proof of concept that has had positive uptake by other organizations, rather than an end in itself or a comprehensive, far reaching form of service delivery. Furthermore, the utility of the Recruitment Advisor to potential migrants remains may be limited, and other platforms or mediums for information provision may be more appropriate.

Migrant Resource Centers have long been central to the ILO's approach in Tunisia, first introduced under FAIR I. These centers provide both information and a variety of services to migrants within Tunisia hailing from other countries such as Côte d'Ivoire, as well as Tunisian returnee migrants. These centers are staffed and operated by the UGTT, thereby generating local buy-in and promoting the sustainability of MRCs. MRCs collectively provide six types of support services to migrant workers. Inter alia, this includes, information provision on fair recruitment and safe migration, career counseling, referrals to psycho-social support, vocational training opportunities, and job placement services. Under FAIR III, the ILO continues to provide financial and resource support to 6 MRCs. Since 2023, the programme estimates that these centers provide services to between 20-40 individuals per month. This would equal 720-1440 individuals receiving services by the end of 2025.

In addition to the MRCs under the programme, the UGTT has established 6 MRCs with financial support from other actors. This model's ability to draw funding from other sources and UGTT's continued interest bodes well for its sustainability in Tunisia.

The FAIR III programme has also supported the UGTCI to establish an MRC in Côte d'Ivoire. While the establishment of the MRC in Côte d'Ivoire was a positive development, its effectiveness and sustainability remain unclear. The UGTCI has limited funds to operate the MRC, so it is currently staffed by volunteer union members who have full time jobs. Consequently, service offerings are limited, and operating hours

are limited and outside regular working hours.

In addition to the MRCs, the FAIR Programme has also supported the AEJ to provide international placement services to migrants. Although the number of placements to date remains limited, this initiative represents a model for institutionalizing a pathway for safe, regular migration through a government institution. If the government receives continued support, it holds significant promise for scaling (see evaluation questions 1.3, 3.3, 5.2, and 5.4). The programme also worked with AVSi, an Italian NGO, to connect 20 Ivorian returnee migrants to vocational training and entrepreneurship opportunities. The programme also collaborated with the AEJ to help identify suitable jobs for the returnees after training.

In Côte d'Ivoire the programme has also pursued awareness raising campaigns to better inform potential migrants of migration-related risks and advise them on safe and legal channels for recruitment. This includes numerous workshops in communities that are migration hotspots. The programme has also intentionally held many of these community gatherings at girls schools, and other venues where they are likely to get many women participants. The programme has also worked in tandem with the Foundation Didier Drogba and FIFPRO to conduct awareness raising campaigns with young footballers. This includes events with Ivorian football stars that speak to the youth about the risks of recruitment in the football industry and advise them how to identify fictitious or unsafe job offers. In 2025 alone, the programme conducted 3 awareness raising campaigns reaching over 1,400 people, and since the start of phase III, the programme has established 29 awareness raising activities and/or channels to disseminate products to migrant communities. Unfortunately, the evaluation could find no evidence to assess if and how these activities impacted the decision making of potential migrants or ultimately migration outcomes.

To improve migrant's access to information and support better migration and recruitment decisions, the FAIR III programme has, in collaboration with other donor initiatives, provided funding and technical support to the Recruitment Advisor (RA) platform. The platform, managed by the International Trade Union Confederation (ITUC), supports migrants to make better informed migration and recruitment decisions. Migrants are able to learn about their rights when looking for work abroad and are able to leave reviews on the platform about their recruitment experience with specific recruitment agencies or recruitment in general. In doing so, prospective migrants can learn about the recruitment process and identify reputable recruitment agencies that engage in fair recruitment practices while avoiding agencies with negative reviews. The platform also allows users to file complaints against a given agency and request assistance when their rights have been violated. On the backend, ITUC and its affiliate members in several countries support returnee migrants to populate reviews of recruitment agencies. According to its website, the platform has support teams from affiliates in the Philippines, Indonesia, Nepal, Sri Lanka, Bangladesh, Kenya, Ghana, Nigeria, Uganda, Ethiopia, Hong Kong, Bahrain, Jordan.

Under Phase II of FAIR, the programme supported the development of an AI chatbot for the platform. Later implemented under FAIR III, the AI chatbot links to WhatsApp and allows migrants to ask questions about working conditions in 8 GCC countries. The addition of the chatbot is in recognition that migrants typically use social networking platforms such as Facebook and WhatsApp to gather and share migration-related information. This can be seen as a novel approach, as it is the first case in which the ILO has used

AI to engage with end beneficiaries. In addition to the chatbot, FAIR II also funded the introduction of the RA platform in Ghana and Tunisia and the development of the content in French language.

According to available progress reports and data provided by ITUC, from Aug 1, 2023 to June 30 2025 the RA platform reached 575,840 users (including 571,119 new users). The average time on site was 33 seconds per active user, and 77% (444,780) of active users had an engaged session.⁸ In terms of geographic distribution, the majority of active users came from South and Southeast Asian countries. The Philippines represented the highest number of active users at 22.4%, followed by Bangladesh (11.2%), Nepal(9.9%), and Indonesia(9.1%). While there were active users from Ghana and Tunisia, figures were marginal at 4,468 and 1,610 active users respectively.

These relatively low figures on active users from Phase III countries, mirror the concerns of several respondents, particularly among donors, who believed that the RA platform was not being actively used by many migrants. While several respondents thought the concept of the RA was innovative and practical, some suggested that the delivery of this information through a traditional website does not align well with how many migrants look for information. The addition of the AI chatbot linked to WhatsApp was seen as an attempt to address this issue. Between November 2024 and April 2025, the chatbot received a total of 1,840 messages, the vast majority of which came after mid-February 2025, when a WhatsApp button was added directly to the RA website.

The fact that over half a million users visited the RA platform over a 22-month period, suggests that on a global scale, the platform is achieving its goal in providing information to potential migrants. Furthermore, the addition of the AI-powered chatbot demonstrates a concerted effort by the programme to improve information provision to migrants in a form they more readily access. However, the short average time spent on the site (33 seconds) suggests that many visitors are not finding the information they need and exiting. It is not reasonable to assume that in that timeframe individuals are able to search for and read reviews on a given recruitment agency or meaningfully engage in resources to further their understanding of their rights in potential countries of migration. Furthermore, the relatively low number of website visitors from Phase III countries suggest that the RA platform has not substantively improved access to information in Phase III countries. The reasons for these low figures vs countries such as the Philippines is unclear. Perhaps, more on-the-ground promotion and engagement are needed to drive individuals to the site, or perhaps audiences in Southeast Asia are more familiar with the Recruitment Advisor due to earlier FAIR phases, which has in turn led to its wider uptake over time. Whatever the reason, it is advisable that the ILO thoroughly consider how to better leverage the RA platform in future programming to increase user engagement or consider alternative avenues for providing information to migrants.⁹

⁸ “Engaged sessions” is an analytic metric on Google Analytics. It refers to a website visit in which the user interacted with the website for over 10 seconds, had 2+ page/screen views, or triggered a key event (like a conversion).

⁹ The FAIR III Programme ended collaboration on the Migrant Recruitment Advisor platform and chatbot in early 2025.

3.3.2 What have been supporting or constraining factors and why? How can future interventions build on and scale the achievements and/or overcome the constraining factors?

Summary Statement: FAIR III has a substantial geographic footprint, spanning multiple countries and migration corridors. It is exposed to a wide variety of both constraining and supporting factors across these contexts. Notable constraining factors include: the limited willingness or ability of governments to pass legal reforms, complex bureaucratic processes and funding mechanisms within the ILO, financial disincentives for PRAs to change business practices, lack of a physical programme presence in South Africa, and a short programming windows in Ghana and Côte d'Ivoire. Notable supporting factors include: an existing programme presence in Tunisia, political stability in Côte d'Ivoire, and collaboration with similar initiatives.

FAIR III has a substantial geographic footprint, spanning multiple countries and migration corridors. Consequently, operations are exposed to a wide variety of social, political, economic context, each bringing with it a unique set of supporting and constraint factors that the programme has had to navigate. Constraining factors and their impact on the programme are included in the table below. This is by no means an exhaustive list of factors, but rather a broad classification of the factors that have impacted the programme.

Constraining Factors

Willingness and ability of government actors to pass legal reforms: The ratification of ILO Conventions regarding recruitment and the integration of the General Principles and Operational Guidelines in domestic legislation often serve as prerequisites for substantive and lasting improvements in the recruitment experience of migrants. Consequently, legal reform constitutes a cornerstone of the FAIR III Programme and the second operational pillar. However, legal reforms must ultimately be owned by country governments. While ideally a multitude of tripartite stakeholders should engage in the drafting and consultation process for legal reform, it is the sole responsibility of the government to cement these outcomes in law. Due to the complexity of legal reforms, the volatility of political climates, as well as competing priorities and interests within a government, legal reform is often a long process requiring ongoing support and consultation, and the actual revision of laws may never occur. In the case of Tunisia, the current political climate and mounting social tensions with migrant populations have made legal reform unfeasible, leading the programme to shift focus to capacitating an inspectorate to regulate PRAs. In Ghana and Côte d'Ivoire, significant progress has been made with key government counterparts in laying out roadmaps and strategies to reform the recruitment sector and support safe migration. In both cases, these strategic documents have been validated by the government, but not yet passed into law. Therefore, it is uncertain whether these gains will be sustained after the programme ends.

Complex Bureaucratic Processes (both in governments and ILO): Several respondents noted that project timelines were negatively affected by bureaucratic processes within country governments and the ILO. For example, one respondent cited that the structure of the Côte d'Ivoire government required the engagement and support from multiple actors from many different departments and also indicated that

reporting lines within the government and where approvals are granted was not always clear. Along similar lines, many respondents (including respondents from within government) cited the high rate at which government officials transition to different postings, noting that this negatively impacts capacity building efforts. Relatedly, some processes within ILO also led to delays in programming. For example, it took approximately 6 months to complete the hiring process for the National Project Coordinator (NPC) in Ghana. Consequently, programming in Ghana started almost a year later than in the other countries. An additional constraint was structuring the programme funding under a multi-donor fund (MUL), which led to occasional uncertainty on the availability of funds as well as limitations on where and how funds could be spent. The addition of other funding sources under the MUL at later points in time (particularly GIZ funding in Ghana) benefited the programme, allowing it to expand activities, but it left a very narrow programming window in which to do so. It should be noted that the MUL itself was also a supporting factor in many ways and an attractive funding model if implemented appropriately. By using a MUL, the programme could pool funding across multiple donors to create a more comprehensive and impactful programme. This comes with an admitted tradeoff in operational flexibility, but this could be partially mitigated by minor administrative reforms (See evaluation question 4.1).

Lack of dedicated staff in-country: FAIR III did not have programme staff based in South Africa or Lesotho, and instead relied on staff from the EU-funded SAMM project to implement programming. This constrained the extent to which the programme could fully engage in the SA-Lesotho corridor, as SAMM Project activities often took priority. The engagement of FAIR III was seen more as a complement to SAMM, rather than its own free standing set of activities. This was one of the factors that led the programme to de-emphasize that corridor in later stages, diverting its attention and efforts to other programme countries where FAIR III had dedicated staff on the ground.

Limited resources of PRAs and financial disincentives to implement fair recruitment practices

Several respondents noted that the programme made significant strides in helping to formalize the recruitment sector in Ghana, Côte d'Ivoire, and Tunisia; however, all three countries (and particularly Côte d'Ivoire and Ghana) still experience a high level of informality in the sector and many recruitment agencies face substantial obstacles to implementing fair recruitment principles outlined in the GP&OG. Respondents perceived this issue not so much as a case of divergent views or a belief that fair recruitment was not important, but rather pragmatic constraints regarding resources. PRAs must commit considerable financial and human resources to restructure their standard operating procedures to fully align with the GP&OG. Many simply lack those resources, and apply the GP&OG only where it is feasible. Lastly, as with any fair recruitment programme, the employer pays principle is the largest sticking point for PRAs, representing a significant financial cost. The most pragmatic way to implement such a reform is if employers actually do agree to pay the recruitment cost, which is often not the case. This is even more problematic in instances where potential migrants go through the recruitment process but decide not to migrate. Through this process substantial costs are incurred, which employers are often unwilling to pay if placements are not filled.

Short period of implementation in Côte d'Ivoire and Ghana: Although FAIR III officially began in August of 2022, actual programme operations kicked off 7 months later in Côte d'Ivoire (March 2023) and 13

months later in Ghana (September 2023). As such, the actual period of programme performance was 36 months in Côte d'Ivoire and 30 months in Ghana. Furthermore, the implementation of GIZ funded-activities in Ghana was only intended to take place over a one-year period. Unfortunately, administrative issues shrank the window for implementation to only nine months.

It should also be noted that, due to donor preferences, FAIR III did not have an inception phase in Ghana or Côte d'Ivoire. Programme staff indicated that, while an inception phase was not needed in Tunisia, it would have been beneficial to have one in Côte d'Ivoire and Ghana as these were new countries of operation. Consequently, activities that would normally take place during the inception phase (such as onboarding national staff) actually took place during regular implementation, meaning that actual implementation activities had an even shorter window. A majority of respondents in both Côte d'Ivoire and Ghana indicated that they believed the programme timeframe was too short. Many felt like programme activities were well designed and could have a positive impact on the recruitment sector, but only starting to hit their stride near the closure of phase III. Many respondents also indicated that they fully expected a phase IV to be implemented, so these initiatives could reach their full potential. Several respondents specifically noted the positive gains made toward legal reforms but voiced concerns that they may not be fully realized if the programme closes after phase III. In particular, respondents noted a crucial need for support to implement activities prescribed in the national roadmaps in Côte d'Ivoire and Ghana.

Supporting factors

Alignment and resource sharing with FRI: Operating under the umbrella of the broader FRI, gave the programme sound technical grounding and allowed for a novel linkage between on-the ground programming and the testing and refinement of global knowledge products.

Existing programme footprint in Tunisia: The fact that the Programme operated in Tunisia during Phase I and II, allowed for phase III to launch quickly, immediately begin implementing activities, and continue the implementation of previous activities from previous phases. (See evaluation question 5.3).

Stability in Côte d'Ivoire during the programme period of performance: Respondents noted that the programme occurred during a period of relative stability in Côte d'Ivoire. This allowed the programme to conduct activities in all areas of the country without limitations on the movement or activities of staff during most of the programme's period of performance.¹⁰

Collaboration with other programs: The programme engaged extensively with both ILO and non-ILO recruitment and migration programming in countries of operation. This often led to a more robust and comprehensive set of activities with more actors on board; though, collaboration also has some negative

¹⁰One exception is a four-month period (July to October 2025) leading up to elections during which the programme did not conduct activities with government officials. Also, in the weeks before and after the election staff movement was limited due to security concerns.

effects on operational flexibility and efficiency. (See evaluation question 3.7).

3.3 To what extent has the programme engaged with, worked through, and empowered social partners?

Summary Statement: The programme showed mixed results in its ability to capacitate and empower social partners, which varied by country. Results were strong in Tunisia, moderate in Ghana, and less pronounced in Côte d'Ivoire.

In Tunisia, the programme maintained and strengthened its long-term relationship with UGTT, established in earlier phases. This sustained engagement not only increased the capacity of UGTT to support migrant workers, but more importantly supported a shift in its mindset to view migrant workers as fellow workers that should be entitled to the same rights and support domestic workers. This shift was cemented in April 2025 when the UGTT validated the guiding principles for the protection of migrant workers' rights. This reference document confirmed the UGTT's commitment to protection of migrant workers rights. However, respondents said that unions in Côte d'Ivoire were not heavily involved in many aspects of programming. One union representative in Côte d'Ivoire voiced dissatisfaction with the programme, stating that many of the programme's activities in the country did not heavily involve unions.

“Employers and governments, unlike the workers, were driving the guiding activities, and there was no tripartite cohesion or collaboration.”

Notable exceptions were the establishment of a Memorandum of Understanding (MoU) between UGTCI and UGTT, and the establishment of a MRC through the UGTCI. However, at the time of this evaluation the MRC in Côte d'Ivoire does not appear to be functioning strongly. According to respondents, it is largely dependent on support from volunteers with full-time jobs, and there is no migrant focal point within the UGTCI. Consequently, the MRC holds irregular opening hours and offers limited support services.

In Ghana, FAIR III implemented targeted capacity building support for officials of the Trades Union Congress (TUC), informed by an assessment of the TUC's institutional strengths, gaps, and specific needs related to supporting migrant workers. This support focused on strengthening the TUC's capacity to engage in fair recruitment and labour migration governance, migrant worker protection, and access to services. The programme also facilitated a peer-to-peer exchange between the TUC of Ghana and the Nigeria Labour Congress (NLC), which culminated in the joint development of a Memorandum of Cooperation (MoC) aimed at strengthening cross-border collaboration on migrant worker protection and fair recruitment. While the MoC has not yet been formally signed, this reflects practical scheduling constraints on a mutually suitable timing for formal endorsement.

3.3.4 Have there been any missed opportunities?

Summary Statement: The programme adapted well to legal, economic, and social changes in its operational environment, and the literature review and key informant interviews did not reveal any

instances of significant opportunities, whether existing or brought about by contextual changes, that the program did not capitalize on. Still, this evaluation has identified three areas, which, in hindsight, the programme may have been able to change or adapt its activities to improve overall programme outcomes.

Training and follow-up with PRAs: Changing business practices under pillar three has been cited by several respondents as the weakest area of performance. Although the extent to which private recruitment agencies actually change their operating procedures to comply with fair recruitment standards is largely out of the control of the programme, there are two significant missed opportunities in this area. First, PRAs represent a diverse group of businesses ranging significantly in terms of their level of formality and operational capacities. Consequently, the training offered to recruitment agencies on fair recruitment received mixed reviews from PRA respondents. In the case of Côte d'Ivoire, respondents noted that the training was appropriate and helped to formalize the industry. However, in Tunisia, respondents noted that the training needed to be better tailored to the existing capacities of PRAs. For example, one respondent stated that his recruitment agency has offices in Germany, and many PRAs that send migrants to European countries already have a fair degree of exposure to fair recruitment principles. Perhaps the same would not be the case for recruitment agencies who only send migrants to the Arab states.

“Before engaging with FAIR III, we were already very familiar with the concept of fair recruitment and with the FRI General Principles and Operational Guidelines. For us, these were not new concepts, we had already integrated them into our work and training processes.”

Future programming may benefit from conducting a PRA capacity assessment prior to training. This assessment could be used to group PRAs into specific training cohorts based on their formality and/or operational capacity. Then existing ILO training materials could be tailored to fit the capacities of each cohort.

Another concern in this area is that while the programme provided training to PRAs, this evaluation found no systematized approach in place in which the programme supported PRAs to functionally implement changes to their business practices. Relatedly, there was no monitoring system in place to measure the extent of these changes. Respondents from PRAs noted that restructuring operational systems is difficult and there are real world implications in terms of time investments and financial and human resources. Identifying specific cohorts of PRAs and providing tailored technical support to them throughout the process could have given birth to frank conversations that need to happen for these changes to take place. It would have also allowed the programme to track which changes actually took place.

Journalism training could be more hand-on and linked to media outlets. Respondents spoke highly about the media training provided by the programme, noting that it greatly expanded students' knowledge about salient issues related to recruitment and migration and that materials were appropriately contextualized to given country-contexts. However, several respondents noted that the trainings could

be improved through a more “hands-on” approach focusing on the direct application of learned skills. This could include creating more opportunities for practical reporting such as mentorships with experienced investigative journalists and stronger links with media outlets to ensure publication opportunities.

More programming specifically related to gender. Based on previous feedback, Phase III was able to incorporate a gender perspective in its design and thereby ensure that many of its activities were gender responsive. However, the program did not engage in many activities that specifically addressed gender. One positive example is the establishment of financial literacy training for female migrants. Other similar forms of programming could have been conducted to help address the significant vulnerabilities that migrant women face, particularly those going into domestic work.

3.3.5 To what extent has the programme benefitted from the gender assessment of the programme and implement key recommendations to identify gender dynamics and gender specific themes and integrate a gender responsive approach to fair recruitment?

Summary Statement: The gender assessment conducted at the start of Phase III supported FAIR to shift towards programming that was largely gender responsive. The programme integrated gender considerations where they feasibility fit within its overarching design and objectives. This was a welcome and pragmatic shift. A gender transformative lens was applied to some activities, but not across all programming. However, this likely would not have been feasible given the programme timeframe, objectives, and operational context.

In 2022, shortly after the launch of FAIR III, the programme commissioned a gender assessment of its strategy and monitoring framework. The impetus of the study was a combination of factors. The prominent donor, SDC had just done a gender assessment of its regional programme portfolio, and wanted the programmes it funded to implement a more gender transformative approach. Furthermore, there was a realization that although gender plays a significant cross-cutting role in recruitment and safe migration outcomes for migrants, the existing GP&OG for fair recruitment did not thoroughly integrate a gender-based perspective. As such the activities conducted under previous phases of FAIR, were mostly “gender blind” (ILO, 2022b). It is also important to note that the ILO came out with its own Action Plan for Gender Equality 2022-2025 in the same year. While this may not have been an impetus for this gender assessment, the Action plan, “...aims to contribute toward the fair, inclusive and secure delivery of decent work through a transformative agenda to achieve gender equality at work”.

In accordance with the findings of the assessment, FAIR III sought to better integrate gender into its planning and programming. To this end, it included gender specific language in its logframe outcomes and outputs. The programme also established gender guidelines as a supplement to the GP&OG. While these measures helped to better integrate gender into the Programme’s overall design, its impact on programme implementation remains mixed. As previously noted, the evaluation did not find any evidence that the addition of gender-focused language in logframe outcomes and outputs significantly altered the

nature of related activities. Perhaps this is due to the fact that gender-specific requirements were not defined in logframe indicators.

Despite this shortcoming, Phase III activities were not ‘gender blind’ and there appears to be a genuine effort from the programme to integrate gender considerations into programming where it feasibly fit within the existing design. Several examples are given below:

- Multiple respondents noted that program activities such as trainings, capacity building initiatives, and awareness raising, strove for gender parity in terms of participants.
- Some awareness raising activities in Côte d'Ivoire targeted venues likely to result in a high turnout of women, such as women's associations and girls schools. Relatedly, the programme also had an awareness raising initiative, targeted specifically at young boys regarding the risks of recruitment into the football industry. Both these initiatives show that the awareness raising activities in Côte d'Ivoire recognized the gender-specific vulnerabilities of potential migrants.
- The FAIR Recruitment Knowledge Hub includes “Ensuring gender equality in recruitment” as one of its areas of thematic focus. In doing so, it provides a repository of resources to inform the global community about the ways in which gender considerations impact recruitment outcomes.
- The programme supported the inclusion of gender-sensitive language in the National Migration Strategy in Côte d'Ivoire and the National Roadmap for Fair Recruitment in Ghana.
- The programme provided technical support to Ghana in negotiating BLAs, inclusive of gender considerations and the particular vulnerabilities faced by migrant women. It also worked with counterparts in Ghana to include gender-sensitive language in Ghana's updated BLA template.
- FAIR III supported the Tunisian Ministry for Women in carrying out research on mechanisms for the economic and social integration of returning female migrants.

It is important to draw the distinction between gender responsive and gender transformative programming. A gender transformative approach entails programming that creates a fundamental shift in the underlying social structures and norms that entrench gender-based inequality, while a gender responsive approach seeks only to mitigate the vulnerabilities caused by that inequality. As an example, a gender responsive approach would identify that the majority of female migrant workers are domestic workers, and it would target programming to provide gender-specific support services to women domestic workers to address their vulnerabilities. In contrast, a gender transformative program would address the root causes of these vulnerabilities by changing the mindsets of employers of domestic workers, and also changing cultural and social norms in sending countries about women's roles in certain work or how household decisions are made about who migrates and why.

The programme's gender assessment came to the realistic conclusion that conducting gender transformative programming would likely be infeasible. First, gender transformation takes substantial time and resources. It is not realistic to bring about comprehensive and lasting changes in deeply entrenched social norms in just a few years, especially at scale. In that sense, being truly gender transformative, would likely require a multi-year programme entirely dedicated to gender, rather than a fair recruitment programme with gender as a cross-cutting theme. Relatedly, a second consideration is

the constituent's existing mindset regarding gender transformative approaches. As a tripartite organization, the strategic direction of ILO programming should ideally respond to the requests of constituents, and gender transformative programming may not be a priority or even socially acceptable for constituents in target countries.

“Even beyond the issue of the three year project, there's a lot of... learning that ILO needs to do, but also that the constituents need to do before we all agree...that we all need to move in that [gender transformative] direction. It's not a given. I don't think for our constituents that this is important and that we need to go in this direction, whereas for SDC, it was obvious that we need to do this... I think...it doesn't take into account where we're at, and then the sort of attitudes and beliefs that we're facing...”

3.3.6 To what extent did the programme's interventions contribute to addressing root causes of gender inequalities or specific needs of women?

(See response to evaluation question 3.5 above).

3.3.7 To what extent did the programme's coordination and collaboration with other on-going ILO, UN and/or other partners' programmes/projects/initiatives increase its effectiveness?

Summary Statement: Numerous qualitative examples exist in which the programme was able to leverage partnerships with likeminded organizations and initiatives to achieve its goals. This collaboration not only led to better resourced activities, but also allowed for a more united approach to policy reform and government engagement. Collaboration with partners also bodes well for the sustainability of some programme initiatives. At the same time, collaboration is not a panacea for all programming with inherent tradeoffs in terms of operational flexibility. Collaboration did not improve programme effectiveness in some specific cases, when partnering organizations had differing mandates or priorities or when the activity itself was not fit to purpose.

As noted in section 2.3, coordination and collaboration with other programmes and initiatives were central to the design of FAIR III. Furthermore, many of the FAIR III activities were not implemented directly by ILO but rather through partner organizations via MoUs and other partnership agreements. As such, it is difficult to assess if this approach led to an “increase in its effectiveness”. Rather, it would be difficult to imagine how the programme would have operated without any of these agreements in place. This is especially the case for activities such as direct service provision to migrants through MRCs, which were implemented through partnership agreements with trade unions and NGOs. In the absence of a counterfactual, it is not possible to discreetly measure a quantitative impact on effectiveness; however, numerous qualitative examples exist in which it is clear that the programme was able to leverage partnerships with likeminded organizations and initiatives to achieve its goals. The examples provided below show not only that collaboration led to better resourced activities, but also allowed for a more united (and therefore less duplicative) approach to policy reform and government engagement. In addition, collaboration with partners also bodes well for the sustainability of some programme initiatives.

- **Coordinated policy reform (Côte d'Ivoire):** In Côte d'Ivoire, the programme adopted a "One ILO" approach by establishing a National Project Steering Committee that oversaw FAIR III alongside the AGRIDOM and JLMP projects. This coordination allowed the projects to present a unified front to the government and ensured an aligned approach to labor migration governance. For instance, FAIR III collaborated with JLMP and AGRIDOM to support the development of the National Labor Migration Strategy, ensuring that fair recruitment was a priority area reflected in the strategy, with JLMP initiating the process and AGRIDOM taking over in later stages.
- **Managing funding shortfalls and promoting sustainability (Tunisia):** In Tunisia, coordination with the EU-funded Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa (THAMM) project helped to address an unanticipated shortfall in funding.¹¹ FAIR III leveraged THAMM resources to cost-share positions, such as the administrative and finance assistant, and to co-fund activities like the training of staff for a new inspectorate for PRAs. This collaboration may also support programme sustainability, as THAMM+ is expected to take over and continue FAIR III's initiatives, such as support for Migrant Resource Centers and the development of a digital database aimed to provide UGTT and regional focal points with tailored consultation and support services to migrants.
- **Operational reach (Ghana):** In Ghana, FAIR III leveraged the ILO 8.7 Accelerator Lab's existing media network to expand capacity-building efforts for journalists, foregoing the need to build these networks from scratch. FAIR also collaborated with ILO's ACCEL project to extend the training of trainers for providing financial literacy training to migrants.
- **Direct service provision via NGO partnerships:** In Côte d'Ivoire, the programme partnered with AEJ and AVSI to pilot reintegration support to Ivorian migrants returning from Tunisia. This partnership made strategic sense as AVSI possessed specific experience in community outreach and psychosocial support; both essential elements for effective reintegration programming. This paired nicely with AEJ's existing mandate to provide employment placement services. This allowed FAIR III to rapidly respond to the crisis of Ivorian migrants fleeing Tunisia by providing concrete skills training and reintegration support to 20 returnees. Additionally, collaboration with the Didier Drogba Foundation allowed the project to reach a wider audience of young people to raise awareness about recruitment risks in professional football.
- **Institutionalizing knowledge through academia:** Coordination with academic institutions supported the programme's goal of countering dangerous anti-immigrant narratives in the media. By partnering with journalism schools like ISTC in Côte d'Ivoire, IPSI in Tunisia, and UniMAC in Ghana, the programme integrated components of the fair recruitment media toolkit directly into university curricula. This approach ensures that future journalists are trained on these issues long after the programme ends, a level of sustainability that ad-hoc training workshops cannot achieve. Similarly, collaboration with the Global Business School Network (GBSN) and the University of Geneva resulted in teaching resources for future business leaders.

¹¹ The programme had anticipated receiving additional funding from FES after the first year of implementation. However it was decided not to pursue further funding given the limited size of additional funding and the challenges in aligning with FES reporting requirements under the MUL.

While coordination and collaboration generally enhanced the effectiveness of FAIR III, they should not be viewed as a blanket panacea for all programming. Both institutional fit and inherent tradeoffs in programming flexibility must be considered. For example, the coordination in the South Africa-Lesotho corridor, which relied on "piggybacking" onto the EU-funded SAMM project, proved problematic. More specifically, SAMM was already a multi-partner project, implemented in collaboration with IOM, UNODC and UNHCR, which made collaboration and alignment with the FAIR challenging. Because the partner project had its own distinct mandates and reporting lines, FAIR III struggled to gain traction or visibility. Differing institutional mandates and a competitive environment for funding can also hamper effective collaboration. While there were a number of constructive and successful collaborations with the International Organization for Migration (IOM), including joint training for diaspora desk officers in Ghana, broader coordination efforts occasionally faced challenges linked to institutional mandates and resource constraints. As noted in the mid-term evaluation, overlapping areas of work with other agencies, including IOM, at times created limitations for deeper coordination and may have influenced the overall reach of certain interventions.

Ultimately, collaboration makes the most sense when the objectives of all partner organizations are well aligned, ownership is clearly defined, and the drive to engage in collaboration is fueled by strategic considerations.

3.4 Efficiency

3.4.1 To what extent have resources including funding and material, human, and institutional resources been sufficient, timely and appropriately distributed between programme countries to meet objectives?

Summary Statement: Financial resource allocation across countries was primarily determined by donor requirements and the limitations of pooled funding mechanisms rather than the strategic objectives of the programme. This situation could be partially mitigated by minor administrative reforms within the budgeting department (BUD DC) and the donor relationship department of ILO. Human resources were sufficient and appropriately distributed, with the exception of no staff in Lesotho and an oversized workload on the Technical Officer from the MIGRANT Branch. However, increasing the number of in-country staff might have led to more efficient programme operations.

Financial Resources

In terms of financial resources, FAIR III managed separate financial awards from four donors under one project code. This mechanism for pooled donor funding within one programme is known as a multi-donor fund (MUL) within the ILO. From a conceptual standpoint, the benefits behind implementing a programme with pooled donor funding are clear. Regardless of contribution size, donors are able to put their funding towards a large, comprehensive programme, rather than siloing it in smaller, donor-specific projects that

may not have as much impact or lead to duplicative or contradictory activities. While FAIR III did allow for a consolidated and unified approach to addressing FAIR recruitment, funding the programme through a MUL led to several limitations in the allocation and timing of funds across programme countries.

Considerations and limitations for programming under a multi-donor fund

When donors contribute funding to a MUL, they can either require specific financial reporting for the funds they commit or allow their funds to be completely pooled, in which case they do not receive specific financial reporting on the funds they committed but rather the overall project and its funds. In the case of FAIR III, both GIZ and FES required separate financial reporting specifically for the funds they contributed, while SDC and Italy allowed their funds to be completely pooled, requiring only financial and activity reporting for the programme as a whole.

According to respondents, the former approach is preferable from a programme operations point of view, as it allows for greater flexibility in how and where the funds are spent. This could be seen in the case of Côte d'Ivoire, which received funding entirely by SDC and Italy. By contrast, requiring separate financial reporting restricts the flexibility of where and how funds can be used, drastically limiting operational flexibility and representing a significantly greater burden in terms of financial management. Across the lifespan of FAIR III, the programme team needed to manage four separate budgets.

At the same time, donors have an obligation to tax payers to be able to account for how and where funds are spent and consequently, their own restrictions on whether or not they can forgo separate financial reporting requirements.

Consequently, donor funding requirements and limitations of using the MUL were the primary determinants of how funding was distributed across countries rather than the strategic objectives of the programme. This had some negative ramifications on programme timelines, planning, and overall efficiency. These limitations and their effect on programme operations are listed below by country.

- **Ghana:** Initially, the programme did not allocate a substantial budget to operations in Ghana as negotiations with Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) were ongoing to provide funding in the country. Respondents noted that the ILO MUL was new to GIZ at the time, so it took significant time to reconcile GIZ and ILO reporting requirements under this mechanism. Consequently, GIZ funding was only available for use in Ghana as of March 2025, less than a year before the conclusion of the programme. Prior to GIZ funding, activities in Ghana depended on a minimal amount of funding via the MUL. As such, the programme could not justify the cost of hiring a National Project Coordinator until 2023. This, in turn, delayed the start of on-the ground activities until September of that year.

- **Tunisia:** Funding for activities in Tunisia primarily came from SDC with the addition of a \$50,000 grant from FES. The programme had a good relationship with FES that was developed under previous phases, and had expected to receive additional FES funding. However, the programme found it difficult to reconcile FES reporting requirements through the MUL mechanism, and additional planned funding from FES was relatively small. Consequently, the administrative burden required to manage a small amount of additional funding was not deemed appropriate, so plans for additional funding were dropped. Fortunately, some FAIR activities could be transitioned to the EU-funded THAMM Project, allowing them to be implemented despite lower than anticipated funding.
- **South Africa-Lesotho:** The inclusion of programming along the South Africa-Lesotho corridor was primarily driven by an SDC requirement for 50% co-funding from other donors. FAIR III could not find additional matching donor funding in other countries of operation, so it decided to use SDC funding to "piggyback" on the existing EU-funded SAMM Project. Given that the SAMM Project's primary focus was labour migration governance, the integration of fair recruitment programming represented a strategic fit, and allowed FAIR to meet SDC's conditionality and access additional funds; however, the fact that FAIR did not have a physical presence in Lesotho and relied on staff from the SAMM Project to implement programming led to a degree of mission drift and the activities in this corridor did not enjoy the same degree of complementary and coordination as FAIR III programming along other corridors.
- **Côte d'Ivoire:** Financial resources in Côte d'Ivoire were both sufficient and timely. The availability of funds from the Italian Ministry of Foreign Affairs and SDC allowed for the immediate recruitment of staff and the commencement of activities.

Institutional Resources

Overall, the institutional resources provided to the programme by ILO were sufficient in target countries. This predominantly consists of support from ILO country offices. In the case of Ghana, a Ghana project office, rather than a country office provided support. FAIR activities in Ghana received further backstopping from the country office in Abuja. Still, some respondents perceived this support to be less than what was received by FAIR III activities in Tunisia and Côte d'Ivoire.

The more germane issue for the programme was not the country-level institutional support provided by the ILO but rather the nature of the institutional support from headquarters for donor relations and budget management. At present, the donor relations department within ILO has one focal point for each donor award and the budgeting department (known as BUD DC) also has one focal point for each donor award. In the case of a MUL, it falls upon the programme team to communicate with each of these focal points for each award. This led to increased administrative burden on the programme team, greater uncertainty about the availability of funds, and uneven communication to donors. Moving forward, respondents strongly recommended establishing focal points in these departments based at the programme level rather than award level. Doing so would lead to a more unified approach to both budget

management and donor engagement, allowing ILO to more effectively manage the complexity of MULs, better address donor reporting needs, and mitigate negative impacts on programme planning and implementation.

“There's someone from the budget department that says... ‘Well, I'm responsible for Swiss SDC budgets,’ and another person says, ‘Well, I'm responsible for GIZ budgets,’ and ‘I'm responsible for Italy’. There's not really anyone who has the overview of the project from the budget side. And same for the partnership side... there needs to be focal points within the budget and partnerships department... that covers the whole project, regardless of who the donor is.”

Human Resources

The programme had one NPC in Ghana, Tunisia, and Côte d'Ivoire. Respondents in each country viewed this as the minimum level of staffing required to accomplish programme objectives. By comparison, the programme had no staff on the ground in Lesotho, leading to mission drift in that corridor as noted earlier. However, respondents indicated that minimal in-country staffing placed a significant burden on NPCs, likely leading to missed opportunities, longer programme response times, and less than efficient operations. The programme likely could have benefited from investing more on in-country staffing and support.

At the global level, the programme received a significant level of support from specialists across the spectrum of ILO activities, including specialists on workers activities (ACTRAV), financial inclusion, journalism, and public employment services, among others. This multifaceted approach helped to ensure technical capacity of the programme and address safe recruitment as a cross-cutting issue across many fields. In terms of the core global team, FAIR III had a Programme Manager CTA overseeing the entire programme. This was a full-time position staffed by the FUNDAMENTALS branch. The CTA was supported in her work by a Technical Officer from the Migrant Branch, which had 50% of her time allocated to FAIR III. Respondents noted that while this approach reflected the shared responsibility and ownership of the two branches over the programme, it did create some difficulties in terms of management and lines of reporting. The Technical Officer directly reported to someone within her own branch, rather than the CTA, which blurred lines of reporting and priorities. At the same time, it was noted that 50% of time allocated was not sufficient for the scope of work. An allocation of 70% or 80% would have been more realistic to align with the actual workload. During the validation workshop for this evaluation, it was also suggested that similar programmes in the future should include a full-time MEL officer position. This would ensure that TOC assumptions are well reasoned, tested, and adapted through project learnings and that appropriate indicators and related monitoring systems are in place to effectively measure programme outcomes and outputs; a concern under this programme (See evaluation question 2.1).

3.4.2 In general, do the results achieved by FAIR III justify the costs?

Summary Statement: The scope and scale of activities conducted under this programme appear commensurate with its budget, and qualitative accounts suggest that the programme's final outcomes

justified its cost in most cases. The extent to which outcomes were realized, varied across pillars. The programme represents good value for money across pillar one and four. This is likely also the case for pillar two if the gains made toward legal reform are cemented into law in the future. Pillar three was the area of weakest performance or perhaps the most unrealistic expectations. Although the lack of appropriate outcome-level indicators under this pillar makes it difficult to quantitatively assess the value of related outcomes, qualitative accounts suggest that outcomes under this pillar did not fully justify their costs.

FAIR III supported a wide range of activities across several countries over a 43-month period (August 2022-February 2026). It also entailed the production and dissemination of a large body of research, resource, and tools at the global level. Barring a comprehensive cost benefit analysis, it is not possible to quantitatively assess whether FAIR III justified its costs; however, some general conclusions can be drawn based on qualitative evaluation findings.

Conceptually this question can be broken down into two separate levels of analysis. The first is whether the disbursed funding is commensurate with the activities directly conducted by the programme. The second is whether the final outcomes of the programme along each programmatic pillar justify the cost. In regard to the first level of analysis, the scope and scale of programme activities are largely commensurate with other technical assistance programmes with a similar budget.¹²

The second level of analysis is more difficult to objectively assess as it is largely relative to expectations. Given the unique nature of the programme and its objectives, it is hard to assess appropriate benchmarks for programme outcomes, let alone assess their overall value in financial terms. However, some general conclusions about the non-financial value of these outcomes across each programmatic pillar can be made. These are discussed in evaluation question 3.1 in more detail and are broadly reviewed here.

- **Pillar one:** The programme managed to develop a substantial body of research to expand the global knowledge base on fair recruitment issues as well as resources and tools for governments and tripartite constituents to tailor and use to promote fair recruitment in their respective locales. In this sense, the programme's outcomes could be said to generally justify the costs; however, this is largely dependent on the extent to which these tools and resources are effectively disseminated and used. As noted previously, the programme ensured all major research activities and tools were accompanied by communication campaigns including launch events, newsletters, promotional videos, and social media posts. This suggests value for money, though, as noted earlier, user traffic to the Fair Recruitment Knowledge Hub appears modest.
- **Pillar two:** The programme was able to initiate substantial changes in country-level policy on migration and safe recruitment, namely by supporting the governments of Côte d'Ivoire and

¹² Though exact comparisons with specific technical assistance programmes would not be sensible due to the vastly varying nature of programme activities, this general statement is based on the evaluation team's decades worth of combined experience designing, budgeting, and evaluating technical assistance programmes.

Ghana to develop national-level roadmaps/strategy documents. These outlined legal and administrative reforms as well as technical capacity building considerations and interventions that would need to take place to improve the state of the recruitment landscape. In line with these documents, the programme has already supported several administrative reforms and provided technical capacity building support to key stakeholders. Examples include supporting the Ghanaian government to negotiate and draft BLAs and providing technical support to the AEJ in Côte d'Ivoire to develop an international placement agency. In the case of Tunisia, the programme also trained a new inspectorate to monitor and regulate PRAs and supported the government to digitize systems for PRA registration and monitoring. While these steps represent substantial achievements, multiple respondents voiced concerns that critical legal reforms in all three countries have not occurred, representing a risk that these gains may not be sustained in the future. Consequently, the activities under pillar two could represent good value for money as they lay the groundwork for systemic change, but this remains uncertain in light of pending legal reforms.

- **Pillar three:** Several KII respondents noted this pillar as the weakest in terms of performance. The programme sought to work with PRAs and employers' to formalize the recruitment industry and change business operations to incorporate safe recruitment principles. To this end, the programme was able to support the development of a PRA association in Côte d'Ivoire and work with the governments across all three programme countries to actively support greater formalization of the industry, primarily through promoting PRAs to become formal and accredited companies. Unfortunately, the programme did not monitor the number of PRAs that became formal or accredited entities nor did it measure if PRAs that underwent training actually changed their recruitment practices. PRA representatives did indicate that many have not changed their business practices, noting this as a long-term process of change with real world cost implications. In this sense the programme likely fell short of its intended objective. However, it is also important to consider that its intended objective may not have been realistic given the amount of resources and time dedicated to it or even feasible in the larger macro-economic environment in which PRAs operate. In conclusion, the activities under this objective seem reasonable and proportionate to the program's overall size and budget, but the final outcomes may not have justified the cost.
- **Pillar 4:** Under this pillar, the programme aimed to inform and empower migrants. It sought to improve their migration decisions by supporting and expanding ITUC's Recruitment Advisor Platform to Côte d'Ivoire and Tunisia and by providing direct services to migrants and returnee migrants in MRCs in Côte d'Ivoire and Tunisia. Respondents indicated that the MRCs likely provided services that migrants found useful, especially reintegration services in the case of Côte d'Ivoire. Also, the fact that MRCs are operated by unions rather than the ILO bodes well for their long-term sustainability, particularly in the case of Tunisia. The fact that other donors have followed ILO's lead and are funding UGTT-run MRCs in Tunisia also suggest that the MRCs are addressing a real need and are valued. The utility of the RA platform to migrants in Tunisia and Côte d'Ivoire is less clear given the limited number of users from these countries. In conclusion, investments in the RA platform may not have proved worth the investment; however, the

programme's support of MRCs likely provided good value for money.

3.4.3. In what ways has knowledge sharing and collaboration between interventions in target countries and sectors increased efficiency or led to programmatic synergies?

Summary Statement: The programme excelled at facilitating collaboration and knowledge sharing between partners in target countries leading to more efficient operations and likely contributing to longer lasting institutionalized relationships. Relatedly, the programme was able to effectively link its global goals of knowledge generation with its country-based activities, ensuring that global tools and resources not only supported implementation, but were tested and refined through it.

One strength of the FAIR III programme was its ability to leverage knowledge and foster collaboration among various stakeholders as well as foster the sharing of good practices and systems across multiple governments under the wider FRI initiative. This likely led to increased efficiency in programming and a synergistic effect in some activities, beyond what was originally anticipated in programme design. A prominent example of this is the establishment of a partnership between IPSI and ISTC journalism schools. As part of this partnership, Tunisian journalism students were able to visit their ISTC peers in Côte d'Ivoire to develop a media anthology of jointly produced articles. Not only do such initiatives ensure journalism students have a broader contextualized understanding of migration and recruitment dynamics across corridors but it also supports that programme's additional aim of establishing a mutually supportive network of journalists familiar with various migration and recruitment contexts across the region. Similar initiatives have been taken to promote collaboration between the UGTT and UGTCI in Tunisia and Côte d'Ivoire. The establishment of an MoU between these two unions not only led to greater regional solidarity, but more importantly helped to realign union mindsets to accept migrants as workers that are also in need of support and protection. This shift in mindset was all the more surprising (and needed) in the face of changing national sentiments in Tunisia against sub-Saharan migrants. The UGTT continued to provide support services to migrants during this time of need.

These synergies not only occurred via engagements across programme countries but also through the strategic alignment of country-interventions and global knowledge generation and dissemination under pillar one. For example, the FAIR recruitment roadmap was a global tool developed under the programme that was instrumental in supporting the Ghanaian government with the National Roadmap on Fair Recruitment. Similarly, the Media Toolkit on Reporting Forced Labour and Fair Recruitment was originally developed by the ILO in 2020, but was effectively contextualized and used in FAIR II programme countries to support the training of journalism students. Furthermore, many of these students went on to compete in the annual Global Media Competition, thereby further supporting the dissemination of accurate migrant narratives at the global level. This relationship between global knowledge generation and advocacy was integrated nicely with country-level programming, ensuring the refinement of global models by grounding them in contextual realities.

Phase III also served as a useful bridge to promote South-South knowledge sharing and collaboration. For example, the programme supported a peer learning exchange between Ghana's Trade Union Congress (TUC) and the Nigeria Labour Congress (NLC). During this exchange TUC members observed and learned from NLC's various support initiatives for migrants including a migrant call center, and the use of migration focal points at labor centers and affiliate unions. The visit also initiated an MoU between the TUC and NLC, which when later signed formalized their collaboration on joint initiatives to support migrations in the Ghana-Nigeria corridor. Along similar lines, FAIR III facilitated a study tour of Moroccan public employment services (PES) and the Moroccan national employment agency (ANAPEC), by the Côte d'Ivoire's AEJ. Representatives from ANAPEC have also provided technical support to AEJ as part of ILO's wider capacity building initiative.

3.4.4 How has the institutional, technical, and administrative guidance from different decision-making levels and Branches (such as within the ILO, from the programme steering committee and from the donors) impacted the programme's efficiency?

Summary Statement: The programme's overall approach focused heavily on engagement with various branches and entities across ILO as well as multiple committees. This approach ensured the programme had significant administrative guidance, technical grounding, and a sound and comprehensive design involving collaboration from various stakeholders within and outside of the ILO. However, there is an inherent tradeoff between efficient operations and ensuring the collective buy-in and collaboration among a diverse range of stakeholders. Although the institutional, technical, and administrative guidance likely had a negative impact on programme efficiency, it likely improved programme design and promoted a unified approach across the organization.

The technical collaboration between multiple ILO branches has generally led to a more comprehensive and aligned view of addressing safe recruitment and framing it as a substantive and cross-cutting issue within the wider purview of ILO's Decent Work agenda and support of FPRW. This was made most evident by the co-management of FAIR between the FUNDAMENTALS and MIGRANT branches. Furthermore, the programme both received and provided technical input to other ILO branches, primarily through its engagement with the FRI. At the country-level the programme also had steering committees in all three countries. In the case of Côte d'Ivoire, a joint steering committee was formed across FAIR, AGRIDOM, and JLMP. While the committee did not actively steer the strategic direction of the programme, it served to validate activities and ensure alignment across the three ILO projects. It also ensured that ILO was speaking with a unified voice to relevant stakeholders. Conversely, the FRI Steering Committee did at times steer the strategic direction of the programme. For example, the FRI Steering Committee called for the development of a Fair Recruitment Roadmap, which the FAIR programme produced and used to frame country-level dialogues with stakeholders in Ghana.

The programme's overall approach focused heavily on engagement with various branches and entities across ILO as well as various committees. This approach ensured the programme had significant technical grounding and a strong network across the ILO, which perhaps enhanced its reach and relevance across

the organization. Technical engagement may have also led to efficiency gains. Conversely, the interplay of internal ILO administrative structures, donor requirements, and governance mechanisms has had a negative impact on programme efficiency as well as the distribution of assets, programme planning, and timelines (see evaluation questions 4.1).

Lastly, some respondents suggested that the global structure of the programme limited the flexibility and timeliness of country-level operations. They perceived the need for various approvals from ILO headquarters to have reduced the programme's ability to adapt and respond to rapidly evolving dynamics on the ground and miss out on potential programming opportunities; though, specific examples were not provided. Conversely, programme management contends that NPCs had sufficient autonomy to adapt programme activities and scope to country contexts and that the global structure of the programme promotes consistency, strategic coherence, and knowledge sharing across countries.

"Then this project was also centralized. Everything had to be approved in Geneva. The NPC cannot do anything to apply the context as he sees it without the approval of Geneva. So, these centralized projects will also have these challenges of losing time."

3.5 Impact and Sustainability

3.5.1 To what extent did the programme achieve 'scalable' or 'replicable results'?

Summary Statement: The programme (inclusive of all phases) produced three intervention models that it has tried, tested, and refined across different country contexts, which hold significant promise for replicability and scalability elsewhere. These include the Migrant Resource Centers, Supporting the Establishment of National Roadmaps related to safe migration and recruitment, and embedding training on migration and recruitment issues in the curricula of journalism schools. These are discussed in detail below.

Migrant Resources Centers: Under Phase II, the programme worked with the UGTT to establish six MRCs in Tunisia. Under phase III the programme continued to support these centers as well as establish a MRC in Côte d'Ivoire. Perhaps the most novel facet of this approach is not establishing direct services for migrants, but rather that the centers are operated by trade unions or their federations. This unique approach leads to direct buy-in from unions and bodes well for sustainability. Furthermore, it is well aligned with shifting union mindsets to be more accepting of migrant populations, ultimately viewing them in solidarity as fellow workers. This model shows promise for replication as it has already been replicated in Tunisia, with a union from Spain funding the UGTT to operate six more MRCs. The ILO has also replicated the model in Côte d'Ivoire via the UGTCL, but with limited success. This suggests that the ability of this model to be replicated and scaled comes with a caveat. It requires significant time and investment on the front end to identify appropriate worker's organizations to implement the MRCs that are either interested in supporting workers or can shift toward this viewpoint over time through continued

engagement and relationship building. This may not have been possible in the case of Côte d'Ivoire due to a shorter timeline. Model replication should also take into account capacity constraints and future funding requirements on a case-by-case basis.

Establishing National Roadmaps and Strategies: In both Côte d'Ivoire and Ghana, the programme supported tripartite constituents to establish national-level strategies and roadmaps to promote safe migration and fair recruitment. These documents, while a significant achievement, are not the focus of this analysis, but rather the process taken to establish them. In the case of both countries, the ILO worked closely with the government, private sector actors, and social partners to first conduct studies assessing the legal gaps in the country's existing labour and migration framework as well as business practices and norms within the recruitment industry. The programme used this as a jumping off point to steer tripartite dialogue about how to effectively address those gaps, first through the revision of laws and/or ratification of ILO conventions, then assessing what programming and technical support would be needed to help tripartite constituents bring these roadmaps/strategies to fruition. This included additional guidance and planning regarding service provision to migrants and increasing technical capacity. In a sense, these strategy documents served to build consensus across constituents about what the challenges were towards creating a safer environment for recruitment and migration and how to systematically work together to achieve it. At the global level, the ILO has developed the National Level Roadmap on Fair Recruitment, which served to guide the process in Ghana, not only greatly supporting the process but also leading to valuable lessons learned about how to contextualize the process and the roadmap itself.

Fair recruitment and migration modules in curricula: In 2020, the Media Toolkit on Reporting Forced Labour and Fair Recruitment was created. Since then, it has been used to various degrees and capacities with the main goal of supporting the media to elevate global knowledge and awareness of safe migration and forced labor issues, while also countering harmful and oftentimes false narratives of migration that can become popular in mainstream media. Under FAIR I & II the toolkit was embedded within modules for journalism students at 7 universities in the Philippines. Under FAIR III the toolkit was again used and contextualized in Tunisia, Ghana, and Côte d'Ivoire and mainstreamed into the curricula of Institut de Presse et des Sciences de l'Information (IPSI), Institut des Sciences et des Techniques de la Communication (ISTC), and University of Media Arts and Communications (UNIMAC) respectively. As such, the toolkit has shown its potential to be replicated and adapted to various contexts. Once contextualized for a given country, scalability should be a fairly straightforward process as other universities can agree to embed the same module. Lastly, institutionalizing this training in university curricula bodes well for the sustainability of results, long after the programme concludes.

3.5.2 What evidence is there of continued impact/sustainability of selected FAIR II and III results in terms of changes in laws/policies, institutional mandates, capacities, and processes at national levels to support safe migration and recruitment?

Summary Statement: This evaluation identified 16 results (9 under FAIR I & II and 7 under FAIR III) where there is sufficient evidence to suggest a likelihood of sustained impact.¹³ The likelihood of sustained impact varies by result, with 8 exhibiting a high likelihood for sustained impact, 7 exhibiting a moderate likelihood, and 1 exhibiting a low likelihood.

Across all of its phases, the FAIR Programme attempted to bring about sustained change in national policy frameworks governing migration and recruitment and promoted their implementation by building the capacities of government and social partners. Overall, this evaluation identified 16 results (9 under FAIR I & II and 7 under FAIR III) where evidence suggests a likelihood of continued impact and sustainability.¹⁴ The likelihood of sustained impact varies by result, with 8 exhibiting a high likelihood for sustained impact, 7 exhibiting a moderate likelihood, and 1 exhibiting a low likelihood. These results and the rationale for their sustainability ranking are described in Appendix h.

Programme Results with Potential for Sustained Impact

	High	Moderate	Low	Total
By Phase				
Phase I & II	5	3	1	9
Phase III	3	4	0	7
By Country				
Côte d'Ivoire	1	2	0	3
Ghana	1	2	0	3
Jordan	1	0	0	1
Nepal	0	2	0	2
Philippines	2	0	1	3
Tunisia	3	1	0	4
TOTAL	8	7	1	16

The results with the highest likelihood of sustained impact were often those which were codified in new legislation or in the operational guidelines and regulations of government or social partners. Examples include: a collective bargaining agreement in Jordan that prohibits the charging of recruitment fees to

¹³ The evaluation does not attempt to assess the likelihood of sustained impact of each individual programme activity. Rather the results listed represent the collective efforts of many activities. Similarly, the established list only includes results where there is substantive evidence suggesting the sustainability of their impact. Other results under the programme may lead to sustained impact, but the evaluation could not gather sufficient evidence to substantiate them.

¹⁴ The evaluation does not attempt to assess the likelihood and sustained impact of each individual programme activity. Rather the results listed represent the collective efforts of many activities. Similarly, the established list only includes results where there is substantive evidence suggesting the sustainability of their impact. Other results under the programme may lead to sustained impact, but the evaluation could not gather sufficient evidence to substantiate them.

workers; the Online Post-Arrival Orientation Seminar (PAOS) that the Philippines Department of Migrant Workers made as a mandatory requirement for all Overseas Filipino Workers (OFW) to take upon their arrival to Hong Kong; and the adoption of “Guidelines for the protection of migrant workers' rights” by the trade union (UGTT) and changes to its regulations allowing its affiliates to recognize migrants under a special membership status. Similarly, the embedding of labor migration and safe recruitment modules in the journalism curricula of higher education institutions was done in both phase II and III and was perceived as having a high likelihood of sustained impact. MRCs developed under Phase II were also deemed to have a high likelihood of sustained impact, largely due to the fact that they not only continued to operate under Phase III, but also because other donors chose to fund MRCs, further highlighting their relevance and appeal.¹⁵

There were also many programme results that displayed a moderate likelihood of sustained impact, most of which resulted from consensus and support from multiple stakeholders but have not been fully institutionalized. Prominent examples include the establishment of a National Roadmap on Fair Recruitment in Ghana and a National Labour Migration Strategy in Côte d'Ivoire, which have been validated and approved by relevant parties but not codified into law or official government mandates. The establishment of additional services and capacities of government bodies were also considered results with a moderate likelihood of sustained impact. While many of these appear to be effective models for engagement and have achieved their intended objectives, they largely functioned as pilots and would need scaling up to ensure their sustained success within relevant institutions. Examples include the establishment of an international placement service within AEJ in Côte d'Ivoire and the extensive capacity building conducted with a specialized labor inspection body in Tunisia for the monitoring of PRAs.

FAIR I & II

Change in Law, Policy, Institutional Mandate, Capacity, or Process	Likelihood of Sustained Impact ¹⁶
Jordan: Collective Bargaining Agreement (CBA) in the garment sector amended to include a provision prohibiting the charging of recruitment fees to workers (Zero-fee policy).	High
Nepal: Bilateral Labour Agreement (BLA) signed with Jordan (2017) incorporating fair recruitment principles (Zero-fee).	Moderate
Nepal: Development of Pre-departure Orientation Manual for workers migrating to Qatar, handed over to the Foreign Employment Board.	Moderate
Philippines: Integration of "Reporting on Labour Migration" course into the journalism degree programs of higher education institutions (7 universities).	High

¹⁵ In 2024, an estimated 2,880 migrant workers were reached through the six MRCs of UGTT supported by FAIR.

¹⁶ Rationale for the rating of sustained impact for each result is given in Appendix h.

Philippines: Online Post-Arrival Orientation Seminar (PAOS) learning system developed and handed over to the government (DMW). Made mandatory for accredited agencies.	High
Philippines: Adoption of voluntary Codes of Conduct by recruitment agency associations (SHARP and AHKMA) aligned with ILO General Principles.	Low
Tunisia: Launch of public recruitment e-services (ANETI) including a function for citizens working abroad to lodge complaints online.	High
Tunisia: Establishment of a dedicated Labour Inspection body for monitoring private recruitment agencies placing workers abroad.	Moderate
Tunisia: Creation of Migrant Resource Centers (MRCs) run by the trade union (UGTT) to provide legal and social support to migrant workers.	High

FAIR III

Change in Law, Policy, Institutional Mandate, Capacity, or Process	Likelihood of Sustained Impact
Côte d'Ivoire: Development and validation of a National Labour Migration Strategy, incorporating fair recruitment as a priority area.	Moderate
Côte d'Ivoire: Establishment of a public International Placement Service within the Youth Employment Agency (AEJ), including operational tools and staff training.	High
Côte d'Ivoire: Formation of an umbrella association for Private Recruitment Agencies (PRAs) to formalize the sector and improve self-regulation.	Moderate
Ghana: Adoption of a National Roadmap on Fair Recruitment, developed through tripartite consultation to fill regulatory gaps.	Moderate
Ghana: Adoption of a National Roadmap for improving statistics on labour migration.	Moderate
Ghana: Integration of the media toolkit and glossary into the curriculum of the University of Media, Arts and Communication (UniMAC).	High
Tunisia: Adoption of "Guidelines for the protection of migrant workers' rights" by the trade union (UGTT) and changes to internal regulations to allow migrant affiliation.	High

3.5.3 What is the added value of a long-term development cooperation programme with continuous presence in one country for 8 years?

Summary Statement: The long-term engagement of the FAIR Programme in Tunisia resulted in a shift in stakeholder mindsets, the building of institutional trust necessary for systemic reform, and the ability to navigate a volatile political landscape. These achievements likely would not have been fully realized through a short-term engagement.

The ILO started conducting fair recruitment activities in Tunisia 10 years ago in 2015 first under the REFRAME project. This was followed by the FAIR Programme, launched in 2017. The added value of this long-term engagement in Tunisia lies primarily in the shift in stakeholder mindsets, the building of institutional trust necessary for systemic reform, and the ability to navigate a volatile political landscape. Multiple respondents noted that these achievements could not be fully realized through shorter-term engagements. While changes in sentiments and attitudes are difficult to frame in measurable, quantitative terms, these achievements were nonetheless substantial, significantly broadening the scope of what was possible for the project. These are described in detail below.

- **Transformation of stakeholder attitudes and ownership:** The most significant effect of long-term engagement has been the fundamental shift in the stance of the Tunisian General Labour Union. ILO staff noted that ten years ago, when the ILO began this work, the union "didn't want to hear about migrants" and did not view them as a priority. Over the course of the FAIR I, II, and III phases, the programme was able to accompany the union through a gradual realization that protecting migrant workers did in fact align with their interests and promoted the cross-border solidarity of workers. This long-term investment culminated in the UGTT establishing MRCs and adjusting its internal regulations so that they and their affiliates recognized migrant workers as honorary union members. The UGTT even continued to provide support to migrants as anti-immigrant violence and tensions rose throughout the country. This level of shared solidarity required years to cultivate and likely wouldn't have been possible in a shorter programme cycle.
- **Deepening of trust and institutional capacity:** Long-term presence was required to build the necessary trust with government institutions to address sensitive topics. ILO staff explained that "fair recruitment" was initially a new concept, and convincing the government that recruitment abuses were a priority issue took years of advocacy. Continuous presence allowed the ILO to move beyond simple sensitization workshops to significant and targeted technical assistance, such as building the capacity of a dedicated labour inspectorate for monitoring private recruitment agencies.
- **Resilience to political instability:** The extended timeframe allowed the programme to act as a stabilizing force amidst rising social unrest and anti-immigrant rhetoric and significant ministerial turnover. Because FAIR had established deep technical relationships over nearly a decade, it was able to maintain progress on technical tools (such as digital platforms and inspection manuals) even when high-level political action (such as the passage of new legislation to promote safer recruitment) was not politically feasible. SDC representatives noted that in migration

programming, long-term engagement is a "game changer" because it allows partners to weather political volatility due to deeply held trust.

- **Establishing a community of practice:** The long duration allowed for substantial capacity building of journalists. For example, a journalist who began as a trainee during FAIR I (2017) progressed through the programme to win journalism awards and eventually became a media expert and trainer for FAIR III. Over time, the programme supported the development of a specialized network of over 60 journalists capable of reporting on fair recruitment, embedding the expertise within the national media landscape in a way short training could not achieve.

3.5.4 To what extent has the timeframe of interventions in different countries affected impact and sustainability?

Summary Statement: Short implementation windows in Côte d'Ivoire and Ghana negatively impacted the sustainability of outcomes in those countries. There was a general consensus from respondents in both countries that the programme had garnered significant buy-in and support from key stakeholders, but solidifying programme outcomes would require further programme engagement through another phase of the programme. In particular, respondents believed that further support was needed to continue and ramp up implementation of the activities noted in the national roadmaps and strategies.

As previously noted, the implementation of Phase II in Tunisia provided a solid launchpad for Phase III activities, allowing for immediate implementation. The Programme already enjoyed established relationships with relevant stakeholders and several activities implemented under phase II continued to be implemented under Phase III such as the MRCs. This made for a smooth transition and ensured that a start-up period wasn't necessary. This was not the case in Côte d'Ivoire and Ghana, where the programme did not have a pre-existing footprint. Significant time was required to forge relationships with key stakeholders, research and assess the operational context, and establish a clear direction on appropriate programme activities. As such, the first year of programming in these countries was largely exploratory, holding workshops and discussing programme design considerations. Respondents noted that, due to donor requests, there was not a formal programme inception period in these countries. However, due to the necessity of the situation, this is essentially what happened over the first year or so. This can be seen in the gap between launch meetings in each country. In Tunisia, the programme held an official launch workshop in September 2022. Approximately 7 months later, a diagnostic workshop with AEJ was held in Côte d'Ivoire, largely signaling the start of programming. Lastly, an official launch workshop was held in Ghana in September 2023. With FAIR III concluding in March 2026, this resulted in programme operation windows of 42, 35, and 30 months in Tunisia, Côte d'Ivoire, and Ghana.

The shortened implementation periods in Côte d'Ivoire and Ghana negatively impacted the sustainability of programming initiatives in those countries. There was a general consensus from respondents in both countries that the programme had garnered significant buy-in and support from key stakeholders across government and social partners, but solidifying these gains through legal reforms and a continued increase in the technical capacity of stakeholders would require further programme engagement (i.e. a

FAIR Phase IV). For example, the programme was able to support Ghanaian and Ivorian governments to develop national roadmaps and strategies to promote safe recruitment and migration. These documents have been validated by relevant government stakeholders, and the programme has supported the implementation of several activities they prescribe, most notably capacity building initiatives for government counterparts and support for administrative reforms. However, given the short programme timeframe in both countries, key legal reforms noted in these strategy documents have not yet come to fruition. This has led to concerns that the gains made through implemented activities may not be sustained over the long-term.

One prominent example is that, per the national roadmap, the programme the AEJ to establish an international placement service. This is a significant achievement within a relatively short period of performance, especially considering that AEJ had no pre-existing systems in place to provide these services, and had never conducted international placements in a systematic fashion. It was generally felt by respondents that continued programme support would allow this nascent initiative to continue to gain traction. At the time of writing, the programme had provided training and support to 11 out of the 31 AEJ offices in the country. Further training and support would be needed to establish an international placement service in the remaining 20 offices.

“What's important for us in our collaboration with the FAIR III project is to keep working because it's something new, something that hadn't yet begun at the youth employment agency we started with the FAIR III project; there's still a lot to do. And I can even emphasize that, in Côte d'Ivoire, there's a lot of informality in recruitment...My fear is that if such support stops too soon, all these gains will lose momentum and disappear.”

Conversely, respondents in Tunisia, while appreciative of the programme over its long lifespan, did not suggest significant need for ongoing support. The inspectorate for PRAs had received sufficient training and the sector continues to move towards greater compliance and formalization. Granted, growing hostilities toward migrants in Tunisia suggest a continued need for support from MRCs, but it is not clear if doing so would enhance sustainability.

3.5.5 To what extent did the FAIR III programme use its past experiences in designing an exit strategy to ensure sustainability? If not, what could have been done to strengthen exit strategies and sustainability?

Summary Statement: The evaluation team is unaware of any formal exit strategy for FAIR III, though closing workshops were held in Ghana, Côte d'Ivoire. Many respondents, particularly in Côte d'Ivoire, did not appear aware that the programme would not have a subsequent phase, as they expressed their hopes, concerns, and plans for further engagement under a phase IV. Moving forward, there should be a concerted effort to work with stakeholders to assess what initiatives can continue with support from programmes and projects that FAIR III had collaborated with.

There are mixed views regarding the exit strategy for previous phases of FAIR. Respondents noted that there was a clear transition of project activities from FAIR phases one to two, largely because many of the same activities continued in the same countries; however, some respondents lamented the closure of FAIR II activities, particularly in the Philippines where it was felt that the programme had developed significant momentum and respondents speculate that further, impactful reforms could have taken place if the programme continued to operate in the country or at least had a clear exit strategy. According to respondent accounts, programme activities ended abruptly in the case of the Philippines resulting in a lack of sustainability for continued activities.

In the case of FAIR III, closing workshops have been held in Ghana, Côte d'Ivoire, Tunisia, and Ghana on December 4, December 16, and February 18 respectively. At these events the programme reviewed past successes and challenges with tripartite stakeholders. They also discussed the closure of remaining programme initiatives over the following few months, with the official closure of the programme occurring in February 2026. However, many of the respondents, particularly in Côte d'Ivoire, did not appear aware that the programme would not have a subsequent phase, as they expressed their hopes, concerns, and plans for further engagement under a phase four. Indeed, many of the respondents felt that the existing momentum of current initiatives and relationship building from Phase III would be wasted without continued programming in an additional phase.

"It's a shame there isn't FAIR IV because now is when all the benefits can be consolidated."

Moving forward, it will be essential for the programme team to communicate the closure of Phase III with all concerned stakeholders and clearly explain that another phase will not be pursued. Relatedly, there should be a concerted effort to work with stakeholders to assess what initiatives can continue with support from programmes and projects that FAIR III had collaborated with, most notably THAMM+ in Tunisia, AGRIDOM and JMLP in Côte d'Ivoire, and FMM2 in Ghana.

4. Conclusion

The FAIR III programme has proven to be a strategically relevant initiative that successfully operationalized the ILO's global Fair Recruitment Initiative (FRI) strategy. Its design effectively mirrored the FRI's four-pillar framework, allowing the programme to act as a "laboratory" for testing global standards such as the General Principles and Operational Guidelines (GP&OG) in countries of operation. By serving as a neutral tripartite convener and trusted technical partner on fair recruitment standards, the programme supported progressive reforms and an improved recruitment and migration landscape across diverse political and economic contexts in Tunisia, Côte d'Ivoire, and Ghana. It also established itself and the wider FRI initiative as the global standard holder for fair recruitment practices.

The programme achieved strong results in global knowledge generation and worker empowerment, particularly through the expansion of the FAIR Recruitment Knowledge Hub and the institutionalization of trade union-led Migrant Resource Centers (MRCs). The "corridor approach" served as an effective modus

operandi for programming, fostering cross-border solidarity between trade unions in Tunisia and Côte d'Ivoire, which provided vital protection to migrants during periods of social unrest. Conversely, improving recruitment business practices remained the programme's most challenging pillar, as private recruitment agencies faced resource constraints and limited leverage over employers in destination countries that would likely be needed to fully implement the fair recruitment standards noted in the GP&OG. The programme also made significant progress in improving the regulatory landscape for recruitment in programme countries. In the case of Tunisia, this was achieved through significant capacity building of a new inspectorate for PRAs as well as digitizing systems for PRA registration and regulation. In the case of Côte d'Ivoire, AEJ's piloting of an international placement system, serves to institutionalize ownership of international labor migration within the government, which bodes well for the sustainability and potential scaling of the placement service.

This evaluation also underscores the high added value of the long-term engagement in Tunisia, where ten years of continuous presence (through both the REFRAME and FAIR Programme) facilitated a fundamental shift in stakeholder mindsets and built the deep institutional trust necessary to weather political volatility. In contrast, the shorter periods of performance in Ghana and Côte d'Ivoire meant that while foundational policy roadmaps and strategy documents have been established through tripartite consensus, these gains remain fragile. Without further sustained engagement, there is a distinct risk that the technical momentum generated in these countries could dissipate as the programme exits.

Pooling resources from various donors under a MUL enabled a more unified approach and greater financial resources to be allocated to the programme. At the same time, programme efficiency was constrained by the related institutional and administrative complexities of fund management. Furthermore, funding conditionality often took precedence over strategic considerations. These administrative hurdles, coupled with the relatively late addition of funding in Ghana, ultimately compressed the programme's implementation window, hampering the ability of the programme team to consolidate results before the programme's conclusion.

The programme's evolution toward a gender-responsive approach represents a positive shift from previous phases, though achieving a truly "gender-transformative" approach proved unfeasible given the programme's limited timeframe, the existing structure and activities, and the deeply entrenched social norms of target countries.

The next generation of fair recruitment programming can benefit greatly from the successes and challenges of FAIR III; most notably the need for a more streamlined approach to managing pooled funding, more tailored and hands-on technical support to recruitment agencies to reform their business practices and operational systems, and strong commitments to multi-phase programming cycles that match the long-term nature of systemic institutional change.

5. Recommendations

Recommendations/Priority/Addressed To		Timeframe and Resource Implications
High Priority:		
1	FAIR III Programme: As FAIR III draws to a close, it should systematically identify which activities should be continued to ensure the sustainability of programme results. For each activity the programme should identify relevant handover partners and establish a basic plan and timeline for the transition. Cost estimates for continuing activities should also be established and potential funding sources should be identified. The development of these transition plans should be an iterative process with relevant partner organizations.	Minimal resource requirements, consists largely of virtual meetings. The time frame is immediate over the next month.
2	For FRI/future ILO fair recruitment programmes: Provide tailored, hands on technical support to private recruitment agencies to effectively integrate fair recruitment principles into their business practices. Representatives from PRAs noted that the training they received from the programme was not always applicable or tailored to their existing needs or level of capacity. Tailored, hands on support would more effectively address their needs. Grouping PRAs into training cohorts based on their level of capacity and providing tailored, hands-on technical support to them throughout the process could significantly improve the integration of safe recruitment principles in their business operations. Doing so could also allow future programmes to monitor progress, gain a deeper understanding of the real world constraints PRAs face, and jointly develop solutions to overcome them.	Significant additional resources over the medium-term to establish a new model for PRA technical capacity support and engagement, followed by piloting and evaluation, and model refinement.

3	For ILO HQ: When implementing a multi-donor fund (MUL), the ILO should assign focal points from the Donor Relations Department and Budget Department (BUD DC) at the programme level, not the award level: FAIR III was funded through a multi-donor fund, consisting of four separate donor awards. Each of these awards had a separate focal point in both the donor relations department and the budget department. This resulted in onerous administrative and financial reporting requirements for the programme team as well as uncertainty about the timing and availability of funds. Differing donor reporting requirements also prevented the mixing of some funds, which in turn, limited how and where funds could be spent. This negatively impacted operational flexibility and was the primary determinant of funding allocation across programme countries rather than strategic considerations. Assigning focal points at the programme level rather than the award level would lead to a more unified approach to both budget management and donor engagement, allowing ILO to more effectively manage the complexity of MULs, better address donor reporting needs, and mitigate some of the negative impacts on programme planning and implementation. Relatedly, more time is needed prior to programme implementation to familiarize donors with the benefits and limitations of MULs, and where possible, work with them to remove restrictions on pooling funding under a single, unified programme budget.	Minimal to no additional resources. To be implemented prior to the establishment of any future MUL.
4	Donors and all implementers in migration and recruitment programming: Plan programmes as long-term processes, not short interventions. Improving the recruitment landscape across migration corridors requires long-term engagement. Future programmes should be funded and designed from the start as multi-phase processes, with clear continuation pathways and exit strategies, ensuring vital initiatives survive beyond the life of the programme. This helps protect achievements and avoids losing momentum at the end of a project. Sustainability is built through continuity, shared ownership, and sequenced planning.	No additional resources compared to multiple short interventions. Implement for all recruitment and migration programmes moving forward.
Medium Priority:		

5	For FRI/future ILO fair recruitment programmes: Prioritize migration corridors where a strong physical presence is possible throughout. FAIR's corridor approach takes a comprehensive view of the entire migration journey from pre-departure to reintegration. The approach has proven highly effective bringing together a diverse range of actors to empower migrants and reduce their vulnerabilities in a holistic manner. The programme was able to fully implement the corridor approach in the case of the Côte d'Ivoire-Tunisia corridor and showed substantial results, particularly with the establishing of strong relationships between unions in both countries. To maximize impact, future programming should be concentrated in areas where a strong programmatic footprint is possible in both sending and receiving countries and the respective governments in those countries are receptive and supportive of programming. Transit countries should also be considered where relevant.	No more resources needed than alternative approaches (perhaps even a reduction in resources due to synergistic effects of concentrated programming along defined corridors). Implement for all recruitment and migration programmes moving forward.
6	For FRI/future ILO fair recruitment programmes: Establish indicators for high-level outputs and outcomes that capture behaviour and systems change rather than participation, particularly for training and capacity building initiatives. This will ensure that future programming can effectively assess the achievement of outcomes through quantitative metrics. Consider hiring a dedicated MEL officer to ensure appropriate indicators and monitoring systems are in place.	Light additional resources needed for a MEL officer and more substantive data collection activities for programme monitoring. Implement for all recruitment and migration programmes moving forward.
7	For FRI/future ILO fair recruitment programmes: Maximize existing investments in knowledge generation by raising awareness about the Fair Recruitment Knowledge Hub among key stakeholders, particularly those based in the global South.	Additional resources required for advocacy and awareness raising over the long-term.
8	For FRI/future ILO fair recruitment programmes: Consider ways to better leverage the Recruitment Advisor platform or consider alternative avenues for providing information to migrants. User engagement data from the Recruitment Advisor platform, suggest it is not a significant source for information provision to migrants in programme countries. This may either be due to the fact that many migrants are not aware of the platform or that they prefer alternative channels to gather information, such as social media platforms. If ILO continues to support the Recruitment Advisor platform,	Additional resources over the medium term needed for user studies and awareness raising.

	efforts should be taken to raise awareness of the platform among migrant communities, and user studies should be conducted to ensure the platform's design is user friendly and presents information in a manner that migrants find useful and easily accessible.	
	For FRI/future ILO fair recruitment programmes: Sustain and expand investments in journalism training, establishing structured follow up and stronger linkages with media outlets. Collaboration with academic institutions and media actors showed strong added value, especially in raising awareness and building skills among young professionals to report on safe recruitment, migration, and forced labor issues. However, outcomes could be improved with structured follow-up engagement. Creating follow-up pathways such as internships and mentorship programmes would support the realization of a tight-knit and effective cadre of skilled journalists. Relatedly, establishing stronger ties with media outlets would not only strengthen and expand this network but also promote the publication and wider dissemination of materials produced by 9 journalist students.	Significant additional resources over the long-term.
10	For FRI/future ILO fair recruitment programmes: Any future programming in Côte d'Ivoire should support relevant counterparts in the Ivorian government to strengthen permanent regulatory and oversight mechanisms, thereby promoting further formalization of the recruitment sector and improved compliance with fair recruitment principles.	Additional resources required over the long-term, similar in scope to FAIR III's long-term engagement in Tunisia.

6. Appendices

a. Lessons learned

Project title: Integrated Programme on Fair Recruitment (FAIR) Phase III

Project DC/SYMBOL: GLO/21/18/MUL

Name of Evaluator: The Khana Group

Date: 6 January 2026

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

LESSON LEARNED ELEMENT	Institutional, administrative, and operational reforms can deliver sustainable results in sensitive contexts when legal reforms are not feasible. This is best supported through a long-term programmatic presence that builds tripartite trust.
Brief description of lessons learned (link to specific action or task)	In Tunisia, FAIR III demonstrated that focusing on institutions, enforcement, and operational tools can lead to sustainable change even when political conditions limit legal reform. By strengthening labour inspection, introducing sanctions, digitalizing monitoring systems, and building tripartite collaboration, the programme achieved concrete results that are now embedded in national systems. These results were linked to specific actions such as PRA regulation and oversight, creation of a specialized inspection corps, and the development of diagnostics and compliance guides.
Context and any related preconditions	The programme operated in a politically sensitive environment marked by shrinking civic space and limited scope for legislative reform on migration. Key preconditions for success included the ILO's long-term presence in Tunisia, strong technical demand from the Ministry of Employment and a longstanding relationship built on trust, and existing institutional mandates that allowed administrative reform.
Targeted users / Beneficiaries	• Workers' organisations, particularly UGTT • Employers' organisations and private recruitment agencies • Government institutions involved in employment and migration • Migrant workers and jobseekers

	• Future ILO programmes operating in sensitive contexts
Challenges /negative lessons - Causal factors	Legislative reform was slow due to political instability and sensitivity around migration. Shrinking civic space constrained migrant-facing activities and civil society engagement.
Success / Positive Issues - Causal factors	Strong government ownership of tools and systems developed under FAIR III. • Demand-driven technical assistance aligned with institutional needs. • Long-term engagement that allowed gradual institutional change. • Institutionalization of PRA regulation, inspection, sanctions, and migration data systems. • Effective documentation and sharing of practices for replication. • Trust built with UGTT and other social partners allowed concrete outcomes, such as migrant centres and dedicated focal points. • Continuity across FAIR phases and transition to THAMM+ strengthened sustainability.
ILO Administrative Issues (staff, resources, design, implementation)	FAIR III in Tunisia was implemented with limited human resources, at times relying on a single national ILO staff member to manage multiple complex components and mobilise funds. Despite this, flexible programme design, strong prioritization, and donor support enabled efficient use of resources. The anticipated transition of several project activities to THAMM+ promotes continuity and the sustainability of results beyond FAIR III.

Project title: Integrated Programme on Fair Recruitment (FAIR) Phase III

Project DC/SYMBOL: GLO/21/18/MUL

Name of Evaluator: The Khana Group

Date: 6 January 2026

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

LESSON LEARNED ELEMENT	Embedding fair recruitment initiatives within existing national systems enhances ownership.
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Brief description of lessons learned (link to specific action or task)	In the case of Côte d'Ivoire, FAIR III deliberately embedded its interventions, such as the development of the national fair recruitment roadmap, labour migration policy review, labour law reform inputs, and capacity building for public employment services, within existing government structures, tripartite technical working groups, and statutory processes. This approach strengthened national ownership and legitimacy of reforms, even where outcomes were incremental and not immediately attributable to the project.
Context and any related preconditions	The FAIR III programme operated within complex national governance environments characterized by established bureaucratic processes, multiple institutional mandates, and ongoing legal and policy reform initiatives. Preconditions for success included: ● Existence of functioning tripartite and technical working group platforms ● Government prioritization of labour migration governance ● Willingness of national institutions to integrate external technical assistance into their own reform agendas
Targeted users / Beneficiaries	● Ministry of Labour and related government agencies ● Labour Department and Public Employment Services ● Employers' and workers' organizations ● Migrant workers and prospective migrants (indirect beneficiaries)
Challenges /negative lessons - Causal factors	● Attribution of results to FAIR III was difficult due to the collective and incremental nature of government reform processes ● Long institutional timelines slowed visible progress and short-term results ● Multiple participants noted that frequent staff movements within ministries disrupted continuity, weakened institutional memory, and required repeated orientation of new focal persons, slowing the uptake and consolidation of FAIR III reforms. ● Limited ability to clearly distinguish FAIR III contributions from other parallel donor-supported reforms
Success / Positive Issues - Causal factors	● Strong government ownership of fair recruitment principles and policy tools ● Increased likelihood of sustainability beyond the project lifecycle ● Alignment of FAIR III outputs with national legal and policy frameworks ● Enhanced legitimacy and acceptance of reforms through tripartite engagement ● Reduced resistance to reforms due to integration within existing systems rather than parallel structures

ILO Administrative Issues (staff, resources, design, implementation)	FAIR III's decision to work through national systems was appropriate for sustainability but required longer timelines than the programme duration, as government reform processes are usually slow and consultative. Centralized approval and recruitment procedures limited agility, reducing the programme's ability to respond to time-sensitive reform windows. Staffing delays further shortened the effective implementation period, compressing delivery toward project closure and limiting follow-up. Greater delegated authority at country level, with appropriate technical oversight, could have improved responsiveness and alignment with national processes.
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Project title: Integrated Programme on Fair Recruitment (FAIR) Phase III

Project DC/SYMBOL: GLO/21/18/MUL

Name of Evaluator: The Khana Group

Date: 6 January 2026

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

LESSON LEARNED ELEMENT	Although multi-donor funds (MUL) allow for more comprehensive and better resourced programmes, they can also create onerous financial and administrative reporting requirements on programme teams and negatively impact timelines and programming flexibility. Some of these effects can be mitigated if ILO assigns reporting focal points differently.
Brief description of lessons learned (link to specific action or task)	FAIR III managed separate financial awards from four donors under one project code. This mechanism for pooled donor funding within one programme is known as a multi-donor fund (MUL) within the ILO. While this can allow donors to pull their funding to support a larger, more comprehensive programme, the structuring of a MUL often results in limitations of how funding can be spent and can lead to onerous financial and administrative reporting requirements on programme teams, as well as uncertainty about the timing and availability of funds. At one point, the FAIR programme team had to manage four separate programme budgets.
Context and any related preconditions	Pooling donor funding under a MUL, especially if donors require separate financial reporting for their funds.
Targeted users / Beneficiaries	• ILO Programme staff • ILO Donor Relations Department • ILO Budget Department (BUD DC)

Challenges /negative lessons - Causal factors	Requiring separate financial reporting restricts the flexibility of where and how funds can be used (i.e. you cannot mix funds from different donors for the same activity). This drastically limits operational flexibility. In the case of FAIR III funding requirements under the MUL were the primary determinants of how funding was distributed across countries rather than the strategic objectives of the programme. This had some negative ramifications on programme timelines, planning, and overall efficiency. The donor relations department within ILO has one focal point for each donor award, and the budgeting department (known as BUD DC) also has one focal point for each donor award. In the case of a MUL, it currently falls upon the programme team to communicate with each of these focal points for each award. This led to increased administrative burden on the programme team, greater uncertainty about the availability of funds, and uneven communication to donors.
Success / Positive Issues - Causal factors	n/a
ILO Administrative Issues (staff, resources, design, implementation)	In the case of a MUL ILO should establish focal points in the budgeting and donor relations departments at the programme level rather than award level. Doing so would lead to a more unified approach to both budget management and donor engagement, allowing ILO to more effectively manage the complexity of MULs, better address donor reporting needs, and mitigate some of the negative impacts on programme planning and implementation.

b. Emerging good practices

Project title: Integrated Programme on Fair Recruitment (FAIR) Phase III

Project DC/SYMBOL: GLO/21/18/MUL

Name of Evaluator: The Khana Group

Date: 6 January 2026

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Positioning the Public Employment Service as a credible gatekeeper for fair and regulated international labor migration
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Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Under FAIR III, the Agency Emploi Jeune (AEJ) was supported to pilot an international labor placement service anchored within the Public Employment Service. This approach aligned labor migration with employment policy objectives and promoted fair recruitment principles through a trusted public institution. The practice directly contributed to FAIR III's objective of strengthening institutional frameworks for fair recruitment and reducing reliance on informal intermediaries.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This practice emerged in a context where Côte d'Ivoire had no structured public mechanism for international labor placement. Key enabling conditions included an existing national employment agency, political openness to pilot new approaches, and technical demand from AEJ. Replication requires a minimum level of institutional capacity and political willingness to position labor migration within employment governance.
Establish a clear cause- effect relationship	By expanding AEJ's technical capacity and reframing its institutional mandate, FAIR III enabled the development of structured, transparent placement processes. This reduced information asymmetry for jobseekers and increased state oversight of recruitment activities. As a result, regulated migration pathways became more visible and credible.
Indicate measurable impact and targeted beneficiaries	The practice benefited jobseekers, potential migrant workers, and public institutions responsible for employment and migration. It contributed to increased demand for regulated placement services and improved coordination with private recruitment agencies. While still at pilot stage, the initiative demonstrated tangible institutional change within AEJ.
Potential for replication and by whom	This emerging good practice is replicable in countries with functioning public employment services seeking to strengthen labor migration governance. Replication could be led by ILO country offices in partnership with national employment agencies and ministries of labor.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	n/a
Other documents or relevant comments	n/a

Project title: Integrated Programme on Fair Recruitment (FAIR) Phase III

Project DC/SYMBOL: GLO/21/18/MUL

Name of Evaluator: The Khana Group

Date: 6 January 2026

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Strategic engagement of the media in fair recruitment and labour migration governance.
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	In Tunisia, Ghana, and Côte d'Ivoire FAIR III strategically engaged media practitioners by adapting the ILO global media toolkit on fair recruitment and forced labour to the national context and delivering targeted training to journalists. The initiative aimed to improve the quality, accuracy, and ethical framing of migration reporting, reduce misinformation, and position journalists as key actors in migrant protection. The practice directly supported FAIR III objectives related to improving migrant access to reliable information and strengthening fair recruitment awareness.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This good practice was implemented with media sector actors, journalism training institutions, and journalism students. Its effectiveness is contingent on sustained engagement through institutional partnerships (e.g. integration into journalism curricula), and editorial independence. In environments with restricted media freedom or weak journalism institutions, additional safeguards and tailored approaches may be required.
Establish a clear cause- effect relationship	Training journalists using context-adapted tools improved their understanding of fair recruitment principles and ethical migration reporting. This, in turn, led to more accurate, evidence-based media coverage, reduced sensationalism, and increased dissemination of verified information to prospective migrants and the general public.
Indicate measurable impact and targeted beneficiaries	FAIR III trained journalists and journalism students on fair recruitment and ethical migration reporting. Qualitative evidence from programme staff indicates improved framing and accuracy of migration-related media coverage. This contributed to enhanced availability of reliable public information on migration risks. Indirect beneficiaries include migrant workers, prospective migrants, and their families who rely on media reporting for decision-making.
Potential for replication and by whom	High potential for replication by ILO country offices, workers' organizations, academic institutions, and development partners. The model is particularly suitable for migration corridors where misinformation contributes to irregular recruitment and exploitation.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	• Supports Decent Work Country Programme (DWCP) outcomes related to safe labour migration and protection of migrant workers • Contributes to ILO Strategic Programme Framework objectives on Fundamental Principles and Rights at Work • Aligns with SDG 8.7 and SDG 10.7 through improved awareness and prevention of exploitation

Other documents or relevant comments

“One of the things we did very deliberately under FAIR III was to work with journalists, because how migration is reported matters a lot. If the narrative is wrong, people take dangerous decisions.”

— ILO Programme Staff

“We wanted it to go beyond training a few journalists. That’s why working with journalism schools was important, so it becomes part of how journalists are trained going forward.”

— ILO Programme Staff

Project title: Integrated Programme on Fair Recruitment (FAIR) Phase III

Project DC/SYMBOL: GLO/21/18/MUL

Name of Evaluator: The Khana Group

Date: 6 January 2026

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT**Corridor-based technical coherence between origin and destination countries**

Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)

FAIR III operationalized the corridor approach not only at policy level, but technically by aligning tools, concepts, and institutional practices between countries of origin and destination (Côte d’Ivoire–Tunisia). This included shared terminology, compatible compliance expectations, and coordinated roles for unions and authorities on both sides of the corridor.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability

This approach requires a degree of political openness, functional counterparts in both countries, and facilitation by a neutral technical actor such as the ILO. It is more complex to implement than a single country-based approach but yields higher systemic coherence.

Establish a clear cause- effect relationship

Aligning technical approaches across the corridor reduced regulatory blind spots where abuses often occur (between departure and arrival). It improved continuity in protection and reinforced accountability of recruiters and employers operating transnationally.

Indicate measurable impact and targeted beneficiaries	Evidence from FAIR III shows improved coordination between unions and institutions across corridors and more coherent fair recruitment messaging to workers. Beneficiaries include migrant workers moving along the corridor and institutions tasked with cross-border governance.
Potential for replication and by whom	High value but fairly complex to implement, with replication potential by ILO and regional organisations, particularly in high-risk corridors.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	• Supports ILO strategic objectives on migration governance • Aligns with SDG 8.7 and 10.7 • Strengthens regional and bilateral cooperation under DWCPs
Other documents or relevant comments	n/a

Project title: Integrated Programme on Fair Recruitment (FAIR) Phase III

Project DC/SYMBOL: GLO/21/18/MUL

Name of Evaluator: The Khana Group

Date: 6 January 2026

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Embedding fair recruitment into migrant service delivery systems such as MRCs
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Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Rather than creating parallel project-based services, FAIR III embedded fair recruitment information, referral pathways, and case identification tools within Migrant Resource Centres (MRCs) operated by trade unions. In Tunisia, this included standard referral sheets, coordination with legal aid providers, and basic case categorization related to recruitment abuses.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This practice is effective where trusted frontline institutions (e.g. trade unions, CSOs) already interact with migrants. It requires coordination agreements and clarity on roles to avoid overburdening service providers.
Establish a clear cause- effect relationship	By integrating fair recruitment into routine migrant counselling and support, potential recruitment abuses were identified earlier, referrals became more systematic, and migrants accessed support before exploitation escalated.
Indicate measurable impact and targeted beneficiaries	FAIR-supported MRCs in Tunisia improved case identification and referral consistency, particularly for forced labour and recruitment-related complaints. Primary beneficiaries: migrant workers and returnees Secondary beneficiaries: labour inspectorate and legal aid actors receiving better-documented cases
Potential for replication and by whom	Replicable by ILO, trade unions, and CSOs in origin and destination countries, especially along migration corridors.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Supports DWCP outcomes on access to justice Contributes to SDG 10.7 by improving safe migration services Aligns with ILO protection mandate under FUNDAMENTALS
Other documents or relevant comments	n/a

c. Lessons learned template

Template 4.1: Lessons learned**Project title:**

Project DC/SYMBOL:

Name of Evaluator:

Date: [Click here to enter a date.](#)

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

LESSON LEARNED ELEMENT	TEXT
Brief description of lessons learned (link to specific action or task)	
Context and any related preconditions	
Targeted users / Beneficiaries	
Challenges /negative lessons - Causal factors	
Success / Positive Issues - Causal factors	

**ILO Administrative
Issues
(staff, resources,
design,
implementation)**

d. Emerging good practices template

Project title:

Project DC/SYMBOL:

Name of Evaluator:

Date: [Click here to enter a date.](#)

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	
Establish a clear cause- effect relationship	
Indicate measurable impact and targeted beneficiaries	
Potential for replication and by whom	

Upward links to higher ILO Goals

(DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)

Other documents or relevant comments

e. Terms of Reference



Terms of Reference

Final independent evaluation of the Integrated Programme on Fair Recruitment Phase 3 (FAIR III)

Project being evaluated	FAIR III
Project Duration	2022-2025
Geographical coverage	Tunisia, Ghana, Côte d'Ivoire, Lesotho/South Africa
Project DC Code	GLO/21/18/MUL
Type of evaluation	Final independent evaluation
Funder	Swiss agency for development and Cooperation (SDC), Italian Ministry of Foreign Affairs, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Friedrich Ebert Stiftung,
Administrative Unit and Technical Unit in the ILO responsible for administrating the project	FUNDAMENTAL PRINCIPLES AND RIGHTS AT WORK BRANCH (FUNDAMENTALS)
P&B outcome (s)	P&B 2022-23: Outcome 7 - Adequate and effective protection at work for all. P&B 2024-25: Outcome 1- Strong, modernized normative action for social justice. Outcome 6- Protection at work for all.
SDG(s)	Goal 8.7 (elimination of forced labour), 8.8 (protecting labour rights of all workers, including migrant workers), Goal 10.7 (facilitating orderly, safe, regular and responsible migration and mobility of people)
Project Manager	Kenza Dimechkié (FUNDAMENTALS)
Project budget	US\$ 4,223,424



1. Project background

Every year, millions of women and men migrate in search of better job opportunities. While labour migration can bring positive outcomes for individuals and societies, many migrant workers still face risks of exploitation particularly in the recruitment process. Unfair recruitment practices such as discrimination, contract substitution, and the charging of illegal fees remain widespread, they can lead to serious violations of workers' rights including forced labour, trafficking and debt bondage.

To address these challenges, the ILO launched the Integrated Programme on Fair Recruitment (FAIR) in 2015. The programme supports the implementation of the ILO Fair Recruitment Initiative (FRI) strategy which aims to promote fair recruitment practices globally and in specific countries of origin, transit, and destination.

Now in its third phase (2022–2025) FAIR III builds on results from previous phases (Phase I-2015 to 2018 and Phase II-2018 to 2022) by strengthening national efforts and scaling up good practices. This phase is being implemented in the following countries: Tunisia, Ghana, Côte d'Ivoire and Lesotho/South Africa with a focus on key migration corridors mainly to Arab States.

The programme is structured around 4 main pillars which mirror the pillars of the FRI:

1. Global knowledge and policy guidance on national and international recruitment processes is enhanced, exchanged and disseminated.
2. Laws, policies and enforcement to promote fair recruitment are improved in selected countries of origin and destination.
3. Fair business practices are expanded and consolidated in selected labour migration corridors and sectors.
4. Migrant workers have greater access to reliable information and improved services throughout the recruitment process.

FAIR III takes a multistakeholder approach and works closely with governments, employers' and workers' organizations, labour recruiters, civil society as well as media to promote fair recruitment and protect the rights of migrant workers.

2. Purpose, objective and scope of the evaluation

The main purpose of the final independent evaluation is to provide an objective assessment of project results and accountability, and extract lessons learned from phase 3. The evaluation will assess the project results, management, and contribution to relevant national and international frameworks (SDGs).

The primary focus of the evaluation will be the Phase III implementation period (August 2022–November 2025). However, as this is the final phase of a 10-year project, the evaluation should also consider Phases I and II as necessary in particular to identify any evidence of (i) the added value of a long-term development cooperation project with continuous presence in one country for 10 years and (ii) continued impact in countries covered under previous project phases where the project is closed now.



The evaluation will apply OECD DAC evaluation criteria and adhere to UNEG norms and principles and code of conduct for evaluation. This evaluation also follows ILO policy guidelines for results-based evaluations; and the ILO EVAL Policy Guidelines and relevant Checklists.

The specific objectives of this final independent evaluation are:

1. To assess the level of achievement of the FAIR III project's immediate objective and performance as per project targets and indicators and assess to what extent it can be linked with previous phases (II and I).
2. To determine the added value of a long-term development cooperation project with continuous presence in one country for 10 years.
3. To identify good practices and lessons learned of phase III and how they can contribute to designing future collaborations with similar and potential new partners.
4. To determine to what extent the FAIR III project's strategic approach reflects the ILO comparative advantage and cross cutting issues including gender equality, social inclusion, and social dialogue.
5. To determine to what extent the FAIR III project has built in its sustainability strategy.
6. To provide recommendations for future improvement and sustainability.

Timeframe

Largely FAIR Phase III, August 2022-November 2025 period, with some reflections on the continued impact of earlier interventions conducted under FAIR I (2015-2018) and FAIR II (2015-2022).

Geographic scope

The evaluation will focus on global level work as well as the three countries where interventions have the most depth and breadth: Tunisia, Cote d'Ivoire and Ghana.

In addition, as FAIR I and II included Hong Kong SAR (China), Jordan, Nepal, and the Philippines, some of these countries will be selected for follow up on whether specific results continue to have impact. These could include:

- Nepal E-desk services run by GEFONT Trade union
- Nepal National Network of Safe Migration
- Nepal media engagement - Labour Employment Journalists' Group
- Nepal recruitment cost survey
- Hong Kong Post arrival orientation learning system installed by the Philippine Overseas employment administration (POEA)
- Philippines: online predeparture training for migrant domestic workers, training with journalists National Institute of Journalism.

Field visits could potentially include Cote d'Ivoire, Ghana and Tunisia.

Technical scope



The evaluation should cover all project components included in its four-pillar structure, as well as cross cutting issues and approaches such as capacity building, partnerships, gender and innovation. The evaluation should look both strategically at the achievements and lessons learned in acting as the only ILO global project dedicated to fair recruitment, and as such as a driver of the Fair III Recruitment Initiative, as well as at the country intervention level.

User: The primary end users of the evaluation findings are the project management and other relevant ILO management; its findings and recommendations will be mostly geared towards learning, and specifically directed to:

- Fundamental Principles and Rights at Work Branch and Labour Migration Branch of the ILO (ILO-FUNDAMENTALS, ILO-MIGRANT),
- ACTRAV and ACT/EMP
- ILO Country and Regional Offices where project activities are conducted (Cote d'Ivoire, Ghana, South Africa, and Tunisia.), as well as relevant regional specialists.

3. Project results and Theory of Change (ToC)

The programme is structured around 4 main pillars (one pillar address the global result and other three pillars address corridor/country level results). The project contributes to reducing abusive practices and violations of human and labour rights during the recruitment process and maximizing the protection of migrant workers in the recruitment process and their contribution to development. To achieve this, the FAIR strategy rests of three operational pillars, brought together to generate global-level results under an overarching pillar.

These four pillars have four outcomes and 10 outputs which are contributing to the overall development objective (impact): **Recruitment practices nationally and across borders are grounded in labour standards, developed through social dialogue, ensure gender equality.**

Outcomes are:

Outcome 1: Global knowledge and policy guidance on national and international recruitment processes is enhanced, exchanged and disseminated.

Outcome 2: Laws, policies and enforcement to promote fair recruitment into decent work are improved in selected countries of origin and destination.

Outcome 3: Fair business practices are expanded and consolidated in labour migration corridors and sectors.

Outcome 4: Migrant workers have greater access to reliable information and improved services throughout the recruitment process.

Theory of Change and LogFrame will be shared with the evaluators once the contract is signed.

4. Evaluation criteria and question

This evaluation will be conducted in accordance with the [OECD/DAC evaluation criteria](#) (e.g., relevance, coherence, effectiveness, efficiency, impact and sustainability) and the [ILO Evaluation](#)



[Policy](#) (2017). It should also take into account [ILO's guidance on integrating gender equality in monitoring](#)

1. Relevance	1.1 To what extent was FAIR III aligned to the priorities of the MIGRANT and FUNDAMENTALS Branches? 1.2 Were the FAIR III project objectives relevant to the needs of the tripartite Constituents at global level and in the project countries and the end beneficiaries? 1.3 To what extent is the FAIR III project appropriately responsive to political, legal, economic, institutional contexts and to changes in those contexts?
2. Validity of design and Coherence	2.1 To what extent are the FAIR III project design (objectives, outcomes, outputs and activities) and their underlining theory of change, its strategies, modus-operandi, risk analysis, context analysis logical and coherent and address relevant priorities/need and adaptive? 2.2 To what extent has the FAIR III project integrated the previous lessons, good practices and cross-cutting themes in the design? 2.3 To assess the validity of FAIR III project's ToC? 2.4 To what extent is the FAIR III project aligned with the ILO's Programme and Budget (P&B), with Decent Work Country Programme (DWCP) strategies and/or Country Programme Outcomes (CPOs)? 2.5 Is there evidence of complementarity and coordination with other ILO projects dealing with FPRW and/or labour migration? 2.6 To what extent was the FAIR III project coordinated with other organizations working on fair recruitment?
3. Effectiveness	3.1 To what extent has the FAIR III project achieved its purpose and expected results as stated in its logical framework considering its four pillars? What are the intended and unintended changes brought by the project? Were there any good practices and innovation? 3.1.1: To what extent has the project succeeded in promoting adherence to fair recruitment principles globally? 3.1.2: To what extent has the project mainstreamed fair recruitment in other ILO interventions? 3.1.3: To What extent has the project benefitted from the labour migration corridor approach to advance fair recruitment? 3.1.4: To what extent does the project operationalize the General principles and operational guidelines and the Fair Recruitment Initiative? 3.2 Why and what have been supporting or constraining factors? 3.3 How can future interventions build on and scale the achievements and/or overcome the constraining factors? 3.4 To what extent has the project engaged with, worked through, and empowered social partners? 3.5 Have there been any missed opportunities?



	3.6 To what extent has the project benefitted from the gender assessment of the project and implement key recommendations to identify gender dynamics and gender specific themes and integrate a gender responsive approach to fair recruitment? 3.7 To what extent did the Project's interventions contribute to address root causes of gender inequalities or specific needs of women? 3.8 To what extent did the project coordinate and collaborate with other on-going ILO, UN and/or other partners' programmes/projects/initiatives to increase its effectiveness and impact?
4. Efficiency	4.1 To what extent have resources including fund and material, human, and institutional resources been sufficient, timely and adequate to meet project objectives? 4.2 In general, do the results achieved by FAIR III justify the costs? 4.3 Has the distribution of resources between countries been adequate and were funds and activities delivered in a timely and cost-effective manner? 4.4 To what extent are the interventions at global and country levels learning from each other's experiences, including from experiences under past phases of FAIR in other countries? 4.5 Were synergies created across the country interventions under review, and across sectors? 4.6 To what extent has the project received the necessary institutional, technical, and administrative guidance from different decision-making levels and Branches (such as within the ILO, from the project steering committee and from the donors) for successful execution?
5. Impact and sustainability	5.1 To what extent did the project achieve 'scalable' or 'replicable' results? 5.2 What evidence is there of continued impact/sustainability of selected FAIR II and III results in terms of changes in laws/policies, institutional mandates and processes at national levels? 5.3 What is the added value of a long-term development cooperation project with continuous presence in one country for 10 years? 5.4 To what extent has the timeframe of interventions in different countries affected impact and sustainability? 5.5 To what extent did the FAIR III project use its past experiences in designing an exit strategy to ensure sustainability? If not, what could have been done to strengthen exit strategies and sustainability? 5.6 What recommendations and lessons could be offered to improve such intervention (project) in future?

5. Methodology



The evaluation will comply with ILO evaluation norms and standards and follow ethical safeguards, as specified in the ILO's evaluation procedures. The ILO adheres to the United Nations system of evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

Reflecting the nature of the project, it is suggested that the evaluation applies a mixed method approach. Considering the countries of interventions, a specific case needs to be developed on a country based on duration of interventions and results in addition to human impact stories across the intervened countries.

Information collection: The evaluator will collect preliminary information through desk review of materials that will be made available by the project. Using semi-structured questionnaire, the evaluator will interview project management staff, relevant staff in the project implementing country and regional offices, and ILO HQ staff including relevant specialists on labour migration and Fundamental Principles and Rights at Work and Partnership Development, through virtual meetings. Interviews will also be conducted with representatives from the governments, workers' and employers' organizations, as well as other stakeholders such as media professionals, NGOs, and university staff. The list of stakeholders to be interviewed will be confirmed by the evaluator after reviewing the initial list provided by the project to minimise selection bias.

The evaluator will also collect information to develop a case study considering short- and long-term impact in a particular country where long term continuous interventions took place. Data collection will be taking place in all intervened countries.

Validation of findings: A Stakeholders' validation session will be held towards the end of the evaluation to present initial evaluation findings and receive feedback. Prior to the stakeholders' session, a debriefing session should be organized with the project and relevant unit of ILO.

The stakeholders' perspectives will be triangulated to strengthen the credibility and validity of the findings. Key stakeholders will have the opportunity to provide inputs to the evaluation's TORs, participate in the evaluation process, and provide inputs to the draft evaluation report.

Information analysis and evaluation report: Findings of the desk review and interviews will be analysed and presented in the draft evaluation report. This report, after fact and sensitivity checking by the evaluation manager and project manager, will be shared with the project stakeholders. The Final Evaluation report will incorporate all relevant comments and will be submitted by the evaluator to the evaluation manager.

The gender dimension should be considered as a cross-cutting concern throughout the methodology and final report of the evaluation. In terms of this evaluation, this implies involving men and women in the consultation. Moreover, the evaluator should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the final evaluation report. The data collection, analysis, and presentation should be responsive to ILO's normative work, social dialogue, diversity, and social inclusion, including disability issues.

The evaluator may adapt the methodology, but any fundamental changes should be agreed to between the evaluation manager and the evaluator and reflected in the inception report.



6. Main deliverables

The evaluator must produce and submit the following deliverables as per ILO guidance note and templates:

Deliverable 1: Inception report (10-12 pages excluding annexes)

The inception report will be based on initial discussions and desk review of documents. This report will include the detailed evaluation methodology, the evaluation matrix, workplan, data collection tools including interview guide/s, final stakeholder list, among other elements. The data collection tools need to make provisions for the triangulation of data where possible. The report will be structured as per the ILO Checklist 4.8 Writing the inception report and must be approved by the Evaluation manager before proceeding with the data collection including interviews.

Deliverable 2: Draft evaluation report (Max 30 pages excluding annexes)

The draft evaluation report will include findings from the analysis of information from desk review and data collection. The draft evaluation report will be prepared as per the ILO Checklist 4.2 Preparing the evaluation report. The draft report will be shared with all relevant stakeholders for their feedback. If needed, the draft report will be improved further consistent with the feedback from stakeholders before its finalisation.

Deliverable 3: A PPT on initial findings and stakeholders' validation

A presentation should be prepared for the ILO on the draft report, to be used during the debriefing. Before the presentation to the external stakeholders, an internal sharing with project staff will be organized mainly to address errors/fact checking. This validation workshop will be organized by the project team. Evaluation findings should be specific, concise and supported by triangulation of quantitative and qualitative information.

Deliverable 4: Final evaluation report (Max 25-30 pages excluding annex)

The final report will be of right merit and worth in terms of content and usability. The report will be finalized as per the Checklist 4.2 Preparing the evaluation report. The evaluation report is considered final only when it has received an approval from the ILO Evaluation Office. The report and all other outputs of the evaluation will be produced in English and a separate executive summary will be in English and French. The quality of the report and evaluation summary will be assessed against the ILO Checklist 4.9 Rating the quality of evaluation report.

The draft and final evaluation report must include:

- a) Cover page (as per ILO titlepage template)
- b) Acronyms
- c) Executive Summary
- d) Description of the project and its intervention logic
- e) Purpose, scope, limitation, and clients of the evaluation
- f) Methodology and evaluation questions
- g) Presentation of findings for each evaluation criteria and its questions
- h) A table presenting the key achievements against logframe's outcome and output indicators (to be annexed)



- i) Conclusions and recommendations (including to whom they are addressed)
- j) Lessons learned, and good practices (as per ILO format)
- k) Appropriate Annexes (list of meetings and interviews, TOR, and other relevant documents)

Deliverable 5: A separate executive summary will be prepared in English and French and shared by the evaluator as per ILO template.

All deliverables must be prepared using Microsoft Word. The deliverables will be regarded as delivered when they have been received electronically by the Evaluation Manager and confirmed acceptance of them.

7. Workplan and tentative timeline of evaluation:

Activities	Responsible	No. of workdays for firm	Tentative timeframe
ToR preparation, sharing, validation and finalisation	Evaluation Manager	-	02 September
Firm recruitment (Issuance of Call for Interests, advertisement, and selection of firm)	Evaluation Manager	-	16 September
Issuance of contract	Project Manager	-	23 September
Briefing the evaluators	Evaluation Manager	-	23 September
Document review and interviews with project team; development of the inception report including the data collection tools submitted to Evaluation Manager	Firm (evaluator)	08	3 October
Inception report review and approved	Evaluation Manager, Project Manager	-	11 October
Data collection (i.e. interviews) and analysis	Firm (evaluator)	10	26 October
Report writing (full draft with annexes) submitted to the evaluation manager for review	Firm (evaluator)	10	10 November
Stakeholder validation workshop	Project and Firm (evaluator)	01	11 November
Draft report sharing for comments, consolidating comments and sharing with evaluator	Evaluation Manager	-	20 November
Prepare Final Evaluation Report and separate Evaluation Summary and submit to ILO	Firm (evaluator)	05	28 November



Evaluation Manager approves the evaluation report at its level and submits to the departmental evaluation focal point	Evaluation Manager	-	29 November
EVAL provides final approval	EVAL	-	12 December
TOTAL workdays for consultancy firm		34 Days	

8. Evaluation management arrangement

Evaluation Manager: The evaluation will be managed by Mokther Hossain (hossainmd@ilo.org), an ILO a certified Evaluation Manager based in Dhaka, Bangladesh who has no prior involvement in the project. He will be backstopped by the Regional Evaluation Officer based in ILO HQ. The evaluation manager is responsible for completing the following specific tasks:

- Brief the evaluator(s) 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.
- Ensure the quality of all deliverables, along with the regional evaluation officer
- Circulate the first draft of the evaluation report to the key stakeholders requesting written comments within specified timelines.
- Consolidate the received written comments received into a master evaluation report and send it to the evaluation team.
- Liaise with the project staff whenever their engagement is needed to fulfil the above requirements; 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 project team (Project Manager and Technical Officers) will have the following responsibilities:

- Provide all necessary information, documents, and contact lists available.
- Attend evaluation meetings and provide clarifications and feedback as required.
- The Project management, together with the ILO Country Offices will also provide logistical support to the evaluation process include scheduling meeting, field mission etc.

9. Profile of the firm and evaluation team and responsibility

The evaluation will be conducted by a firm with an evaluation team, an international team leader (lead consultant) and competent national consultants. The firm will be responsible for the evaluation deliverables as specified in [section 6: Main deliverables](#).

Firm:

- The consulting firm must have experiences of conducting evaluations of 5 relevant projects including global project.
- The firm must have presence or could manage data collection in the project countries.

Lead evaluator's qualification:



- Master's Degree on social science or relevant subject with minimum 10 years of substantial experience in project evaluations.
- Extensive knowledge of, and experience in applying, mixed evaluation methodologies.
- Adequate contextual knowledge of the ILO, experience around labour migration/forced labour/fair recruitment will be an added advantage.
- Fluency in written and spoken English is required, working knowledge of written and spoken French is also a requirement.
- Previous involvement and understanding of ILO evaluation procedures is an advantage.
- Understanding of the development context of the Project Countries is an added advantage.

Responsible for:

- Design, plan and conduct the evaluation, and deliver all deliverables under this TOR.
- Desk review of project documents and other related documents.
- Develop evaluation instrument and draft inception report.
- Organize and schedule all necessary stakeholder consultations, in coordination /consultation with ILO and partners.
- Participate in briefings and discussions virtually in line with the work outlined in the TOR
- Facilitate stakeholders' workshop/debriefing with the project and key stakeholders
- Prepare draft and final evaluation reports as per TOR.
- Draft stand-alone evaluation summary as per standard ILO format
- Supervise the other team member, i.e. national consultant (to be contracted separately by the ILO) and ensure quality assurance for her/his deliverables.

National evaluator's qualification:

- University degree in social sciences or related graduate qualifications.
- A minimum of 5 years of professional experience in evaluating social development projects initiatives or conducting social research; as team member (i.e., data collection and analysis, on the area of migration will be an added advantage);
- Proven experience with M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Fluency in written and spoken French and English.
- Knowledge and experience of the UN System is an advantage.

Responsible for:

- Desk review of project documents and other related documents.
- Assist the team leader in developing evaluation instrument and drafting inception report.
- Take the lead in carrying out field visits in project countries and interviews with key stakeholders and provide data to the team leader.



- Assist the team leader in facilitating stakeholder workshop/debriefing.
- Contribute to the drafting of the evaluation report under the guidance of the team leader.

10. Legal and ethical matters

The [ILO Code of Conduct](#) for independent evaluators applies to all evaluation team members. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International Civil Service to which all UN staff is bound. UN staff is also subject to any UNEG member specific staff rules and procedures for the procurement of services.

The selected consultant evaluators and team members shall sign and return a copy of the code of conduct with their contract.

The evaluation will comply with the UN norms and Standards.

The consultant(s) should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.

All data and information received from the ILO for the purpose of this assignment will be treated confidentially and are only to be used in connection with the execution of these Terms of Reference. All intellectual property rights arising from the execution of these Terms of Reference are assigned to the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.



Annex – Relevant ILO evaluation policies and guidelines

[ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations](#)

Guidance notes:

- [3.1 Integrating gender equality in monitoring & evaluation of projects](#)
- [3.2 Adapting evaluation methods to the ILO's normative and tripartite mandate](#)
- [4.3 Data collection methods](#)
- [4.5 Stakeholder engagement](#)

Checklists:

- [4.2 Preparing the evaluation report](#)
- [4.3 Filling in the evaluation title page](#)
- [4.4 Writing the evaluation report summary](#)
- [4.8 Writing the inception report](#)

Templates:

- [3.1 ILO Code of conduct: Agreement for evaluators \(To be signed by the evaluators\)](#)
- [4.1 Lessons learned](#)
- [4.2 Good practices](#)
- [4.3 Evaluation summary](#)
- [4.4 Evaluation title page](#)

f. List of persons interviewed

KII #	Respondent(s)	Role(s) and Organization(s)	Number of Respondents	Respondent Group	Date
1	Kenza Dimechkie Mélanie Belfiore	FAIR III Project Manager, FUNDAMENTALS, ILO FAIR III Technical Officer, MIGRANT, ILO	2	Programme Staff/ILO	28 November 2025
2	Bridette Colarte-Dürr	Programme Manager - Global Programme for Migration and Forced Displacement, SDC (Previously oversaw FAIR III)	1	Donor	5 December 2025
3	Maria Gallotti Gladys Cisneros	Lead for FAIR Recruitment Initiative, ILO Head of Department for FAIR Recruitment Initiative	2	Programme Staff/ILO	8 December 2025
4	Nicolas Jenny	Programme Manager - Global Programme for Migration and Forced Displacement, SDC (currently oversees FAIR III)	1	Donor	8 December 2025
5	Hussein Macarambon	National Programme Coordinator Philippines (former)	1	Programme Staff/ILO	9 December 2025
6	Aya Alida Tano	FAIR III National Project Coordinator, ILO	1	Programme Staff/ILO	14 November 2025
7	Honorat Tanoh	UGTCI (trade unionist)/Point focale Plateforme migration intra-syndicale	1	Workers' Organization/NGO	19 November 2025
8	Tuebou Irene/ Mr. Bamba	AVSI-Côte d'Ivoire	2	Workers' Organization/NGO	19 November 2025
9	Sylva N'dehi	Responsable monitoring Agences privées, Agence Emploi Jeunes (Public employment services)	1	Government Representative	24 November 2025
10	Yannick Gnaman	Chef de service Prestige et responsable de service de placement à l'international, Agence Emploi Jeunes	1	Government Representative	24 November 2025

11	Zacry Marie Laure	Institut des sciences et techniques de la communication, Professor	1	Media/Academia	26 November 2025
12	Neha Choudhary	Former National project coordinator in Nepal	1	Programme Staff/ILO	2 December 2025
13	Patrick Mura	Head of Office IV, Directorate General for Italians Abroad and Migration Policies Ministry of Foreign Affairs and International Cooperation	1	Donor	4 December 2025
14	Zied Charfi	Association of Employers in Tunisia (UTICA)	1	Employers' Organization and PRAs	8 December 2025
15	Mme Hiba Mediouni & Hussaini Majidi	Representative of PEA secteur	2	Employers' Organization and PRAs	9 December 2025
16	Theodoor Sparreboom	Labour Migration Specialist, DWT/CO-Pretoria	1	Programme Staff/ILO	8 December 2025
17	Malek Khaldi	Institut de Presse et des Sciences de l'Information (IPSI)	1	Media/Academia	4 December 2025
18	Ferdaous Wertani	ILO Staff	1	Programme Staff/ILO	24 November 2025
19	David Nii Addy	Programme Director, Global programme on development-oriented migration (MEG) programme, GIZ (Germany)	1	Donor	12 December 2025
20	Ahmed Messaoudi & Imen Gharsalaoui	Directeur général du placement à l'étranger et de la main d'oeuvre étrangère au ministère de l'emploi	2	Government Representative	1 December 2025
21	Oussema Benyounes	Programme Officer, SDC (Tunisia)	1	Donor	6 decembre 2025
22	Coumba Diop	Country Office Director, Co-Abidjan (Former Labour migration specialist for Africa)	1	Programme Staff/ILO	23 December 2025
23	Mr. Kamil Abubakari	FAIR III National Project Coordinator, ILO	1	Programme Staff/ILO	18 November 2025
24	Ms. Inviolata	ACTRAV Specialist, ILO Abuja	1	Programme	17 December

	Chinyangarara			Staff/ILO	2025
25	Mr. Mushin Barko	Ghana Association of Private Employment Agencies – Secretary	1	Employers' Organization and PRAs	19 November 2025
26	Mrs. Sandra Ofosuapea	Planning Officer (Labour Migration Focal Person), Ministry of Labour, Jobs and Employment	1	Government Representative	27 November 2025
27	Mr. Braimah Ibrahim Dawuda	Chief Labour Officer, Labour Department	1	Government Representative	17 December 2025
28	Mr. Lawrence Simpi	Labour Officer, Labour Department	1	Government Representative	12 December 2025
29	Smriti Lama	GEFONT Trade Union	1	Workers' Organization/NGO	20 November 2025
30	Dr. Kennedy Atong Achakoma	TUC Ghana – Focal person on Labour Migration and the Head of our Education and Training Department	1	Workers' Organization/NGO	15 December 2025

g. Evaluation questions matrix

The ET has developed the following Evaluation Question Matrix (EQM) to ensure that data collection activities generate the necessary information to answer evaluation questions and adequately address OECD/DAC evaluation criteria. For each of the evaluation's 23 questions, the EQM has identified appropriate secondary data sources, data collection methods, and respondent groups. This is further supported by a brief description of the measures/indicators and means of assessment that the ET will apply to these data sources to successfully answer each evaluation question.

In order to interpret this EQM correctly, please note the following:

- The most relevant data sources and respondent groups have been listed for each evaluation question; however, these are by no means exhaustive. To comprehensively respond to each evaluation question, the ET will draw additional information from other appropriate data sources and respondent groups not specifically linked to the evaluation question in this matrix. This is especially the case when the evaluation question addresses the overall programme rather than individual programme components.
- For more information on the specific respondents in a given respondent group, see the list of potential respondents in appendix B. For example, the “Workers' Organizations” respondent group includes: UGTCL, UGTT, TUC, among others. Similarly, the “Government Representatives” respondent group includes: the Ministry of Employment and Labor Relations, Ministry of Foreign Affairs, and Labor Department equivalent in each programme country.

- This EQM is based on an initial list of 29 evaluation questions developed by ILO and shared with the ET in the evaluation TOR. After a careful review of project documentation, the ET has revised this to a list of 23 evaluation questions as seen in the EQM below. Some of the original questions were either removed, modified, or combined with other questions in order to address occurrences of duplication or overlap and ensure appropriate coverage of all programme components.

OECD/DAC Evaluation Criteria	Evaluation Question	Measure(s)/Indicator(s) and/or Means of Assessment/ Limitations	Secondary Data Source(s)	Data Collection Method(s)	Respondent Groups
1. Relevance	1.1 To what extent was FAIR III aligned to the priorities of the MIGRANT and FUNDAMENTALS Branches?	Objectives and strategies of programme vs those of MIGRANT and FUNDAMENTALS branches Assessing programme relevance to advancing FPRW and General Principles and Operational Guidelines (GPOG) Assessing programme relevance to P&B outcomes	ProDoc, Midterm Review, Policy and Guidance Docs for MIGRANT AND FUNDAMENTALS branches, FAIR Migration Agenda, FRI Strategy 2026-30, R86, R151, C97, C143, C181, etc.	Literature review, KIIs	MIGRANT staff, FUNDAMENTALS staff, NPCs
1. Relevance	1.2 Were the FAIR III programme objectives relevant to the needs of the tripartite Constituents at global level and in the programme countries and the end beneficiaries?	Assessing relevance to SDG 8.7, 8.8, 10.7.1 and FAIR GPOG NB: Assessment of tripartite need would focus on country level tripartite constituents as they have a direct role in migrant workers welfare and the required exposure to the operating context.	TPRs, national action plans, Gender analysis study, articles from the Global Knowledge Hub	Literature review, KIIs	Worker's Organizations, Employer's Organizations, Government Representatives
1. Relevance	1.3 To what extent is the FAIR III programme appropriately responsive to political, legal, economic, institutional contexts and to changes in those contexts?	Assessing program adaptations per changes	ProDoc (esp risk matrix), TPRs	Literature review, KIIs, FGDs	Programme Staff, Worker's Organizations, Employer's Organizations, Government Representatives, Media/Academia
1. Relevance	1.4 To what extent is the FAIR III programme aligned with the ILO's Programme and	Objectives, goals, and outputs/outcomes in P&B, DWCP strategies, and CPOs.	ILO P&B, DWCP & CPO documents for Côte d'Ivoire, Ghana, and Tunisia.	Literature review, KIIs	Programme Staff

	Budget (P&B), with Decent Work Country Programme (DWCP) strategies and/or Country Programme Outcomes (CPOs)?				
2. Validity of design and Coherence	2.1 To what extent are the FAIR III programme design (objectives, outcomes, outputs and activities) and their underlying theory of change, its strategies, modus-operandi (such as the corridor approach), risk analysis, context analysis logical and coherent and address relevant priorities/need and adaptive? In what ways has the program logic evolved over time (as evinced by visible changes in programming).	Assess chain logic and both inherent and stated assumptions of TOC and logframe	ProDoc, Logframe, TPRs	Literature review	n/a
2. Validity of design and Coherence	2.2 To what extent has the FAIR III programme integrated the previous lessons, good practices and cross-cutting themes in the design?	Number of lessons learned, good practices, and cross-cutting themes from FAIR I and II found in FAIR III programme design	FAIR II Final Eval, FAIR III Mid-Term Evaluation, FRI Compendium of Promising Practices, FRI Stock take	Literature review, KIIs	Programme Staff
2. Validity of design and Coherence	2.3 To what extent is complementarity and coordination with other ILO and non-ILO projects dealing with FPRW, labour migration and/or recruitment baked into programme design? Is this coordination aligned	Number of joint activities/initiatives with ILO and non-ILO projects. Assessment or relevance of joint activities/initiatives to programme objectives.	ProDoc, TPRs	Literature review, KIIs	Programme Staff

	with programme objectives?				
3. Effectiveness	3.1 To what extent has the FAIR III programme achieved its purpose and expected results as stated in its logical framework? What are the intended and unintended changes brought by the programme? Were there any good practices and innovation? 3.1.1: To what extent has the programme succeeded in generating and disseminating research and policy guidance on fair recruitment and enhanced the global knowledge base? 3.1.2: To what extent has the programme led to an improved legal landscape for fair recruitment and enhanced enforcement capabilities of governments in countries of destination and origin targeted by the programme. 3.1.3: To what extent has the programme	Macro-level assessment of program effectiveness across all components and countries informed by analysis under multiple evaluation questions. Comparison of logframe indicator targets vs results. Identification of good practices and lessons learned. Knowledge products disseminated by the programme, especially through the FRI Knowledge Hub. Comparison of GPOG vs recruitment norms in targeted countries Assessment of channels for information provision to migrants especially via migrant resource centers and Migrant Recruitment Advisor	Logframe, TOC, TPRs, mid-term evaluation, GPOG, to a lesser extent, all other literature review documents	Literature review, KIIs, FGDs	Programme Staff, Worker's Organizations, Employer's Organizations, Government Representatives, Media/Academia

	improved recruitment business practices in selected labor migration corridors and sectors in line with the General Principles and Operational Guidelines? 3.1.4: To what extent has the programme improved migrant's access to information and support services in selected labor migration corridors and sectors?				
3. Effectiveness	3.2 What have been supporting or constraining factors and why? How can future interventions build on and scale the achievements and/or overcome the constraining factors?	Identification and assessment of contextual factors that supported or constrained the programme	TPRs, mid-term evaluation, articles from Knowledge Hub Platform	Literature review, KIIs	Programme Staff, Worker's Organizations, Employer's Organizations, Government Representatives
3. Effectiveness	3.3 To what extent has the programme engaged with, worked through, and empowered social partners?	Instances of engagement, partnerships, and capacity building to government, employers' and workers' organizations, and other social partners. Assessment on this engagement's impact on programme effectiveness.	TPRs, mid-term evaluation, articles from Knowledge Hub Platform	Literature review, KIIs, FGDs	Programme Staff, Worker's Organizations, Employer's Organizations, Government Representatives, Media/Academia

3. Effectiveness	3.4 Have there been any missed opportunities?	Accounts by programme staff and social partners of activities that could have been beneficial. Existing documentation of missed opportunities.	TPRs, mid-term evaluation	Literature review, KIIs, FGDs	Programme Staff, Worker's Organizations, Employer's Organizations, Government Representatives, Media/Academia
3. Effectiveness	3.5 To what extent has the programme benefitted from the gender assessment of the programme and implement key recommendations to identify gender dynamics and gender specific themes and integrate a gender responsive approach to fair recruitment?	Instances in which gender responsive approaches are applied in the programme.	Gender assessment, ProDoc, TPRs	Literature review, KIIs, FGDs	Programme Staff, Worker's Organizations, Employer's Organizations, Government Representatives, Media/Academia
3. Effectiveness	3.6 To what extent did the programme's interventions contribute to addressing root causes of gender inequalities or specific needs of women?	Assessment of effect of gender responsive approaches on causes of gender inequality and needs of women beneficiaries.	Gender assessment, ProDoc, TPRs	Literature review, KIIs, FGDs	Programme Staff, Worker's Organizations, Employer's Organizations, Government Representatives, Media/Academia
3. Effectiveness	3.7 To what extent did the programme's coordination and collaboration with other on-going ILO, UN and/or other partners' programmes/projects/initiatives increase its effectiveness?	Assessment of impact on effectiveness of interventions/initiatives identified in question 2.3.	TPRs, mid-term evaluation, articles from Knowledge Hub Platform	Literature review, KIIs, FGDs	Programme Staff, Those who engaged in joint programming/initiatives from: Worker's Organizations, Employer's Organizations,

					Government Representative s, Media/Academ ia
4. Efficiency	4.1 To what extent have resources including funding and material, human, and institutional resources been sufficient, timely and appropriately distributed between programme countries to meet objectives?	Assessment of budget allocation across countries Review of disbursement timing or instances of delays in payments and effects on programming Assessment of institutional resources (ILO specialist's time) across programme activities and countries	Program budget, TPRs.	Literature review, KIIs	Programme Staff, To a lesser extent: government counterparts, employers and workers organizations
4. Efficiency	4.2 In general, do the results achieved by FAIR III justify the costs?	Macro-level assessment of program in comparison to similar cross country initiatives Approximate comparison of budget to logframe results (not a quant cost benefit analysis)	Program budget, LF, Mid-term evaluation, TPRs.	Literature review, KIIs, FGDs	Programme Staff, Worker's Organizations, Employer's Organizations, Government Representative s, Media/Academ ia
4. Efficiency	4.3. In what ways has knowledge sharing and collaboration between interventions in target countries and sectors increased efficiency or led to programmatic synergies?	Assessment of synergies and cost savings of cross-country and cross-sector interventions/initiatives identified in question 2.3. Noted instances of information sharing, particularly from Tunisia programming to inform Côte d'Ivoire and Ghana.	Program budget, LF, Mid-term evaluation, TPRs.	Literature review, KIIs, FGDs	Programme Staff, Worker's Organizations, Employer's Organizations, Government Representative s, Media/Academ ia

4. Efficiency	4.4 How has the institutional, technical, and administrative guidance from different decision-making levels and Branches (such as within the ILO, from the programme steering committee and from the donors) impacted the programme's efficiency?	Instances of administrative guidance and technical support provided by other ILO technical units or departments, programme steering committee and other stakeholders. NB: Much of day-to-day support/guidance likely occurred ad hoc and is undocumented, thereby limiting the extent to which the study can fully answer this research question. Hence, the primary data source will be KIIs.	Program budget, TPRs, steering committee meeting PPT.	Literature review, KIIs	Donors, Programme Staff
5. Impact and sustainability	5.1 To what extent did the programme achieve 'scalable' or 'replicable results'?	Identification of initiatives from this programme that have been implemented by projects in other country contexts or adopted by the stakeholders for scaling up/covering other sectors/destinations beyond the project target. Assessment of drivers and limitations to scalability and replicability of programme components.	Mid-term evaluation, TPRs, articles on Knowledge Hub Platform	Literature review, KIIs, FGDs	Programme Staff, Worker's Organizations, Employer's Organizations, Government Representatives, Media/Academia
5. Impact and sustainability	5.2 What evidence is there of continued impact/sustainability of selected FAIR II and III results in terms of changes in laws/policies, institutional mandates, capacities, and processes at national levels to support safe migration and recruitment?	Instances of changes in laws/policies and enforcement (though attribution to the programme may be difficult or not possible to determine) Continued processes/initiatives within FAIR II countries.	FAIR II final eval, FAIR III mid-term evaluation, latest TPR	Literature review, KIIs, FGDs	Programme Staff, Donors, Worker's Organizations, Employer's Organizations, Government Representatives, Media/Academia
5. Impact and sustainability	5.3 What is the added value of a long-term development cooperation programme with continuous presence in one country for 8	Case study assessment of program's evolution in Tunisia.	FAIR II final eval, FAIR III mid-term evaluation, latest TPR, FRI Compendium of Promising Practices, FRI Stock take	Literature review, KIIs, FGDs	Programme Staff, Donors, The following groups in Tunisia: Worker's Organizations,

	years?				Employer's Organizations, Government Representative s, Media/Academ ia
5. Impact and sustainability	5.4 To what extent has the timeframe of interventions in different countries affected impact and sustainability?	Comparison of maturity of interventions (and legal/enforcement changes identified in question 5.2) across countries (esp Tunisia vs Ghana)	FAIR II final eval, FAIR III mid-term evaluation, latest TPR, FRI Compendium of Promising Practices, FRI Stock take	Literature review, KIIs	Programme Staff, Donors, The following groups in Tunisia: Worker's Organizations, Employer's Organizations, Government Representative s, Media/Academ ia
5. Impact and sustainability	5.5 To what extent did the FAIR III programme use its past experiences in designing an exit strategy to ensure sustainability? If not, what could have been done to strengthen exit strategies and sustainability?	Comparison of plans for exit/sustainability vs documented FAIR lessons learned in previous evaluations and FAIR Stock take document.	FAIR II final eval, FAIR III mid-term evaluation, latest TPR, FRI Compendium of Promising Practices, FRI Stock take	Literature review, KIIs	Programme Staff

h. Likelihood of sustained impact of programme initiatives

Relevant Country	Change in Law, Policy, Institutional Mandate, Capacity, or Process	Likelihood of Sustained Impact
	FAIR I & II	
Jordan	Collective Bargaining Agreement (CBA) in the garment sector amended to include a provision prohibiting the charging of	High: Embedded in the sector's legal framework and endorsed by the garment factories association (J-

	recruitment fees to workers (Zero-fee policy).	GATE).
Nepal	Bilateral Labour Agreement (BLA) signed with Jordan (2017) incorporating fair recruitment principles (Zero-fee).	Moderate to High: The agreement exists, but implementation faced challenges (e.g., temporary bans); advocacy was required to reopen the corridor.
Nepal	Development of Pre-departure Orientation Manual for workers migrating to Qatar, handed over to the Foreign Employment Board.	Moderate: Handed over to the government for implementation.
Philippines	Integration of "Reporting on Labour Migration" course into the journalism degree programs of higher education institutions (7 universities).	High: Curricula have been accredited by the Commission on Higher Education and integrated into degree programs.
Philippines	Online Post-Arrival Orientation Seminar (PAOS) learning system developed and handed over to the government (DMW). Made mandatory for accredited agencies.	High: Institutionalized via Administrative Order 532; continues to be used by the Department of Migrant Workers.
Philippines	Adoption of voluntary Codes of Conduct by recruitment agency associations (SHARP and AHKMA) aligned with ILO General Principles.	Low: While adopted, the voluntary nature and lack of binding monitoring mechanisms limit guaranteed compliance.
Tunisia	Launch of public recruitment e-services (ANETI) including a function for citizens working abroad to lodge complaints online.	High: The electronic platform is installed and operational within the public employment service.
	FAIR II & III	
Tunisia	Establishment of a dedicated Labour Inspection body for monitoring private recruitment agencies placing workers abroad, including provision of digital tools/reporting procedures.	Moderate: The body is operational and inspectors are sworn in. However, the supporting legal amendment for penal sanctions is stalled due to political context.
Tunisia	Creation of Migrant Resource Centers (MRCs) run by the trade union (UGTT) to provide legal and social support to migrant workers.	High: Institutionalized within the union structure; model replicated by other donors.
	FAIR III	
Côte d'Ivoire	Development and validation of a National Labour Migration Strategy, incorporating fair recruitment as a priority area.	Moderate: Validated technically by tripartite stakeholders; pending final institutional adoption. Not yet codified in law.

Côte d'Ivoire	Establishment of a public International Placement Service within the Youth Employment Agency (AEJ), including operational tools and staff training.	High: The service was successfully piloted and is now established as a formal government offering, though it has not yet been rolled out across AEJ offices.
Côte d'Ivoire	Formation of an umbrella association for Private Recruitment Agencies (PRAs) to formalize the sector and improve self-regulation.	Moderate: The association is newly established; sustainability depends on continued engagement and formalization of informal actors.
Ghana	Adoption of a National Roadmap on Fair Recruitment, developed through tripartite consultation to fill regulatory gaps.	Moderate: Developed through a tripartite process; but not yet codified into law or established as a formal government policy.
Ghana	Integration of the media toolkit and glossary into the curriculum of the University of Media, Arts and Communication (UniMAC).	High: An MoU facilitates the institutionalization of the training within the university curriculum.
Tunisia	Adoption of "Guidelines for the protection of migrant workers' rights" by the trade union (UGTT) and changes to internal regulations to allow migrant affiliation.	High: Formally adopted by the union's leadership and validated across 24 governorates,.

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