



International Labour Organization

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Evaluation

ILO EVALUATION

- **Evaluation Title:** Independent Final Evaluation of the “Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan”
- **ILO TC/SYMBOL:** RAF/12/09/EEC
- **Type of Evaluation :** Final Evaluation
- **Country(ies) :** Ethiopia
- **Date of the evaluation:** 1-31 January 2017
- **Name of consultant(s):** Mei Zegers
- **ILO Administrative Office:** CO-Addis Ababa
- **ILO Technical Backstopping Office:** MIGRANT
- **Date project ends:** 31 July 2016
- **Donor: country and budget:** EU, ILO, UN Women Euro 2,500,000
- **Evaluation Manager:** Gugsa Yimer Farice
- **Key Words:** Migrant workers, Domestic Work

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

INDEPENDENT FINAL EVALUATION OF
The Development of a Tripartite Framework for the Support and Protection of Ethiopian Women
Domestic Migrant Workers to the GCC States, Lebanon and Sudan Project

Acknowledgements

This report describes in detail the final evaluation of the project entitled “Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan” that was conducted from 9-20 January, 2017 by Mei Zegers, an independent evaluator. She conducted the evaluation in collaboration with the project team and stakeholders and developed the evaluation report according to the Terms of Reference prepared by the International Labour Organization.

Mei Zegers would like to express sincere thanks to all parties involved in this evaluation for their support and valuable contributions. Particularly, the evaluator would like to express appreciation to project staff and other staff members of the ILO for their support during the evaluation. Thanks also go to the many Ethiopian government officials, officials of partner governments, employers’ and workers’ representatives, civil society organizations and other local stakeholders who actively contributed useful information to the evaluation. She wishes to thank Solomon Abebe for his support in providing contextual information, interpretation and other assistance during the field work. The evaluator also sincerely thanks the returned domestic workers who shared their experiences and their opinions about the training and other support that was provided to them.

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Executive Summary

Ethiopia is one of the major countries sending women migrant domestic workers (MDW) to the Middle East. It is estimated that over 200,000 women leave Ethiopia annually to carry out domestic work in the Gulf States and the Levant.¹ These MDW often fall outside the protection of national laws in their receiving country as well as their home country. As a result, the potential for abuse in their work situation is high. In addition, the remittances of migrant workers are not always spent or saved in a beneficial way, and as a result the returning MDWs may find themselves in a poor economic situation despite years of hard work overseas.

In this context, the International Labour Organization (ILO) has implemented a project entitled “Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the Gulf Cooperation Council (GCC) States, Lebanon and Sudan.”

The project established three main outcomes and details on expected results for each of these outcomes are included in Table 1 in Section 3.

The outcomes were:

- Outcome 1: To develop a coherent multi-stakeholder framework to promote the rights of MDW from Ethiopia to the GCC countries.
- Outcome 2: To streamline and de-centralize the migration process in the country of origin and strengthen oversight and monitoring process in receiving countries
- Outcome 3: To provide MDW with relevant information and substantive training prior to departure and on return home to ensure their successful performance and reintegration.

The project was implemented in partnership with the Ethiopian Ministry of Labour and Social Affairs (MOLSA) and the United Nations Entity for Gender Equality and Empowerment of Women (UN Women). The International Organization for Migration (IOM) was a project associate partner. The project period was from February 2013 until January 2016 but a no-cost extension was provided until 31 July 2016. Donors included the European Union (EU), ILO, and UN Women and the total project budget was 2,500,000 Euros.

This report describes the results of the project’s final evaluation. Field work was conducted from 9-20 January in Ethiopia and was supplemented with calls to some key stakeholders overseas.

Evaluation Objectives were to:

- 1) Conduct an independent assessment of the project:
 - Across the three project outcomes;
 - Assessing performance as per the foreseen targets and indicators of achievement at output level;
 - Strategies and implementation modalities chosen;
 - Partnership arrangements; and

¹Tayah Marie-José, Atnafu, Adamnesh (2016), “Promoting and protecting the rights of migrant domestic workers in transit: The case of Ethiopian women migrants.” In Research Series: Global Action Programme on Migrant Domestic Workers and Their Families. Geneva: ILO

- Constraints and opportunities.
- 2) Evaluate the impact and extent to which the project has achieved its expected outcomes.
 - 3) Identify recommendations that will inform similar projects in the future based on the lessons drawn (what could have been done differently) and best practices from the current project.

The evaluation report addresses the evaluation questions from the Terms of Reference and is organized according to the OECD/Development Assistance Committee (DAC) evaluation criteria of relevance, effectiveness, efficiency, impact and sustainability. It assesses the positive and negative changes – intended and unintended, direct and indirect – produced by the project, as well as any changes in the social and economic environment in the country as reported by respondents. The evaluation adheres to the United Nations Evaluation Group’s Ethical Guidelines and Norms for Evaluation in the UN System.²

The evaluator used a combination of methods to triangulate the analysis, including the following:

- Preparation of a detailed methodology;
- Review of key documents including project-related documents and those related to the current context in Ethiopia. These documents included the Ethiopia Decent Work Country Programme³ and the Second Growth and Transformation Plan (GTP II);⁴
- Key informant interviews and focus group discussions (FGDs) with stakeholders including project staff, project partners, government officials, employers’ and workers’ representatives and other stakeholders from civil society as well as MDW;
- Observing the work and networking activities of key stakeholders including the MDW shelter and two NGO offices that conduct training for MDW.

Key Findings and Conclusions

The project was highly relevant and has achieved almost all its intended results despite the unexpected ban on migration and the expulsion of irregular migrants from Saudi Arabia. The project was consistent with the priorities of Ethiopia and the Second Growth and Transformation Plan II since the Mid Term Evaluation.⁵ The project is also very much in line with EU migration policy, specifically the Global Agenda on Migration and Policy as well as the Common Agenda on Migration and Mobility (CAMM). The project also complemented other

² UNEG Ethical Guidelines. Available from www.unevaluation.org/document/detail/102 (Website accessed 12/12 /2016)

³ Ministry of Labour and Social Affairs (MOLSA) and ILO (2014), Decent Work Country Programme 2014-15 (Extended to 2016). Addis Ababa: MOLSA ILO Country Office, Addis Ababa. cess 23/12/2016)

⁴ The Federal Democratic Republic of Ethiopia (2015), The Second Growth and Transformation Plan (GTP II) (2015/16-2019/20). Addis Ababa, National Planning Commission

⁵ The Federal Democratic Republic of Ethiopia (2015), The Second Growth and Transformation Plan (GTP II) (2015/16-2019/20). Addis Ababa, National Planning Commission.

Arowolo, Oladele (2015), Mid Term Review of The Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan. Addis Ababa: ILO Country Office, Addis Ababa & ILO Office, Geneva

ongoing EU initiatives and other ILO programmes and projects, as well as other relevant migration initiatives in Ethiopia.

While the project's overall goals and objectives are clearly stated, the details are less straightforward. The evaluator agrees with the Mid Term Review (MTR) statements on the insufficient coherence, clarity and logic of the actual intervention logic framework structure and its indicators. The evaluator noted that some of the expected results statements even caused confusion as she assessed the project. The evaluator also noted that it would have been useful to include a separate expected result on research to strengthen the knowledge base.

Some aspects of the project design were overly ambitious and thus not realistic. The adoption of laws and regulations as well as the making of formal agreements between countries is not directly within the control of a development project. While projects should contribute to their development and advocate diligently for adoption, it is no longer advised for projects to include the adoption of such frameworks as an expected result. In addition, the project budget was comparatively small to achieve deep impact across the many lofty targets.

The project achieved almost all the expected outputs and outcomes in relation to its results framework and operational objectives. Intensive work was done on advocacy, awareness raising, coordinating efforts on migration, developing legal and policy frameworks and strengthening capacity. In the case of capacity strengthening, the project's focus on building the capacities of stakeholders at all levels was noteworthy, from government to civil society and MDW.

Advocacy was, in most cases, combined with awareness raising on the challenges that MDW face before departure, during travel to recipient countries, in recipient countries and on return home to Ethiopia. The evaluator concludes that the project's greatest achievements were related to changing the mind-set of all types of stakeholders, from government staff to MDW and their communities. While much remains to be done, according to evaluation interviewees, this is an area of project strength. The evaluator noted that another successful project component was the strengthening of the MDWs' capacity to empower and protect themselves while overseas. The development of the MDW database methodology was another good achievement.

Advocacy was conducted through training, promoting the development of legal and policy frameworks, developing guides and other materials, participating in various committee discussions and meetings and awareness raising methods. The project conducted advocacy and contributed technical support to the content of the Overseas Employment Proclamation 923/2016.⁶ The evaluator considers the support provided for a comprehensive analysis of Proclamation 923 and its implications to be an important initiative in this regard.⁷ Of further

⁶ LAWETHIOPA (2017), Proclamation no. 923 Ethiopia's Overseas Employment Proclamation Federal Negarit Gazette of the Federal Democratic Republic of Ethiopia. Available from: http://www.lawethiopia.com/index.php?option=com_content&view=article&id=3294%3Aproclamation-no-923 (Website accessed 21/01/2017)

⁷ ILO (2016) Employment Proclamation No. 923/2016: A Comprehensive Analysis. Addis Ababa: ILO Country Office Ethiopia, Djibouti, Somalia, Sudan and South Sudan

interest were the Community Conversations (CC), which were integrated in the government structures in Addis Ababa city as well as Oromia, Tigray and Amhara regional states. The community conversation topics included discussions on local job creation but interviewees noted that the key solution is still the *provision* of increased support from government and other entities for job creation, especially for young people.

The evaluator concluded that institution and capacity strengthening efforts for persons at the enabling environment level were successful although far from complete. Senior government officials pointed out the importance of the web-based Ethiopian Migrants Data Management System, to which the project contributed for its development. Participants in the capacity strengthening efforts were very pleased with the content and methods used in the various approaches. The project made maximum use of the knowledge and experience of other countries, which evaluation interviewees appreciated particularly. Continued capacity strengthening is needed. An important project action was the construction and launching of Migrant Resource Centres in six Woredas in four regions. The extent to which these centres will fully play their expected roles can only be evaluated after the ban is lifted.

Many of the project initiatives were linked to direct support provided to MDW. Although the pre-departure materials appeared to be quite good and have been tested with potential MDW, they still need to be reviewed after the ban is lifted. In fact, the evaluator found it difficult to comment on the trainings and materials without information assessing their impact on the MDW after their arrival in the recipient countries. Subsequently, it is almost certain that the materials will need to be adapted after (post-ban) review to ensure that they meet the needs of the MDW and their employers. ILO headquarters specialists also stressed the importance of including employers in receiving countries during all processes. The materials will also need to be reviewed again over time to ensure that they are still relevant regarding the changing realities, including simple aspects such as changes in household and caregiving technologies.

The project benefits did not accrue equitably to women and men because the project was primarily intended to support women migrant domestic workers. Nevertheless, both direct and indirect benefits accrued to men and to the wider Ethiopian public because of project actions.

The available technical and financial resources were not fully adequate to fulfil the project plan. Efficiency of resource use, including the time of project staff, was affected by the ILO financial disbursement processes. While the stakeholders, including government and civil society, expressed appreciation for the need to conduct financial management in a transparent way, there were many comments about the slowness and complicated processes for disbursement of funds.

The management and governance arrangement of the project was adequate and all parties involved clearly understood their roles and responsibilities. Government stakeholders noted that the project had worked in a very open and supportive way. While the project received adequate political, technical and administrative support from its national partners/implementing partners, limited government resources impeded this to an extent.

It should also be noted that when faced with the unexpected situation of the ban on migration to the Middle East and expulsion of irregular migrant workers from Saudi Arabia, the project staff did not merely halt activities. Instead, the situation was reviewed and proposals were made to change direction to address and compensate for the impact of these events. Regarding UN Women, IOM and UNODC, the agencies confirmed that they had worked well as a group and in a “in a collaborative manner.”

The project received adequate technical and political support from the ILO office and specialists in the field (Pretoria and Addis Ababa ROAF) as well as the responsible technical units in headquarters. The Country Director and regional office were very supportive and provided advocacy when possible. It was particularly helpful that the ILO regional office was based in Addis Ababa as this allowed ease of communications to address several issues, including covering the resource gap that resulted from UN Women’s restructuring. It should be noted, however, that technical support from ILO offices was limited during the first half of the project implementation period as there is no *regional* specialist on migration. Senior ILO officials and project staff indicated that the donor’s flexibility to accept changes in the project because of the contextual realities⁸ was very important.

An M&E system was in place and project management monitored performance and results adequately. Progress reporting was adequate and in agreement with the rules that both the ILO and the EU set for such reporting. Field-level monitoring was adequate with visits to the involved regions every month.

It should be noted that due to a lack of data it is impossible to assess the extent to which the project might have had an impact on irregular MDW (who are not direct project beneficiaries but continued to travel to the recipient countries). It is hoped that the training provided to Ethiopia Embassy staff and associations of MDW in the recipient countries has been impacting the human rights conditions of irregular MDW as well, but this has not yet been possible to verify. In the future, impact assessments in the recipient countries will be needed to measure impact and inform planning of ongoing and future programming to support MDW. Solid research is needed, covering regular as well as irregular MDW, as this will also allow for measuring the desired shifts in the proportions of regular versus irregular MDW.

Good practices and lesson learned

Providing field trips to other countries for key government and other stakeholders to learn about best practices on MDWs was a good practice. Another good practice was the sponsoring of a dramatic film on the story and experiences of an actual migrant worker. Such a film is an innovative means to create empathy and understanding of the issues that irregular migrant workers face. The creation of empathy is a means that has been shown to contribute to behaviour change.⁹

⁸ That is, the ban on migration to project-related recipient countries and the expulsion of workers from Saudi Arabia.

⁹ Krznaric, Roman (2014), *The Empathy Effect: How Empathy Drives Common Values, Social Justice and Environmental Action*. Amsterdam: Friends of the Earth

An identified lesson learned is on the importance of being flexible and obtaining donor support to adjust project implementation when such unexpected situations occur. Too frequently, implementers and donors insist on maintaining rigid logical frameworks—or even the newer Theory of Change (ToC)—in such situations.

Recommendations

Details in last section of report body. Note that the key suggested implementers are indicated between parentheses after the recommendation.

1. Renew attention to ensuring that all project proposals include fully coherent, clearly worded logical frameworks. (ILO CO, Donors)
2. From the project inception period, build a well organised mechanism for consultation with relevant headquarters-based project specialists on key strategic issues. (ILO CO)
3. Seek opportunities to increase inter-regional and intra-regional cooperation. (ILO CO, other international agencies, regional cooperation entities)
4. Strengthen capacities more frequently, more deeply and with more stakeholders among government officials/staff, in employers' and workers' organisations and other civil society entities that work with MDW. (Government, ILO CO, other implementing agencies of all types)
5. Increase focus on including and working with employers of domestic workers in receiving countries. (Government, ILO CO, other implementing agencies of all types)
6. Establish a social media platform that has a higher level of instructive information and is more mutually (group) interactive than Facebook. (Government, ILO CO, other implementing agencies of all types)
7. Include Ethiopian administrative regions in project management and/or federal migration coordination meetings using social media and/or other digital platforms to facilitate communication and gather inputs. (Government, ILO CO, other implementing agencies of all types)
8. Carry out regular impact assessments in the recipient countries to measure impact of legal and policy frameworks and inform planning of ongoing and future programming to support MDW. (Government, ILO CO, other implementing agencies of all types)
9. Assess the extent to which the pre-departure and receiving country training efforts (including materials) are effective and the issues MDW face. (Government, ILO CO, other implementing agencies of all types)
10. Include emphasis on identifying signs of imminent abuse and provide potential solutions to prevent such abuse in pre-departure and in recipient country training and ongoing support with MDW. (Government, ILO CO, other implementing agencies of all types)

11. Review, simplify and streamline processes along the financial disbursement approval chain in the implementing agency. (ILO CO and ROAF)

Acronyms

BOLSA	Bureau of Labour and Social Affairs
CAMM	Common Agenda on Migration and Mobility
CC	Community Conversation
CETU	Confederation of Ethiopian Trade Unions
CTA	Chief Technical Adviser
DFID	Department for International Development
DWCP	Decent Work Country Programme
EEF	Ethiopian Employers Federation
EU	European Union
FENSOL	National Federation of Trade Unions of Workers and Employees in Lebanon (Fédération Nationale Des Syndicats des Ouvriers et Employés au Liban)
FGD	Focus Group Discussion
GCC	Gulf Cooperation Council
GTP II	Growth and Transformation Plan (II)
ILO	International Labour Organization
IOM	International Organization for Migration
MDW	Migrant Domestic Workers
M&E	Monitoring and Evaluation
MOFA	Ministry of Foreign Affairs
MoJ	Ministry of Justice
MOLSA	Ministry of Labour and Social Affairs
MoU	Memorandum of Understanding
MRC	Migrant Resource Centres
MTR	Mid Term Review
NPC	National Project Coordinator
PEA	Private Employment Agency
ROAF	Regional Office for Africa
ToC	Theory of Change
ToT	Training of Trainers
TWG	Technical Working Group
UAE	United Arab Emirates
UN Women	UN Entity for Gender Equality and Empowerment of Women
UNODC	United Nations Office on Drugs and Crime
WISE	Women in Self Employment

1. Project Description and Background

Ethiopia is one of the major countries sending women migrant domestic workers (MDW) to the Middle East. It is estimated that over 200,000 women leave Ethiopia annually to carry out domestic work in the Gulf States and the Levant.¹⁰ These MDW often fall outside the protection of national laws in their receiving country as well as their home country.¹¹ As a result, the potential for abuse in their work situation is high. In addition, the remittances of migrant workers are not always spent or saved in a beneficial way, and as a result the returning MDWs may find themselves in a poor economic situation despite years of hard work overseas.

The number of regular¹² and irregular¹³ MDWs had greatly increased in recent years until 2013 when the Ethiopian government banned MDWs from going to the Middle East.¹⁴ Specialists indicated to the evaluator that, according to their estimation, irregular migration had started to decrease prior to the ban. After the ban was initiated, irregular migration was at first somewhat stable due to expectations that the ban would last for just seven months. However, after this period lapsed and the ban was not lifted, irregular migration increased substantially and it is estimated that 2016 had the highest rate of irregular migration ever to countries such as Yemen, for example.¹⁵ It should be noted in this context that Yemen is a major transit as well as destination country for Ethiopian migrant workers.

It should be noted that MDWs in receiving countries are concentrated in less regulated economic sectors, where they often work excessive hours without overtime pay, have no weekly or monthly rest days, have restrictions placed on their freedom of movement, and are exposed to psychological, physical and sexual abuse. Many of the MDWs suffer from virtual imprisonment as their travel and identity documents are confiscated.

In this context, the International Labour Organization (ILO) has implemented a project entitled “Development of a Tripartite Framework for the Support and Protection of Ethiopian Women

¹⁰ Tayah Marie-José, Atnafu, Adamnesh (2016), “Promoting and protecting the rights of migrant domestic workers in transit: The case of Ethiopian women migrants.” In Research Series: Global Action Programme on Migrant Domestic Workers and Their Families. Geneva: ILO

¹¹ Ibid

¹² Regular MDWs are those who have formal labor contracts that the government recognizes and official authorization to engage in overseas domestic work.

¹³ Irregular MDW are migrants that move outside the regulatory norms of the sending, transit and receiving countries.

¹⁴ Admassie, Assefa; Nuru, Seid; Ferede, Tadele (2016), Migration and forced labour: an analysis on Ethiopian workers. Addis Ababa: ILO Country Office for Ethiopia and Somalia

¹⁵ Estimates are that in 2016, 92,768 Ethiopians (83%) arrived in Yemen assisted by smugglers. Regional Migration Secretariat (2017), Desperate Determination: A record number of migrants arrive in Yemen in 2016. Available from <http://www.regionalmms.org/index.php/component/spsimpleportfolio/item/56-desperate-determination-a-record-number-of-migrants> (Website accessed 20/0/2017)

Domestic Migrant Workers to the Gulf Cooperation Council (GCC) States, Lebanon and Sudan.”¹⁶ The GCC states included the countries of Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, and the United Arab Emirates (UAE). Sudan was primarily included as a transit country through which many MDW pass to reach the GCC states and Lebanon. While Jordan is not yet a member of the GCC states, current discussions may result in its membership. While not explicitly mentioned in the project title, Jordan has been included in several of the project initiatives focusing on MDW recipient countries.

The project focused on promoting safe and regular migration for migrants, with a particular emphasis on empowering Ethiopian Migrant Domestic Workers.¹⁷ It aimed to do this by improving decent work standards and recognition of the human rights of MDW from Ethiopia throughout the process of migration – from their place of origin to their destination, through their employment in private households in the Middle East and in Sudan, and up until their return home.¹⁸ Special emphasis was placed on young women, who make up the majority of migrants in this group. The project further foresees a long-term structural impact on the working and living conditions of Ethiopian MDWs in Middle Eastern countries.

The project was implemented in partnership with the Ethiopian Ministry of Labour and Social Affairs (MOLSA) and the United Nations Entity for Gender Equality and Empowerment of Women (UN Women). International Organization for Migration (IOM) was a project associate partner. The project period was from February 2013 until January 2016 but a no-cost extension was provided until 31 July 2016. Donors included the European Union (EU), ILO, and UN Women and the total project budget was 2,500,000 Euros.

The project established three main outcomes and details on expected results for each of these outcomes are included in Table 1 in Section 3.

The outcomes were:

- Outcome 1: To develop a coherent multi-stakeholder framework to promote the rights of MDW from Ethiopia to the GCC countries.
- Outcome 2: To streamline and de-centralize the migration process in the country of origin and strengthen oversight and monitoring process in receiving countries
- Outcome 3: To provide MDW with relevant information and substantive training prior to departure and on return home to ensure their successful performance and reintegration.

The project was managed by a Chief Technical Advisor (CTA) who was based in the Project Office in Addis Ababa and reported to the director of the ILO Country Office (CO) for Djibouti, Ethiopia, Sudan, South Sudan and Somalia. The CTA was the principal staff responsible for programme implementation, supervising staff, allocating programme budgets, preparing progress reports

¹⁶ As the title of the project is long, it will be referred to as simply “the project” in the remainder of the report.

¹⁸ ILO Abidjan (2016), Terms of Reference Final Evaluation of the project “Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers (“MDWS”) to the GCC States, Lebanon and Sudan.” Abidjan: ILO

and maintaining programme relations with institutional partners. She was also responsible for elaborating the final programme document, gathering supporting information and developing preliminary work plans.

The project CTA was supported by a National Project Coordinator and Finance/Admin Assistant based in the Project Office in Addis Ababa. A National Steering Committee was established to provide overall governance structure at the national level. A Technical Working Group was also composed of MOLSA, EU, ILO, IOM, UN Women, the United Nations Office on Drugs and Crime (UNODC), Police Commission, Ministry of Justice, Ministry of Women, Children and Youth Affairs, Immigration Authority, Ministry of Foreign Affairs, Ethiopian Employers Federation, and Confederation of Ethiopian Trade Unions.

This report describes the results of the project's final evaluation. Field work was conducted from 9-20 January in Ethiopia and was supplemented with calls to some key stakeholders overseas (see Annex 1 for details). Note that the evaluation had been delayed to January 2017 due to security concerns. The evaluator believes, however, that this did not affect the quality of the evaluation as stakeholders were well able to discuss the project.

2. Evaluation Purpose and Methodology

2.1 Objectives and Scope of the Evaluation

The overall objective of the final evaluation was to analyse the project's progress towards achieving established outcomes, to identify lessons learnt and to propose recommendations for improved delivery of quality outputs and achievement of similar interventions in the future. The evaluation provides an opportunity for reflection, learning and sharing knowledge regarding how the project could improve the effectiveness of its operations in phase II. Phase II is currently being launched with funding from the Department for International Development (DFID).

Evaluation Objectives

- 4) Conduct an independent assessment of the project:
 - Across the three project outcomes;
 - Assessing performance as per the foreseen targets and indicators of achievement at output level;
 - Strategies and implementation modalities chosen;
 - Partnership arrangements; and
 - Constraints and opportunities.
- 5) Evaluate the impact and extent to which the project has achieved its expected outcomes.
- 6) Identify recommendations that will inform similar projects in the future based on the lessons drawn (what could have been done differently) and best practices from the current project.

Evaluation criteria and questions

Following the OECD/DAC evaluation criteria the evaluation covers the following evaluation criteria:

- a) Relevance and strategic fit of the program;
- b) Validity of the approach, design and strategies adopted by the project;
- c) Project progress and effectiveness;
- d) Efficiency of resource use, set up and value for money;
- e) Management effectiveness; and
- f) Impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation.¹⁹

The independent evaluation covers:

- Project achievements and progress towards achieving the projected outcomes;
- Adherence to the expectations of key stakeholders including the government, the donor and ILO Constituents;
- Strategic fit of the programme for ILO, EU and government stakeholders in the host country;
- Relevance, feasibility and desirability of the innovation planned through the intervention;
- Influence of the intervention on donors, development communities and other development collaborators;
- Existence and use of the project management system including result measurement, change management, risk management, etc.;
- Strategic analysis of the programme in terms of internal factors (strengths and weaknesses) as well as external factors (opportunities and threats); and
- Prospects for replication and sustainability of the interventions.

Details of the final evaluation question are included in Annex 3.

Primary Evaluation Clients

While the primary clients for this evaluation are the EU as the donor and government of Ethiopia as a key programme stakeholder, the ILO and implementing partners are also major clients of the evaluation. With regard to the ILO this means staff involved in the project, ILO departments at Headquarters, the technical backstopping department and the Regional Office for Africa (ROAF). With regard to the government of Ethiopia, specific stakeholder entities are the MOLSA at federal level and Bureaus of Labour and Social Affairs (BOLSA) at regional level, Ethiopian Police Commission, Ministry of Justice, Ministry of Women, Children and Youth Affairs, Immigration Authority, and the Ministry of Foreign Affairs (MoFA). Employers' and workers' organisations include the Ethiopian Employers Federation and the Confederation of Ethiopian Trade Unions. Additional users of the evaluation are members of the project Technical

¹⁹ ILO (2012) policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations. Geneva: ILO

Working Group (TWG) which includes the aforementioned entities as well as the IOM, UNODC, and UN Women.

2.2 Evaluation Methodology

The evaluation report addresses the evaluation questions from the Terms of Reference and is organized according to the areas of project relevance, effectiveness, efficiency, impact and sustainability. It assesses the positive and negative changes – intended and unintended, direct and indirect – produced by the project, as well as any changes in the social and economic environment in the country as reported by respondents. This evaluation also analyses the extent to which recommendations from the midterm evaluation have been implemented. Another important area that this evaluation addressed is whether the project has taken steps to ensure that its approaches and benefits continue after the completion of the project.

The evaluation adheres to the United Nations Evaluation Group’s Ethical Guidelines and Norms for Evaluation in the UN System.²⁰ The evaluator thus adheres to confidentiality and other ethical considerations throughout the evaluation. Gender and cultural sensitivity were integrated in the evaluation approach.

The evaluator used a combination of methods to triangulate the analysis, including the following:

- Preparation of a detailed methodology;
- Review of key documents including project-related documents and those related to the current context in Ethiopia. These documents included the Ethiopia Decent Work Country Programme²¹ and the Second Growth and Transformation Plan (GTP II);²²
- Key informant interviews and focus group discussions (FGDs) with stakeholders including project staff, project partners, government officials, employers’ and workers’ representatives and other stakeholders from civil society as well as MDW;
- Observing the work and networking activities of key stakeholders including the MDW shelter and two NGO offices that conduct training for MDW;
- Stakeholder meeting with available stakeholders. Unfortunately, during planning it was not realised that the last day of the field work would be a national holiday and many individuals were unable to attend.

After arriving in the country, the evaluator met with the senior project staff from the ILO to finalize the evaluation schedule and to obtain an updated overview of the project.

After the initial interviews in project headquarters, the evaluator conducted field visits to interview stakeholders and observe their activities. An interpreter accompanied the evaluator to most meetings and was also able to provide information on the national socioeconomic context. The stakeholders and locations for field visits were identified in line with guidelines provided by

²⁰ UNEG Ethical Guidelines. Available from www.unevaluation.org/document/detail/102 (Website accessed 12/12 /2016)

²¹ Ministry of Labour and Social Affairs (MOLSA) and ILO (2014), Decent Work Country Programme 2014-15 (Extended to 2016). Addis Ababa: MOLSA ILO Country Office, Addis Ababa. ccess 23/12/2016)

²² The Federal Democratic Republic of Ethiopia (2015), The Second Growth and Transformation Plan (GTP II) (2015/16-2019/20). Addis Ababa, National Planning Commission

the evaluator before arriving. After returning from the field, meetings were also subsequently held in ILO headquarters with three migration specialists who are familiar with the project.

Data was collected during interviews with 53 persons and discussions with 26 persons in three focus groups with trained aspiring MDW as well as returnees. The data was entered and analysed using the qualitative data analysis tool (Atlas.ti).²³ Relevant documents were also coded using the same software. Codes for the analysis were prepared based on the details of the evaluation questions (included in Annex 3) and the list of project outputs and outcomes.

After the fieldwork in Ethiopia, the evaluator drafted the first version of the evaluation report. The report was forwarded for comments and finalized after receiving feedback.

2.3 Evaluation Limitations

Fieldwork for the evaluation lasted two weeks. The evaluator did not have sufficient time to visit all project sites or countries, including Lebanon, Sudan, and the GCC countries. Note that the GCC includes Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, and the United Arab Emirates. Skype calls were held, however, with partners in Qatar, Jeddah and the Ethiopian Women Migrant Association in Dubai, UAE.

As a result, the evaluator was not able to consider the direct inputs from stakeholders for all countries when formulating the findings (with the exception of some stakeholders from the countries cited in the previous paragraph). All efforts were, however, made to ensure that the evaluator interviewed and conducted FGDs with all major stakeholders in Ethiopia, including domestic worker returnees.

3. Findings

The project was highly relevant and has achieved almost all its intended results despite the unexpected ban on migration and the expulsion of irregular migrants from Saudi Arabia. Intensive work was done on advocacy, awareness raising, coordinating efforts on migration, developing legal and policy frameworks and strengthening capacity. In the case of capacity strengthening, the project's focus on building the capacities of stakeholders at all levels was noteworthy, from government to civil society and MDW.

Relevance and Strategic Fit of the Programme

The project continues to be highly relevant and consistent with the priorities of Ethiopia and the GTP II since the Mid Term Evaluation.²⁴ Stakeholders consistently stressed the importance and

²³ See website [Atlasti.com](http://atlasti.com) for details

²⁴ The Federal Democratic Republic of Ethiopia (2015), The Second Growth and Transformation Plan (GTP II) (2015/16-2019/20). Addis Ababa, National Planning Commission.

Arowolo, Oladele (2015), Mid Term Review of The Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan. Addis Ababa: ILO Country Office, Addis Ababa & ILO Office, Geneva

timeliness of the project given the challenges that Ethiopia faces with respect to migration. The project is in line with several of the GTP II's strategic pillars and components. For example, Section 1.3.1 states that one of the objectives is "creating decent jobs, enhancing productivity, quality, and competitiveness to realize the bases of structural economic transformation."²⁵ Section 1.3.6 indicates that they aim to "create skilled and competitive workforce to accelerate and sustain economic growth and development."²⁶

The project is also very much in line with EU migration policy, specifically the Global Agenda on Migration and Policy as well as the Common Agenda on Migration and Mobility (CAMM).²⁷ The Global Agenda stresses the importance of better organising legal migration and fostering well-managed mobility, eradicating irregular migration and promoting international protection.²⁸ The CAMM is an agreement signed on 11 November, 2015 between Ethiopia and the European Union to "cooperate on issues of international protection and refugees' needs, legal migration and mobility, irregular migration, smuggling and trafficking in human beings and development policy."²⁹

The Decent Work Country Programme (DWCP) of Ethiopia³⁰ for the period 2014-2015 was extended to include the year 2016, and all three of its country pillars were linked to the project in different ways. The project included high focus on Priority 1: improving implementation of international labour standards and social dialogue with emphasis on compliance and coverage. It also included attention to Priority 2 which focuses on the promotion of decent employment for poverty reduction. In fact, Priority 2 received increased attention after the ban and the expulsion of migrant workers from Saudi Arabia and the increased focus on reintegration and the development of accompanying skills for decent job creation. The project also included explicit expected results on improving social protection which related to Priority 3, i.e. Result 3.2: Social Protection is extended to Migrant domestic workers and aspiring MDW.

Specific related outcomes were:

- DWCP Outcome 5: Barriers to decent employment addressed, with emphasis given

²⁵ The Federal Democratic Republic of Ethiopia (2015), The Second Growth and Transformation Plan (GTP II) (2015/16-2019/20). Addis Ababa, National Planning Commission. P 17, section 1.3.1

²⁶ Ibid, Page 19, section 1.3.6

²⁷ Migration and Home Affairs- European Union (2016) Global Approach to Migration and Mobility. Available at https://ec.europa.eu/home-affairs/what-we-do/policies/international-affairs/global-approach-to-migration_en (Website accessed 23/12/2016)

European Commission (2015) - Press release: European Union and Ethiopia sign Common Agenda on Migration and Mobility. Available from http://europa.eu/rapid/press-release_IP-15-6050_en.htm (Website access 23/12/2016)

²⁸ Migration and Home Affairs- European Union (2016) Global Approach to Migration and Mobility. Available at https://ec.europa.eu/home-affairs/what-we-do/policies/international-affairs/global-approach-to-migration_en (Website accessed 23/12/2016)

²⁹ European Commission (2015) - Press release: European Union and Ethiopia sign Common Agenda on Migration and Mobility. Available from http://europa.eu/rapid/press-release_IP-15-6050_en.htm (Website access 23/12/2016)

³⁰ Ministry of Labour and Social Affairs (MOLSA) and ILO (2014), Decent Work Country Programme 2014-15 (Extended to 2016). Addis Ababa: MOLSA, ILO Country Office Ethiopia, Djibouti, Somalia, Sudan and South Sudan

to women, youth and persons with disabilities. Indicator 5.1: No. of women, youth, migrant workers and persons with disabilities supported to have decent employment opportunities.

- DWCP Outcome 9: Conducive environment created for the empowerment and protection of Ethiopian migrant domestic workers.
- DWCP Outcome 7: More migrant workers are protected and more migrant workers have access to productive employment and decent work.

Project reports cited information about project results under the results code ETH 155. This code was not explicitly mentioned in the Ethiopia DWCP but, according to ILO's internal planning and reporting documents, ETH 155 fell under Outcome 9. Consequently, project results referred to ETH 155 in all required progress reporting. This situation originally caused some confusion when the evaluator tried to identify this code in the Ethiopia DWCP to ensure that the project reporting was done in line with a specific element in the DWCP. The project staff clarified the situation, however, and consequently the evaluator can confirm that there is a direct link between project reporting and the DWCP under Outcome 9.

The project also complemented other ongoing EU initiatives and other ILO programmes and projects, as well as other relevant migration initiatives in Ethiopia. Regarding the EU thematic areas in Ethiopia, the project was well in line with Themes 1-5 which cover all aspects related to migration.³¹ Meetings were held between the EU and the ILO to ensure that new projects did not duplicate each other's efforts.

Regarding the ILO, the project fit well with other initiatives on decent work and related aspects within the country and internationally. In addition, due to this good fit, efforts could be undertaken to maximise project synergies within the country office as well as with some units in ILO headquarters and other countries. A financial literacy component was, for example, developed with a special unit on this subject in Ethiopia and with ILO headquarters. The project also collaborated with a social protection expert in ILO headquarters who is a focal point on migration. There has also been cost sharing with other migration projects such as ILO India and Nepal projects as well as a major international workshop on MDW that was held in Madagascar.³² However, there could have been more coordination with other projects in areas such as job creation in the country. Such coordination could, for example, have been useful to support the reintegration of returnees.

The project further complemented and fit well with Ethiopia government initiatives, with UN Women—which is also a project partner—and with IOM and UNODC programming, among

³¹ Source: Documentation provided by EU delegation. Thematic areas 1-5: Development benefits of migration and addressing root causes of irregular migration and forced displacement. Legal migration and mobility. Protection and asylum. Prevention of and fight against irregular migration, migrant smuggling and trafficking in human beings. Theme 5: Return, readmission and reintegration.

³² ILO (2016), Good practices and lessons learned on promoting international cooperation and partnerships to realize a fair migration agenda for migrant domestic workers in Africa, the Arab States and Asia ILO Inter-Regional Knowledge Sharing Forum 5-7 May 2016. Antananarivo, Madagascar. Background paper. Geneva: ILO

others. The alignment was confirmed, for example, through the fact that in addition to various Ethiopian government departments, UN women, IOM and UNODC are all members of the National Anti-Trafficking Council, with the project representing the ILO (See Section 3.4.2 for further details).

Validity of the approach, design and strategies

The project design was appropriate for the selected geographic area. Stakeholders considered the selected areas to be well-chosen and the overall project implementation methods appropriate to the locations. In fact, most of the focus was at federal level. The overall design was broad and decentralised actions allowed for local adaptation of the details. Given that the government expressed some requests to enlarge coverage, if additional resources had been available the project could have covered other regions using the same adaptable methodologies.

3.1.1. Coherence and clarity of the intervention logic and indicators

While the project's overall goals and objectives are clearly stated, the details are less straightforward. The evaluator agrees with the Mid Term Review (MTR) statements on the insufficient coherence, clarity and logic of the actual intervention logic framework structure and its indicators.

The evaluator noted that some of the expected results statements even caused confusion as she assessed the project. Some activities could be placed under multiple headings while some others combined aspects that could have better been separated. In Table 1 it is also possible to see several instances where results were applicable under more than one heading. Result 2.1, for example, focuses on enhancing both capacities and the legal basis. Given the fundamentally different project activities needed to enhance capacities in the form of training, compared to activities that develop legal and regulatory frameworks, it would have been more logical to separate them. Other activities, such as the development of a database on migrant workers, could be placed under different results headings, i.e. see Table 1, 2.1 and 2.2. While it is not always possible to fully separate the different results, it is usually advisable to avoid repetition to ensure clarity in measuring them. The logical framework could not be changed fundamentally but the project did revise the Implementation Plan and the Monitoring and Evaluation Plan (M&E) plan to make it more coherent, accurate and logical.

The evaluator also noted that it would have been useful to include a separate expected result on research to strengthen the knowledge base. Research was not originally emphasised in the project design although, as the Mid Term Review (MTR) stressed, it should have had greater focus. Obtaining quality information to guide planning and assess the effectiveness and impact is key to the identification of good practices and lessons learned.

The project supported several studies to help inform planning and decision making on MDW issues. After the MTR, the research components were eventually placed under the heading "Result 2.2: Strengthened commitment of stakeholders including government and private employment agencies (PEAs) to enforce the legislative and regulatory framework pertaining to

overseas employment.”³³ The wording of Result 2.2 is not a natural fit for placing the research under this result heading. Research could just as easily have been placed under Result 2.1 related to the “enhancing capacities” aspect. Given the stakeholders repeatedly stressed the importance of data/information on migration during the evaluation interviews, it is evident that they recognise its usefulness.

The different terminologies used in the EU project cycle as compared to the ILO caused some challenges as the project staff tried to adhere to the requirements of both entities. Nevertheless, for reporting purposes the project reporting followed the EU format as it was the principle donor.

3.1.2. Project Feasibility

Some aspects of the project design were overly ambitious and thus not realistic. The adoption of laws and regulations as well as the making of formal agreements between countries is not directly within the control of a development project. While projects should contribute to their development and advocate diligently for adoption, it is no longer advised for projects to include the adoption of such frameworks as an expected result.

In addition, the project budget was comparatively small to achieve deep impact across the many lofty targets. While the project did achieve most of its expected results, as will be discussed in remaining sections, some elements would have benefitted from more in-depth efforts. This is especially the case for capacity strengthening at decentralised levels which, although well appreciated and well implemented, could have benefitted from more extensive focus for intensified impact. Several stakeholders noted that, given the available budget, a reduction in the number of subjects to address in the project would have been beneficial.

3.1.3. Identification of Risks

It is very difficult to answer the evaluation question of whether risks were properly assessed. As they stand, the risks were probably adequately assessed in the first instance in the project design. Some situations were impossible to predict so little blame can be placed on the original design of the project. Regarding the program evaluation, the ban on migration to the project-related countries and the expulsion of irregular migrant workers from Saudi Arabia could not have been predicted. Consequently, the risk of this situation could not have been cited among the risks identified in the original project design.

Project Progress and Delivery of Results

The project achieved almost all the expected outputs and outcomes in relation to its results framework and operational objectives. The quantity and quality of these outputs have been satisfactory, except for the adoption of bilateral agreements on MDW in the sending and receiving countries. As discussed in Section 3.2, however, the adoption of such bilateral agreements cannot be solely, or even mostly, within the responsibility of a development project. Despite this situation, however, as noted in Table 1, a bilateral agreement was signed between

³³ See Table 1 for details.

federations of workers' organisations in Ethiopia and Lebanon because of project support. A bilateral agreement between Ethiopia and Saudi Arabia is slated to be approved in the next few months, which received technical and advocacy support from the project.

The identified results can be attributed to the project activities although it must be added that many stakeholders were involved. As such, it is impossible to attribute results solely to the project, as in all cases efforts were undertaken to include various stakeholders in the development of the activities. Outputs were produced and delivered as per the revised work plan/results framework following the unexpected ban on migration and the expulsion of workers from Saudi Arabia.

Due to the changes in the context regarding the ban on migration to the Middle East and the expulsion of irregular workers from Saudi Arabia, the project did have to undertake some activities that had not initially been planned in the project design and, therefore, had some originally unintended results. The EU delegation approved the changes in the activities. Aside from these originally unintended activities and results, there were no other unintended results.

3.1.4. Major Achievements by Geographic, Component & Issue Area

According to the Terms of Reference, the evaluation should identify the geographic areas, components and issues where the project attained the greatest achievements. Regarding geographic area, most of the achievements were at the federal level due to the project's focus on strengthening the enabling environment. That is, given the lack of a substantial national legal and regulatory framework, it was necessary for the project to place major emphasis on actions at the federal level. Technical and resource support for the decentralised enabling environment was also provided to the Ethiopian regions with high identified levels of out-migration of MDW to the countries linked to the project.

Regarding project components and issues, the project's greatest achievements were related to changing the mind-set of all types of stakeholders, from government staff to MDW and their communities. While much remains to be done, according to evaluation interviewees (as will be discussed in Section 3.4.1) this is an area of project strength.

The evaluator noted that another successful project component was the strengthening of the MDWs' capacity to empower and protect themselves while overseas. The capacity strengthening of MDWs was conducted through pre-departure and in-country activities. In this context, developing a pre-departure training manual and piloting pre-departure orientation and skills training were important. In destination countries, the strengthening of local MDW associations and groups through the training of trainers (ToT) on topics including group management, advocacy, and awareness raising were important actions.

The development of the MDW database methodology was another good achievement; for example, the State Minister of the Prime Minister's office and representative of MoLSA highly lauded this as a key project success. While the database concept was inspired by experience in India and the Philippines, the ILO office in Manila has identified the quality of the Ethiopian methods and wants to replicate it elsewhere.

Table 1 - Key Project Accomplishments

Result 1.1: Improved Operational Framework for regular cooperative action and exchange of information established between sending and receiving countries.

- Developed a Memorandum of Understanding (MOU) and standard employment contract in line with international instruments;
- Capacitated MOLSA and MoFA on bilateral agreements: experience sharing in Asia and Arab States;
- Bilateral Workers' Organisation agreement signed between CETU34 and FENSOL35 Lebanon for better collaboration on the protection of MDW;
- Strengthened National Anti-Trafficking Taskforce at all levels to combat human trafficking and address migration related issues, emphasis with MDWs;
- Inter-regional forums and study tours organized: knowledge sharing of best practices;
- Literature on MDW strengthened through various studies in countries of origin and destination:
 - o Migration, forced labour and trafficking of workers from selected regions of Ethiopia;
 - o Impact Evaluation on Safe & Fair Migration and Anti-Human Trafficking Awareness Raising Interventions;
 - o Analysis of the implications of work related vulnerabilities of MDW working in Lebanon;
 - o Gender and International Migration: The Case of Female Domestic Workers in Africa;
 - o Comprehensive analysis of the Ethiopian Overseas Employment Proclamation No. 923-2016.

Result 1.2: Increased awareness and dialogue on ratification of ILO Convention 189.

- Awareness raising: different media was used such as films, print, TV, radio and social media to raise awareness on the challenges of irregular migration and protection of MDWs;
- Public information campaigns developed to provide information on the rights and obligations of migrant workers. Development and dissemination of Rights and Obligation brochure in line with C189³⁶, FAQ for MDWs, Social Protection brochures and information guides for MDWs;
- Sustainable Community Conversation (CC) was undertaken;
- CC was integrated in government structures in Addis Ababa city and Oromia, Tigray and Amhara regional states;
- Developed Anti-trafficking manual for Migrant Resource Centres (MRC). Ministry of Education adapted this into a teaching module;
- Trainings in Dubai, Beirut, Doha, Jeddah, Kuwait and Qatar with a major component on C189;
- Established first cold call phone centre in country where migrants can access information;
- Impact Evaluation: 73.7% believed that the interventions were meaningful to targeted beneficiaries.

³⁴ Confederation of Ethiopian Trade Unions – CETU (2017). Available from: <http://www.cetu.org.et/index.php/en/> (Website accessed 21/01/2017)

³⁵ Federation Nationale Des Syndicats des Ouvriers et Employes au Liban – FENSOL (Umbrella Trade Union Organization in Lebanon). Daleel Madani Civil Society Portal (2017) Description of FENSOL. Available at <http://daleel-madani.org/profile/fenasol-federation-nationale-des-syndicats-des-ouvriers-et-employes-au-liban> (Website accessed 21/01/2017)

³⁶ Convention 189,

<p>Result 2.1: Enhanced capacity and legal basis to provide decentralized more efficient and coordinated services to (MDWs/Aspiring MDWs and returnees).</p> <ul style="list-style-type: none"> - Established and capacitated MRCs in six Woredas³⁷ in four regions; - Developed pre-departure manual in three local languages (Amharic, Oromifa and Tigrign) and English; - BOLSA officials trained on the pre-departure training manual; - Developed information guides in three local languages and English; - Cold call centre accessible in three local languages; - Material and capacity strengthening workshop to capacitate MOLSA and BOLSAs to manage decentralized services and provide efficient and effective services to migrants; - Over 300 officials trained from all regions on labour migration and, since the adoption of the proclamation, sensitization organized in regions to clarify their roles; - Developed web-based Ethiopian Migrants Data Management System, a decentralized migrants' electronic registration software system that will record the end-to-end migration process of all Ethiopian migrants. System was developed by benchmarking against the existing system with best experiences of labour sending countries such as Philippines and India.
<p>Result 2.2: Strengthened commitment of stakeholders including government and PEAs to enforce the legislative and regulatory framework pertaining to overseas employment.</p> <ul style="list-style-type: none"> - Three Sensitization workshops undertaken to strengthen enforcement of the proclamation on overseas employment at federal and regional level; - Adoption of overseas employment proclamation 923/2015 on Dec 29, 2015; - Research undertaken on migration trends of MDWs from Ethiopia to GCC to inform policy; - Supported MOLSA in the revision and adoption of the Overseas Employment Proclamation 923/2016; - Developed web-based migrant database system to keep better track of registered workers; - Printed 1,500 pocket sized overseas employment proclamation 923/2016.
<p>Result 2.3: Information/Outreach/Support Centres strengthened and established in country of origin.</p> <ul style="list-style-type: none"> - Six Migrant resource centres established in six Woredas in four regions, where migrants can easily access information to help them make informed decisions; - Material support provided to six Regional BoLSAs as well as six MRCs to provide effective services to migrants, potential migrants and returnees.
<p>Result 2.4: Financial education for aspiring MDW and MDW developed.</p> <ul style="list-style-type: none"> - Financial education included as a module in pre-departure training manual; - Financial education training provided for Ethiopian migrants in the Arab states, returnees and aspiring migrants.
<p>Result 2.5: Fewer disputes arising between DW and PEA/PPE; between DW and employers.</p> <ul style="list-style-type: none"> - Awareness on rights and obligations of MDWs raised through various guidebooks, booklets, short videos and manuals, such as the production of an instructional awareness raising video titled "Senke" to increase practice of safe and fair migration and help migrants avoid disputes with their employers/PEAs due to lack of information or misunderstanding;

³⁷ Local government administrative structures. Decentralised structures range from regional, zonal, and Woreda to smallest administrative structure at Kebele level (community).

<ul style="list-style-type: none"> - Ensured the participation of PEAs in the consultative meeting in the revision of the proclamation 923/2016 to ensure their issues were also addressed, to avoid future misconceptions; - PEA's internal code of conduct was revised in line with the revised Proclamation 923/2016 and adopted.
<p>Result 3.1: 2000 MDW are adequately prepared prior to departure, on arrival and on return to fully contribute to the economy of receiving and origin countries.</p>
<ul style="list-style-type: none"> - 400 aspiring MDWs trained in basic Arabic language, financial literacy, life skills, employment, psychological orientation, and vocational skills. 200 aspiring MDWs trained on housekeeping and 200 trained on babysitting. They have all received Certificates of Competence³⁸ and are adequately prepared to migrate once the ban is lifted; - 200 Ethiopian migrants in Dubai, Beirut, Doha, Jeddah, Kuwait and Qatar trained on life skills, financial education, association management, rights and obligations of migrants, challenges of labour migration and C189; - 1,397 returnees trained on life skills, financial literacy and entrepreneurship, out of which 72% are currently engaged in income generating activities.
<p>Result 3.2: The Social Protection is extended to Migrant domestic workers and aspiring MDW</p>
<ul style="list-style-type: none"> - Awareness of migrants on social protection floor raised through trainings; - Developed policy brief on "Improving Social Protection for Ethiopian Migrant Domestic Workers;" - Access to basic health care scheme for MDWs addressed in the new revised overseas employment proclamation 923/2016.

3.1.5. Gender and Project Initiatives

The project benefits did not accrue equitably to women and men because the project was primarily intended to support women migrant domestic workers. Nevertheless, both direct and indirect benefits accrued to men and to the wider Ethiopian public because of project actions. Men were included in some of the project's reintegration training that was added after the returnees from Saudi Arabia arrived back in Ethiopia. Men also featured prominently among images of vulnerable migrants in the project-supported awareness raising materials.

Improved regulations for female MDWs are also likely to benefit men in both Ethiopia and the receiving countries. In the case of receiving countries, improved regulations will impact male domestic workers, such as drivers, as well as generally draw attention to and improve the conditions of male migrants by extension. In Ethiopia, male relatives will likely benefit when women family members who are MDW are in better health, have improved incomes and are thus better able to support their families at home. The project has also emphasised the importance of financial literacy, including the opening of savings accounts in MDWs' own names, to avoid wanton squandering of remittances from MDW back home.

³⁸ Official Government certificates based on tests

The project did, however, address a range of gender issues.³⁹ Gender-based violence is common in the settings in which MDW work. The subject of gender-based violence and how to respond to it figured prominently in the different awareness and pre-departure preparation materials concerning MDW. The evaluator found that, in general, this issue received a substantial and satisfactory level of attention though there is clear room for improvement in this area. Most of the materials focused on the quick reporting of sexual, physical and emotional abuse incidents. While reporting is extremely important, there could be more emphasis on the prevention of abuse in the pre-departure training materials and in the trainings conducted with MDW associations in the recipient countries.

While it is often considered unfair to place the burden of prevention on victims of abuse, there are nevertheless some means that can be used to decrease the chances that abuse will occur. The pre-departure materials stress the importance of adhering to cultural norms in the recipient country to avoid causing offence, but this is not sufficient. Signs of imminent abuse in the work situation should be identified and MDW should be trained to recognise them so that they can leave the direct location where abuse may take place, if possible. MDW need to learn the warning signs of impending sexual or physical abuse and know that they have the right to remove themselves from a potentially threatening situation before it occurs. Too often, due to socialisation, women (and sometimes also men) are afraid to listen to their intuition and do not wish to cause offence, particularly when they are in a position of inferior power.⁴⁰

Analysis of Key Project Initiatives

The evaluator determined that there were challenges regarding the wording of the expected project results, which were discussed in Section 3.2. Thus, grouping the project efforts by principal category of intervention will facilitate discussion. For this reason, the discussion focuses on both upstream (enabling environment)⁴¹ and downstream (beneficiary support) efforts. Due to the need for brevity, this report does not cover every project intervention but

³⁹ The evaluation question related to the extent to which gender issues were addressed by the project was moved from the sustainability section to this section for the sake of clarity.

⁴⁰ While the book “The Gift of Fear” was written for a US audience and also includes attention to topics that are not directly relevant (such as on assassinations), it still contains useful guidance that can be adapted to situations in other country settings. De Becker, Gavin (1997,2010), *The Gift of Fear*. Amazon: Kindle Edition with new Foreword. Available from: https://www.amazon.com/dp/B0036Z9U2A/ref=pe_385040_118058080_TE_M1DP (Website accessed 18/01.2017)

⁴¹ “An enabling environment is a set of interrelated conditions – such as legal, organisational, fiscal, informational, political, and cultural – that impact on the capacity of development actors such as CSOs to engage in development processes in a sustained and effective manner”
Thindwa, J. in *Open Forum for CSO Effectiveness* (2001), Issue Paper 8, *Enabling Environment*. Available from https://www.google.ch/url?sa=t&rct=j&q=&esrc=s&source=web&cd=&ved=0ahUKEwip_qzXqtvRAhVFtxoKHZ1tDcsQFggcMAE&url=http%3A%2F%2Fwww.ccic.ca%2F_files%2Fen%2Fwhat_we_do%2Fosc_open_forum_wkshop_2009-10_paper_8_e.pdf&usq=AFQjCNHsWCYoksc6ZsSJB6xweckEGpAjdA (Website accessed 21/01/2017)

only focuses on those that stakeholders and documentation indicated were of prime importance to the results.

Because of the ban on migration and the expulsion of migrant workers from Saudi Arabia, the project ultimately worked on downstream efforts more than was originally planned. The evaluator believes this ultimately benefitted the final results of the project. Finding a good balance between working on strengthening the enabling environment and working at local level with beneficiaries is always challenging. Doing both, however, is of major importance as downstream work not only provides direct benefits to beneficiaries, but it also helps to provide information that can inform the strengthening of the enabling environment. While the project was not able to fully prepare MDW and follow up with them in the recipient countries due to the ban, it did focus on the development of training materials to be used with MDW. The training and the materials were tested although their eventual impact could not yet be ascertained since this can only be done after the ban is lifted and regular migration resumes.

3.1.6. Advocacy and Awareness Raising

The project used various means to engage in advocacy and awareness raising to improve the conditions and benefits for MDW. The activities included advocacy and awareness raising on ILO Convention 189. Throughout the evaluation interviews, very good ownership and commitment to addressing the challenges affecting MDW were noted. This commitment was observed in government, the Ethiopian Employers Federation (EEF), the Confederation of Ethiopian Trade Unions (CETU) and civil society organisations.

The project's advocacy promoted efforts to ensure regular, as opposed to irregular, migration and decent work for MDW in recipient countries. Advocacy was, in most cases, combined with awareness raising on the challenges that MDW face before departure, during travel to recipient countries, in recipient countries and on return home to Ethiopia. Advocacy was conducted by providing training, promoting the development of legal and policy frameworks, developing guides and other materials, participating in various committee discussions and meetings and awareness raising methods.

Project staff were proud to note that they contributed to a major change in the mind-set of many tripartite⁴² stakeholders regarding the challenges and benefits of migration. The change in mind-set led the stakeholders to see that migration is not just negative but can also be positive for the country, the MDW, and their families if it is well managed. Representatives of the tripartite stakeholders independently affirmed this change and the project staff's role in facilitating their understanding in this regard. Several of the interviewees stressed the importance of project-supported field trips to other countries as really helping to open their eyes about what countries can achieve regarding the benefits of regular migration.

The project engaged in many different approaches and a wide range of mechanisms to raise the awareness of key stakeholders and the general public. These are detailed in Table 1.

⁴² Government, employers and workers' organization representatives.

Evaluation interviewees noted that the public information campaigns were wide ranging and useful, although only one impact assessment on awareness raising⁴³ could be conducted during the project. It is thus not possible to determine whether the public information campaigns resulted in real behaviour change. The focus of the impact assessment was on the innovative community conversation method which used a cascading system of training officials to work with community-based volunteers to hold a series of discussions on issues.

The evaluator was able to access and review many of these materials but due to time and logistical constraints, it was not possible to assess them all. She was, for example, unable to access the full dramatic film that was produced due to challenges transferring the film to her laptop. Nevertheless, she was able to view a part of the film as well as some other videos that cover the issues. The materials appeared to be well prepared and cover the main issues effectively.

The printed materials were comprehensive and addressed the key issues. Some of the graphics could have been improved somewhat; as one interviewee pointed out, one image covered part of another photo that could have been slightly moved for a better effect. Similarly, there were requests to add more visuals to the materials, especially infographics, although it depended on the target audience. While it was good that the project used social media such as Facebook, it would be useful to make the social media more interesting by stimulating more interaction from and with users. A Facebook page managed jointly by the MDW associations where they can share their experiences and upload advice is another option that could also be of interest.

Of particular interest were the Community Conversations (CC), which were integrated in the government structures in Addis Ababa city as well as Oromia, Tigray and Amhara regional states. There was a good response to the community conversations as a method and it was well organised in accordance with identified gaps that needed to be discussed. This good practice (as also identified in the MTR report) deserves a much wider coverage as it is likely to lead to behaviour change. Nevertheless, as indicated by regional government representatives and some community facilitators interviewed for the evaluation, there are insufficient logistics resources to properly follow up and provide technical support and monitoring for these exercises. Some interviewees also noted that the key issue is not so much making people aware of the dangers of irregular migration – as many communities are already well aware – rather there needs to be more emphasis on preventing irregular migration altogether by providing much more support for job creation in high risk localities.

The community conversation topics included discussions on local job creation but interviewees noted that the key solution is still the provision of increased support from government and other entities for job creation, especially for young people. Ethiopia is the second most populous country in Africa and, while economic growth has averaged at 10.8% annually over the last few years, extreme poverty still affects about one third of the population.⁴⁴ Aside from government,

⁴³ Habtamu Getnet Consulting Firm (2016), Impact Evaluation of Awareness-Raising Interventions to Prevent Irregular Migration. Addis Ababa: Ministry of Labour and Social Affairs (MOLSA) and ILO Country Office Ethiopia, Djibouti, Somalia, Sudan and South Sudan

⁴⁴ The World Bank (2017), Countries Ethiopia Overview. Available from <http://www.worldbank.org/en/country/ethiopia/overview> (Website accessed 24/01/2017)

donors and private industry are investing substantially in job creation, including for MDW returnees (See Annex 4). A large need remains for economic empowerment in the form of supporting self-employment or improving the availability of other decent jobs, and sustained attention to job creation is very much needed.

3.1.7. Institution and Capacity Strengthening of the Enabling Environment

The evaluator concluded that institution and capacity strengthening efforts for persons at the enabling environment level were successful although far from complete. Institution and capacity strengthening were conducted using several methods. Institution strengthening was carried out through the support for and participation in various coordinating committees on migration and human trafficking. Capacity strengthening was done by providing training of trainers (ToT), various workshops, field trips to other countries, direct technical support during coordination meetings and visits to stakeholder offices. The project also supported the attendance of key Ethiopian stakeholders in important regional meetings on MDW that were held in Antananarivo, Madagascar; Dar Es Salam, Tanzania; Kathmandu, Nepal; and Lusaka, Zambia. Of particular interest was also the capacity strengthening of associations/groups of MDW in the receiving countries which focused both on methods for improved institution building and on how to address the challenges that MDW face.

Various committees collaborated to drive the coordination and dialogue on efforts to address MDW and other migration issues. These included the:

- National Anti-trafficking council, chaired by Deputy Prime Minister, all line ministries (17 are members), ILO and IOM, NGOs, workers' and employers' organisations and faith based organisations;
- National Anti-Human Trafficking Taskforce, chaired by the Office of the Attorney General which has a secretariat. The secretariat has a sub-committee on the development and implementation of Proclamation 923⁴⁵ on Ethiopia's Overseas Employment;
- Committee within the Ministry of Foreign Affairs to follow up on the establishment of bilateral agreements with MDW recipient countries;
- Regional anti-trafficking committees under the Ministry of Justice.

A taskforce among UN agencies (ILO, UN Women, and UNODC) and IOM was also established for a better coordinated work and higher impact in the area of migration.⁴⁶

As stated in the previous section, the project played an active advocacy role in these committees. It also provided information and mediated processes for field visits of key members to other countries with experience with MDW. Stakeholders interviewed for the evaluation

⁴⁵ LAWETHIOPA (2017), Proclamation no. 923 Ethiopia's Overseas Employment Proclamation, Federal Negarit Gazette of the Federal Democratic Republic of Ethiopia. Available from: http://www.lawethiopia.com/index.php?option=com_content&view=article&id=3294%3Aproclamation-no-923 (Website accessed 21 January, 2017)

⁴⁶ ILO (2013), Annual Narrative Report of the Project Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan). Addis Ababa: ILO Country Office Ethiopia, Djibouti, Somalia, Sudan and South Sudan

expressed much appreciation for the project inputs in these committees. As one senior official stated, “The ILO project really looked for the possibilities, not the impossibilities.” He added that other UN agencies also contributed actively to the discussions, which helped the committees/task force to be fruitful and achieve their objectives. It should be added, however, that all is not perfect and there is still room for improvement although this is not a criticism of the project. Some interviewees noted that committee/task force members have many responsibilities. In one example an official stated, “After a certain period a member may not be consistent in their attendance. They have to prepare for their meeting with us and have to report on their successes. If they do not succeed they will be criticised, so at times they may avoid attending. The government is also in transition so we have to integrate new members but I do see positive change because, overall, people are very willing to tackle the problems.”

Another important project action was the construction and launching of Migrant Resource Centres in six Woredas in four regions. As the ban was not yet lifted at the time of the evaluation, the centres were not yet functioning. The evaluator was, however, able to visit one of the newly built centres and see the equipment and information materials to be used when they open. While the centres are a very good initiative, there were some complaints about the need for a better and separate space for the provision of psychosocial counselling for returnees. The centres are constructed in such a way that they do not offer the opportunity for a fully private and airy space for such counselling. The government social workers likewise pointed out to the evaluator that it is important for the government to assign female social workers to the centres as well since, in the site visited, there were only male social workers. The extent to which these centres will fully play their expected roles can only be evaluated after the ban is lifted.

Participants in the capacity strengthening efforts were very pleased with the content and methods used in these various approaches. The content was said to be relevant and well targeted to address the gaps and issues concerning MDW. In fact, the project had jointly conducted several gap analyses with different partners to determine needs and then organised the strengthening accordingly. Training methods were participatory and practical so that they were effective in reaching their goals.

Continued capacity strengthening is needed, particularly extending to BoLSA offices that have not yet been covered and ensuring that new staff persons acquire the same level of expertise as those who previously held the same position. Staff turnover due to reassignment was notable as there had just been a major reorganisation of staffing in many government offices just prior to the evaluation. This reorganisation was comprehensive and thus had greater impact on the availability government officials who are sensitised and trained on the subject of MDW than what is seen in the usual government staffing changes. Several evaluation interviewees thus understandably expressed concerns that, while ToT was conducted, it is uncertain whether the senior trainers could be easily replaced without additional special ToT. In addition, the context in both Ethiopia and the receiving countries changes continually so it will always be necessary to update and adjust capacities strengthening in accordance with changing realities.

The project made maximum use of the knowledge and experience of other countries, which evaluation interviewees appreciated particularly. All stakeholders who attended field trips to other countries, notably the Philippines, reported in great detail about how their capacities had been strengthened as they learned about useful strategies and specific approaches that can be

used to address challenges with respect to migration of domestic workers. More importantly, these stakeholders pointed to steps that they had undertaken or directly supported to implement what they had learned on their field trips. Such trips were frequently questioned prior to being approved because of their relatively high cost. If well planned and with clearly expected results targets, however, these trips can be particularly useful for projects that focus on the enabling environment. When government officials and other stakeholders see that other countries are able to address major development issues in a constructive manner, the field trips can serve as effective advocacy tools.

Sharing experiences with other sending countries was not limited to field trips as the project also included a specialist from the Philippines as a lead trainer in one of the trainings. There was also a round table discussion on Labour Migration Management for Policy makers as well as a TOT for technical experts conducted in close collaboration with MOLSA.⁴⁷

Senior government officials pointed out the importance of the web-based Ethiopian Migrants Data Management System, to which the project contributed for its development. The database is a registration software system of decentralized data on migrants that will record the end-to-end migration process of all Ethiopian migrants. Once the ban is lifted, it is hoped that this system will allow for more accurate tracking of the number and type of migrants to inform planning of all types. Such information can also help improve the support available to MDW if they face challenges in their work situation once they arrive in the country, as they will already be easily identified and recognised as a migrant. Until this system is formally launched (after the ban is lifted) the identification of migrants in the countries is still carried out mostly using informal means and word of mouth in collaboration with local associations and contacts.⁴⁸

3.1.8. Development of Legal and Policy Frameworks

The project conducted advocacy and contributed technical support to the content of the Overseas Employment Proclamation 923/2016.⁴⁹ The project also engaged in various efforts to disseminate Proclamation 923 and raise awareness of it through the publication of a booklet and sensitization workshops. The evaluator considers the support provided for a comprehensive analysis of Proclamation 923 and its implications to be an important initiative in this regard.⁵⁰

⁴⁷ ILO (2014), Annual Narrative Report of the Project Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan). Addis Ababa: ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan.

⁴⁸ One of the on-going challenges is the fact that it is often difficult to certify the nationality of an MDW as being Ethiopian or from another country in the region. This poses challenges for embassies to provide needed support to their citizens.

⁴⁹ LAWETHIOPA (2017), Proclamation no. 923 Ethiopia's Overseas Employment Proclamation Federal Negarit Gazette of the Federal Democratic Republic of Ethiopia. Available from: http://www.lawethiopia.com/index.php?option=com_content&view=article&id=3294%3Aproclamation-no-923 (Website accessed 21/01/2017)

⁵⁰ ILO (2016) Employment Proclamation No. 923/2016: A Comprehensive Analysis. Addis Ababa: ILO Country Office Ethiopia, Djibouti, Somalia, Sudan and South Sudan

As noted in Table 1, the project also carried out a number of other activities to advocate for and contribute to the development of other legal and policy frameworks, which will not all be detailed again here. An important aspect to reiterate (as indicated in Section 3.2) is that the project cannot be held responsible for the adoption of the bilateral agreements aimed between Ethiopia and the receiving countries. Nevertheless, the project was able to contribute to their development.

A bilateral agreement was adopted between the workers' organisation CETU in Ethiopia and the National Federation of Trade Unions of Workers and Employees in Lebanon (FENSOL). CETU expressed appreciation for the support that the project had provided to achieve their aim of adopting an agreement for better collaboration on the protection of MDW.

The project also provided a sample standard agreement for the development of bilateral agreements on MDW, notably between Saudi Arabia, the UAE and Ethiopia, and supported a technical training in Nepal. The government has already negotiated the agreements and according to the project and the MoFA interviewee met during the evaluation, they are expected to be officially adopted in the next few months. The adoption of these agreements will help pave the way for ending the ban, at which time it is expected that all of the other project initiatives can start to be fully implemented.

In addition to the research on the impact of awareness raising interventions, research has also been conducted on other key areas of importance to help inform the development of legal and policy frameworks (See Table 1). Evaluation interviewees, especially from government but also from employers' and workers' organisations as well as civil society, noted that these studies are very important. Adding to the knowledge base is seen as essential to ensuring that all planning is appropriate and well targeted. It should be added that there was one interviewee who indicated that there should be less focus on "what the causes of migration are and more on the solutions."

3.1.9. Support for Migrant Domestic Workers

Many of the initiatives discussed in preceding sections were linked to direct support provided to MDW. Training of trainers in Ethiopia and in receiving countries, for example, is expected to naturally benefit the MDW. In addition, the support provided for associations in the receiving countries, the establishment of the six Woreda information centres and all related aspects should affect the quality of decent work and lives of MDW.

The evaluator viewed some training facilities for MDW, although available time was too limited for in-depth visits to government facilities. This was also due, in part, to the fact that pre-departure training had not yet been reinitiated as a result of the ongoing ban on MDW to the project-related recipient countries. The evaluator did visit training facilities in NGOs including

the Organisation of Women in Self Employment (WISE),⁵¹ Agar Ethiopia⁵² and the social enterprise Eshururu Nanny Training Centre.⁵³

The project supported the development of training materials by adapting existing materials and also writing new materials. Agencies often start developing completely new materials instead of building on what already exists but in this case, materials from IOM and WISE were included and adapted as needed. UN Women also contributed to various materials for pre-departure, in-service and returning MDW.

Although the pre-departure materials appeared to be quite good and have been tested with potential MDW, they still need to be reviewed after the ban is lifted. Pre-departure preparation is divided into two types. The first may be called a pre-departure orientation which may be provided and certified only by the government in accordance with Proclamation 923. It consists of guidelines on the roles and responsibilities of the MDW and their employers as well as their employment agencies. The second type of training is a skills training which focusing primarily on carrying out household tasks and providing care in the setting of the receiving countries. Life skills on handling the different situations that MDW may face are also addressed. Basic Arabic language training is provided to help ensure that the MDW can at least have a basic level of communication with others once they arrive in the country.

Given the continued existence of the ban, the extent to which the materials are effective and address all of the issues that MDW face will need to be assessed once it is lifted. Four hundred aspiring MDWs were already trained using all of the materials, and the approaches were tested both during and immediately after the training. This testing does not, however, suffice to ensure that the trainings are actually fully appropriate despite all of the efforts made to ensure their quality. All 400 MDWs who were trained have received government-recognised Certificates of Competence, although a refresher might be needed prior to departure once the ban is lifted.

In fact, the evaluator found it difficult to comment on the trainings and materials without information assessing their impact on the MDW after their arrival in the recipient countries. Subsequently, it is almost certain that the materials will need to be adapted after (post-ban) review to ensure that they meet the needs of the MDW and their employers. ILO headquarters specialists also stressed the importance of including employers in receiving countries during all processes. The materials will also need to be reviewed again over time to ensure that they are still relevant regarding the changing realities, including simple aspects such as changes in household and caregiving technologies.

Due to the expulsion of migrant workers from Saudi Arabia and the partial reorientation of the project, it was also able to sponsor reintegration training for a selected group of returnees. The

⁵¹ WISE (2017), Organization of Women in Self-Employment. Available from: <http://www.wise.org.et/> (Website accessed 19/01/2017)

⁵² Agar Ethiopia (2017), Who we are. Available from <http://www.agarethiopia.com/> (Website accessed 19 01/2017)

⁵³ Eshururu Nanny Training Center (2017), Eshururu Nanny Training Center, home. (Available from: <http://www.eshururucenter.com/> (Website accessed 18/01/2017)

evaluator met with some of these ex-trainees, several of whom had won awards for the success of their economic empowerment activities. It will, of course, be essential to carry out impact assessments using random sampling to assess all the reintegration training carried out through this project as well as the newer projects. A qualitative study of the results of these trainings will not suffice and should be combined with well organised quantitative studies to strengthen future initiatives on reintegration.

The evaluator found the financial literacy component in the trainings to be of interest. Some of the trainees mentioned that they would have very much benefitted from having received such training prior to their departure. Many MDW find upon returning home that their families have used the MDW's savings, with little left over for the returnee to start their life back home on a good footing. Aside from practical issues such as opening bank accounts, the training focused on ensuring that MDWs keep some savings for themselves to allow them to re-enter their home on a solid basis.

The project also provided support to enable MDWs to access the social protection floor through awareness raising and the development of a policy brief on improving social protection for MDW. Proclamation 923 also addresses the issue of MDWs' access to basic health care schemes. In the future, it will be important to continue to stress the MDWs' access to social protection in both Ethiopia and in the recipient countries.

Efficiency of Resource Use

The available technical and financial resources were not fully adequate to fulfil the project plan. As indicated in Section 3.2, there were many project objectives and associated activities. The project staff indicated that to achieve a fully rounded and deeper impact it would have been important to have more funds. Instead of focusing on nine areas of expected results (see Table 1) they indicated that five would have been appropriate. While the project did deliver well, staff indicated that they could have done more capacity strengthening. In one example, they stated that while training of trainers on MDW issues was provided in Jeddah, it would have been useful to conduct such training in Riyadh as well.

Aside from the project revision due to the ban and expulsion of MDW from Saudi Arabia, the budget was spent according to proposed budget lines. The evaluator considers that the interventions were certainly economically worthwhile, given possible alternative uses of the available resources. In fact, the project was able to mobilise government and other stakeholders to contribute to the project activities. The contractor who carried out the building of the six information centres provided free financial support to ensure that the construction was done more fully than what the amount in the budget would actually cover. Similarly, implementing stakeholders provided human and other resources beyond the basic requirements to carry out activities. It should be stated, however, that some work could not be carried out as fully as desired due to the lack of resources, particularly in the government's ability to carry out training and follow up on awareness raising and other activities in communities.

Efficiency of resource use, including the time of project staff, was affected by the ILO financial disbursement processes. While the stakeholders, including government and civil society, expressed appreciation for the need to conduct financial management in a transparent way, there were many comments about the slowness and complicated processes for disbursement of

funds. The project staff were also affected by the financial disbursements processes as they spent an inordinate amount of time trying to meet the requirements of the complex financial approval systems. The amount of time spent on managing the financial and administrative processes could have been better spent on technical implementation. Of course, it should be recognised that the financial disbursement challenges are not unique to the project discussed in the current report. The evaluator has noted that this issue affects many other projects that she has assessed. Nevertheless, there is a real need to review, simplify and streamline processes along the financial disbursement approval chain within the ILO for greater efficiency. While the evaluator recognised the need for transparency and good control of spending, a targeted use of qualified auditors within a smoother disbursement system could provide a better balance.

Co-financing with other donors was somewhat successful. The original agreement was that the ILO and UN Women would provide almost equal inputs into the project.⁵⁴ Unfortunately, due to restructuring within UN Women, the actual amount that the agency could provide was substantially lower.⁵⁵ The project was, however, able to fill the resource gap through inputs from the ILO regional office and other sources. This was primarily possible due to the positive reaction to the project from government, civil society including employers' and workers' organisations, and other stakeholders. There was a unanimous agreement that this particular project was worth finding the extra resources no matter how challenging it was to do so. As one major government interviewee noted, "The project worked very well with government and we do think that ILO will continue to be a major player on this issue (MDW) in the future."

The percentage of the budget that actually reached the beneficiaries was estimated to be 76%, if government stakeholders are included.

Organisational Management Arrangements

The management and governance arrangement of the project was adequate and all parties involved clearly understood their roles and responsibilities. The project staff consisted of the Chief Technical Adviser (CTA), one national project coordinator, an administration and finance support staff member and a driver.

The evaluator very rarely singles out an individual staff member for comment in an evaluation because good results are always due to committed team and other stakeholder efforts. In this particular case, however, it is worthwhile to mention that according to stakeholders, the CTA has carried out her role and responsibilities particularly effectively. Representatives from government, civil society and others interviewed all noted the CTA's commitment, advocacy skills and other types of effectiveness. She was notably said to be able to relate positively with people at all levels of government, civil society and with MDWs of all types. The subject of migration is sensitive and her ability to advocate and communicate was an asset to the project. The fact that eventually around 16 million additional Euros have been mobilised to the ILO to address the issue of migration and reintegration is due at least in part to her inputs.

⁵⁴ The ILO was to provide \$252,000 and UN Women 248,000.

⁵⁵ The actual amount that UN Women was ultimately able to provide was less than half of the intended amount.

3.1.10. Project Management and Donor Flexibility

It should also be noted that when faced with the unexpected situation of the ban on migration to the Middle East and expulsion of irregular migrant workers from Saudi Arabia, the project staff did not merely halt activities. Instead, the situation was reviewed and proposals were made to change direction to address and compensate for the impact of these events. The ability to flexibly adapt to the realities, with the support of the EU as donor, was a worthwhile management strategy. Several government stakeholders noted the importance of the project's initiatives when faced with the unexpected challenging situation of MDW.

Regarding the ban, the project determined that it was still important to continue to develop and pilot test training, develop learning materials, and engage in advocacy and awareness raising to be ready once the ban was lifted. The EU as donor supported this decision. Unfortunately, the period for the lifting of the ban took much longer than expected and it was still not lifted at the time of the final evaluation. Regardless, stakeholders interviewed for the evaluation unanimously indicated that this was a wise approach as they are now ready to assist departing MDW to prepare for their new jobs and lives. The training in the receiving countries on preparing for the arrival of legal MDWs and recognizing the realities of MDW that continue to work in the receiving countries was implemented despite the ban.

With the agreement of the EU as donor, some of the budget was reallocated to urgently support the reintegration of a portion of the returnees who had been expelled from Saudi Arabia.

Regarding sharing responsibilities at project management level, the project managed well. Some staff turnover caused some disruption but the project continued to be managed well.

3.1.11. Management Support and Coordination with Stakeholders

The project received adequate technical and political support from the ILO office and specialists in the field (Pretoria and Addis Ababa ROAF) as well as the responsible technical units in headquarters. The Country Director and regional office were very supportive and provided advocacy when possible. It was particularly helpful that the ILO regional office was based in Addis Ababa as this allowed ease of communications to address several issues, including covering the resource gap that resulted from UN Women's restructuring. Senior ILO officials and project staff indicated that the donor's flexibility to accept changes in the project because of the contextual realities⁵⁶ was very important. In addition, as one ILO interviewee noted, "The donor was very supportive and we had a good working relationship with them. We shared information regularly and even engaged with them informally between reporting periods. They did not just leave us alone to deliver but provided inputs into the process. That has helped us a great deal." The EU delegation in turn confirmed that the working relationship had been good, open and regular from both sides.

It should be noted, however, that technical support from ILO offices was limited during the first half of the project implementation period as there is no *regional* specialist on migration. As a

⁵⁶ That is, the ban on migration to project-related recipient countries and the expulsion of workers from Saudi Arabia.

result, the project referred to ILO headquarters for support, including social protection-related inputs and addressing issues arising after the MTR. Over the course of the last few months, new technical staff have been assigned in ILO's Labour Migration Branch to provide support to the ILO migration projects in the Africa region, which has been particularly advantageous. As a result, it is expected that the headquarters will continue to provide useful support as the project starts to implement its Phase II with funding from DFID.

Government stakeholders noted that the project had worked in a very open and supportive way. As one senior government official noted, "They [project staff] understood that we are all interconnected and have to work together to really address this issue. I thank the ILO for their responsiveness. They also accept criticism and are willing to listen to us." Another important related comment was, "They are very sincere. At times they also ask advice from me. If there is a bureaucratic challenge, then they also ask for my support and I provide it. I help them to get their message across. This mutual support helped to make our relationship friendly." Another senior government official noted, "We had many meetings on M&E and planning with the ILO project in our and in their office. The mode of communication could also be by email or phone. It was good."

While the project received adequate political, technical and administrative support from its national partners/implementing partners, limited government resources impeded this to an extent. Human technical capacities remained challenging despite project efforts to strengthen capacities since, as indicated in Section 3.4.2, there remains a large unmet capacities gap that should be addressed.

Within BOLSA, however, there was one complaint that the roles and responsibilities of the participating parties and the budget should be made clear from the beginning. As is usual in development projects, contact was made "with the head of the town and we were only associated when decisions about what was to happen were already made in his cabinet." While this was an isolated incident, it is useful to bear in mind that at decentralised level the key implementers need to be requested to participate in discussions from the outset.

With regard to UN Women, IOM and UNODC, the agencies confirmed that they had worked well as a group and in a "collaborative manner." One interviewee noted, for example, "The approach that we used to work together was good. We agreed that we needed to strongly focus on addressing the identified gaps. Most of the gaps we identified were related to capacity. We decided that we needed to make sure that any interventions we carried out would result in good capacities for good sustainability."

In addition to internal project management, a Technical Group and a National Steering Committee provided monitoring and inputs to ensure good implementation of project activities. The only agenda of these groups was the operation of the project and the Technical Group addressed issues related to the planning, implementation, operational coordination, monitoring and reporting.

The Technical Committee facilitated monthly in-depth coordination while the members of the larger National Steering Committee met twice a year. Meetings with the National Steering Committee were said to sometimes be a bit too rushed due to the time constraints of senior level participants.

The development of a legal and policy framework and other directions to improve the situation of MDW were coordinated in conjunction with national committees that cover the broader migration issues.

The relevant stakeholders were involved in an appropriate and sufficient manner in the project as well as in the broader national committees, in part due to the role that the CTA played as indicated at the beginning of the current section.

3.1.12. Monitoring and Evaluation

An M&E system was in place and project management monitored performance and results adequately. Progress reporting was adequate and in agreement with the rules that both the ILO and the EU set for such reporting.

Field-level monitoring was adequate with visits to the involved regions every month. The project also monitored the quality of the trainings they supported. It should be noted, however, that there was a strong desire for more monitoring and technical support among government stakeholders in the regions as well as down to Woreda level. It was not actually part of the project design for the staff to work intensively at decentralized level; the design intended for a cascading effect of technical support devolving down to the smaller administrative levels. Training of Trainers and other support had been provided towards this end. Government was expected to provide the needed support at the smaller administrative levels but, largely due to a lack of logistics resources, this was very limited. At the same time, many also felt that they still needed more technical support to enable them to provide the necessary level of capacity strengthening and motivational support.

3.1.13. Implementation of the Mid Term Review Recommendations

The project attempted to implement all of the Mid Term Review recommendations but found that some could be only be partially or not at all implemented. Recommendation 1 could not be implemented due to donor regulations and Recommendation 8 could not be implemented because the ban on migration of MDW was not lifted during the project lifetime.

Table 2 – Mid Term Review Recommendations and Management Responses

Recommendation	Project Management Response
<p>1) The pitfalls of inadequate project design identified by this review suggests that the Logical Framework of this project, as attached to the MoU, should be reviewed by the ILO project management in close collaboration with the overall project management; baseline data should be collected to serve as input into the new Logical Framework that has baseline for each outcome and output indicator, and an agreed set of corresponding targets.</p>	<p><i>No Action possible</i> It was difficult to revise the Logical Framework, as the project was told by the donor that for any change in the Logical Framework there needs to be agreement with the donor and a need for an Addendum, which tend to be a cumbersome exercise. There were no resources available to undertake a baseline survey, as resources was clearly allocated per activity; hence, the poor design of the project could not be resolved easily.</p>
<p><i>Final evaluator comment: Supports the project management response.</i></p>	

<p>2) The project has limited provision for research; it is necessary to expand the scope of activities to include a national research on migration to provide needed evidence for the formulation of a Migration Policy for Ethiopia.</p>	<p>Completed The project has undertaken a number of research and, additionally, developed a phase 2 project with a strong research component.</p>
<p><i>Final evaluator comment: This recommendation is important and adding to the knowledge base should have been included in the original design as a separate component. Project has adequately responded to this recommendation.</i></p>	
<p>3) The move towards decentralisation of migration management in the country to the regional level is one in the right direction; through this project, efforts should be strengthened to involve the regions in project management and develop capacity for project implementation through training, equipment supply and budget support.</p>	<p>Partially completed Technical and material support was provided by the project to the regional BOLSA. In addition, a database was established which will be hosted centrally within MOLSA, but regional BOLSA will also have access to it. However, the involvement of regions in project management was difficult because of the cost of involving them in the Technical Working Group,</p>
<p><i>Final evaluator comment: The project addressed this recommendation as much as feasible. In future projects, it would be advisable to include regions in project management and/or federal migration coordination meetings using social media and/or other digital platforms to communicate and gather inputs.</i></p>	
<p>4) The NGOs involved in this project (WISE and Agar Ethiopia) have played a critical role in the integration aspects of this project; their sustained contribution to this project and related government efforts should be encouraged through financial support by the ILO and donor agencies.</p>	<p>Completed This has been done and more returnees have been reintegrated.</p>
<p><i>Final evaluator comment: This recommendation was satisfactorily implemented as assessed by the evaluator.</i></p>	
<p>5) The MDWs receiving countries are sovereign states and the process of concluding the dialogues initiated may be much longer than anticipated; therefore, Government should consider a long-term dialogue with these countries as an option.</p>	<p>Partially completed Negotiations have commenced with a number of receiving countries, but bilateral country agreements have not been concluded.</p>
<p><i>Final evaluator comment: As stated in Section 3.3, the project is only in a position to provide advocacy and technical support. This recommendation was primarily intended for the government and efforts to establish a bilateral country agreement are moving forward.</i></p>	
<p>6) Given the delay in project implementation resulting from the official ban on emigration and the delay in approving the new Proclamation, coupled with the unintended expanded scope of project activities resulting from mass deportation of MDWs from Saudi Arabia,</p>	<p>Completed The project end date was extended by 6 months. Euro 5 million was also mobilized for a separate reintegration project.</p>

<p>this evaluation recommends that the project cycle be extended and additional resources made available by Government and development partners (ILO, EU, UN Women, ECA, etc.) commensurate to projected work streams in the new Logical Framework and the ILO implementation plan.</p>	
<p><i>Final evaluator comment: The project extension was vital for effective implementation of project initiatives.</i></p>	
<p>7) Without lifting the current ban on emigration of MDWs, this project can hardly move forward in the expected direction; therefore, GDRE should lift the ban on unskilled migration and finalise the Employment Exchange Proclamation No. 632/2009 which is used to deal with matters related to overseas employment including the rights and duties of Private Employment Agencies.</p>	<p><i>Partially completed</i> The government of Ethiopia has not yet lifted the ban, however it has adopted the revised Proclamation 923/2016 on 29 December, 2015</p>
<p><i>Final evaluator comment: The government has not yet lifted the ban at the time of the final evaluation.</i></p>	
<p>8) The ILO project management should turn attention to output 7 that has hardly been addressed: Fewer disputes arising between DW and PEA/PPE; between DW and employers.</p>	<p><i>Could not be addressed</i> With the ban on migration, this output could not be assessed; however the project has raised the awareness of MDWs to know their rights and obligation to avoid unnecessary dispute due to miscommunication.</p>
<p><i>Final evaluator comment: The project has addressed this issue through ToT in destination countries with Embassy Staff and associations or groups working with MDWs in destination countries. It has not yet been in a position to measure the impact of these actions on the reduction of disputes.</i></p>	

Impact Orientation and Sustainability

The project’s focus was on strengthening avenues, support systems, and capacities of MDW for regular migration. The project has succeeded in ensuring that beneficiaries, including potential and returning Ethiopian women MDW, benefited from the project activities and outputs. However, benefits could only be incurred to the extent allowed by the realities of the ban on migration and the impact of the expulsion of the very large number of migrants from Saudi Arabia.

As discussed in previous sections, the project had to adjust its original design to take this situation into account. If the ban and expulsion had not occurred, it would have been easier for the project to have full impact on changing the lives of MDW in a meaningful way during the project implementation period. Instead, the project was able to carry out various activities within the contextual situation to *prepare* for the eventual resumption of regular migration. This

means that the real impact of the project on MDW can only be assessed once the ban is lifted and regular migration resumes. However, there has been direct impact on returnees: out of the 1,397 project beneficiaries, 1,062 have started income generating activities as self-employed and/or wage employment and are leading a decent life.

In the meantime, it should be noted that due to a lack of data it is impossible to assess the extent to which the project might have had an impact on irregular MDW (who are not direct project beneficiaries but continued to travel to the recipient countries). It is hoped that the training provided to Ethiopia Embassy staff and associations of MDW in the recipient countries has been impacting the human rights conditions of irregular MDW as well, but this has not yet been possible to verify. In the future, impact assessments in the recipient countries will be needed to measure impact and inform planning of ongoing and future programming to support MDW. Solid research is needed, covering regular as well as irregular MDW, as this will also allow for measuring the desired shifts in the proportions of regular versus irregular MDW.

The programme strategy and programme management strongly emphasised impact and sustainability over the long term. The project focused mostly on strengthening the enabling environment through supporting the development of legal and policy frameworks, strengthening coordination on migration issues, and providing advocacy, awareness raising and capacity strengthening. The project strengthened the capacities of federal and regional government structures to sustain the project initiatives over the long term.

As discussed in Section 3.4.2, the capacity strengthening of government, employers' and workers' organisation representatives, and other civil society partners were important project initiatives. At the same time, as several stakeholders pointed out, it must not be ignored that capacity strengthening is not a one-time only event. The context changes, new laws and regulations are adopted, staff are reassigned, and needs change in both the sending and recipient countries. It is necessary to regularly verify the training needs and assess the new information gaps that should be addressed. In addition, a social media platform should be established that has a higher level of instructive information and is more interactive than Facebook. While the European Commission's International Cooperation and Development platform "capacity4dev.eu"⁵⁷ could be improved in terms of user experience, it may be a good starting point to begin a group on migration in the context of Ethiopia. A good moderator would need to be assigned and guidelines provided to users to enable them to easily respond and interact on the subject area.

The support for the development and testing of various pre-departure training materials is expected to contribute to the sustainability of project efforts. The training materials can be replicated and adapted in line with the changing context within which MDW work in the recipient countries. It will be important to test the actual effectiveness of the materials on improving the MDWs' working conditions and their ability to carry out their responsibilities once the ban is lifted. New technologies continue to evolve and MDW will need to be prepared to use them, so with this in mind, the materials will need further updating over time.

⁵⁷ European Commission' International Cooperation and Development (2017), connecting the development community: capacity4dev.eu. Available from: <https://capacity4dev.ec.europa.eu/> (Website accessed 20/01/2017)

The project has neither increased nor decreased dependency on outside interventions. In the long term it is expected that that country will decrease dependency on outside intervention regarding issues affecting MDW. While the project has contributed in many ways to strengthening the enabling environment, as so many of the evaluation stakeholders emphasised, it is only the start of a much longer and complicated process. The situation of Ethiopian MDW, both regular and irregular, cannot be solved by just one country. While the project focused on migration to GCC states, Lebanon and Jordan, the impact of projects that tackle migration issues have a potentially much wider effect. The need for donor inputs will eventually decrease as Ethiopia increasingly addresses migration through a strengthened enabling environment, good pre-departure orientation and training coupled with support for Ethiopia migrant workers in recipient countries.

4. Conclusions

The project was highly relevant and has achieved almost all its intended results despite the unexpected ban on migration and the expulsion of irregular migrants from Saudi Arabia. The project was consistent with the priorities of Ethiopia and the Second Growth and Transformation Plan II since the Mid Term Evaluation.⁵⁸ The project is also very much in line with EU migration policy, specifically the Global Agenda on Migration and Policy as well as the Common Agenda on Migration and Mobility (CAMM). The project also complemented other ongoing EU initiatives and other ILO programmes and projects, as well as other relevant migration initiatives in Ethiopia.

While the project's overall goals and objectives are clearly stated, the details are less straightforward. The evaluator agrees with the Mid Term Review (MTR) statements on the insufficient coherence, clarity and logic of the actual intervention logic framework structure and its indicators. The evaluator noted that some of the expected results statements even caused confusion as she assessed the project. The evaluator also noted that it would have been useful to include a separate expected result on research to strengthen the knowledge base.

Some aspects of the project design were overly ambitious and thus not realistic. The adoption of laws and regulations as well as the making of formal agreements between countries is not directly within the control of a development project. While projects should contribute to their development and advocate diligently for adoption, it is no longer advised for projects to include the adoption of such frameworks as an expected result. In addition, the project budget was comparatively small to achieve deep impact across the many lofty targets.

⁵⁸ The Federal Democratic Republic of Ethiopia (2015), The Second Growth and Transformation Plan (GTP II) (2015/16-2019/20). Addis Ababa, National Planning Commission.

Arowolo, Oladele (2015), Mid Term Review of The Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan. Addis Ababa: ILO Country Office, Addis Ababa & ILO Office, Geneva

The project did achieve almost all the expected outputs and outcomes in relation to its results framework and operational objectives. Intensive work was done on advocacy, awareness raising, coordinating efforts on migration, developing legal and policy frameworks and strengthening capacity. In the case of capacity strengthening, the project's focus on building the capacities of stakeholders at all levels was noteworthy, from government to civil society and MDW.

Advocacy was, in most cases, combined with awareness raising on the challenges that MDW face before departure, during travel to recipient countries, in recipient countries and on return home to Ethiopia. The evaluator concludes that the project's greatest achievements were related to changing the mind-set of all types of stakeholders, from government staff to MDW and their communities. While much remains to be done, according to evaluation interviewees, this is an area of project strength. The evaluator noted that another successful project component was the strengthening of the MDWs' capacity to empower and protect themselves while overseas. The development of the MDW database methodology was another good achievement.

Advocacy was conducted through training, promoting the development of legal and policy frameworks, developing guides and other materials, participating in various committee discussions and meetings and awareness raising methods. The project conducted advocacy and contributed technical support to the content of the Overseas Employment Proclamation 923/2016.⁵⁹ The evaluator considers the support provided for a comprehensive analysis of Proclamation 923 and its implications to be an important initiative in this regard.⁶⁰ Of further interest were the Community Conversations (CC), which were integrated in the government structures in Addis Ababa city as well as Oromia, Tigray and Amhara regional states. The community conversation topics included discussions on local job creation but interviewees noted that the key solution is still the *provision* of increased support from government and other entities for job creation, especially for young people.

The evaluator concluded that institution and capacity strengthening efforts for persons at the enabling environment level were successful although far from complete. Senior government officials pointed out the importance of the web-based Ethiopian Migrants Data Management System, to which the project contributed for its development. Participants in the capacity strengthening efforts were very pleased with the content and methods used in the various approaches. The project made maximum use of the knowledge and experience of other countries, which evaluation interviewees appreciated particularly. Continued capacity strengthening is needed. An important project action was the construction and launching of Migrant Resource Centres in six Woredas in four regions. The extent to which these centres will fully play their expected roles can only be evaluated after the ban is lifted.

⁵⁹ LAWETHIOPA (2017), Proclamation no. 923 Ethiopia's Overseas Employment Proclamation Federal Negarit Gazette of the Federal Democratic Republic of Ethiopia. Available from: http://www.lawethiopia.com/index.php?option=com_content&view=article&id=3294%3Aproclamation-no-923 (Website accessed 21/01/2017)

⁶⁰ ILO (2016) Employment Proclamation No. 923/2016: A Comprehensive Analysis. Addis Ababa: ILO Country Office Ethiopia, Djibouti, Somalia, Sudan and South Sudan

Many of the project initiatives were linked to direct support provided to MDW. Although the pre-departure materials appeared to be quite good and have been tested with potential MDW, they still need to be reviewed after the ban is lifted. In fact, the evaluator found it difficult to comment on the trainings and materials without information assessing their impact on the MDW after their arrival in the recipient countries. Subsequently, it is almost certain that the materials will need to be adapted after (post-ban) review to ensure that they meet the needs of the MDW and their employers. ILO headquarters specialists also stressed the importance of including employers in receiving countries during all processes. The materials will also need to be reviewed again over time to ensure that they are still relevant regarding the changing realities, including simple aspects such as changes in household and caregiving technologies.

The project benefits did not accrue equitably to women and men because the project was primarily intended to support women migrant domestic workers. Nevertheless, both direct and indirect benefits accrued to men and to the wider Ethiopian public because of project actions.

The available technical and financial resources were not fully adequate to fulfil the project plan. Efficiency of resource use, including the time of project staff, was affected by the ILO financial disbursement processes. While the stakeholders, including government and civil society, expressed appreciation for the need to conduct financial management in a transparent way, there were many comments about the slowness and complicated processes for disbursement of funds.

The management and governance arrangement of the project was adequate and all parties involved clearly understood their roles and responsibilities. Government stakeholders noted that the project had worked in a very open and supportive way. While the project received adequate political, technical and administrative support from its national partners/implementing partners, limited government resources impeded this to an extent.

It should also be noted that when faced with the unexpected situation of the ban on migration to the Middle East and expulsion of irregular migrant workers from Saudi Arabia, the project staff did not merely halt activities. Instead, the situation was reviewed and proposals were made to change direction to address and compensate for the impact of these events. Regarding UN Women, IOM and UNODC, the agencies confirmed that they had worked well as a group and in a “in a collaborative manner.”

The project received adequate technical and political support from the ILO office and specialists in the field (Pretoria and Addis Ababa ROAF) as well as the responsible technical units in headquarters. The Country Director and regional office were very supportive and provided advocacy when possible. It was particularly helpful that the ILO regional office was based in Addis Ababa as this allowed ease of communications to address several issues, including covering the resource gap that resulted from UN Women’s restructuring. It should be noted, however, that technical support from ILO offices was limited during the first half of the project implementation period as there is no *regional* specialist on migration. Senior ILO officials and

project staff indicated that the donor’s flexibility to accept changes in the project because of the contextual realities⁶¹ was very important.

An M&E system was in place and project management monitored performance and results adequately. Progress reporting was adequate and in agreement with the rules that both the ILO and the EU set for such reporting. Field-level monitoring was adequate with visits to the involved regions every month.

It should be noted that due to a lack of data it is impossible to assess the extent to which the project might have had an impact on irregular MDW (who are not direct project beneficiaries but continued to travel to the recipient countries). It is hoped that the training provided to Ethiopia Embassy staff and associations of MDW in the recipient countries has been impacting the human rights conditions of irregular MDW as well, but this has not yet been possible to verify. In the future, impact assessments in the recipient countries will be needed to measure impact and inform planning of ongoing and future programming to support MDW. Solid research is needed, covering regular as well as irregular MDW, as this will also allow for measuring the desired shifts in the proportions of regular versus irregular MDW.

5. Best Practice and Lesson Learned

The evaluator agrees with the good practices and lesson learned cited in the MTR.

The project was tasked with institution and capacity strengthening as well as support for legal and policy framework development. Providing field trips to other countries for key government and other stakeholders to learn about best practices on Migrant Domestic Workers was a good practice in this regard.

Another good practice was the sponsoring of a dramatic film on the story and experiences of an actual migrant worker. Such a film is an innovative means to create empathy and understanding of the issues that irregular migrant workers face. The creation of empathy is a means that has been shown to contribute to behaviour change.⁶²

A lesson learned is related to times when major unexpected situations occur in the country/locality that impact the ability of a project to implement its original planned activities. The lesson learned is the importance of being flexible and obtaining donor support to adjust project implementation when such unexpected situations occur. Too frequently, implementers and donors insist on maintaining rigid logical frameworks—or even the newer Theory of Change (ToC)—in such situations.

⁶¹ That is, the ban on migration to project-related recipient countries and the expulsion of workers from Saudi Arabia.

⁶² Krznaric, Roman (2014), *The Empathy Effect: How Empathy Drives Common Values, Social Justice and Environmental Action*. Amsterdam: Friends of the Earth

These good practices will be further detailed using the ILO Template that the EVAL Unit has provided as a separate contribution to the evaluation process.

6. Recommendations

Note that the key suggested implementers are indicated between parentheses after the recommendation.

- 1. Renew attention to ensuring that all project proposals include fully coherent, clearly worded logical frameworks.** While this appears self-evident, in enabling environment strengthening projects logical frameworks have repeatedly been weaker as opposed to projects with a greater focus on downstream activities. A Theory of Change —or similar approach—should be developed during an inception phase with the participation of key stakeholders. This helps ensure that the project logic is appropriate to achieve the overall outcome and that activities and results are clearly placed in appropriate categories, thus making them more easily measurable. Stakeholder involvement in ToC development has also been shown to substantially increase ownership and thus contribute to sustainability. Flexibility in the ToC should be allowed so as to make changes in line with evolving realities. (ILO, Donors)
 - Priority: medium
 - Key responsible entities: ILO CO, Donors
 - Timeframe: at inception of future projects
 - Resources needed: low level investment
- 2. From the project inception period, build a well organised mechanism for consultation with relevant headquarters-based project specialists** on key strategic issues. This may include the development of the Theory of Change and other major issues. Ensure clarity regarding when and how to solicit inputs, providing sufficient time for their development. (ILO)
 - Priority: medium
 - Key responsible entities: ILO CO
 - Timeframe: at inception of future projects
 - Resources needed: low level investment
- 3. Seek opportunities to increase inter-regional and intra-regional cooperation.** Increase focus on going beyond bilateral agreements and coordination to improve particularly the African regional dimension. Continue to build on global cooperation as well. (ILO, other international agencies, regional cooperation entities)
 - Priority: high
 - Key responsible entities: ILO CO, other international agencies, regional cooperation entities
 - Timeframe: immediate/short term
 - Resources needed: medium level investment
- 4. Strengthen capacities more frequently, more deeply and with more stakeholders** among government officials/staff, in employers' and workers' organisations and other civil society

entities that work with MDW. (Government, ILO CO, other implementing agencies of all types)

- Priority: high
- Key responsible entities: Government, ILO, other implementing agencies of all types
- Timeframe: immediate throughout existing and medium term for future projects on MDW
- Resources needed: high level investment

5. **Increase focus on including and working with employers of domestic workers** in receiving countries. Build on research with employers to determine relevant issues, concerns and responsibilities of employers and MDW. Develop interventions to address these issues in line with research findings. (Government, ILO CO, other implementing agencies of all types)

- Priority: medium
- Key responsible entities: Government, ILO, other implementing agencies of all types
- Timeframe: throughout existing and future projects on MDW
- Resources needed: medium level investment

6. **Establish a social media platform that has a higher level of instructive information and is more mutually (group) interactive than Facebook.** While the European Commission's International Cooperation and Development platform "capacity4dev.eu"⁶³ could be improved in terms of user experience, it may be a good starting point. Other options include linking with the International Domestic Worker Federation media platform "idwfed.org/en." A good moderator would need to be assigned and guidelines provided to users to enable them to easily respond and interact on the subject area. A Facebook page managed jointly by the MDW associations where they can share their experiences and upload advice is another option that could also be of interest. (Government, ILO CO, other implementing agencies of all types)

- Priority: medium
- Key responsible entities: Government, ILO, other implementing agencies of all types
- Timeframe: immediate/short term.
- Resources needed: medium level investment

7. **Include Ethiopian administrative regions in project management and/or federal migration coordination meetings using social media and/or other digital platforms to facilitate communication and gather inputs.** It is useful to bear in mind that, at decentralised level, the key implementers need to be requested to participate in discussions from the outset. (Government, ILO CO, other implementing agencies of all types)

- Priority: high
- Key responsible entities: Government, ILO, other implementing agencies of all types
- Timeframe: immediate and throughout existing and future projects on MDW
- Resources needed: low level investment

63 European Commission' International Cooperation and Development (2017), connecting the development community: capacity4dev.eu. Available from: <https://capacity4dev.ec.europa.eu/> (Website accessed 20/01/2017)

8. **Carry out regular impact assessments in the recipient countries to measure impact of legal and policy frameworks and inform planning of ongoing and future programming to support MDW.** Solid research is needed covering regular as well as irregular MDW as this will also allow for the measurement of the desired shifts in the proportions of regular versus irregular MDW. (Government, ILO CO, other implementing agencies of all types)
 - Priority: medium
 - Key responsible entities: Government, ILO, other implementing agencies of all types
 - Timeframe: immediate and throughout existing and future projects on MDW
 - Resources needed: medium level investment
9. **Assess the extent to which the pre-departure and receiving country training efforts (including materials) are effective and address the issues MDW face.** Adapt the materials to ensure that they meet the needs of the MDW and their employers. Continue updating and implementing capacity strengthening as it is not a one-time event. The context changes, new laws and regulations are adopted, staff are reassigned, and needs change in both the sending and recipient countries. The materials will also need to be reviewed over time to ensure that they are still relevant with regard to the changing realities, including simple aspects such as changes in household and care-giving technologies. Test the actual effectiveness of the materials on improving the MDWs' working conditions and their ability to carry out their responsibilities once the ban is lifted. New technologies continue to evolve and MDW will need to be prepared to use them, so the materials will need further updating over time. (Government, ILO CO, other implementing agencies of all types)
 - Priority: medium
 - Key responsible entities: Government, ILO, other implementing agencies of all types
 - Timeframe: immediate and throughout existing and future projects on MDW
 - Resources needed: medium level investment
10. **Include emphasis on identifying signs of imminent abuse and provide potential solutions to prevent such abuse in pre-departure and in recipient country training and ongoing support with MDW.** While it is often considered unfair to place the burden of prevention on victims of abuse, there are nevertheless some means that can be used to decrease the chances that abuse will occur. The pre-departure materials do stress the importance of adhering to cultural norms in the recipient country to avoid causing offence, but this is not sufficient. MDW need to learn the warning signs of sexual abuse as well impending physical abuse and know that they have the right to remove themselves from a potentially threatening situation before it occurs. Too often, due to socialisation, women (and sometimes also men) are afraid to listen to their intuition and do not wish to cause offence, particularly when they are in a position of inferior power.⁶⁴ Signs of imminent abuse in the work situation should be identified and MDW should be trained to recognise them so that if at all possible they can leave the direct location where abuse may take place. (Government, ILO, other implementing agencies of all types)

⁶⁴ While the book "The Gift of Fear" was written for a US audience and also includes some topics that are not relevant, it still contains useful guidance that can be adapted to situations in other country settings. De Becker, Gavin (1997,2010), The Gift of Fear. Amazon: Kindle Edition with new Foreword. Available from: https://www.amazon.com/dp/B0036Z9U2A/ref=pe_385040_118058080_TE_M1DP (Website accessed 18/01.2017)

- Priority: high
- Key responsible entities: Government, ILO CO, other implementing agencies of all types
- Timeframe: immediate
- Resources needed: low level investment

11. **Review, simplify and streamline processes along the financial disbursement approval chain in the implementing agency.** While there is a need for transparency and good control over spending, a targeted use of qualified auditors within a smoother disbursement system could provide a better balance.

- Priority: high
- Key responsible entities: ILO CO and ROAF
- Timeframe: immediate
- Resources needed: low level investment

7. Annexes

Annex 1: Lessons learned

ILO Lesson Learned Template

Project Title: *Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the Gulf Cooperation Council (GCC) States, Lebanon and Sudan*

Project TC/SYMBOL: *RAF/12/09/EEC*

Name of Evaluator: *Zegers, Mei*

Date: *January 2017*

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	An identified lesson learned is on the importance of being flexible and obtaining donor support to adjust project implementation when unexpected situations occur. Too frequently, implementers and donors insist on maintaining rigid logical frameworks—or even the newer Theory of Change (ToC)—in such situations. In the project that was evaluated, unexpected conditions occurred, specifically, the unexpected ban on migration and the expulsion of irregular migrants from Saudi Arabia.

Context and any related preconditions	When designing a logical framework and/or a Theory of Change it is important to recognize the central pre-condition of flexibility in the face of changing circumstances in the project context. During the design period this should be emphasized with all stakeholders who are involved with the process.
Targeted users / Beneficiaries	Most particularly, donors and implementing agencies.
Challenges /negative lessons - Causal factors	Avoid rigidity in the design of logical frameworks/theory of change. Rigidity results in inability to achieve good results when the context changes. Rather than impediments when the context changes, it is useful to see that events can also provide opportunities to develop and test innovative solutions.
Success / Positive Issues - Causal factors	The project could achieve good results due to the flexibility that was allowed. Different solutions were developed and tested successfully though further work will be needed to fully implement them.
ILO Administrative Issues (staff, resources, design, implementation)	Ensure that staff stresses the need for flexibility with stakeholders while working during project design and the project inception period.

Annex 2: Emerging good practices

ILO Emerging Good Practice Template

P Project Title: *Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the Gulf Cooperation Council (GCC) States, Lebanon and Sudan*

Project TC/SYMBOL: *RAF/12/09/EEC*

Name of Evaluator: *Zegers, Mei*

Date: *January 2017*

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

Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	A project good practice was the sponsoring of a dramatic film on the story and experiences of an actual migrant worker. Such a film is an innovative means to create empathy and understanding of the issues that irregular migrant workers face. The creation of empathy is a means that has been shown to contribute to behaviour change
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Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<p>The conditions that are required to implement and replicate this good practice include:</p> <ul style="list-style-type: none"> - Available financial and logistical resources - Available quality of information or ability to correctly identify the experiences of the persons who will be depicted - Good script writers, actors, film editors, distributors of the film - Follow up to ensure that the film is watched, discussions are held and learning extracted from watching the film. - Ensure that the film results in real actions to address the issues that are raised in the film.
Establish a clear cause-effect relationship	<p>Positive responses to the film were identified. Individuals who had watched said it had affected them and that they better understood the issues facing migrant domestic workers.</p>
Indicate measurable impact and targeted beneficiaries	<p>The film provided insights for policy makers though effect of wide distribution with the public still needs to be measured. If replicated attention should be paid to ensure follow up analysis of impact.</p>
Potential for replication and by whom	<p>Other similar projects, can be replicated by wide range of institutions if the pre-conditions are met.</p>
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	<p>Such films can contribute to meeting the results goals of the ILO Decent Work Country Programmes and the overall ILO Strategic Programme Framework.</p>
Other documents or relevant comments	

ILO Emerging Good Practice Template

P Project Title: *Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the Gulf Cooperation Council (GCC) States, Lebanon and Sudan*

Project TC/SYMBOL: *RAF/12/09/EEC*

Name of Evaluator: *Zegers, Mei*

Date: *January 2017*

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

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

The project was tasked with institution and capacity strengthening as well as support for legal and policy framework development. Providing field trips to other countries for key government and other stakeholders to learn about best practices on Migrant Domestic Workers was a good practice in this regard..

The project made maximum use of the knowledge and experience of other countries, which evaluation interviewees appreciated particularly. All stakeholders who attended field trips to other countries, notably the Philippines, reported in great detail about how their capacities had been strengthened as they learned about useful strategies and specific approaches that can be used to address challenges with respect to migration of domestic workers. More importantly, these stakeholders pointed to steps that they had undertaken or directly supported to implement what they had learned on their field trips. Such trips were frequently questioned prior to being approved because of their relatively high cost. If well planned and with clearly expected results targets, however, these trips can be particularly useful for projects that focus on the enabling environment. When government officials and other stakeholders see that other countries are able to address major development issues in a constructive manner, the field trips can serve as effective advocacy tools.

Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The main pre-conditions depend on 1) the need for capacity and institution strengthening, 2) availability of supportive attitudes knowledge and skills in other locations outside the project area, 3) sufficient financial and logistical resources to fund field trips. If these conditions are met the good practice is replicable and can be of very good use.
Establish a clear cause-effect relationship	The field trips were cited as “eye openers” for government officials who attended them. they indicated that they changed their attitudes towards migration. They realized that it is not only a negative but that it can provide income for individuals, households and the country through remittances. They also learned a great deal about how to ensure decent work conditions for migrant domestic workers.
Indicate measurable impact and targeted beneficiaries	Laws and regulations were directly impacted through the lessons learned and good practices of other countries with regard to legal and policy frameworks to manage issues around migrant domestic workers. Database systems were also informed through the field visits.
Potential for replication and by whom	If sufficient resources are available then countries and implementing agencies can carry out this good practice.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	Links to decent work country programming and overall ILO goals.
Other documents or relevant comments	

Annex 3: Schedule

Institution	Person to be met	Time	Contact	Remark
Sunday 08 January 2016 – Arrival to Addis Ababa – Getfam Hotel				
Monday 09 January 2016				
ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan	Ms. Aida Awel, Chief Technical Advisor	09:00 AM – 1 PM	0911209423	Confirmed
Lunch break 1:00 PM – 1:30 PM				
Prime Minister Office (PMO)	H.E. Mr. Solomon Tesfaye, State Minister of PMO	0200pm	0911207244	Confirmed
ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan	Mr. George Okutho, Country Office Director for Ethiopia, Somalia, Djibouti, Sudan and South Sudan	4:00pm	0115444484	Confirmed
Tuesday 10 January 2017				
Office of the Attorney General	H.E. Mr. Mesfin Abebe, EX State Minister of MOJ and Chair of the National Anti-Trafficking Taskforce Mr. Yibeltal Walelign, Coordinator of National Anti-Trafficking Taskforce Secretariat Ms. Fetiya Mohammed, Public Prosecutor, Assistant coordinator of National Anti-Trafficking Taskforce Secretariat	9:00 AM	0911516357	Confirmed

Ministry of Foreign Affairs (MOFA) , Women's Affairs Directorate	Ms. Shewaye Mern, Young Diplomat Trainee	11:00 AM	0984740548	Confirmed
Lunch break 12:00 PM – 1:00 PM				
Organization for Women in Self Employment (WISE)	Ms. Yihuwalawork Fetawoke, Planning, Management and Evaluation Officer Ms. Birtukan Amedberhan, Training Head Ms. Eyerusalem G/Selam, Project Coordinator	01:30 PM	0911119679	Confirmed
UNWOMEN	Ms. Simegn Kuma, Programme Officer	3:30 PM	0911628671	Confirmed
Wednesday 11 January 2017				
Confederation of Ethiopian Trade Unions (CETU)	Mr. Kassahun Folle, Executive Director of CETU, Mr. Measho Berihu, International Relation Head	10:30 AM	0911205654 and 0911308607 and 0911230139	Confirmed
Ethiopian Employer Federation (EEF)	Mr.Suad Mohamed, Project Coordinator Mr. Miraf Shewaye, Director Mr. Jilali Kindu, Communication and Marketing Director	12:00 PM	0930000601 and 0913207048	Confirmed
Lunch break 1:00 PM– 2:00 PM				

Eshuruu Nanny Training Centre	Mr. Solomon Mulugeta, Director Mr. Tadele Sinesenbet, Project Consultant Ms. Firehiwot Fikremariam, Beneficiary	2:00 PM	0919201633	Confirmed
Addis Ababa BOLSA	Kumenegar Addisu, Overseas Employment Head	3:30 PM	0913544218 and 0960988425	Confirmed
Thursday 12 January 2017				
WISE	FGD - 12 trained aspiring MDWs	10:00 AM	0911119679	Confirmed
WISE	FGD - 12 Award winning and SACCO member Returnees	11:00 AM	0911119679	Confirmed
Lunch break 2:00am – 2:45pm				
Ministry of Labour and Social Affairs (MOLSA),	Mr. Abebe Haile Director, Employment Services Directorate	3:00PM	0911641607 and 0911333664	Confirmed
Friday 13 January 2017				
UNODC	Christine Bradley Programme Coordinator (Head of Office)	09h00am	+251 929085850	Confirmed
IOM	Ms. Fumiko Nagano, Migration Management Coordinator	10h00am	+251 930 077 230 tfrehiwot@iom.int fnagano@iom.int	Confirmed – Meeting will be held at the

	Ms. Frehiwot Tefera, Labour Migration Unit			ILO meeting room (6 th floor)
AA CC Facilitator	Mr. Dereje Abera, AA CC Facilitator Ms. Etsegnet Tamru, AA CC Facilitator Mr. Tewodros Seifu, AA CC Facilitator	11:30 am		
Lunch break 12h00am – 01h00pm				
Agar Ethiopia	Mr. Abera Adaba, Director	02h00pm	0930098695	Confirmed
Returnees at Agar Rehabilitation Center	5 Returnees at Agar Rehabilitation Center	04: 00 PM	+971558222269	Confirmed/Available anytime
Sunday 15 January 2017 – Travel to Mekelle				
Monday 16 January 2017				
Tigray BOLSA	Mr. Leul Kidane Trainees of pre-departure	8h30am	0933743084	Confirmed
Wukro BOLSA and Visit the Migrant Resource Centre	Ms. Timnet Tsehaye, Bureau Deputy Head Mr. Girmay Kidanemariam, Awareness raising expert and Resource Mobilization Officer Ms. Sara Hailemariam, Prosecutor	10h30am		Confirmed
Lunch break and drive to Wukro – 12h00am to 02h00pm				
Wukro Migrant Resource Center visit – Tigray region	Sister Mulu Berhane, BOLSA, Head Mr. Sulieman Ahmed, BOLSA, Deputy Head	2:00pm		Confirmed

	Mr. Atakilti G/medhin, BOLSA, Social Worker			
Return to Addis Ababa		Late flight		
Tuesday 17 January 2017 – Travel to Bahir Dar				
Skype with Qatar Embassy	Ambassador Misganu Arga	9:00 PM	+97433705147	Confirmed
Amhara BOLSA	Mr. Chuchu Alebachew, Vice Bureau, head Mr. Adelow Fantaye, Training Expert Mr. Memberu Yework, Director of Employment services Ms. Tilikesew Yitayal, Ex- Bureau Head	11:00 Am	0918340783	Confirmed
Bahir Dar, Sembeke Subcity	Mr. Workeneh	4:00 PM		Confirmed
Return back to Addis Ababa		Late flight		
Wednesday 18 January 2017				
Oromia BOLSA	Ato. Derib Tulu, Oromia BOLSA	9:00 AM	0922680195	Confirmed
Delegation of the European Union to Ethiopia	Ms. Birgitte Hagelund, Migration Team Leader	11:00 AM	0937930005	Confirmed
Lunch break 12h00am – 01h00pm				
ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan	Ms. Aida Awel, Chief Technical Advisor	02:00 PM	0911209423	Confirmed
Thursday 19 January 2017				

Ministry of Foreign Affairs (MOFA) SKYPE	H.E. Ambassador Desta Delkasso, Women's Affair Directorate	08:00 AM	+1 310 7012889	Tele Conference/ Confirmed
Ethiopian Women Migrant Associations in Dubai, UAE	Ms Sara Aradi, President	2:00 PM	971558222269	Confirmed
Ethiopian Consulate in Jeddah, KSA	Ms Muntha	3:00 PM	911961798	Confirmed
ILO	Ms Aida Awel	4:00 PM	0911209423	Confirmed
ILO	Ms Eden Teklay	6:00 PM	0911693226	Confirmed
Friday 20 January 2016 – End of mission for Ethiopia				

Annex 4: Persons Interviewed

Date	Last and First Name	M	F	Organization and address or name of community	Job Title or type of individual; local leader, beneficiary	Mobil e if any	E-mail if available
09-Jan-17	Aida Awel		√	ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan	CTA	09112 02394	aida@ilo.org
09-Jan-17	H.E. Mr. Solomon Tesfaye		√	Prime Minister Office (PMO)	State Minister of PMO		
09-Jan-17	George Okutho		√	ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan	Country Office Director for Ethiopia, Somalia, Djibouti, Sudan and South Sudan		okutho@ilo.org
10-Jan-17	H.E. Mr. Mesfin Abebe	√		Office of the Attorney General	State Minister (Late)	91151 6357	
10-Jan-17	YibeltalWalealign,	√		Office of the Attorney General	Coordinator of National Anti-Trafficking Taskforce Secretariat	0911-516357	
10-Jan-17	Fetiya Mohammed		√	Office of the Attorney General	Public Prosecutor		
10-Jan-17	Shewaye Mern	√		Ministry of Foreign Affairs (MOFA) ,	Young Diplomat Trainee. Women's Affairs Directorate (Late) and currently Business Dev Directorate	98474 0548	shewayemern@gmail.com
10-Jan-17	Yihuwalawork Fetawoke		√	Organization for Women in Self Employment (WISE)	Planning, Management and Evaluation Officer		
10-Jan-17	Birtukan Amedberhan		√	Organization for Women in Self Employment (WISE)	Training Head		
10-Jan-17	Eyerusalem G/Selam		√	Organization for Women in Self Employment (WISE)	Project Coordinator	91111 9679	

10-Jan-17	Simegn Kuma,		√	UNWOMEN	Programme Officer	91162 8671	simegn.kuma@unwomen.org
11-Jan-17	Kassahun Folle	√		Confederation of Ethiopian Trade Unions (CETU)	Executive Director of CETU,	91120 5654	cetu@ethionet.et
11-Jan-17	Measho Berihu	√		Confederation of Ethiopian Trade Unions (CETU)	International Relation Head	91123 0139	meashewtal@yahoo.com
11-Jan-17	Suad Mohamed	√		Ethiopian Employer Federation (EEF)	Project Coordinator	93000 0601	
11-Jan-17	Miraf Shewaye	√		Ethiopian Employer Federation (EEF)	Director		
11-Jan-17	Jilali Kindu	√		Ethiopian Employer Federation (EEF)	Communication and Marketing Director		
11-Jan-17	Solomon Mulugeta	√		Eshurru Nanny Training Centre	Director	91920 1633	solodila@yahoo.com
11-Jan-17	Tadele Sinesenbet	√		Eshurru Nanny Training Centre	Project Consultant	93010 9738	tsnesibhat@yahoo.com
11-Jan-17	Firehiwot Fikremariam		√	Eshurru Nanny Training Centre	Beneficiary		
11-Jan-17	Kumenegar Addisu	√		Addis Ababa BOLSA	Overseas Employment Head	96098 8425	kumekotif@yahoo.com
12-Jan-17	FGD - 9 trained aspiring MDWs		√	Organization for Women in Self Employment (WISE)	Trained Aspiring MDWs		
12-Jan-17	FGD - 12 Award winning and SACCO member Returnees	√	√	Organization for Women in Self Employment (WISE)	Award winning and SACCO member Returnees		

12-Jan-17	Abebe Haile	√	Ministry of Labour and Social Affairs (MOLSA), Employment Services	Employment Director	91164 1607	
13-Jan-17	Christine Bradley	√	UNODC	Head of Office and Programme Coordinator	92908 5850	christine.bradley@unodc.org
13-Jan-17	Siji Song	√	UNODC	Programme Officer		siji.song@unodc.org
13-Jan-17	Fumiko Nagano	√	IOM	Migration Management Coordinator	0930 077 230	fnagano@iom.int
13-Jan-17	Frehiwot Tefera	√	IOM	Labour Migration Unit		tfrehiwot@iom.int
13-Jan-17	Dereje Abera	√	Addis Ababa BOLSA	AA CC Facilitator		
13-Jan-17	Etsegnat Tamru	√	Addis Ababa BOLSA	AA CC Facilitator		
13-Jan-17	Tewodros Seifu	√	Addis Ababa BOLSA	AA CC Facilitator		
13-Jan-17	Abera Adeba	√	Agar Ethiopia	Director	93009 8695	aberaadeba@yahoo.com
13-Jan-17	5 Returnees at Agar Rehabilitation Center	√	Agar Ethiopia	Returnees at Agar Rehabilitation Center		-
16-Jan-17	Leul Kidane	√	Tigray BOLSA	CCC facilitator		
16-Jan-17	Timnet Tsehaye	√	Tigray Bureau of Youth and Sports	Bureau Deaputy Head		
16-Jan-17	Girmay Kidanemariam	√	Tigray Bureau of Youth and Sports	Awarness raising expert and Resource Mobilization Officer		

16-Jan-17	Sara Hailemariam		√	Tigray Bureau of Youth and Sports	Prosecutor		
16-Jan-17	Sister Mulu Berhane		√	Wukro BOLSA and Migrant Resource Center	BOLSA, Head	0914-750134	
16-Jan-17	Suliaman Ahmed	√		Wukro BOLSA and Migrant Resource Center	BOLSA, Deputy Head	914783567	
16-Jan-17	Atakilti G/medhin	√		Wukro BOLSA and Migrant Resource Center	BOLSA, Social Worker		
17-Jan-17	H. E. Mr. Misganu Arga	√		Ethiopian Embassy in Qatar	Ambassador	97433705147	
17-Jan-17	Chuchu Alebachew	√		Amhara BOISA	Vice Bureau, head	0918-340783	
17-Jan-17	Adelaw Fantaye	√		Amhara BOISA	Training Expert	0918-728479	
17-Jan-17	Memberu Yework	√		Amhara BOISA	Director of Employment services	919406163	
17-Jan-17	Tilikesew Yitayal		√	Amhara BOISA	Ex- Bureau Head	0918-412989	
17-Jan-17	Workeneh	√		Bahir Dar, Sembeke Subcity	CC facilitator		
18-Jan-17	Derib Tullu	√		Oromia BOLSA	CC facilitator	0922-680195	drbtulu@yahoo.com
18-Jan-17	Birgitte Hagelund		√	EU	Migration, Team Leader	0937-930005	Birgitte.hagelund@eeas.europa.eu
18-Jan-17	Aida Awel		√	ILO	CTA	911202397	aida@ilo.org
18-Jan-17	H.E. Ms. Desta Delkasso		√	Ministry of Foreign Affairs, Women's Affair Directorate	EX- Director	+13107012889	-
19-Jan-17	Sara Aradi		√	Ethiopian Women Migrant Association in Dubai, UAE	President	971558222269	-
19-Jan-17	Ms Muntha		√	Ethiopian Consulate in Jeddah, KSA	Consular Officer	911961798	-

19-Jan-17	Aida Awel		√	ILO	CTA	91120 2397	aida@ilo.org
19-Jan-17	Eden Teklay		√	ILO	NPC	91169 3226	eden@ilo.org
1 Feb-17	Claire Hobden		√	ILO	Technical Officer on Vulnerable Workers		hobden@ilo.org
1 Feb-17	Heike Lautenschlager		√	ILO	Technical Officer, Labour Migration Branch	+41 22799 7298	lautenschlager@ilo.org
1 February-17	Maria Gallotti		√	ILO	Senior specialist in migration policies	+41 22 799 6552	gallotti@ilo.org

Annex 5: Evaluation Questions - Checklist of questions for Interviews and Focus Groups

The evaluation questions from the Terms of Reference were sub-divided as needed and served as a checklist to ensure that all questions were covered as applicable to the specific stakeholders included in the interviews and focus groups.

A. Relevance and strategic fit of the programme

To what extent is the project relevant/consistent to the priorities of the country and the GTP

- 1) To what extent is the project relevant to the
 - EU migration policy: Global Agenda on Migration and Policy (https://ec.europa.eu/home-affairs/what-we-do/policies/international-affairs/global-approach-to-migration_en)
 - Common Agenda on Migration and Mobility (CAMM) between Ethiopia and the EU (http://europa.eu/rapid/press-release_IP-15-6050_en.htm)
 - ILO Decent Work Country Programme (DWCP) of Ethiopia
- 2) To what extent does the project complement and fit with other on-going EU initiatives?
- 3) To what extent does the project complement and fit with other ILO programmes and projects in the country?
- 4) To what extent does the project complement and fit with other relevant migration initiatives in Ethiopia?

B. Validity of the approach, design and strategies adopted by the project

- 1) Was the design appropriate for the selected geographic area?
- 2) Was the intervention logic coherent and accurate?
- 3) Were the indicators of progress and of impact in the design of good quality?
- 4) Were risks properly assessed?

C. Project Progress and delivery of results

- 1) To what extent have the expected outputs and outcomes been achieved or are likely to be achieved in relation to its results framework or operational objectives?
- 2) To what extent can the identified results be attributed to the activities of the Project intervention?
- 3) Were outputs produced and delivered so far as per the work plan/results framework?
- 4) Has the quantity and quality of these outputs been satisfactory?
- 5) Do the benefits accrue equitably to women and men?
- 6) In which area (geographic, component, issue) does the project have the greatest achievements so far? Why and what have been the supporting factors?
- 7) Do observed innovations, if any, have potential for replication?
- 8) Are there any unintended results of the project?

D. Efficiency of Resource Use

- 1) Were the available technical and financial resources adequate to fulfil the project plan?
- 2) Was the budget spent according to the proposed budget lines?
- 3) Was the intervention economically worthwhile, given possible alternative uses of the available resources?
- 4) Was co-financing a success? Did other donors deliver on time?
- 5) What was the value of this project? (% of budget that actually reached the beneficiaries)

E. Organisational Management Arrangements

- 1) Was the management and governance arrangement of the project adequate? Was there a clear understanding of roles and responsibilities by all parties involved?
- 2) How effective was the implementation of the project activities in terms of sharing of responsibilities at project management level and coordination for the implementation of project activities?
- 3) Are all relevant stakeholders involved in an appropriate and sufficient manner?
- 4) How effectively has the project management monitored project performance and results? Was a monitoring & evaluation system in place and how effective was it? Was monitoring and progress reporting adequate?
- 5) Was the project receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (Harare, Pretoria and Addis Ababa (ROAF)) and the responsible technical units in headquarters?
- 6) Was the project receiving adequate political, technical and administrative support from its national partners/implementing partners?
- 7) Has the project implemented the recommendations of the mid-term evaluation?

F. Impact Orientation and Sustainability

- 1) To what extent have beneficiaries such as potential and return Ethiopian women Migrant Domestic Workers benefited from the project activities and outputs under the project interventions? Has the project changed their lives in any meaningful way?
- 2) Was the programme strategy and programme management steering towards impact and sustainability?
- 3) To what extent has the project strengthened the capacities of federal and regional government structures to sustain the project?
- 4) Has the project increased or decreased dependency on outside intervention?
- 5) To what extent were gender issues addressed by the project?

G. Lessons learned

- 1) What good practices can be learned from the project that can be applied in similar future projects?
- 2) What should have been different, and should be avoided?

Annex 6: Overview On-Going Migration Projects: Brief Description

The project provided the overview below. The information on the new and on-going migration projects is cited here to provide the context for the discussion on the sustainability of the project that was evaluated in the current report.

1. Project Title: Support to the reintegration of returnees in Ethiopia (5 million Euro)

Project duration: January 2015- December 2017

The project aims to improve labour migration governance in Ethiopia by efficiently and effectively assisting returned migrant workers from KSA in accessing productive employment and decent work by empowering them as well as strengthening service providers in 3 regions namely Amhara, Tigray and Oromia in selected Woredas that have the highest concentration of returnees. The project intervention areas include; social support including psycho-social support, awareness raising programs, economic empowerment of returnees and institutional Development.

2. Project Title: Free Movement of persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility (EURO 5,999,871)

Project Duration: TBD--- June 2017- June 2020

The project aims to improve opportunities for regulated labour mobility and decent work within the IGAD countries in the broader context of the regional integration process. The project's interventions cover two main areas: knowledge-building and operational implementation. The knowledge building component seeks to strengthening the knowledge base to deepen understanding of migration and labour market dynamics in the region, including the constraints and opportunities for employment creation and causes of skills shortages. 2) The operational component seeks to develop of employment and skills opportunities for young women and men (aged 18 to 35) both nationals and migrants, in their countries of origin, transit or destination seeking entry onto local labour markets or improved livelihoods through wage labour or entrepreneurship, in the Ethiopia – Sudan migration corridors. It also aims to enhance employment-generating sectors that target areas of origin, transit and destination of migrants.

3. Project Title : Addressing the Root Causes of Migration in Ethiopia (Euro 1,516,837)

Project Duration: 01 August 2016 to 30 November 2019

The project aims to create greater economic and employment opportunities by establishing inclusive economic programmes that create employment opportunities for young people and women with a focus on rural towns and urban areas, particularly Addis Ababa and other migration-prone regions (Amhara, Tigray, Oromia, SNNPR) of Ethiopia. This is done by vocational skills training, creation of micro and small enterprises and start-up of small livelihood activities. The project will also provide reintegration support for returnees after their return to their places of origin. This intervention is being built from a socio economic assessment undertaken by the project to identify of needs and interests of the ultimate beneficiaries, concerned government offices and service providers in the target regions.

4. Project Title: Improved labour migration governance to combat irregular migration (Euro 3,000,000.00)

Project Duration: 1 January 2017 to 31 December 2020

The project aims to address irregular migration by improving the governance of labour migration. The project interpolates necessary interventions to make regular migration more accessible and desirable to potential migrants in Ethiopia. To this end, training for potential migrants and capacity building for

government institutions, PEAs, labour attaches, migrants community etc. both in country of origin and destination. Wherein activities such as establishing and strengthening systems to better manage and govern labour migration, developing relevant awareness raising and experience sharing with other countries will be carried out by the project.

5. DRT-F - Joint UN Resource Mobilization for Counter Trafficking and Migration Policy and Practice in Ethiopia (326,973.00 USD)

The project provides a holistic response to human trafficking and irregular migration by upholding the rights of migrants through support of government, PEAs, local community, humanitarian agencies and international development partners. The project provides tailored solutions (evidence-based advocacy, policy development and programming) such as provision of quality protective services for migrants and refugees who are stranded, apprehended and/or detained along the migratory route, including supporting their assisted voluntary return and reintegration where appropriate to enhance institutional capacities of relevant institutions & personalities working on migration in Ethiopia including PEAs, labour attaches, community, and religious leaders:

Annex 7: References

Various project reports and documents were reviewed including the project document, studies, and Technical Progress Reports. Some audio-visual and training materials were also reviewed.

Documents specifically referenced in the evaluation report are listed below.

Admassie, Assefa; Nuru, Seid; Ferede, Tadele (2016), Migration and forced labour: an analysis on Ethiopian workers. Addis Ababa: ILO Country Office for Ethiopia and Somalia

Agar Ethiopia (2017), Who we are. Available from <http://www.agarethiopia.com/> (Website accessed 19/01/2017)

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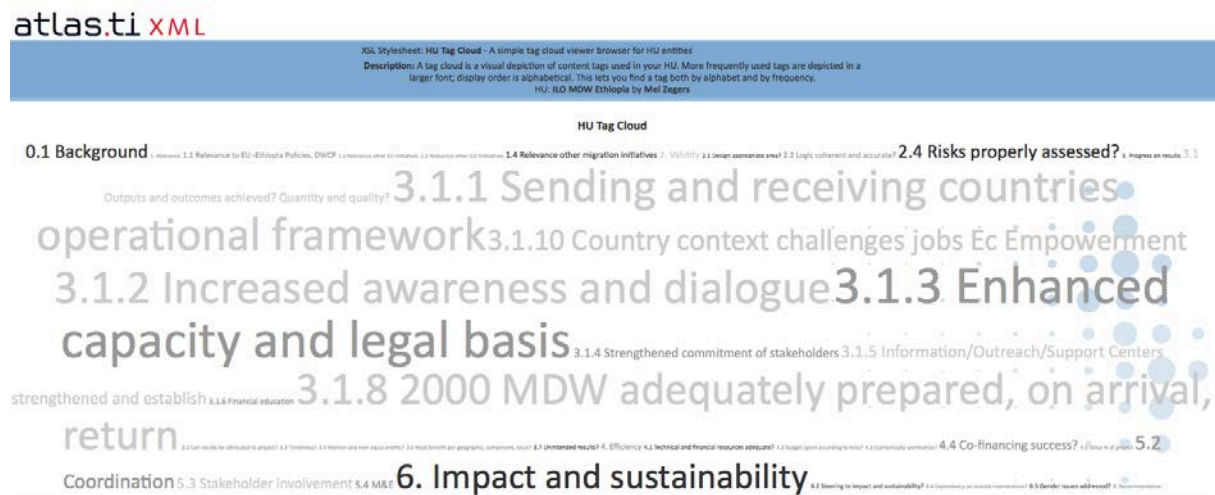
WISE (2017), Organization of Women in Self-Employment. Available from: <http://www.wise.org.et/> (Website accessed 19/01/2017)

Annex 8: Tag Cloud of Stakeholders' Spontaneous Subjects Raised

Note: The tag cloud below is prepared from an analysis of the interview and focus group notes that was done using the qualitative data analysis tool, Atlas.ti. A tag cloud is a stylized way of visually representing the frequency of occurrences of words or sentences.⁶⁵ The most popular topics are normally highlighted in a larger, bolder font. This makes it easier to see the most popular topics covered in one quick look.

Although the tag cloud is not the primary means of analysis used, it does show the importance that stakeholders attached to the issue of enhanced capacity and legal basis strengthening. Please do recall that the methodology used with interviewees who are not directly project staff allows for a semi-structured interview with the evaluation questions only serving as a checklist. This means that the emphasis that interviewees placed on the different subject does qualitatively represent their key interests.

In fact, item 3.1.1 below is also related to capacities and legal/policy frameworks so interviewees deem these aspects of key importance. Training of MDW prior, on arrival and on return were also mentioned many times in the interviews while not forgetting the focus on impact and sustainability.



⁶⁵ Webopedia (2015) Tag Cloud Definition. Available from http://www.webopedia.com/TERM/T/tag_cloud.html. Website accessed 10 October, 2015.

Annex 9: Terms of Reference

Rationale for Evaluation

The independent final evaluation of the project is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision making process and support to constituents in forwarding decent work and social justice.

The overall objective of evaluation is to analyse progress made towards achieving established outcomes, to identify lessons learnt and to propose recommendations for improved delivery of quality outputs and achievement of future similar interventions. The evaluation provides an opportunity for taking stock, reflection, learning and knowledge sharing regarding how the project could improve the effectiveness of its operations in phase II.

Background of the Project

1	Project title	The Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan.
2	Country/Region	Ethiopia
3	Partners	Ministry of Labour and Social Affairs and UN Women
3	Project Code	RAF/12/09/EEC
	Reference Number	Europe Aid/131088/ACT/Multi
4	Donor/Support	The European Union, ILO, UN Women
5	Project start	01 February 2013
6	Project completion date	31 July 2016
7	Budget	Euro 2,500,000
8	Technical area	MIGRANT
9	Managing ILO Unit	ILO Country Office, Addis Ababa
10	Geographical coverage	Ethiopia, GCC States, Lebanon and Sudan
11	Evaluation data:	
a.	Type of evaluation	Final Evaluation
b.	Start/completion date of evaluation mission	1st – 31st October, 2016

The ILO is currently implementing a project entitled, "Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan." The project aims at better providing decent standards at work and the human rights of women migrant domestic workers from Ethiopia throughout the process of migration – from their place of origin to their destination, all through their employment in private households in the Middle East and in Sudan, and up until their return home. It places special emphasis on young women, who make up the majority of migrants in this group.

The ILO focuses on promoting safe and regular migration for migrants, with a particular view at the empowerment of Migrant Domestic Workers. The project further foresees a long-term structural impact as Ethiopia has become one of the major sending countries of Migrant Domestic Workers (MDWs) to the Middle Eastern countries and their numbers have greatly increased in recent years till its ban in 2013. MDWs in receiving countries are concentrated in less regulated economic occupations where they work

excessive hours without over pay, no weekly or monthly rest days, restrictions on freedom of movement, exposed to psychological, physical and sexual abuse. Most of them even suffer from virtual imprisonment with their travel and identity documents confiscated.

In partnership with the Ministry of Labour and Social Affairs (MOLSA) and UN Entity for Gender Equality and Empowerment of Women (UN Women), ILO aspires to achieve project's objective that is to: Strengthening the policy and operational framework in Ethiopia to ensure safe and legal migration of DW to GCC and improve protection and reintegration of returnees as an integral part of the socio-economic development agenda for possible expansion and replication.

These objectives are pursued through four main outcomes:

- Outcome 1: To develop a coherent multi-stakeholder framework to promote the rights of MDW from Ethiopia to the GCC countries.
- Outcome 2: To streamline and de-centralize the migration process in the country of origin and strengthen oversight and monitoring process in receiving countries
- Outcome 3: To provide MDW with relevant information and substantive training prior to departure and on return home to ensure their successful performance and reintegration.

Link to the Decent Work Country

The project supports the realization of the DWCP Outcome 155: Improved management of labour migration and reduction of irregular migration.

Project Management Arrangement

The project is managed by a Chief Technical Advisor (CTA) based in the project Office in Addis Ababa and reports to the director of the ILO CO for Djibouti, Ethiopia, Sudan, South Sudan and Somalia. The CTA is the principal staff responsible for Programme implementation, supervising staff, allocating Programme budgets, preparing progress reports and maintaining Programme relations with institutional partners. She is also responsible for elaborating the final programme document, gathering supporting information and developing preliminary work plans.

The CTA is supported by a National Project Coordinator and Finance/Admin Assistant based in the project Office in Addis Ababa. A National Steering Committee is established to provide overall governance structure at the national level. A Technical Working Group is also established composed of MOLSA, EU, ILO, IOM, UN Women, UNODC, Police Commission, Ministry of Justice, Ministry of Women, Children and Youth Affairs, Immigration Authority, Ministry of Foreign Affairs, Ethiopian Employers Federation, and Confederation of Ethiopian Trade Unions. The TWG has been meeting regularly since beginning of the project in order to follow-up on issues related to the planning, implementation, operational coordination, monitoring and reporting of this program. The project is technically backstopped by Ms. Samia Kazi Aoul in MIGRANT, HQ.

Purpose of the Evaluation

The independent evaluation serves three main purposes:

- i. Give an independent assessment of the project across the three outcomes; assessing performance as per the foreseen targets and indicators of achievement at output level; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities;
- ii. To evaluate the impact and extent to which the project has achieved its expected outcomes.

- iii. Come up with recommendations that will inform future similar projects based on the lessons drawn (what could have been done differently) and best practices from the current project.

Scope of the Evaluation

The independent evaluation covers entire aspects of project including the project environment, project organization, project relevance and efficiency of resource utilization and effectiveness. Above all, sustainability and contribution to broader goal are crucial. The evaluation will assess all key results that were to have been produced since the start of the project.

Apart from these technical aspects it also covers organizational and managerial aspects including appropriateness of the design of the program and its strategic fit, implementation arrangement of the program and its value addition to the implementing organizations and also the appropriateness of the program approach and framework in the context of the countries covered. So this evaluation is expected to look largely into:

- Project achievements and progress towards achieving the projected outcomes
- Adherence to the expectations of key stakeholders including the Government, the donor and ILO Constituents.
- Prospects for replication and sustainability of the interventions
- Strategic fit of the program for ILO, EU and government stakeholders in the host country
- Relevance, feasibility and desirability of the innovation planned through the intervention
- Influence of the intervention over donors, development communities and other development collaborators
- Existence and use of the project management system including, result measurement, change management, risk management etc.
- Strategic analysis of the program in terms of analysis of internal factors (strengths and weaknesses) as well as external factors (opportunities and threats)

Clients of the Evaluation

The primary client for this evaluation is the EU as the donor and Government of Ethiopia as a key stakeholder of this program. Apart from this, the International Labour Organization (ILO) and implementing partners are the major clients of the evaluation. ILO offices and staff involved in the project (project staff, ILO departments at HQ, the technical backstopping department and the Regional Office for Africa (ROAF)) will use the findings of the report. Tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation recommendations and lessons learnt.

Evaluation Criteria and Questions

1. Evaluation criteria and questions

The evaluation will cover the following evaluation criteria:

- g) Relevance and strategic fit of the program
- h) Validity of the approach, design and strategies adopted by the project
- i) Project progress and effectiveness
- j) Efficiency of resource use, set up and value for money
- k) Management effectiveness

- l) Impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation⁶⁶.

Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation will be conducted following UN evaluation standards and norms⁶⁷ and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.

Key Evaluation Questions

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analyzing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project using the indicators in the logical framework of the project. The evaluator shall examine the following key issues:

Relevance and strategic fit of the program,

⁶⁶ ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

⁶⁷ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

- 1) To what extent is the project relevant/consistent to the priorities of the country and the GTP
- 2) To what extent is the project relevant to the EU migration policy: Global Agenda on Migration and Policy, the CAMM between Ethiopia and the EU and the ILO DWCP of Ethiopia?
- 3) To what extent does the project complement and fit with other on-going EU initiatives and ILO programmes and projects in the country as well as other relevant migration initiatives?

Validity of the approach, design and strategies adopted by the project

- 4) Was the design appropriate for the selected geographic area?
- 5) Was the intervention logic coherent and accurate?
- 6) Were the indicators of progress and of impact in the design of good quality?
- 7) Were risks properly assessed?

Project Progress and delivery of results

- 8) To what extent have the expected outputs and outcomes been achieved or are likely to be achieved in relation to its results framework or operational objectives?
- 9) To what extent can the identified results be attributed to the activities of the Project intervention?
- 10) Were outputs produced and delivered so far as per the work plan/results frame work?
- 11) Has the quantity and quality of these outputs been satisfactory?
- 12) Do the benefits accrue equitably to women and men?
- 13) In which area (geographic, component, issue) does the project have the greatest achievements so far? Why and what have been the supporting factors?
- 14) Do observed innovations, if any, have potential for replication? Are there any unintended results of the project?

D. Efficiency of Resource Use

- 15) Were the available technical and financial resources adequate to fulfil the project plan?
- 16) Was the budget spent according to the proposed budget lines?
- 17) Was the intervention economically worthwhile, given possible alternative uses of the available resources?
- 18) Was co-financing a success? Did other donors deliver on time?
- 19) What was the value of this project? (% of budget that actually reached the beneficiaries)

E. Organisational Management Arrangements

- 20) Was the management and governance arrangement of the project adequate? Was there a clear understanding of roles and responsibilities by all parties involved?
- 21) How effective was the implementation of the project activities in terms of sharing of responsibilities at project management level and coordination for the implementation of project activities? Are all relevant stakeholders involved in an appropriate and sufficient manner?
- 22) How effectively has the project management monitored project performance and results? Was a monitoring & evaluation system in place and how effective was it? Was monitoring and progress reporting adequate?

- 23) Was the project receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (Harare, Pretoria and Addis Ababa (ROAF)) and the responsible technical units in headquarters?
- 24) Was the project receiving adequate political, technical and administrative support from its national partners/implementing partners?
- 25) Has the project implemented the recommendations of the mid-term evaluation?

F. Impact Orientation and Sustainability

- 26) To what extent have beneficiaries such as potential and return Ethiopian women Migrant Domestic Workers benefited from the project activities and outputs under the project interventions? Has the project changed their lives in any meaningful way?
- 27) Was the programme strategy and programme management steering towards impact and sustainability?
- 28) To what extent has the project strengthened the capacities of federal and regional government structures to sustain the project?
- 29) Has the project increased or decreased dependency on outside intervention?
- 30) To what extent were gender issues addressed by the project?

Lessons learned

- 31) What good practices can be learned from the project that can be applied in similar future projects?
- 32) What should have been different, and should be avoided?

Methodology

The evaluation will be carried out through a desk review and field visit to the project sites in Addis Ababa and regions in Ethiopia and consult with donor, implementing partners, beneficiaries and other key stakeholders. Consultations with relevant units and officials in Geneva and Pretoria will be done through Skype and/or telephone. The evaluator will review inputs by all ILO and non ILO stakeholders involved in the project, from project staff, constituents and a range of partners from the private and civil sectors.

The draft evaluation report will be shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 5 working days).

Desk review

A desk review will analyze project and other documentation including the approved logframe, annual reports provided by the project management and HQ backstopping officers. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the evaluation manager. The evaluator will review the documents before conducting any interview.

Interviews with ILO Staff

The evaluator will undertake group and/or individual discussions with CO Director, and project staff in Addis Ababa. The evaluator will also interview project staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project. An indicative list

of all staff linked to the project will be shared by the project management (CTA) after further discussion with the Evaluation Manager.

Interviews with Key Stakeholders in Addis Ababa and Regions

A first meeting will be held with the ILO CO Director, CTA and NPC. After that the evaluator will meet other ILO staff, relevant stakeholders including members of the NSC and technical working group, regional representatives and project beneficiaries to undertake more in depth reviews of the respective national strategies and the delivery of outputs and outcomes of the respective components in the country.

Deliverables

The expected outcome of this evaluation is a concise Evaluation Report as per the proposed structure in the ILO evaluation guidelines:

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology
- Clearly identified findings for each criterion
- Conclusions
- Recommendations
- Lessons learned and good practices
- Annexes

In addition, the consultant has to submit

- Evaluation summary using the ILO Evaluation Summary template
- Lessons learned and best practices using the ILO template

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with Word for Windows.

Timeframe and Fees

#	Activity	No of Days
1	Revise documents, develop and refine tools, logistics & report framework and Field activities schedule completed	3 days
2	Field visits/ interviews for data collection	15 days
3	Data analysis and report preparation	5 days
4	Report presented to ILO project team for internal review with a PowerPoint presentation to stakeholders	2 day
5	Lesson Sharing Document preparation and printing including target group friendly versions	2 days

6	Lessons learned dissemination workshop planning and implementation, finalisation and submission of final report	3 days
	Total number of days	30 days

Budget

A budget is allocated under EU BL 5.4 for this final evaluation and is under the full control of the evaluation manager for engagement of national consultants, international and domestic travels and organization of workshops and consultative meetings with stakeholders.

For the consultant:

- Fees for international consultant for 30 days
- Fees for international travel from consultants' home to Addis Ababa in accordance with ILO regulations and policies
- Fees for DSA during the country visit

For the evaluation exercise as a whole:

- Fees for regional travel in-country
- Stakeholder workshop expenditures
- Any other miscellaneous costs
- A detailed budget will be prepared by the Evaluation Manager with support from the Project Team.

Key qualifications and experience of the Evaluator

The International consultant should have the following qualifications:

- Master degree in migration, demography, economics, social science, or related field;
- A minimum of 10 years of professional experience specifically in evaluating international development initiatives;
- Demonstrated expertise and capability in assessing, bilateral agreement, empowerment of migrants, awareness raising initiatives, capacity building, technical and vocational skills training in rural and informal economies, migration, business support services in support of micro-enterprise development including entrepreneurship and small business management training, access to finance, business linkages and markets.
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing.
- Knowledge and experience of the UN System.
- Understanding of the development context of the project country would be a clear advantage.
- Excellent communication and interview skills.
- Excellent report writing skills.
- Demonstrated ability to deliver quality results within strict deadlines.