



ILO EVALUATION

Midterm Review of the ILO/EU Migration Project RAF/12/09/EEC

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

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Acronyms & Abbreviations

BOLSA	Bureau of Labour and Social Affairs
CC	Community Conversation
CETU	Confederation of Ethiopian Trade Union
CRGE	Climate Resilient and Green Economy
CTA	Chief Technical Adviser
DAC	Development Assistance Committee
DG	Director General
GCC	Gulf Cooperation Council
GFDRE	Government of the Federal Democratic Republic of Ethiopia
EDF	European development Fund
EDWCP	Ethiopian Decent Work Country Programme
EEF	Ethiopian Employers' Federation
EU	European Union
FENSOL	Umbrella Trade Union Organization in Lebanon
GTP	Growth and Transformation Plan
ILO	International Labour Organization
IOM	International Organization for Migration
KAB	Know About Business
KSA	Kingdom of Saudi Arabia
MDW	Migrant Domestic Worker
M&E	Monitoring and Evaluation
MOE	Ministry of Education
MOJ	Ministry of Justice
MOLSA	Ministry of Labour and Social Affairs
MOU	Memorandum of Understanding
MOWCYA	Ministry of Women, Children and Youth Affairs
NIP	National Indicative Programme
NSC	National Steering Committee
NPO	National Project Officer
PEAs	Private Employment Agencies
ROAF	Regional Office for Africa
SNNPR	Southern Nations, Nationalities, and Peoples' Region
TOF	Training of Facilitators
TOT	Training of Trainers
TWG	Technical Working group
UAE	United Arab Emirates
UNDP	United Nations Development Programme
UNDAF	United Nations Development Assistance Framework
UNODC	United Nations Office on Drugs and Crime
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
WISE	Organization for Women in Self-Employment

EXECUTIVE SUMMARY

The Ethiopian Domestic Migrant Workers (DMWs) project, covering the period 2013 to 2016, was formulated by the ILO in support of Government and partner efforts aimed 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. Specifically, the project has the following specific objectives: a) To develop a coherent multi-stakeholder framework to promote the rights of MDW from Ethiopia to the GCC countries; b) To streamline and de-centralize the migration process in the country of origin and strengthen reception, oversight and monitoring process in receiving countries; c) To provide MDW with relevant information and substantive training prior to departure, on arrival in receiving country, and on return home to ensure their successful performance and reintegration.

Donor support to the project amounts to Euro 2,500,000; EU is providing 80% of the funding which is Euro 2,000,000 while ILO and UN Women are both contributing the other 20% Euro 500,000.

Relevance & strategic fit: The MDW project is relevant to aspects of the overall objectives national development plan of Ethiopia, the social and economic development areas of the UNDAF, aspects of the ongoing Ethiopian DWCP and the EU National Indicative Programme, 2014-2020. The current Ethiopian national development plan, the Growth and Transformation Plan (GTP), which mainstreams employment across all pillars (MOLSA, 2011), and makes the MDW project directly relevant to the drive towards poverty eradication and reduction in unemployment rate particularly among the youth.

In support of government efforts to address the challenge of unemployment in the country the United Nations country Team (UNCT) in Ethiopia formulated their UNDAF with outputs that are relevant to the DWCP and underscore the role of ILO in achieving these outputs. The UNDAF outputs relevant to the DWCP are: Enhanced Economic Growth; Governance – Gender; and HIV/AIDS, Basic social services. The ILO has been supporting the government in the formulation and implementation of the DWCP (2009). The DWCP for Ethiopia has three priorities; one that is relevant to the MDW project is: 'Poverty reduction through creating decent employment opportunities for men and women'

The EU National Indicative Program (NIP) covers the 2014-2020 period and constitutes the response of the EU to Ethiopia's medium term development vision outlined in the Growth and Transformation Plan (GTP) and complemented by the Climate Resilient and Green Economy (CRGE) strategy. The ILO project on MDWs therefore fits very well into the country's plan for productive employment for the labour force and protection of the rights of migrants.

Validity of design: The design of the project has been based on a Logframe annexed to the signed MoU; while the objectives and intervention logic or strategies are clearly stated, the Logframe structure appears rather fragmented and difficult to follow. It is

not clear from the Logframe the specific outputs that will lead to the achievement of any outcome. The project management has, however, identified this challenge and, to some extent, rectified aspects of the Logframe through the Implementation Plan, 2013-2016. The project needs to establish baselines and set realistic targets for the output indicators.

Project effectiveness: The project management identified quite a number of activities relevant to the realization of each key result area or output under each of the three outcomes of the project. The implementation plan for the first year (01/02/2013 – 31/01/2014) identified a total of 57 activities to address the 9 outputs and eventually the three outcomes of the project. Significant progress was made during the year, except for the interruption caused by the PM's announcement on 23 October 2013 in which the Ethiopian Government banned low skill workers from migrating to the Middle East and Sudan. Another development that interrupted project activities and caused the inclusion of new additional activities was the unexpected mass deportation of Ethiopian Migrants from Kingdom of Saudi Arabia in November 2013 which has created a chaos within the government and in Ethiopia in general. The project, to its credit, has been supporting the government in reintegration of such returnees as well as trying to support them in the institutional re-structuring process. Despite these challenges, the project management with the support of the collaborating partners (IOM, UNDOC and UN Women) continued to implement project activities and to engage with Government implementing partners.

The project also implemented capacity building for migration management, particularly through the support by ILO to TWG in revising 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; although yet to be approved by Parliament, the process has reached an advanced stage.

The institutionalization of Community Conversation (still in progress since March 2014) with the collaboration of UN Women and ILO with a general objective of bringing key stakeholders together in support of the regional anti-trafficking committees for coordinated efforts towards awareness raising and community mobilization activities for the prevention of irregular migration and protection of migrant domestic workers in general and that of women migrant domestic workers in particular.

The exposure of high-level government officials from the relevant ministries to different aspects of migration management (pre-departure education, departure processes, the plight of MDWs abroad, and development of bi-lateral agreements to safeguard their rights, return migration and the challenge of re-integration) through a series of related workshops, has succeeded in building government capacity to address the challenge of migration management. Government has recently decided to decentralize migration management to the regional level of governance; this calls for more support to capacity building in the BOLSAs for a more coordinated and effective management of migration in the country.

The MDW project has supported policy measures, establishment of institutional structures and implementation of some project-based activities designed to extend social protection to MDWs as well as aspiring MDWs. With ILO support, the Overseas

Employment Proclamation No. 632/2009 – National has been revised. It clearly defines the role of the government, role of the public and private agencies in employment exchange to promote the rights, safety and dignity of Ethiopians going abroad for employment. In terms of institutional development, the ILO has supported the formulation of a model employment contract for Migrant Domestic Workers and the establishment of a Domestic Workers' Union to address migrants' protection at home and abroad. The ILO support to the process of establishing bilateral agreements with the MDW receiving countries in the Middle East, with the objective of strengthening relations between sending and receiving countries through the development of cooperation in the area of labour migration and more importantly to improve the working conditions of migrant workers as well as protecting their rights.

Both human and institutional capacity building have been a major focus area in the delivery of ILO and partner interventions under this project since 2013. The evaluation found that most of these interventions have made significant impact on the target beneficiaries, namely the Government implementing ministries at national and regional levels, the MDWs exposed to pre-departure training and the returnees through the various re-integration strategies carried out.

Sustainability: The major project strategies for ensuring the sustainability of project activities consist of human and institutional capacity building, the utilization of existing DWCP structures in government and civil society to manage project implementation, and the move by government to achieve international standards in regard to migration and human rights through bilateral agreements. At least, three of the 8 key strategies of the project focus directly on human and institutional capacity building; namely: Outputs 1, 3 and 4.

The evaluation found that the project has reached beyond the borders of Ethiopia in working towards improved 'Operational Framework' for regular cooperative action and exchange of information established between sending and receiving countries. Some capacity has been built, bilateral agreements reached and impetus given to further action in managing DMWs from home.

Perhaps one of the major drives towards project sustainability is the process of institutionalisation of Community Conversation (CC), designed to improve re-integration of returnees and strengthen community dialogue with national and regional Anti-Human Trafficking Council. Through the ILO and partner (IOM, UNDOC and UN Women), a clear direction on the implementation of the 2006 Action plan of the National Anti-Trafficking Council has been given and mechanisms established to enhance regular information sharing between and among federal, regional and local government bodies.

In general, gender has been mainstreamed into the various aspects of project implementation, including employment of project staff, selection of trainees for capacity building and choice of implementing partners. UN Women has been supporting public awareness campaigns directed to potential MDW and their families and also policy makers, undertake research, capacity building of MOLSA and other relevant stakeholders and decentralization of the migration process in Amhara, Tigray and Addis

Ababa. In addition, UN Women supported a regional study on Gender and International Migration.

Project management: The project has been effectively managed by the ILO CO, and the Steering Committee, supported by a Technical Working Group consisting the Ministry of Labour and Social Affairs (MOLSA) – the Chair; the Confederation of Ethiopian Trade Unions (CETU); the Ethiopian Employer’s Federation (EEF); ILO; IOM; UN Women; UNODC; Police Commission; Ministry of Justice; Ministry of Women, Children and Youth Affairs; Immigration Authority; and Ministry of Foreign Affairs. Since its inception the TWG has been actively and effectively coordinating the implementation of project activities through its quarterly meetings.

In terms of collaboration, Government, Employers’ and Workers’ organizations participated in the development of the DWCP from its inception. The priorities and outcomes were identified by them through consultation and consultative workshops. It was agreed to set up a national tripartite steering committee and Technical Working Group consisting of ILO’s tripartite constituents namely, the Ethiopian Ministry of Labour and Social Affairs (MoLSA), the Confederation of Ethiopian Trade Unions (CETU), and the Ethiopian Employer’s Federation (EEF). The steering committee oversees and coordinates DWCP implementation, together with relevant government bodies, NGOs, and civil society. Series of consultations were also held by the ILO with relevant UN agencies. In this regard, a Task Force among UN agencies (ILO, UN Women, and UNODC) and IOM was established for a better coordinated work and higher impact on the area of migration.

Efficiency: The evaluation found that the resources (human resources, time, expertise, funds etc.) have been allocated and used strategically to provide the necessary support and to achieve the broader project objectives.

In terms of human resources, the ILO has deployed adequate staff (CTA, NPO, Project Assistant – Administration, and Project Driver) and the staffs have responded professionally to the demands of the project. In order to facilitate project operations, ILO CO has made available a vehicle from another project; this intervention has been useful and cost-effective as well. The evaluation has noted, however, that the ILO has not been able to provide any technical backstopping from the Headquarter in Geneva, even upon request, contrary to the letters of the MoU for this project.

Regarding finances, as of January 2015, income available to the project has been contributed by EU, ILO and UN Women amounting to Euro 796,604.44. Out of the total amount available, the project expended 615,803.55, implying an implementation rate of 77.3% over the evaluation period. While a number of planned activities are still ‘ongoing’ or ‘delayed’, project management should be commended because of the creative manner in which the project accommodated the various unplanned activities associated with the unexpected mass deportation of 160,000 MDWs from Saudi Arabia in November 2013.

The project also purchased some equipment, largely computers, printers and office supplies, in support of capacity building of the regional offices (BOLSA) as government moves towards decentralization of migration management in the country. While the six selected regions for focus on this project have not yet been covered by equipment

distribution, some items of equipment are in the ILO storage. The evaluation recommends that these items should be given out as soon as possible, while interventions pledged by partners in equipment support should be honoured soon.

Success factors: The major internal factors associated with the successful delivery of project interventions include the series of consultations with all stakeholders by ILO, particularly at the start of the project in 2013; the ILO management capacity, including the appointment of experienced and dedicated staff to manage the project, with the support ILO CO with human and logistical support and, through the evaluation manager, the ILO RO in Addis Ababa.

The major external factors that have contributed to the successful implementation of this project are its close cooperation with Government implementing agencies (MOLSA, and BOLSA); the good working relationship with the project management committees (Steering Committee and Technical Committee); the involvement of, and active participation by two strategic local Non-Government Organisations – WISE & Agar; ILOs collaboration with the African Domestic Workers’ Network (AfDWN) to organize domestic workers in Ethiopia in order, to advocate and press for the improvement and change of their living and working conditions.

Main recommendation: 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, 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 Logframe and the ILO implementation plan.

Project title: The Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States¹, Lebanon and Sudan

Short title: ILO Migrant Domestic Workers (MDWs) Project [RAF/12/09/EEC]

1. Project Background

1.1 Introduction

With an estimated population of about 87.1 million (based on the most recent United Nations projections)²; Ethiopia stands as the second largest country in Africa. The population is predominantly rural (over 80%); and youthful in character (children 0-14 make up over 40% of the total population). The relatively large population base has also been growing at a rate of 2.7% per annum since the past decade or so, one of the highest in the world.

Globally, Ethiopia is a low-income country with a per capita GDP of USD 409 in 2012. The UN (Human development Index) HDI placed Ethiopia at number 173 in rank out of 186 countries studied in 2013. Government expenditure patterns in the past decade reflect a pro-poor commitment, amounting to about 70% of government disbursements in 2011/12. There has also been an equally strong commitment to human and social development in recent years indicated by its impressive progress towards the achievement of the MDGs by 2015. Ethiopia has reduced the proportion of its population living below the poverty line from 38.7% in 2004/5 to 29.6 % in 2010/11. In this period Ethiopia also experienced rapid and sustained economic growth averaging around 10.6 percent a year (ILO & GDRE, 2013).

In pursuit of its accelerated economic growth, Ethiopia formulated, and has been vigorously implementing its 'Growth and Transformation Plan' (GTP), covering the period 2010/11 - 2014/15. In the period 2010/11, Ethiopia experienced rapid and sustained economic growth averaging around 10.6 percent a year. The country's vision is, among others, to 'extricate itself from poverty to reach the level of a middle income economy as of 2020-2023'. One of the seven pillars of the GTP is to empower youth and women.

Challenge of unemployment

Despite the economic growth the challenge of employment especially productive employment remains formidable. Unemployment rate has been high and increasing, especially amongst vulnerable groups in particular the youth, women school-leavers

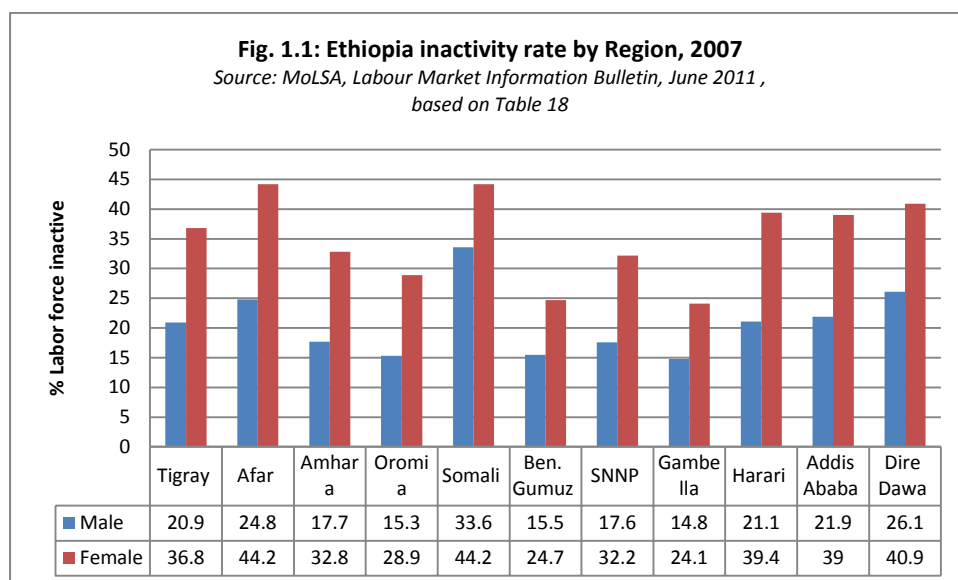
¹ GCC States are: Bahrain - or Kingdom of Bahrain; Kuwait; Oman - or Sultanate of Oman; Qatar; Saudi Arabia - or Kingdom of Saudi Arabia (KSA); and UAE - United Arab Emirates.

² United Nations.2012. World Population Prospects: The 2012 Revision; <http://esa.un.org/wpp/Excel-Data/population.htm>

and new graduates. Over the last decades, the total labor force of the country has more than doubled, increasing from 14.7 million in 1984 to 26.5 million in 1994, 33 million in 2005 and further to 36 million in 2009. Employment creation for such a rapidly increasing labor force particularly new entrants is very difficult. (MOLSA, 2011).

Estimates of unemployment rate³ and inactivity rate⁴ by MOLSA (2013) provide a good picture of the challenge of joblessness facing the country. The estimates of unemployment rates show that the national unemployment rate was 5.4% in 2007; unemployment rate for urban areas was 34% and 2.1% for rural areas.

However, the inactivity rate at national level was 25.6% (18.4% for male and 32.7% for female) in 2000; while the inactivity rate by place of residence shows that urban areas stood at a level of 39.0% compared to 22.3% for the rural areas. As illustrated in Figure 1.1, male/female differentials in inactivity rates are wide and regional differences are significant: among the males inactivity rate ranges from 15.3% in Oromia to 33.6% in Somali; and among the females, the range is from 21.4% in Gambella to 44.2% in both Afar and Somali (MOLSA, 2013).



Government's response

The Government of Ethiopia recognizes the important link between productive employment, economic growth and poverty reduction. Consequently, the current national development plan, the Growth and Transformation Plan (GTP), mainstreams employment across all pillars (MOLSA, 2011).

Role of development partners, including ILO

³ Defined mathematically as the quotient resulting from dividing the total number of unemployed by the corresponding labour force, which itself is the sum of the total persons employed and unemployed in the group. It should be emphasized that it is the labour force or the economically active portion of the population that serves as the base for this statistic, not the total population (MOLSA, 2013).

⁴ The inactivity rate is the proportion of the working-age population that is not in the labour force (neither working nor seeking for work). When added together, the inactivity rate and the labour force participation rate will add up to 100 per cent.

In support of government efforts to address the challenge of unemployment in the country the United Nations country Team (UNCT) in Ethiopia formulated their UNDAF with outputs that are relevant to the DWCP and underscored the role of ILO in achieving these outputs. The UNDAF outputs relevant to the DWCP are:

- Enhanced Economic Growth
- Governance – Gender
- HIV/AIDS, Basic social services

The ILO has been providing technical and financial assistance to its constituents to eradicate poverty through creating decent employment opportunities for men and women. This assistance has been given for the implementation of technical cooperation projects in areas of International Labour Standards, Employment, Social Protection, and Social Dialogue in accordance to the ILO's constitutional mandate and priorities of the Government of Ethiopia.

With the ILO support the Government has been implementing related project activities since the adoption of the EDWCP (2009). Under the project: *Preventing trafficking of Ethiopian migrant workers and protecting their rights through better regulation and monitoring of Private Recruitment Agencies (ETH/08/01/AGF)*. With a total amount (US\$) 100,000, the project covered the period from March 2010 to March 2011. The project outputs include:

- Enhanced knowledge base
- Capacity building of law enforcement
- Improved self-regulation of private employment agencies
- Increased capacity of workers' organizations, in particular at the community level, to reach out to Ethiopian migrant workers, promote their awareness of the risks of trafficking and to report cases of trafficking for forced labour and abusive recruitment

Action to prevent human trafficking within and from Ethiopia. (ETH/10/02/USA) With a total amount (US\$) 500,000, the project covered the period from 30 September 2010 to 28 February, 2013. The project outputs include:

1. Establishment of a sustainable information system to better inform strategies and action plans against the trafficking of workers.
2. Strengthening the capacity of legislators and law enforcement agencies to effectively prevent and prosecute trafficking.
3. Strengthen the capacity of Private Employment Agencies (PrEAs) to process migration applications in accordance with the newly passed national (632-2009) Proclamation.
4. Strengthen the level of awareness of potential migrants, sending communities and other stakeholders to mitigate trafficking

Within the context of the DWCP, the donor priorities and opportunities partnership seem to be in two main areas:

- Poverty reduction through creating decent employment opportunities for men and women
- Improved governance, social dialogue

The DWCP for Ethiopia has three priorities and seven corresponding outcomes as follows: a) Poverty reduction through creating decent employment opportunities for men and women; b) Expansion of social protection for men and women and; c)

Improved governance, social dialogue and compliance with International Labour Standards. The DWCP priorities are addressed through implementation of TC projects, UN Joint programmes and regular budget capacity building initiatives.

Some of the notable achievements by the government include the following:

- ✓ Draft Nation Employment Proclamation has been developed and presented to the Council of Ministers for adoption.
- ✓ Ministry of Labour and Social Affairs with the assistance of the ILO revised the existing national labour law which was criticized for lack of comprehensiveness and of falling short of international standards.
- ✓ National OSH policy was developed.
- ✓ Ethiopia adopted ILO's Know About Business (KAB) as a tool to be used in TVET and higher education institutions. As a follow up to the adoption, 4 training of trainers were conducted in 9 regions (88 trainers).
- ✓ National action plan to improve the implementation of laws and policies concerning the employability and employment of persons with disabilities adopted and implemented

The challenge of the migrant domestic workers (MDWs)

With regard to Migrant Domestic Workers (MDWs), Ethiopia has faced some major challenges. The fact that Ethiopia has become one of the major sending countries of MDWs to the Middle Eastern countries and their numbers have greatly increased in recent years could generate a long-term structural impact.

Estimates indicate that about 200,000 domestic workers migrated from the country in 2012/13 using legal channels alone. However, well over 200,000 domestic workers migrate irregularly every year, using the so-called 'desert route', or by contracting unregistered private employment agencies (PEAs). Their destination is the Middle East, but recently also Sudan. According to MoLSA, nearly 100% of the unskilled migrants are women domestic workers. MDWs in receiving countries are concentrated in less regulated economic occupations where they work excessive with poor pay, and exposure to human right abuses.

Since 2011 the number of female migrant domestic workers has increased dramatically; and in order to address this, MoLSA planned to issue more than 1,000 migration permits daily, mostly for women who have taken part in a 3-hour pre-departure training. Report on this shows that 96% of potential migrants coming to MOLSA are women.

The objectives of MOLSA are to better regulate the system, to provide better preparation and protection for the MDWs and ensure their safe return, and to reduce the numbers of domestic workers leaving by irregular channels which provide little protection though as few processes are involved are able to achieve speedier departure.

In order to realize these objectives, the Ethiopian Government has put in place a number of measures that should facilitate, monitor and regulate the formal migration process. In particular, the Employment Exchange Services Proclamation (EESP) No632/2009 addresses most of the migration policy issues and includes measures for protecting the rights, safety and dignity of migrant workers in country of origin and

receiving countries. However, it was observed that the Proclamation itself has some gaps in implementation relating inter alia to: a) establishing better coordination between the various government agencies responsible for different aspects of migration; the deployment of labour attachés to receiving countries; b) better training and certification of MDWs and; c) cooperation and dialogue between Ethiopia and receiving countries.

The interventions by Private Employment Agencies (PEAs) have also generated a different form of challenge. The majority of domestic workers are placed in employment in the receiving country through the contact between Private Employment Agencies (PEAs) - some 400 of which are currently registered with MoLSA - and their counterpart agency in the receiving countries. However, it has been observed that a much greater number of PEAs operates illegally throughout rural Ethiopia and in Addis Ababa. They collect large fees (between 200 to 400 Euros) for their services and cannot be held accountable in cases of abuse. The decentralization of the MoLSA's registration system will go a long way towards discouraging women from signing up with unregistered PEAs and migrating irregularly.

In the receiving countries, the Ethiopian MDWs tend to face additional challenges as well. While some positive experiences by MDWs have been recorded, evidence points to instances of undue hardships and abuse by a significant number of Ethiopian domestic workers in the Middle East. These include unfair remuneration or withheld wages, poor working conditions and insufficient accommodation, denial of freedom of association and workers' rights, discrimination, xenophobia and social exclusion, and virtual absence of social protection or recourse against abuse. In many cases no contracts are issued to MDWs and, more often than not, where a contract exists the conditions are often not observed and agreed working time is not respected. Worse still, there were reported cases of physical, sexual and psychological abuse of domestic workers by their hosts, sometimes leading to death - between April and October 2010, for instance, the number of deaths (most of them unnatural) of migrant female domestic workers from Ethiopia registered by the Ministry of Foreign Affairs was 67.

Conditions in the receiving countries

The receiving countries are the GCC states (Bahrain, Kuwait; Oman, Qatar, Saudi Arabia and UAE - United Arab Emirates), Lebanon and Sudan. In GCC countries in the past two decades migrant domestic workers have become the main providers of care in the home. The sponsorship system (*kafala*) in place in most of these countries means that the migrant is totally dependent upon and tied to his/her employer for the duration of their stay and has little recourse against abuse of the contract, where there is a contract. On the other hand the employer is often unaware of the actual costs involved in employing a migrant worker beyond the basic salary (fees to PEA, entry visa, work & residence permits, health insurance, accommodation, return air-ticket). In case of dispute about any of these items it is usually the DW who loses out.

The other prevailing conditions at the destination countries for the Ethiopian MDWs are the following:

- Although most GCC countries have ratified major international human rights Conventions & Labour conventions DW are still not recognized as workers but

rather as aliens and therefore handled by the Ministry of Interior rather than the Ministry of Labour.

- ILO Convention 181 on Private Employment Agencies has not been ratified by any of the countries receiving MDW.
- While some of the receiving countries have established a standard contract for DWs, the provisions are biased towards the employers and are hardly enforced; MDWs do not have adequate access to health care in the receiving countries.

GDRE/ILO Project intervention

It is against this background that the Ethiopian Domestic Migrant Workers (DMWs) project was conceptualized and formulated. It is expected that the issues enumerated above will be addressed in the framework of establishing MoU between the ILO and the Government of the Federal Republic of Ethiopia (GDRE), as well as the Ethiopian Employers' Federation and Confederation of Trade Unions.

The project is expected to address the following specific objectives: a) To develop a coherent multi-stakeholder framework to promote the rights of MDW from Ethiopia to the GCC countries; b) To streamline and de-centralize the migration process in the country of origin and strengthen reception, oversight and monitoring process in receiving countries; c) To provide MDW with relevant information and substantive training prior to departure, on arrival in receiving country, and on return home to ensure their successful performance and reintegration.

In order to further enrich the effectiveness of project delivery, the ILO established partnership with UN Women; an MOU was developed and agreed by the two parties and signed on 02 October, 2013. The terms of the agreement stipulates that UN Women will: a) provide expertise on migration, b) support to public awareness campaigns directed to potential MDWs and their families and also to policy makers, c) undertake research, capacity building of MOLSA and other relevant stakeholders towards the decentralization of the migration process in Amhara, Tigray and Addis Ababa.

The proposed interventions are also expected to support further improvements in the system in the country of origin, amongst them the creation of an electronic archive of all workers who migrate; the revision and implementation of proclamation 632/2009; the progressive decentralization of the registration system, with branches opening in the major sending regions of Ethiopia (Amhara, Oromia, SNNPR, Tigray), as most labour migrants originate from these rural areas, rather than from Addis Ababa. Both digitalization and decentralization will contribute to making the process of legal labour migration more efficient and less time consuming, thus rendering it more attractive to potential migrants and making the 'desert route' less attractive.

2. Background on evaluation

2.1 Migrant Domestic Workers (MDWs) Project

Aim: 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.

Project objectives: In partnership with Ministry of Labour and Social Affairs (MOLSA) and UN Entity for Gender Equality and Empowerment of Women (UN Women), ILO expects to achieve the following project objectives:

- i) Develop a coherent multi-stakeholder framework to promote the rights of MDW from Ethiopia to the GCC countries;
- ii) Streamline and de-centralize the migration process in the country of origin and strengthen oversight and monitoring process in receiving countries;
- iii) Provide MDW with relevant information and substantive training prior to departure, on arrival in receiving country, and on return home to ensure their successful performance and reintegration; and

Project Outputs

- 1) Improved Operational Framework for regular cooperative action and exchange of information established between sending and receiving countries.
- 2) Increased awareness and dialogue on ratification of ILO Convention 189.
- 3) Enhanced capacity and legal basis to provide decentralized more efficient and coordinated services to (MDWs/Aspiring MDWs and returnees).
- 4) Strengthened commitment of stakeholders including government and PEAs to enforce the legislative and regulatory framework pertaining to overseas employment
- 5) Four (4) Information/Outreach/Support Centres strengthened and established in country of origin.
- 6) Financial education for aspiring MDW developed.
- 7) Fewer disputes arising between DW and PEA/PPE; between DWs and employers.
- 8) 2000 MDW are adequately prepared prior to departure, on arrival and on return to fully contribute to the economy of receiving and origin countries.
- 9) The Social Protection is extended to migrant domestic workers and aspiring MDW.

Link to DWCP: The project supports the realization of the Ethiopian DWCP Outcome ETH 155: *Improved management of labour migration and reduction of irregular migration.*

Duration: This project is a three year project from February 2013 to January 2016.

Funding: The total project budget is Euro 2,500,000; EU is providing 80% of the funding which is Euro 2,000,000 while ILO and UN Women are both contributing the other 20% Euro 500,000.

Coverage: Initially the project was to target Ethiopia and Somalia however, this has been revised only to target Ethiopia and addendum has been signed with the Donor accordingly.

2.2 Purpose and scope of the Mid-Term Evaluation

2.2.1 Purpose and objectives of evaluation

Purpose

The independent evaluation serves two main purposes:

- a)** Give an independent assessment of progress to date of the project across all 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;
- b)** Provide strategic and operational recommendations as well as highlight lessons to improve performance and delivery of project results

Objectives

The overall objective of this evaluation is to analyse progress made towards achieving established outcomes, to identify lessons learnt so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes for the rest of the project life span. The evaluation provides an opportunity for taking stock, reflection, learning and sharing knowledge regarding how the project could improve the effectiveness of its operations for the other half of the project period.

1.2.2 Scope of evaluation

The independent evaluation will cover the three outcomes of project. The evaluation will assess all key outputs that have been produced since the start of the project. In particular, the evaluation will make recommendations regarding:

- Progress made towards achieving the project outcomes
- How to ensure the achievement of all results (outputs and outcomes) within the project period
- Internal and external factors that influence speed of implementation
- Management of the operation of the project, including staff management
- The extent of government buy-in, support and participation in the initiative
- Strategic fit of the initiative within the context of the DWCP
- Relevance of the initiative within national development priorities/frameworks
- Synergies with other relevant programmes and activities on Labour migration in Ethiopia
- Knowledge management and sharing
- Results based measurement and impact assessment systems
- Systems for Risk analysis and assessment
- Other specific recommendations to improve performance and the delivery of results

Type and clients of evaluation

This is an independent evaluation.

The primary clients of the evaluation are the European Union as donor of this project, the government of Ethiopia as a recipient country; ILO's tripartite constituents namely, the Ethiopian Ministry of Labour and Social Affairs (MoLSA), the Confederation of Ethiopian Trade Unions (CETU), and the Ethiopian Employer's Federation (EEF); and the ILO as executor of the project, including offices and staff involved in the initiative as well as other relevant stakeholders. The ILO Office, the tripartite constituents and other parties involved in the execution of the project will use, as appropriate, the evaluation findings and lessons learnt.

3. Evaluation Methodology and Approach

The Mid-Term Review of the MDWs has been undertaken by ILO in collaboration with other development partners (IOM, UN Women, UNODC and local NGOs – WISE, Agar Ethiopia) and the Ethiopian government implementing partners, led by MOLSA. The process was managed by the ILO ROAF, Addis Ababa, Ethiopia. The evaluation manager in consultation with MOLSA drafted the Terms of Reference (TOR) for the review and made it available to all concerned for comments before attaching it to the agreement papers with the External Collaborator appointed to undertake the review (See Annex 4 of this report).

1.3.1 Methodology

Data sources

The evaluation has been based on two sources of data; namely secondary and primary. Data from secondary sources derived from project documents, including the approved Logframe, ILO 2013 - 2014 Annual reports and implementation plan provided by the project management, ILO CO sources, government reports, project mission and workshop reports and related internet sources. Based on these sources, a desk review was undertaken and analysis of project and other documentation carried out. Based on the desk review the evaluation made some initial observations which were discussed with project management.

To some extent, these initial observations guided the refinement of issues and questions addressed during the field work for primary data collection, with reference to the standard evaluation criteria and the evaluation questions in the ToR. The Annex Table 3 shows the places visited and persons met, including at Federal and Regional levels of government administration and institutional locations of all the stakeholders and supporting partners. The consultant undertook group and/or individual discussions with project staff in Addis Ababa, as well as ILO staff responsible for financial and administrative support to the project. The list of persons to be interviewed was drafted and discussed and later modified by the project management (CTA) after further discussion with the Evaluation Manager. Due to changes in the timing of appointments, the modification to the appointment schedule was ongoing as interview proceeded.

The evaluator met and held discussions with the ILO CO Director for Ethiopia and Somalia the Evaluation Manager, the CTA, National Project Coordinator and Programme and Administrative Assistant. The evaluation process benefited from the frank discussions held with them and the availability of project reports and related documents provided.

In addition, the evaluator met with most of the relevant stakeholders including members of the National Steering Committee (NSC) and the Technical Working Group (TWG), as well as project beneficiaries to undertake more in depth reviews of the respective national strategies and the delivery of outputs and outcomes of the respective project components in the country.

Some of the beneficiaries were met in focus group discussions at which they were given the opportunity to make their contributions in the Amharic language based on

questions prepared by the evaluator. The two groups of beneficiaries interviewed are as follows:

- a) Returnees under WISE management (7 Nos.)
- b) Returnees under Agar Ethiopia management (20 Nos.)

These are the only national NGOs involved in the implementation of this project. The NGO management selected the respondents for the interviews representing the wide range of their programme beneficiaries.

Evaluation criteria and evaluation questions

In accordance with the ILO evaluation guidelines, this evaluation has been designed to address the standard evaluation criteria: namely, Relevance and strategic fit, Validity of design, Project effectiveness, Efficiency of resource use, Effectiveness of management arrangements, Impact orientation and sustainability, and Lessons learned. The relevant evaluation questions for each of the criteria are shown in the attached ToR.

The presentation of the main findings of this evaluation is based on the standard evaluation criteria enumerated above. Gender concerns have been addressed based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation has also followed the UN evaluation standards and norms⁵ 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 TOR and the ILO results-based approach, the evaluation has also focused on identification and analysis of results through addressing key questions related to the evaluation criteria and the achievement of the outcomes and outputs of the project as defined in the logical framework.

Limitations

The design of the field work was to consult with donor, implementing partners, beneficiaries and other key stakeholders. Much of these consultations were done except that only two groups of direct beneficiaries of the reintegration support could be reached because of time constraint. However, since the two groups represent those being managed by the two NGOs (WISE and Agar Ethiopia) in this project, the evaluation relied on information from government implementing agencies to indirectly collect evaluation information from the other returnees who have benefited from this project.

1.3.2 Approach

Process management

The evaluation was undertaken an independent international evaluation consultant, selected on the basis established by the ILO. The evaluation team (made up of the CTA, NPC and the Consultant) reported to the evaluation manager (Mr. Gugsu Yimer Farice) and discussed any technical and methodological matters with the evaluation manager

⁵ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

as necessary. The ILO CO provided full logistical support to the evaluation process as necessary.

Following the field work, a half day Mid Term Review meeting was held on Tuesday, 10 March 2015 from 9am to 1:00pm, at Desalegne Hotel, Addis Ababa. The evaluator presented the preliminary review findings and both donor and implementing partners had the opportunity to make inputs into the findings and share experiences including challenge encountered.

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

4. Evaluation Findings

4.1 Relevance and strategic fit

Is the project relevant to the achievements of the outcomes in the national development plan, the UNDAF and the Ethiopian DWCP?

The MDW project has been contributing to the achievement of this pro-poor strategy by reducing domestic unemployment while generating income from remittances by the migrant workers. The GDRE has been pursuing a pro-poor development strategy since the past decade or so, as evidenced by its strong commitment to human and social development in recent years indicated by its impressive progress towards the achievement of the MDGs by 2015.

In pursuit of its accelerated economic growth, Ethiopia formulated, and has been vigorously implementing its 'Growth and Transformation Plan' (GTP), covering the period 2010/11 - 2014/15. One of the seven pillars of the GTP is to empower youth and women. The MDW project focuses on capacity building for potential migrants most whom are young females and provides support to returnees through training to enhance employability and in self-employment.

In support of government efforts to address the challenge of unemployment in the country the United Nations country Team (UNCT) in Ethiopia formulated their UNDAF with outputs that are relevant to the DWCP and underscored the role of ILO in achieving these outputs. The UNDAF outputs relevant to the DWCP are: Enhanced Economic Growth; Governance – Gender; and HIV/AIDS, Basic social services. The MDW project supports the realization of the Ethiopian DWCP Outcome ETH 155: *Improved management of labour migration and reduction of irregular migration.*

The MDW project compliments the ILO effort in providing technical and financial assistance to its constituents to eradicate poverty through creating decent employment opportunities for men and women. This assistance has been given for the implementation of technical cooperation projects in areas of International Labour

Standards, Employment, Social Protection, and Social Dialogue in accordance to the ILO's constitutional mandate and priorities of the Government of Ethiopia.

Is the project relevant to achieve the targets set in the Decent Work Agenda for Africa (DWAA) and other relevant regional and global commitments?

The MDW project is relevant to the achievement of the following DWAA targets:

- Target 1: Mainstreaming decent work into national & international development strategies
- Target 3: Decent work for Africa's Youth
- Target 8: Implementing labour standards at the workplace
- Target 9: Tripartism
- Target 11: Implementation of fundamental principles and rights at work
- Target 13: Anti-slavery
- Target 14: Anti-discrimination
- Target 15: Escaping the informal economy trap
- **Target 16: A fair deal for Africa's migrant workers** (emphasis placed)

The project is also relevant to the Yaoundé Tripartite Declaration on the implementation of the Social Protection Floor, (8 October, 2010), in full recognition of the urgent need for all African Member States and Social Partners to start the effective and rapid implementation of a Social Protection Floor for all Africans.

How well the project complements and fits with other on-going ILO programmes and projects in the country.

With the ILO support the Government has been implementing related project activities since the adoption of the DWCP (2009). Under the project: *Preventing trafficking of Ethiopian migrant workers and protecting their rights through better regulation and monitoring of Private Recruitment Agencies* (ETH/08/01/AGF). With a total amount (US\$) 100,000 the project covered the period from March 2010 to March 2011. The project outputs include:

- Enhanced knowledge base
- Capacity building of law enforcement
- Improved self-regulation of private employment agencies
- Increased capacity of workers' organizations, in particular at the community level, to reach out to Ethiopian migrant workers, promote their awareness of the risks of trafficking and to report cases of trafficking for forced labour and abusive recruitment

Action to prevent human trafficking within and from Ethiopia. (ETH/10/02/USA) With a total amount (US\$) 500,000, the project covered the period from 30 September 2010 to 28 February, 2013. The project outputs include:

- Establishment of a sustainable information system to better inform strategies and action plans against the trafficking of workers.
- Strengthening the capacity of legislators and law enforcement agencies to effectively prevent and prosecute trafficking.
- Strengthen the capacity of Private Employment Agencies (PrEAs) to process migration applications in accordance with the newly passed national (632-2009) Proclamation.

- Strengthen the level of awareness of potential migrants, sending communities and other stakeholders to mitigate trafficking

What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?

The ILO organised a series of consultations with different local NGOs, government partners, UN agencies, Donors and international organizations to create partnership and to avoid duplication of efforts and achieve a greater impact. These include consultations with the International Organisation for Migration (IOM); the Economic Commission for Africa (ECA); the United Nations Office on Drugs and Crime (UNODC); and UN Women. This led to the establishment of a Task Force among UN agencies (ILO, UN Women, UNODC, and UNHCR) and IOM to promote collaboration in the implementation of the MDW project. Through the Task Force, the collaborating UN agencies have together and individually brought additional expertise to bear on the project, complementing the ILO and Donor resources.

In order to further enrich the effectiveness of project delivery, the ILO established partnership with UN Women; an MOU was developed and agreed by the two parties and signed on 02 October, 2013. The UN Women developed a complimentary project and pledged Euro 250,000 for its implementation. The terms of the agreement stipulates that UN Women will: a) provide expertise on migration, b) support to public awareness campaigns directed to potential MDWs and their families and also to policy makers, c) undertake research, capacity building of MOLSA and other relevant stakeholders towards the decentralization of the migration process in Amhara, Tigray and Addis Ababa.

Strategic fit with the EU Development Cooperation Strategy and synergies with relevant EU initiatives and programmes and information sharing with EU.

The EU National Indicative Program (NIP) covers the 2014-2020 period and constitutes the response of the EU to Ethiopia's medium term development vision outlined in the Growth and Transformation Plan (GTP) and complemented by the Climate Resilient and Green Economy (CRGE) strategy. The 11th EDF NIP is aligned to the broad objectives of GTP and CRGE, and to the specific objectives of sector plans in the focal areas of cooperation. The EU cooperation will be built around three focal sectors: a) sustainable agriculture and food security, b) health, and c) roads and energy, all of which are reflected in GTP Pillars.

Strategically, the NIP focus is to support Ethiopia in making decisive progress in sustainable socio-economic development. The specific strategies to achieve this objective include: a) raising competitiveness and increasing both public and private investment in support of rapid economic growth, b) enhancing food security, c) reducing chronic malnutrition, d) building the resilience of vulnerable people including climate change related shocks and achieving sustainable agricultural transformation and growth, d) increasing access to, as well as the quality of health services and reducing the country's infrastructure deficits, e) improving democratic governance and strengthening the country's institutions, while supporting environmental programs.

While enhancing human rights, democracy and other key elements of good governance also features prominently in the EU's Agenda for Change, the Ethiopia's GTP itself places emphasis on capacity-building and good governance as one of the GTP focal areas, complemented by the National Human Rights Action Plan adopted in 2013. The Action Plan aims at improving human rights, accelerating the process of building good governance and democracy, and ensuring the sustainability of socio-economic development.

4.2 Validity of design

The adequacy of the design process (Is the project design logical and coherent)? What internal and external factors have influenced the ability of the ILO to meet projected targets?

Project design: The project document is attached as Annex to the MoU signed by the ILO and MOLSA in March 2013. The document provides the usual summary information that identifies project title, the technical area (Migration) and CO Addis Ababa as the Administrative unit. Technical Backstopping Units are identified as MIGRANT, TRAVAIL and NORMS, with SAPFL and Collaborating ILO Unit; external collaborating partners are identified to include UN Women and IOM. The project is presented as covering a period of 36 months, with budget requested in the amount of Euro 2,500,000, comprised of Euro 2 million from EC and Co-financing from ILO and collaborating partners amounting to Euro 500,000.

The narrative sections consist of i) Background and Project justification; ii) Strategy and Logical Framework; iii) Institutional framework and management arrangements; iv) Sustainability; v) Monitoring and evaluation and; vi) Budget Summary. The Logical Framework is attached to the document as Annex. In general, the project has been well designed; the statement of objectives is defined in conjunction with strategy for each objective.

The project Logical Framework (Logframe) comprises the following columns:

1. Objective (or outcome)
2. Intervention logic (or strategy/output)
3. Objectively verifiable indicators of achievement (OVIAs)
4. Sources and means of verification
5. Assumptions

While the objectives and intervention logic or strategies are clearly stated, the Logframe structure itself appears rather fragmented and difficult to follow. It is not clear from the Logframe the specific outputs that will lead to the achievement of any outcome. The structure omits a column for activities to address each strategy or output, possibly in the expectation that project management will determine the range of activities necessary to achieve a given output.

Another structural problem with the Logframe is that the objectives (outcomes) are treated separately in the upper panel of the structure, while the objectives and their corresponding key result areas (rather than activities) and defined separately below. It is therefore difficult to relate a specific objective (output) to the relevant key result

are(s) and associated activities. The project management has, however, identified this challenge and, to some extent, rectified aspects of the Logframe through the Implementation Plan (IP), 2013-2016 and revised Log Frame. The project IP defines outcome in relation to the relevant outputs, and for each output the cluster of planned activities for each year of the project cycle. In addition, the IP identifies for each activity the lead implementing agency and the broader implementing body.

It is equally noteworthy that the Logframe defines objectively verifiable indicators of achievement (OVIAs) for each objective (outcome) and result area (output) but in many cases the indicators have not been operationalised. They have been defined in such terms as: “Reduction in abuse....”; “Increased involvement of migrant workers.....”; “Establishment of regular dialogue.....”; etc. The underlined terms are not operationalised.

In the absence of operational definition, the Logframe suggests as follows: “Targets and indicators for safe migration (are) reflected in development and HR policy documents” (see column 3, row 1 of the Logframe), implying that project management should add to the Logframe, for completion, baseline and target indicators by undertaking document review. Given this situation, it will be necessary for project management to take the following steps as soon as possible:

- a) Review the documents mentioned and identify for each outcome and output relevant baseline data;
- b) Undertake a mini-baseline survey to augment information deficit so as to refine the Logframe and facilitate the formulation of Annual Work Plan for project implementation;
- c) In consultation with the stakeholders refine the Logframe by inserting baselines for each outcome and output indicator, and agreeing on targets for each of them as appropriate.

In the absence of the above steps, project management has inevitably focused attention on the 9 key result areas by engaging in implementation of activities considered relevant. In the absence of defined baselines and targets for outcomes, outputs and their indicators it is difficult for an evaluation such as this to determine objectively the degree of progress made through project implementation towards the achievement of project objectives.

The major internal factors associated with the successful delivery of project interventions include the series of consultations with all stakeholders by ILO, particularly at the start of the project in 2013; the ILO management capacity, including the appointment of experienced and dedicated staff to manage the project, with the provision by ILO CO with human and logistical support and, through the evaluation manager, the ILO ROAF in Addis Ababa.

In terms of technical expertise deployed to this project by the ILO, the ILO recruited a Chief Technical Adviser (CTA), as of 1 May 2013. The CTA has brought to the project management a wealth of experience gained over ten (10) years working with the ILO in various fields, the latest being on the UN Joint Programme on Gender Equality and Women Empowerment. She has an extensive knowledge of the issues surrounding Ethiopian migrant domestic workers and is responsible for the day to day

implementation of the programme and the ILO is fully confident that she will be able to deliver on the set results. After the appointment of the CTA, a National Project Coordinator (NPC) was recruited by June 5th 2013. She also came on the project with extensive experience from the government side on the issue of migrant domestic workers and refugees and has continued to contribute enormously to the successful implementation of the project. Finally, a Programme/Admin Assistant was appointed but soon resigned for personal reasons, later replaced on 1st May 2013. The project was also able to procure office space and necessary equipment during the reporting period, including a 4x4 Toyota deployed by the ILO CO to this project from another project; project driver was recruited for the project in May 2013. The evaluation observed that the project personnel worked together as a team and with industrious dedication.

The major external factors that have contributed to the successful management of this project are its close cooperation with Government implementing agencies (MOLSA, and BOLSA); the good working relationship with the project management committees (Steering Committee and Technical Committee); the involvement of, and active participation by two strategic local Non-Government Organisations – WISE & Agar; ILO's collaboration with the African Domestic Workers' Network (AfDWN) to organize domestic workers in Ethiopia in order, to advocate and press for the improvement and change of their living and working conditions. As it is usually these domestic workers who end up migrating and whose voice are not heard therefore, they need organizations of their own – strong, democratic and sustainable. The process of organizing and capacity-building can help to unite domestic workers who are otherwise isolated and invisible, working at individual households. It will be a representative voice of domestic workers who will define their own needs and goals and strategies to achieve them.

Another major external factor is the project's collaboration with relevant UN agencies: these include collaboration with the International Organisation for Migration (IOM); the United Nations Office on Drugs and Crime (UNODC); and UN Women. In the process a Task Force among UN agencies (ILO, UN Women, UNHCR and UNODC) and IOM were established to strengthen planned project interventions especially in the areas of human and institutional capacity building, service delivery and research. As already noted above, through the Task Force, the collaborating UN agencies have together and individually brought additional expertise to bear on the project, complementing the ILO and Donor resources.

The ILO has worked closely with relevant UN agencies in the country in implementing this project. At project management level, the TWG is composed of ILO, IOM, UN Women and UNODC apart from government and NGO members. Information sharing at the TWG meetings have facilitated closer cooperation with government and other implementing agencies.

Right from the start, ILO and UN Women agreed to collaborate on the MDW project. An MOU was developed and agreed by the two parties and signed in October 2013. In terms of the MOU, UN Women will ensure that available expertise on migration will support the project implementation, and will utilize to heighten the effectiveness of the action. UN Women will also i) support public awareness campaigns directed to potential MDW and their families and also policy makers, ii) undertake research, iii) support capacity

building of MOLSA and other relevant stakeholders and, iv) contribute to decentralization of the migration process in Amhara, Tigray and Addis Ababa.

Led by UN Women, the project supported the conduct of a consultative workshop in Waldia town, Amhara Region, in March 2014 to initiate Community Conversation as a strategy for bringing key stakeholder on board to support the regional anti-trafficking committees and for coordinated efforts towards awareness raising and community mobilization activities for the prevention of irregular migration and protection of migrant domestic workers in general and that of women migrant domestic workers in particular. With the support of UN Women an agreement has been signed with Amhara and Addis Ababa BOLSA as well as Ethiopia Radio and Television Agency for the purpose of implementing activities related to community conversation.

Under its project to support the MDW project, UN Women also led a national Training of Trainers (TOT) programme on Community Conversation in August 2014. The training drew participants from government ministries at federal and regional levels. The main objective of the workshop was to increase the awareness of the community-at-large and the aspiring MDWs on the benefits of legal migration and the risks involved in irregular migration.

The third major area of support to the project by UN Women has been in research, an area that seems to be underplayed in the project design. With the leadership of UN Women a regional study was commissioned on 'Gender and International Migration'. The study focused on female migrant domestic workers in Africa where in-depth study was carried out in Ethiopia. A validation workshop was conducted in July, 2013, with relevant government institutions and other development partners working in the area of migration. The research findings show clearly the push factor has been largely responsible for the increasing waves of emigration by DWs from Ethiopia; and in order to realise the full benefits of such migration the Government should work towards a better strategy for legal migration, protection of the rights of migrants in both sending and receiving countries and meaningful re-integration of returnees.

ILO in partnership with the Ministry of Labour and Social Affairs (MoLSA), UN Women and IOM conducted a needs assessment on the institutional capacity of the BOLSAs in Amhara, Oromia, Tigray, SNNPR, Dire Dawa, and Addis Ababa to identify the current situation, challenges/gaps and support needed to conduct the decentralized overseas employment services, namely: pre-departure training, inspection and follow up of PEAS, complaint handling and re-integration of returnee MDWs. Based on the capacity assessment undertaken, action plans for interventions were developed. These include: i) Training guides for community dialogue; ii) TOR for teachers and trainers on trafficking; iii) Strategic priorities and goals to build capacity of government in the management of labour migration; iv) Skills inventory of the labour force in Ethiopia and; v) Roadmap to labour migration management in Ethiopia; vi) Assessment on the operation of Private Employment Agencies (PEAs). In addition, a national consultation on improved reintegration of returnees and institutionalization of Community Dialogue with national & Regional Anti-Human trafficking Council members was organized in 2014 in Addis Ababa.

Consultations were also held with the United Nations Office on Drugs and Crime (UNODC) for possible collaboration. Incidentally, UNODC had just signed an agreement with the Ethiopian Government to implement a project titled “Strengthening Criminal Justice Response to Trafficking in Persons (TiP) and Smuggling of Migrants (SoM) in Ethiopia and Djibouti”. Discussions took place on areas of collaboration and also lesson learned and challenges faced. It was agreed that the ILO would organize the launch of both projects together in the first quarter of 2014 and possibly establish a Joint National Steering Committee around the same time. In this regard, a Task Force among UN agencies (ILO, UN Women, and UNODC) and IOM was established for a better coordinated work and higher impact on the area of migration.

Initially, ILO held several consultations with IOM and it was agreed that as an Associate there is no need for any formal official agreement with IOM. Hence, continued working together very closely. The partnership with IOM will ensure that their available expertise on the migration process, will be utilised to heighten the effectiveness of the action.

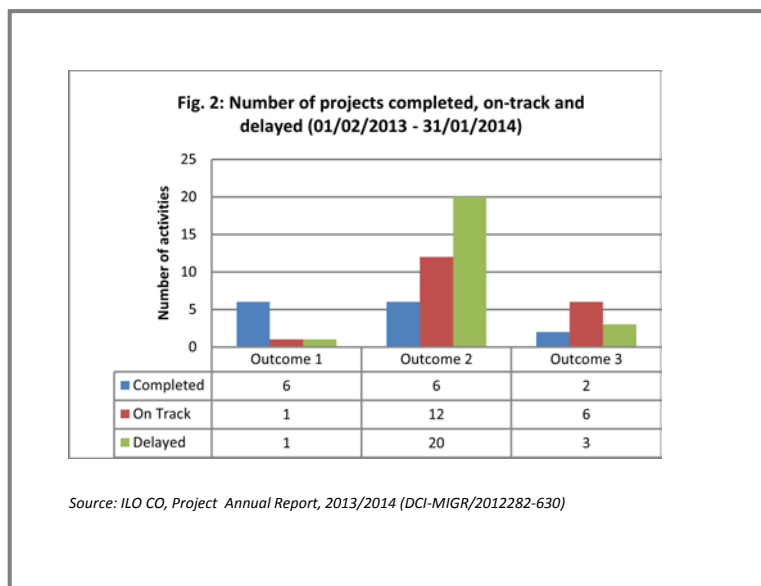
In January 2015, IOM signed a project document with MOLSA on ‘Strengthening Labour Migration Management in Ethiopia’, with funding from the IOM Development Fund for USD 200,000 covering the period from November 2014 to January 2016. The overall objective of the project is to ‘Enhance the capacity of policy makers of the Government of Ethiopia and other relevant stakeholders engaged in labour migration management. Under this project, IOM has been collaborating with the ILO project on MDW in information sharing and related support.

The World Bank has also collaborated with the ILO on this project, including the “Technical Workshop on Review of Bilateral Agreements on Low-skilled Labour Migration” organised in Kathmandu, Nepal, 1-2 December, 2014. This was important in initiating the necessary moves to achieve bilateral cooperation between MDW sending and receiving countries.

Considering the results that were achieved so far, was the project design realistic?

The project management identified quite a number of activities relevant to the realization of each key result area or output under each of the three outcomes of the project. The implementation plan for the first year (01/02/2013 – 31/01/2014) identified a total of 57 activities to address the 9 outputs and eventually the three outcomes of the project (see Figure 2). Significant progress was made during the year, except for the interruption caused by the PM’s announcement on 23 October 2013 in which the Ethiopian Government banned low skill workers from migrating to the Middle East and Sudan. The GDRE justified this ban on the ground that the working and living conditions of Ethiopian migrants in the Middle East countries were unbearable; it was therefore argued that the government needed to put in place a mechanism that will improve labour migration in Ethiopia and protect the rights and dignities of Ethiopian migrants in the receiving countries. According to government sources, the ban was initially for seven months but it was still on at the time of this evaluation; the feeling among the stakeholders consulted seems to be that the ban will soon be lifted, as efforts to approve the new Proclamation on Migration have reached an advanced stage

Another development that interrupted project activities and caused the inclusion of new additional activities was the unexpected mass deportation of Ethiopian Migrants from Kingdom of Saudi Arabia in November, 2013 which created chaos within the government and in Ethiopia in general. The project, to its credit, has been supporting the government in reintegration of such returnees as well as trying to support them in the institutional re-structuring process. Resulting from this development, the Ethiopian government has made labour migration its top priority area. Government has since been pursuing the process of revising the Employment Exchange Proclamation No. 632/2009 used to deal with matters related to overseas employment including the rights and duties of Private Employment Agencies (PEAs).



Despite these challenges, the project management with the support of EU and the collaborating partners (IOM, UNDOC and UN Women) continued to implement project activities and to engage with Government implementing partners.

Out of the 57 listed activities for the first year (2013/2014), 25% were completed, 33% 'on-track', while 42% were 'delayed' for reasons related to the interruptions mentioned above. The rather limited number of activities in the first year was due largely to the need to change strategy. According to project sources, the project strategy for the first year was to focus on starting full scale implementation in country of origin and to initiate preliminary work in destination countries, followed by full scale implementation in year 2. It was mainly due to the ban on emigration of unskilled domestic workers and foreign employment policy revision in Ethiopia that over 40% of scheduled activities were delayed during the first year of project operation.

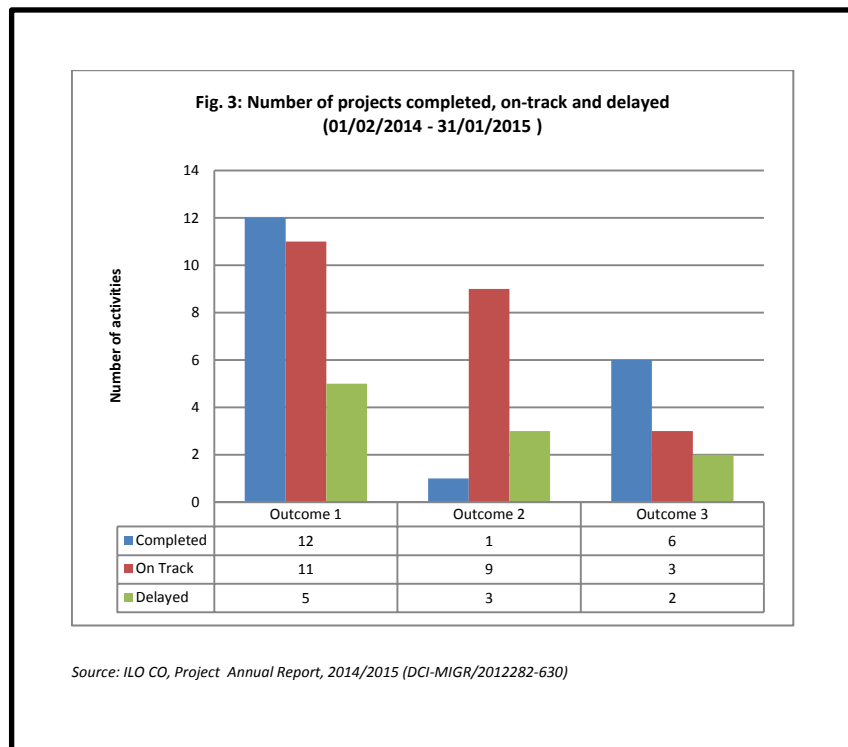
In its 2nd year of operation (01/02/2014 – 31/01/2015), the project was creative in adjusting to the emerging challenges of returnees, the migration ban and the review of the employment proclamation process. Project management identified a total of 52 activities considered relevant to achieving the three objectives through the 9 key result areas defined by the ILO.

Significant among the activities was the ILO support to GDRE in the process of finalizing the Employment Exchange Proclamation No. 632/2009; the new proclamation holds promise for major changes in the overall overseas employment sector in Ethiopia. Some of the major changes envisaged are: the protection of Ethiopian migrants from exploitation and abuse due to lack of bilateral agreement with the receiving countries, the educational level of migrants making them more competitive, and the introduction of an accountability framework to the operations of PEAs, which includes making skills training for potential migrants mandatory.

The project management has placed it on record that the ban on labour migration and the revision of the proclamation have affected some specific result areas of the project, particularly the planned training of migrants scheduled for the year 2014.

Nevertheless, the project completed 37% of the 57 scheduled activities; 44% of the activities were categorized as being 'on

track', while 19% remained delayed (see Figure 3). It is expected that once the structure of such institution is well defined and the ban is lifted and there is a clear direction from the government on the issue of labour migration, the project is poised to continue implementing its activities.



Has the project adequately taken into account the risks of blockage?

To some extent, project took into account risks of blockage, including continued commitment of all stakeholders; sustained political will of government; collaboration with regional governments on decentralization assured; cooperation with foreign governments on bilateral issues; support by the relevant NGOs, etc. However, risk of policy blockage in terms of ban on migration of DWs was not foreseen; this ban has resulted in a significant change of project strategy. However, government is in the process of enacting a new legislation to address this challenge.

Has the project integrated an appropriate strategy for sustainability?

The major project strategies for ensuring the sustainability are appropriate; these consist of human and institutional capacity building, the utilization of existing DWCP structures in government and civil society to manage project implementation, and the

move by government to achieve international standards in regard to migration and human rights through bilateral agreements.

At least, three of the 9 key strategies of the project focus directly on human and institutional capacity building; namely:

- Output 1: Improved Operational Framework for regular cooperative action and exchange of information established between sending and receiving countries. (Result 1.1)
- Output 3: Enhanced Capacity and Legal Basis to Provide Decentralized More Efficient and Coordinated Services to Current MDWs/Aspiring MDWs and Returnees (Result 2.1)
- Output 4: Strengthened commitment of stakeholders including government and PEAs to enforce the legislative and regulatory framework pertaining to overseas employment (Result 2.2)

The evaluation found that the project has reached beyond the borders of Ethiopia in working towards improved 'Operational Framework' for regular cooperative action and exchange of information established between sending and receiving countries. Some capacity has been built, bilateral agreements initiated and impetus given to further action in managing DMWs from home. In 2013 ILO organized an international conference making decent work a reality for domestic workers in Africa, attended by delegates of Government, Workers, and Employers from 10 African countries, including Ethiopia.

ILO organized a series of institutional capacity building training programmes to address decentralization of services for MDWs and returnees in general. Training on Labour Migration Management was organized in close collaboration with MOLSA; it was organized in two round-table dialogues on Labour Migration Management for Policy makers and TOT for technical experts. An international consultant from the Philippine (previous POEA Administrator) was the lead trainer along with ILO staff.

From October 23-26, 2014, Training of Trainers workshop on labour migration management was organized in Adama for technical experts. Participants were represented from MOLSA, regional BOLSA, MOE, MOJ, MOFA, Federal Police, Ministry of Communication and UN Women.

The evaluation observed that similar training should continue to be given with focus on the regions where decentralization of activities will be implemented. One of the early signs of decentralized migration management was the action by Addis Ababa BOLSA; with ILO support, a joint review and planning workshop was conducted with the participation of all relevant government and non-government partners including private employment agencies.

Based on the recommendations of the regional research on MDWs (carried out in 2013) and the program specific targets, with the leadership of UN Women a research work was commissioned in 2014 on: 'In-depth Study on the Migration Trend and Nature of Female Migrant Domestic Workers in Ethiopia'. This study when completed early in 2015 is expected to contribute significantly towards evidence based policy decisions, actions and improved management of labour migration in Ethiopia.

MOLSA and ILO jointly organized a national consultation workshop for the Revised Overseas Employment Proclamation in Adama, Ethiopia from in November 2014. The final overseas employment proclamation consultation workshop was held in December 2014 with major stakeholders at the Federal level represented from MOLSA, MOFA, MOJ, MOE and Immigration Office in Addis Ababa.

In 2014, ILO organized a platform for Ministry of Justice, Ministry of Labour and Social Affairs, Federal Police, and Ministry of Foreign Affairs to assess the efficiency of Ethiopian Overseas Employment Service on labour migration management and competitiveness and to make recommendations to enhance productivity and efficiently through policy and legislative measures. The meeting critically analyzed the existing overseas employment service and Proclamation 632/2009; it identified appropriate organizational structure for overseas employment service; and provided specific and implementable recommendations for the government to improving the current institutional and legal framework of Overseas Employment Service.

Perhaps one of the major drives towards project sustainability is the process of institutionalization of Community Conversation (CC), designed to improve re-integration of returnees and strengthen community dialogue with national and regional Anti-Human Trafficking Council. Through the ILO and partners (IOM, UNDOC and UN Women), a clear direction on the implementation of the 2006 Action plan of the National Anti-Trafficking Council was given and mechanisms established to enhance regular information sharing among federal, regional and local government bodies.

The ILO has also taken steps towards improved bilateral relationship between Ethiopia and the receiving countries. However, the point has been made in the process of consultation with the stakeholders that labour receiving countries are sovereign states and, as such, the anticipated dialogue and the process of achieving signed bilateral agreements may extend beyond the project's cycle.

ILO is in the process of hiring an experienced Information System Development Company for the purpose of creating timely, accurate, efficient and effective electronic database of Migrant Domestic Workers. The database will contribute to the improvement of better managing MDWs data management system in order to provide safe and legal migration of MDWs to the Middle East. Moreover, once the system is updated and the database is functional, this will be decentralized to the Regions. This again was stopped, after applications were received, due to the revision of the proclamation.

Has the project carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?

Government, Employers' and Workers' organizations participated in the development of the DWCP from the beginning. The priorities and outcomes were identified by them through consultation and consultative workshops. It was agreed to set up a national tripartite steering committee, which oversees and coordinates DWCP implementation, together with relevant government bodies, NGOs, and civil society. The Steering Committee has been in charge of the management of the MDW project.

The DWCP Steering Committee is supported by a Technical Working Group consisting of ILO's tripartite constituents namely, the Ethiopian Ministry of Labour and Social Affairs (MoLSA), the Confederation of Ethiopian Trade Unions (CETU), and the Ethiopian Employer's Federation (EEF).

Regarding the MDW project, a TWG was established comprising the ILO, IOM, UN Women, Ministry of Labour and Social Affairs (MOLSA), Police Commission, Ministry of Justice, Ministry of Women, Children and Youth Affairs, Immigration Authority, Ministry of Foreign Affairs, Ethiopian Employers Federation, Confederation of Ethiopian Trade Unions (CETU), and UNODC which joined the TWG in 2014. The Technical Working Group has followed the day-to-day operation of the project. The same structures are being used to facilitate the formulation of this project and its management.

A number of meetings were organized between the ILO Country Office for Ethiopia & Somalia and the Ministry of Labour and Social Affairs (MOLSA) to discuss the mode of operation for this Action and to ensure local ownership. As a result, a Memorandum of Understanding (MOU) was developed and agreed by the two parties and signed on 14th March, 2013. The MOU was signed in the presence of the EU delegation in Ethiopia, the ILO, IOM, and UN Women, the government of Ethiopia represented by the Minister of Labour & Social Affairs, President of Ethiopian Employers Federation (EEF) and the President of the Confederation of Ethiopian Trade Unions (CETU). The event was addressed by the Minister of Labour & Social Affairs, the Delegation of European Union in Ethiopia, ILO Country Office Director for Ethiopia & Somalia, and IOM Country Representative, the event was effectively captured by print, (Annex 8) radio and TV media.

Project also used the avenues provided by the Steering Committee and the Technical Committee meetings to make consultations with Government Ministries and partners (CETU, Employers' Organization, and the local NGOs involved in the project WISE, Agar Ethiopia). These consultations occurred as often as the committee meetings were held, but the ILO held more meetings with the implementing partners on a more regular basis. These consultations have proved useful in the overall management of the project and in addressing emerging issues such as the mass repatriation of thousands of MDWs from Saudi Arabia towards the end of 2013.

Discussion also took place with the Director of Social Development, Economic Commission for Africa (ECA); possible areas of collaboration were identified, mainly in the area of research given the experience they have. The issue of establishing a knowledge base was also discussed. ECA promised to share all relevant documents in the area of Migrant Domestic Workers with ILO to avoid duplication of effort.

With ILO support, consultations were also initiated by GDRE with partners in receiving countries; namely, Jordan and Lebanon. The ILO participated in a meeting on Migrant Domestic Workers in Jordan. During this mission, a coordination meeting took place between ILO, IOM and OHCHR to discuss on-going and pipeline regional projects on labour migration, forced labour and domestic work in the GCC countries. Discussions also took place with Lebanon Trade Union leadership to initiate the collaboration with Confederation of Ethiopian Trade Union (CETU) to support Ethiopian migrant domestic

workers in Lebanon. There were discussions also with Ethiopian Domestic Workers in Jordan, U.A. E. and Lebanon to understand better the challenges they are facing and possible support needed.

Project staff (CTA) undertook a mission to Beirut to discuss with ILO Beirut and projects in HQ on synergies between the different on-going projects in the area of migrant domestic workers; to identify research priorities for the Middle East; to inform the office & different projects' staff on what this project's objectives are and expected results; to engage with different partners about the possibility of collaboration and established a good network/contacts with partners including Migrant Domestic Workers for better collaboration.

How gender issues have been addressed in the project document?

In general, gender has been mainstreamed into the various aspects of project implementation, including employment of project staff, selection of trainees for capacity building and choice of implementing partners.

With the objective of informing the decision makers on the migration trend and for improved knowledge of government and relevant institutions, under the leadership of UN Women a regional study was commissioned on 'Gender and International Migration'. The study focused on female migrant domestic workers in Africa where in-depth study was carried out in Ethiopia. The study found that gender discrimination against women is a major factor in the sex-selectivity of MDWs who migrate to the Middle Eastern countries in search of wage employment. A validation workshop was conducted in July, 2013, with relevant government institutions and other development partners working in the area of migration.

4.3 Project effectiveness

Did the project started on time?

The project was scheduled to start 01 February 2013. However, the preparatory process took the first five (5) months during which necessary consultations and recruitment processes were undertaken to pave the way for smooth implementation of the project.

ILO Country Office for Ethiopia and Somalia (CO) and the Ministry of Labour and Social Affairs (MOLSA) signed a Memorandum of Understanding (MOU) on 14th March, 2013. Later in the year, the ILO and UN Women, following consultations, developed an MOU which was signed on 02 October, 2013.

Were all key staffs in post within 6 months of start up? And maintained through project life?

The project was also able to recruit project staff and secure office space within the CO and necessary equipment to get the project started within the first 5 months of the project start and put the project on course for an effective delivery of planned interventions.

To what extent have the expected outputs and outcomes been achieved or are likely to be achieved?

In order to achieve the three objectives (outcomes) of the project, nine (9) outputs were identified as key result areas. The project Implementation Plan clearly and logically relates the outputs to their outcomes and corresponding cluster of activities. In order to objectively determine the amount of progress made towards achievement of each of the outputs, the evaluation requires that indicator baselines and targets are in place together with the activities carried out since 1 February 2013. As already discussed above, these critical measures are not available for most of the activities carried out under this project. The approach taken is simply to assess the range of activities carried out under each result area (output) and make a judgment on progress towards realising the output.

Output 1: Improved Operational Framework for regular cooperative action and exchange of information established between sending and receiving countries.

During the early period of project operation in 2013, the ILO organized a “*Regional Knowledge sharing Forum on making decent work a reality for domestic workers in Africa*” in Dar es Salaam, Tanzania, 28-30 May 2013, attended by delegates of Government, Workers, and Employers from 10 African countries. Ethiopia was represented by Ministry of Foreign Affairs, Ministry of Labour & Social Affairs, Ethiopian Employers Federation and Confederation of Ethiopian Trade Unions. The conference exposed the Ethiopian delegation to the contemporary state of knowledge regarding forced labour, human trafficking and slavery in Africa, as well as efforts to eradicate them. It also provided a platform for sharing experiences, good practices regarding prevention, protection and prosecution in illegal migration.

In 2013, the ILO had a series of consultations with partners in receiving countries; namely Jordan and Lebanon. The ILO participated in a meeting on Migrant Domestic Workers in Jordan. During this mission, a coordination meeting took place between ILO, IOM and OHCHR to discuss on-going and pipeline regional projects on labour migration, forced labour and domestic work in the GCC countries. Discussions also took place with Kuwait Trade Union leadership to initiate the collaboration with Confederation of Ethiopian Trade Union (CETU) to support Ethiopian migrant domestic workers in Kuwait. There were discussions also with Ethiopian Domestic Workers in Jordan to understand better the challenges they are facing and possible support needed. The ILO Project staff (CTA) also undertook a mission to Beirut to discuss with ILO Beirut and projects in HQ on synergies between the different on-going projects in the area of migrant domestic workers; to identify research priorities for the Middle East; to inform the office and different projects’ staff on what this project’s objectives are and expected results and to explore the possibility of collaboration with relevant partners.

In 2014, the ILO initiated the development of MoU in line with relevant international instruments for Migrant Domestic Workers (MDWs), aimed at strengthening relations between sending and receiving countries. Accordingly a small Committee is established within the Ministry of Foreign Affairs to closely follow up on issue of Bilateral Agreements between Ethiopia and a number of Middle Eastern Countries. This Committee has proposed to work on bilateral agreements with Kingdom of Saudi Arabia (KSA), United Arab Emirates (UAE) and Lebanon for 2015. These countries were

identified due to the large number of Ethiopian Migrants leaving there as well as the attractiveness of these countries for potential MDW's.

A model employment contract for MDWs was developed by the ILO in 2014, with the objective of protecting the rights of both the employers and domestic workers and regulating the contractual relationship between them.. The Employment Contract has served as an annex to the bilateral agreements when sent to the receiving countries, to ensure that the standard contract will be mutually honoured by countries of origin and destination, and duly enforced to ensure compliance by employers, PEAs and MDW's.

The ILO in partnership with the World Bank organized a "Technical Workshop on Review of Bilateral Agreements on Low-skilled Labour Migration" in Kathmandu, Nepal, 1-2 December, 2014. Participants included experts and practioners drawn from sending and receiving countries from Asia, Africa (including officials working on bilateral agreements from Ethiopian Ministry of Foreign Affairs and the Ministry of Labour & Social Affairs), Latin and South America, and Eastern Europe. The workshop was very timely for the Ethiopian participants, as the Government has started to work aggressively in the area labour migration management.

With the support of the ILO, International Trade Union Congress (ITUC) and FENSOL (umbrella trade Union organization in Lebanon) the first Domestic Worker union in the Arab Region was established in Lebanon on the 25th of January, 2015 in Beirut. This union is expected to represent the interest of domestic workers and defend their basic labour and human rights in Lebanon. The process received the support of the Confederation of Ethiopian Trade Union (CETU), indicating the commitment of CETU to support the work of the newly established union and also to forge partnership with FENSOL to protect Ethiopian migrants in Lebanon. The ILO also used this opportunity to initiate linkage between CETU and FENSOL and as a result to come to bilateral agreement between the two Unions.

The evaluation found that the project has reached beyond the borders of Ethiopia in working towards improved 'Operational Framework' for regular cooperative action and exchange of information established between sending and receiving countries. Some capacity has been built, bilateral agreements reached and impetus given to further action in managing DMWs from home.

Output 2: Increased awareness and dialogue on ratification of ILO Convention 189.

The project approached the challenge of awareness raising from several fronts to achieve effectiveness. Apart from capacity building through the training of staff of implementing government Ministries, the ILO implemented an awareness-raising programme through radio, TV, Newspapers and community conversations targeting potential migrants.

In 2013, the ILO in partnership with the Confederation of Ethiopian Trade Unions (CETU) supported capacity building of workers to promote workers' rights defend their interests themselves and not be victims of trafficking.

The ILO in partnership with Ethiopia Employers' Federation (EEF) supported capacity building of employers, community leaders and owners of local private employment agencies through training programmes implemented in Nekemt and Jimma; the Counter-Trafficking Capacity Building Training in Hawassa.

Led by UN Women, the project supported the conduct of a consultative workshop in Waldia town, Amhara Region, in March 2014 to initiate Community Conversation as a strategy for bringing key stakeholder on board to support the regional anti-trafficking committees and for coordinated efforts towards awareness raising and community mobilization activities for the prevention of irregular migration and protection of migrant domestic workers in general and that of women migrant domestic workers in particular.

The ILO supported the 11th MOLSA Joint Forum which was held in Mekele, Tigray Regional State from August 22-24, 2014; it provided a platform for discussion and exchange of views and ideas among stakeholders on labour migration issues. ILO in partnership with MOLSA and Inter-Religious Council of Ethiopia (IRCE), held a one day Anti-human Trafficking Awareness Raising workshop in August 2014 at Elilly International Hotel, Addis Ababa, Ethiopia.

UN Women and in collaboration with ILO and MOLSA, organised a national Training of Trainers (TOT) on Community Conversation. A total of 44 (32 men, and 12 women) participants drawn from the regional BOLSA and BOWCYAs, took part in the three day TOT workshop in August 2014.

Based on the training manual provided at the TOT, and with the financial and technical support of UN Women and ILO a training of facilitators (TOF) was organised on Community Conversation (CC) in Amhara and Addis Ababa Regional States in September 2014. According to the project annual report (2014/15), The CC and awareness raising /sensitization activities in Addis Ababa brought about change of behaviour among the community; but there is need for study to provide evidence.

ILO has developed a number of sensitization materials : Project's Brochures; Music Video Clip; Promotional Materials; and created Facebook and twitter account for the project. The range of activities and material development should in general have the effect of enhancing people's awareness in the dangers of irregular migration and uncovering lies of illegal brokers and smugglers.

The project seems to be on course to achieve this particular output.

Output 3: Enhanced capacity and legal basis to provide decentralized more efficient and coordinated services to (MDWs/Aspiring MDWs and returnees).

ILO organised a series of institutional capacity building training programmes to address decentralization of services for MDWs and returnees in general. A Training on Labour Migration Management was organised in close collaboration with MOLSA ; it was organized in two round-table dialogues on Labour Migration Management for Policy makers and TOT for technical experts. An international consultant from the Philippine (former POEA Administrator) was the lead trainer along with ILO staff.

The two Round-Table discussions were held in Kuriftu Debrezeith from October 17 to 18, 2014 for federal policy makers and from October 20 to 21st, 2014 for regional policy makers, respectively. From October 23-26, 2014, Training of Trainers workshop on labour migration management was organized in Adama for technical experts. Participants were represented from MOLSA, regional BOLSAs, MOE, MOJ, MOFA, Federal Police, Ministry of Communication and UN Women.

The evaluation observed that similar training should continue to be given with focus on the regions where decentralization of activities will be implemented.

Output 4: Strengthened commitment of stakeholders including government and PEAs to enforce the legislative and regulatory framework pertaining to overseas employment

Overseas Employment Proclamation No. 632/2009 – Federal and Overseas Employment Proclamation No. 632/2009 – National: The ILO provided technical and financial support to a joint review and planning workshop on the Overseas Employment Proclamation No. 632/2009 - Federal. The workshop was a significant step and it involved the participation of all relevant government and non-government partners including private employment agencies. The workshop, held in Addis Ababa, attracted 200 participants from Addis Ababa BOLSA and its various Sub-cities and Woreda structures, Women and Children Affairs Office, law enforcement bodies and Private Employment Agencies (PEAs) and community based organizations . This meeting was important in bringing all stakeholders in the city administration together and enabling them to identify challenges being faced by the different stakeholders including Private Employment Agencies and proposing solutions to the problem as well as clearly stipulating responsibilities of every stakeholder in combatting irregular migration and protecting the migrants from exploitation and risks. The meeting also focused on the need to strengthen coordination among relevant partners was highlighted, and to consider the private employment agencies as partners for development although often regarded as agents of irregular migration.

MOLSA and ILO jointly organized another national consultation workshop for the Revised Overseas Employment Proclamation No. 632/2009 – National in Adama, Ethiopia from November 20 – 22, 2014. The objective of the workshop was to enrich the revised proclamation through consultation with relevant partners from government, employers and workers as well as to enhance knowledge of the target audience in the area of Overseas Employment. Again, the workshop participants (90 in total) were drawn from all the relevant government ministries and collaborating partners (MOLSA, regional BOLSAs, MOJ, MOFA, MOH, MOE, EEF, CETU and Private Employment Agencies). It was noted that assigning labour attachés in receiving countries will strengthen the protection of migrant workers in receiving countries. The Proclamation was revised and it clearly defines the role of the government, the public and private agencies in employment exchange; it makes provision for the rights, safety and dignity of Ethiopians going abroad for employment pursuance of their qualification and ability; and strengthens the mechanism for monitoring and regulating domestic and overseas employment exchange services. The workshop achieved its objective as the outcome from this workshop was incorporated in the revision of the proclamation.

The final overseas employment proclamation consultation workshop was held on December 23, 2014 with major stakeholders at the Federal level represented from MOLSA, MOFA, MOJ, MOE and Immigration Office in Addis Ababa. This workshop provided the final implementers of the Proclamation an opportunity to have one final look and enrich the proclamation before it was submitted to the Council of Ministers. These small groups went through the Proclamation Article by Article and make their substantive comments which MOLSA incorporated.

Study on Gender and Migration in Africa with Special Focus on Female Migrant Domestic Workers: Led by UN Women, a regional study was commissioned on Gender and International Migration. The study focused on female migrant domestic workers in Africa where in-depth study was carried out in Ethiopia. A validation workshop was conducted in July, 2013, with relevant government institutions and other development partners working in the area of migration. The study concluded that the push factor, resulting from gender discrimination, was dominant in the MDW situation; females in Ethiopia seem to be at a disadvantage in access to education and productive resources; they also tend to be relegated largely to elementary occupations and poor remuneration hence, the recourse to illegal migration.

Based on the recommendations of the regional research on MDWs (carried out in 2013) and the program specific targets, again with the leadership of UN Women a national researcher was commissioned in 2014 to undertake an 'In-depth Study on the Migration Trend and Nature of Female Migrant Domestic Workers in Ethiopia'. The general objective of the study is to have comprehensive and well-documented information on the nature, magnitude and trend of migration of female MDWs from Ethiopia to GCC States, Lebanon and Sudan. This study when completed early in 2015 is expected to contribute significantly towards evidence based policy decisions, actions and improved management of labour migration in Ethiopia.

The evaluation found that among the returnees being taken through the WISE (an NGO) programme of reintegration, including capacity building for self-employment and other skills, they desire to emigrate lingers on among 50% of them because the available opportunities to them pay below expectation. In addition, while small-scale studies like this provide project related information, the Government with the support of ILO and other partners should consider a comprehensive study of migration in the country to provide robust evidence in support of a migration policy for Ethiopia.

Decent working and living conditions for migrant domestic workers: ILO is collaborating with African Domestic Workers' Network (AfDWN) to organize domestic workers in Ethiopia in order, to advocate and press for the improvement and change of their living and working conditions. This activity is envisaged to commence in early 2014 and it is expected that it will take one year to finalize the work.

Review and update MoLSA's database for MDWs: Reference has already been made above to the move by ILO to hire an experienced Information System Development Company for the purpose of creating timely, accurate, efficient and effective electronic database of Migrant Domestic Workers. However, the process was halted following the due to the

revision of the proclamation, as it will be crucial to know who will be the owner of such database within the revised proclamation.

Overall, the evaluation found that appropriate steps have been taken to strengthen the Government in revising the Employment Proclamation. It is now left with the Government to lift the ban on migration of unskilled persons and approve the proclamation. These steps are vital to the continuity of the project.

Output 5: Four (4) Information/Outreach/Support Centres strengthened and established in country of origin

Capacity Building on Overseas Employment Services of MOLSA and BOLSAs: In accordance with the recommendation of institutional capacity assessment, which was conducted in October 2013, the ILO held a workshop in Addis Ababa, Ethiopia, 24 May, 2014 to discuss and finalize the capacity building initiatives in-line with government's and project objectives to decentralize Overseas Employment service to the Regions in a more efficient and coordinated way and thereby make regular migration facilities more accessible. Participants were from MOLSA, Addis Ababa, Dire Dawa, Oromia, Amhara, Tigray and SNNPR BOLSAs and consensus was reached on the final capacity building activities.

Among the biggest needs that came out during the capacity assessment which was led by MOLSA were lack of necessary equipment by the overseas employment service centres and/or the migrant support centres both by MOLSA and its regional and sub city structures. In order to address such gaps, UN Women in collaboration with ILO and MOLSA prioritized the items necessary for the Regional BOLSA's to do their job on overseas employment. Consequently, ILO procured the necessary materials to strengthen Oromia, Dire Dawa, and SNNPR BOLSA's and UNWOMEN is in the process of procuring for MOLSA, Tigray, Amhara and Addis Ababa to better equip the migration centre's as well as to be able to deliver overseas employment services.

National Capacity Building Training: In line with the capacity needs assessment of BOLSAs to support the decentralization process and improve the capacity of relevant government institutions, UN Women, ILO and MOLSA jointly organized a national training workshop on Overseas Employment Services and Labor Market Information in August 2014 at Tukuma Hotel, Adama, Ethiopia. The objective of the workshop was to contribute to MOLSA and BOLSA's staff capacity and improve the country's employment service and thereby support the decentralization strategy. The workshop identified a range of policy and implementation challenges affecting employment and associated services; including: i) Inadequate human resources capacity and financial shortage affecting employment services; ii) Loose partnership and cooperation between MOLSA and BOLSAs in regulating the operation of PEAs; iii) The illegal engagement of some organizations or agencies in employment services; iv) Inadequate capacity and commitment by international PEAs to address inquiries raised by parents of migrant workers; v) Inadequate government political will towards employment services as reflected in the level of government's budget allocation to the sector; and vi) Lack of coherence and coordination in the policies pursued by key government agencies concerned with employment services.

The workshops mentioned above served as an experience and knowledge sharing forum as participants were able to share their experiences, best practices and lessons learnt.

The project will require intensified efforts in capacity building and institutional strengthening across the country in order to achieve a meaningful decentralization of migration management. Most of the BOLSAs are poorly equipped to address migration management, and the equipment being procured by ILO and partners seem to be coming in rather slowly. As already noted above, BOLSAs' membership in the TWG should go a long way in exposing them to the practical aspects of migration management.

Output 6: Financial education for aspiring MDWs developed

On financial education, ILO in partnership with MOLSA developed a Pre-departure training manual with a component on financial literacy. This was crucial because in the past migrants could not manage their financial resources efficiently to address poverty in the family. This manual will help migrants have a better knowledge on how they use their financial resources or salary more effectively and efficiently. The project also developed a 'Reintegration guideline' for returnees, which also have a strong component on financial education. This will help returnees invest their income wisely which will help them improve their lives.

Training was also provided in financial literacy. Most of the trainees were equipped with capacity to start and run their own business. In this regard, the two NGOs participating in project implementation (WISW and AGAR Ethiopia) have made notable contributions to the training of returnees in self-employ, business development and management. The evaluation found clear evidence of built capacity in this regard; but, as is generally the case, the ability of the NGOs to provide such services depends upon availability of resources.

The ILO undertook a fact finding mission to UAE with the objective was to assess the situation with regard to accessibility of Ethiopian migrants to banking within UAE financial institutions. The mission found that while there are no rules restricting migrants from opening an account, in practice, this is not taking place due to different reasons one being lack of information and also resistance from their employers. As a result, the employment contract should stipulate that employers must open an account for their employees and directly deposit their monthly salaries in their account. Discussion is underway with the National Bank of Ethiopia to establish possible linkage with financial institutions in receiving countries so that migrants can easily deposit money in their account in destination countries and remit funds directly through their accounts as and when they require.

Output 7: Fewer disputes arising between DW and PEA/PPE; between DW and employers.

The project is of the view that creation of the employment contract, with the provisions of the relevant ILO Convention and other UN Core Conventions should strengthen

commitment between the different stakeholders, especially involving PEA's to ensure labour right of domestic workers are protected.

It is expected that if such contract is adopted it will help reduce misunderstanding and conflict between the different parties as it clearly stipulates the rights and obligation of all parties.

This output has not been adequately addressed by the project.

Output 8: 2000 MDW are adequately prepared prior to departure, on arrival and on return to fully contribute to the economy of receiving and origin countries.

In order to address issues related pre-departure and arrival of MDWs, the ILO in collaboration with Government implementing agencies and NGOs undertook the following: prepared Pre-departure and Pre-employment manual and Reintegration Guideline for Ethiopian Migrant Domestic Workers; provided facilities for the reintegration of women returnees with psychosocial problem; identified the challenges faced by the KSA returnees in general; undertook a national needs assessment and profiling of Ethiopian migrants returnees; and conducted training for the Reintegration of returnees from Kingdom of Saudi Arabia.

Pre-departure and Pre-employment manual and Reintegration Guideline for Ethiopian Migrant Domestic Workers: The ILO, in collaboration with the Ministry of Labour and Social Affairs, developed pre-employment and pre-departure training manual as well as reintegration guideline that is in-line with relevant international instruments and to better equip Ethiopian Migrant Domestic Workers with the relevant skills prior to departure and upon return. This is based on experiences from different labour sending countries as well as existing work done in Ethiopia. The three manuals have taken into account the existing structure in Ethiopia and the challenges faced by the MDWs in the destination countries.

The ILO, in collaboration with MoLSA, held two validation workshops in March and 2014 in Addis Ababa to review and validate the Pre-Employment Orientation Manual, the Pre-Departure Training Manual for Prospective Ethiopian Domestic Migrant Workers, and the Reintegration Guideline for Ethiopian Returning Migrant Domestic Workers. The Pre-employment training manual aims to provide participants with information on local job opportunities, labour and employment conditions, migration realities, working conditions of MDWs in receiving countries and information on identifying and prevention of illegal recruitment and human trafficking.

Reintegration of Women Returnees with Psychosocial Problem: ILO, in collaboration with AGAR Ethiopia, provided capacity building for 70 rehabilitated women returnees between December 2013 and April 2014. The training in vocational and basic business skills was provided with the objective to motivate trafficked women and enable them to be self-employed. Out of the total 70 women 32 were trained in hair dressing and 38 in food preparation. In addition, a 5-day training was provided on Basic Business Skill (BBS) and /or life skills, before the four- month vocational skill training. This life skills training was given to boost morale of trafficked women to work and reintegrate back to the society.

The evaluation found that many of the beneficiaries of these training programmes have established their own businesses or are employed.

Vocational skills training for KSA returnees in Addis Ababa: Following the psycho-social training for returnees, the ILO in close collaboration with the Addis Ababa BoLSA and Addis Ababa City Administration supported a vocational skills training for KSA returnees. The training was designed to empower returnees to overcome the socio-economic barriers upon return and help them become more employable. Returnees were enrolled in the choice of their fields as follows: Construction 419, manufacturing 51, hotel and tourism 363, Entrepreneurship 408, Farming 256. In total, 19 training courses were administered and 1,497 trainees successfully completed the courses.

Identification of returnees' reintegration issues: ILO and EU undertook joint mission to Tigray and Amhara regions to discuss with government officials and KSA returnees on the possible areas of intervention by the project on reintegration. The mission provided an opportunity for the project to learn, first hand, for the returnees their varied experiences before migration, during their stay in KSA and the challenges faced since they returned. Among the shared experiences, the mission learned that: most of the returnees used irregular route to migrate; their journey was facilitated by private recruitment agencies and illegal brokers; most of them returned to Ethiopia empty handed. Most returnees showed interest to work and stay in the country but due to limited financial and job opportunities some may wish to re-migrate.

National needs assessment and profiling of Ethiopian migrants returnees: The ILO in collaboration with MOLSA and BOLSA's undertook a needs assessment of and profiling of Ethiopian migrants returnees from KSA, to determine major challenges faced by returnees in receiving countries as well as upon return and reintegration. A total of 2,039 returnees were interviewed from Amhara, Oromia, Tigray, SNNPR regions and Addis Ababa City Administration. The assessment clearly showed that migration was so costly considering the economic background of most of the migrants. The key problems of the returnees upon their arrival in destination country were lack of competence to handle their work and language problems that hindered proper communication between the migrants and their employers. About 94% of the returnees identified economic reasons as the main reason for migration.

The project identified the following challenges faced by Government's rehabilitation and reintegration efforts: lack of mandate clarity and accountability; mismatch between the needs of returnees and the available resources; stringent requirements and procedures of financial institutions (credit and saving institutions); and lack of effective coordination among stakeholders. The major needs of the returnees were identified as financial and medical support, facilities for self-employment (working sheds/place), and skills training.

Reintegration of returnees from Kingdom of Saudi Arabia: To address the mass deportation of Ethiopian female MDWs from Saudi Arabia, the ILO in collaboration with Addis Ababa BOLSA and Organization for Women in Self Employment (WISE), is currently working on reintegration of 1,000 KSA returnees. This work started in November 2014 and will go till June, 2015. The overall objective of the project is to

create employment for 1,000 male and female returnees from Saudi Arabia that ensures their successful reintegration.

A needs assessment was undertaken on 142 randomly selected returnees prior to embarking on the business development training and services. Based on the recommendations of the assessment, a training and business development services plan was designed. Basic Business Skills and Life Skills trainings were provided in two rounds for a total of 187 of which 145 (78%) were women. Moreover 53 of the trainees of the first round, including 39 women were provided with first session of Business Development Services (BDS).

Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?

Project management has based its work on the Implementation Plan prepared early at the start of the project, and which has been reviewed as necessary to address emerging issues as they unfolded. The Plan is set in a Logframe which defines each outcome in relation to its outputs and their indicators and corresponding activities. The sources of data for each activity is pre-defined and the 'risk' factor established in the framework.

Overall, the evaluation found that the quality of work produced has been satisfactory; but less so the quantity (as illustrated above) due to unforeseen circumstances such as the mass deportation of MDWs from Saudi Arabia and the ban on migration of unskilled workers from Ethiopia.

The ILO, in collaboration with the Ministry of Labour and Social Affairs, has developed pre-employment and pre-departure training manual as well as reintegration guideline that is in-line with relevant international instruments and to better equip Ethiopian Migrant Domestic Workers with the relevant skills prior to departure and upon return. ILO, in collaboration with AGAR Ethiopia, provided capacity building for 70 rehabilitated women returnees between December 2013 – April 2014. The trainings of vocational and basic business skills were given with an objective to motivate trafficked women to enable them to work and able to be self-sustained.

Following the psycho-social training for returnees, the ILO in close collaboration with the Addis Ababa BOLSA and Addis Ababa City Administration supported a vocational skills training for KSA returnees. The vocational training was designed to equip returnees with new skills and to organize themselves in to micro and small scale enterprises.

ILO and EU undertook joint mission to Tigray and Amhara regions to discuss with government officials and KSA returnees on the possible areas of intervention for the project on reintegration. During the visit, the mission met with returnees from Saudi Arabia and started in a cordial discussion about the training courses they were given, how they migrated, the routes they used, challenges faced during their stay in KSA and what they hope to achieve after they accomplish the training.

The ILO in collaboration with MOLSA and BOLSA's undertook a needs assessment of and profiling of Ethiopian migrants returnees from KSA, to determine major challenges faced by returnees in receiving countries as well as upon return and reintegration. The goal of the assessment is to determine gaps and short/long term needs of the returnees for successful reintegration and to develop data base for strategic policy response in the future. The assessment utilized both quantitative and qualitative research methods to collect primary and secondary data. A total of 2,039 returnees were interviewed from Amhara, Oromia, Tigray, SNNPR regions and Addis Ababa City Administration. The evaluation suggests that the ILO should expand the scope of this to document their experience abroad and back home so as to develop appropriate policy and programme for return migration.

To address the mass deportation of Ethiopian female MDWs from Saudi Arabia, the ILO in collaboration with Addis Ababa BOLSA and Organization for Women in Self Employment (WISE), is currently working to successfully reintegrate 1,000 KSA returnees. This work started in November 2014 and will go till June, 2015.

In which area (geographic, component, issue) does the project have the greatest achievements so far? Why and what have been the supporting factors?

So far most of the efforts in project intervention have been focused at the Federal level if only because the management of migration has been centralised in Addis Ababa. It is only recently that GDRE is considering the decentralization of migration management to the regions. In addition, when the burden of returnees in their thousands came, it initially fell on the central government in Addis Ababa and MOLSA had to shoulder most of the responsibilities with the support of ILO and partners. Largely because of its central location, it has been cost-effective to bring regional implementers to Addis Ababa for training workshops and seminars organised by the ILO and MOLSA. Again, while Addis Ababa is the Federal capital city, it also serves as the headquarter of the Addis Ababa BOLSA as well as the Oromia BOLSA; hence, the apparent concentration of most of the project activities in Addis Ababa.

The greatest achievements of this project are in at least four areas: namely,

- i) capacity building for migration management, particularly support by ILO to the Government in revising 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;
- ii) the ILO project's effective support to GFDRE in thereintegration of over 163,000 MDW returnees from Saudi Arabia between November 2013 to March 2014, though training and capacity building for self-employment;
- iii) the ILO support to the process of establishing bilateral agreements with the MDW receiving countries in the Middle East, with the objective of strengthening relations between sending and receiving countries through the development of cooperation in the area of labour migration and more importantly to improve the working conditions of migrant workers as well as protecting their rights. Although the process is far from being concluded, is reassuring that an MoU has been drafted and that a Technical Committee has been established within the Ministry of Foreign Affairs to closely follow up on issue of Bilateral Agreements between Ethiopia and a number of Middle

- Eastern Countries. In this regard also, a model employment contract for Migrant Domestic Workers was developed (as Annex to the MoU) by the ILO, which aims to protect the rights of both the employers and domestic workers and regulate the contractual relation between them; and
- iv) the institutionalization of Community Conversation (still in progress since March 2014) with the collaboration of UN Women and ILO with a general objective of bringing key stakeholders together in support of the regional anti-trafficking committees for coordinated efforts towards awareness raising and community mobilization activities for the prevention of irregular migration and protection of migrant domestic workers in general and that of women migrant domestic workers in particular. For a start, the process has succeeded in bringing together representatives from Regional Bureau including Bureau Head of Amhara BOLSA, all Zonal BOLSA office in the Region Amhara Bureau of Women, Children and Youth Affairs (BOWYCA) and regional Police Office participated. Of particular importance is the methodology of conducting community conversation, which has proved attractive and result-oriented with its emphasis on mobilizing the community against irregular migration, including trafficking.

How effective were the backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the programme?

The evaluation was informed that there has been limited technical backstopping received by the project from Geneva since its inception in 2013. The CTA's e-mail communication to this effect is reproduced below:

'There has been limited support being provided by HQ especially in instances when we are seeking technical inputs. This being said, there has been some support provided during the initial development of the project as well as during reporting. Even though it is recognized that there has been some support being provided by HQ it remains to be inadequate. More importantly, HQ has been a catalyst in establishing coordination between this project and the Regional Office for Arab States and in the absence of Migration Specialists in Africa once in a while we were able to tap on the expertise of the technical specialists in Arab States. Now that we do have a regional specialist on Migration based in Pretoria we are hopeful that the situation will improve'.

This is not expected of the ILO given the magnitude of the challenges faced by this project, not the least the need to revise the Logframe, and to deal with the emerging issue of mass deportation of over 163,000 Ethiopian MDWs and the challenge of re-integration.

Are there any unintended results of the project?

One significant unintended result is the successful management of the processes involved in receiving and re-integration the thousands of deported Ethiopian MDWs from KSA within a short period and without a sense of anticipation.

9. Social protection extended to MDWs and aspiring MDWs.

The MDW project has supported policy measures, the establishment of institutional structures and implementation of some project-based activities designed to extend social protection to MDWs as well as aspiring MDWs.

It has been recognized that the exploitation and violence facing migrants are being committed not only by employers but by receiving agents in the destination countries who are representatives of the sending agents in Ethiopia. According to ILO report (2014), these agents share the responsibility of protecting the rights of the domestic workers; there is therefore the need to amend the existing proclamation in three areas to safeguard the rights of MDWs. To this end, the Overseas Employment Proclamation No. 632/2009 – National has been revised through a national workshop by MOLSA and ILO in 2014. The revised proclamation has clearly defined the role of the government, role of the public and private agencies in employment exchange; to further promote the rights, safety and dignity of Ethiopians going abroad for employment purposes; and to strengthen the mechanism for monitoring and regulating domestic and overseas employment exchange services. The final overseas employment proclamation (Federal) consultation workshop was held in December 2014 with major stakeholders at the Federal level represented from MOLSA, MOFA, MOJ, MOE and Immigration Office in Addis Ababa. Again, the objective is to protect the rights, safety and dignity of citizens employed and send abroad. The government of Ethiopia with the support of the ILO has continued its effort to finalize the overseas employment proclamation and to enact a laws that govern the employment exchange service.

In terms of institutional development, the ILO has supported the formulation of a model employment contract for Migrant Domestic Workers and the establishment of a Domestic Workers' Union to address migrants' protection at home and abroad. The model employment contract aims to protect the rights of both the employers and domestic workers and regulate the contractual relation between them. The contract clearly states the rights and obligation of the workers and the employer and will be adopted based on the local context of the country. It is expected that implementation of the contract should help in reducing dispute between employer and worker as well as with the PEA's.

Again, with the support of the ILO, the International Trade Union Congress (ITUC) and FENSOL (umbrella trade Union organization in Lebanon) the first Domestic Worker union in the Arab Region was established in Lebanon in January 2015 in Beirut. Almost 50% of the members of this TU are Ethiopian migrants. The ILO Annual Report (2014) describes it as a milestone towards recognizing domestic work as productive work and that should be governed by the labour law, implying that domestic workers should enjoy their basic rights as per international labour standards. This union will be representing the interest of domestic workers and defending their basic labour and human rights in Lebanon. The Confederation of Ethiopian Trade Union (CETU) was represented in this event and clearly indicated the commitment of CETU to support the work of this newly established union and also to forge partnership with FENSOL to protect Ethiopian migrants in Lebanon. The ILO also used this opportunity to initiate linkage between CETU and FENSOL and as a result to come to bilateral agreement between the two Unions.

The ILO supported the 11th MOLSA Annual Joint Forum in August 2014. Drawing participants from the highest level of government and civil society, the Forum provided a platform for discussion and exchange of views and ideas among stakeholders on labour migration issues, with specific attention to the theme of enhancing awareness and ensuring access to information for the protection of the rights of Migrant Domestic

Workers. Among others, the Forum concluded that overseas employment service and labour migration management should be given attention in creating the right and appropriate awareness for families, communities, the youth and the unemployed citizens to effectively combat human trafficking; and that since social protection system has enabled individuals, families and communities to reduce risk and/or mitigate the impacts of stresses and shocks to their livelihoods, the conference recommends the establishment of appropriate mechanisms for the implementation of social protection for migrants.

The pre-departure training manual, already mentioned above, has been prepared to equip Ethiopian Migrant Domestic Workers with accurate and realistic information about the working conditions of as domestic workers in the destination countries and provides guidance on the protection of their labour and human rights. The 'Reintegration guideline' for MDWs aims to ensure smooth reintegration of migrant returnees, protect their human rights and enhance their contributions to the country's development. The guideline is comprehensive in its implementation and requires an integrated approach involving all partners including humanitarian and development partners to ensure a timely and cost-effective reintegration.

4.4 Efficiency of resource use

Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader project objectives?

The evaluation found that the resources (human resources, time, expertise, funds etc.) have been allocated and used strategically to provide the necessary support and to achieve the broader project objectives.

Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?

The project's income, according to ILO 'Financial Statement for Income and Expenditure as of 31 January 2015', is as follows:

Item	Euro
ILO Contribution	136,960.45
UN Women Contribution	62,499.71
Funds received from EU	597,144.28
TOTAL	796,604.44

In terms of expenditure, the ILO financial statement as of 31 January 2015 indicates as follows:

BL	Euro
1. Human Resources	288,791.72
2. Travel	22,511.19

3. Equipment and Supplies	5,101.50
4. Local Office	8,285.14
5. Other Costs, Services	245,321.33*
6. Other	21,909.17
=====	
Sub-total Direct Eligible Costs of Action	591,919.04
Admin. Costs Maximum 7%	23,884.50
TOTAL Eligible Costs	615,803.55
=====	
Balance as of 31 January 2015	180,800.89
=====	

*Including cost of Returnees re-integration = Euro 137,409.64

Except with some interruptions due to the mass deportation of DWs from Saudi Arabia, the project's activities/operations have been carried out in line with the schedule of activities as defined by the project team and work plans. The project accommodated the returnees in terms of project services in the amount of Euro137,409.64.

Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?

The disbursements and project expenditures are also in line with expected budgetary plans. The staff of the project worked with industrious dedication and give promise to further effective implementation of project activities.

How efficient was the project in utilizing project resources to deliver the planned results?

There has been limited technical backstopping support being provided by ILO HQ especially in instances when the project needed technical inputs. Now that there is a regional specialist on Migration based in Pretoria, backstopping is likely to improve. In terms of financial management, the ILO CO and ILO Headquarter in Geneva have used the usual ILO procedure for the management of the project's finances to the satisfaction of all.

How efficient was the project in utilizing project resources to deliver the planned results?

Project resources outside the staff include the items of equipment purchased to support capacity building of GDRE for decentralization of migration management. The evaluation found that in one the two regions visited (Oromia BOLSA), the management appreciated the ILO equipment provided and indicated that they will continue to put them into good use. The evaluator noted in the case of Addis Ababa Administration BOLSA that their office is keenly interested in the project and would appreciate equipment such as computers and printers as they now focus on aspects of employment generation.

Inventory of project equipment (March 2015)

Given					Oromia		
S.No.	Item	Qty in Process	Qty in Stock	Total Amount	Remark	Qty	Total Cost
1	Computer Dell		24	293 216.03	8*11738 & 16*12457	11	131 275.00
2	Printer		24	180 450.00	5*5500 &19*8050	10	67 750.00
3	LCD projector		3	41 400.00			
4	Digital Camera		6	21 000.01			
5	Video Camera		2	33 043.48			
	Total						199 025.00

To be given					SNPPR		
S.No.	Item	Qty under Process	Qty in Stock	Total Amount	Remark	Qty	Total Cost
1	Computer Dell		13	161 941.00	U.Price 12457	9	112113
2	Printer		14	112 700.00	U.Price 8050	6	48300
3	LCD projector		3	41 400.00		2	
4	Digital Camera		6	21 000.01	U. Price 3500.00	3	10500
5	Video Camera		2	19 000.00	U.price 9500	1	9500
6	Two door shelves		6	26 047.50	U.price 4341.25	3	13023.75
	Total						193436.75

Given					Dire Dawa		
S.No.	Item	Qty under Process	Qty in Stock	Total Amount	Remark	Qty	Total Cost
1	Computer Dell		4	161 941.00	8*11738 & 16*12457	4	49828
2	Printer		8	112 700.00	5*5500 &19*8050	8	64400
3	LCD projector		1	13 800.00	U.Price 13800	1	13800
4	Digital		3	10 500.01	U. Price 3500.00	3	10500

	Camera						
5	Video Camera		1	9 500.00	U.Price 9500	1	9500
6	Two door shelves		3	26 047.50	U.price 4341.25	3	13023.75
	Total						161 051.75

Source: ILO CO, Addis Ababa (March 2015)

Although the ILO project is focused on 6 regions (Addis Ababa, Oromia, Tigray, Ahmara, Dire Dawa and SNNPR), only two of them (Oromia and Dire Dawa) have so far been given equipment, while a bunch of items of equipment lie in the storeroom. The evaluation suggests that these items should be given out to the neediest region as soon as possible, while efforts are made to purchase additional equipment to support the remaining regions.

4.5 Effectiveness of management arrangements

Are the available technical and financial resources adequate to fulfil the project plans?

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 Ethiopia 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.

Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?

The project has benefited from the existing structures for implementing the EDWCP since 2009. In order to address the demand of implementation of the MDW project, a national tripartite steering committee was set up. The Steering Committee, which has been overseeing this project, operates at the oversight level with the responsibility to coordinate the implementation of this project, together with relevant government bodies, NGOs, and civil society.

The Steering Committee is supported by a Technical Working Group consisting the Ministry of Labour and Social Affairs (MOLSA) – the Chair; the Confederation of Ethiopian Trade Unions (CETU); the Ethiopian Employer’s Federation (EEF); ILO; IOM; UN Women; UNODC; Police Commission; Ministry of Justice; Ministry of Women, Children and Youth Affairs; Immigration Authority; and Ministry of Foreign Affairs. Since its inception the TWG has been coordinating the implementation of project activities through its monthly meetings.

These meetings have provided a forum for dialogue and collaboration among the agencies represented and the TWG has proved to be an effective and dynamic institution in the face of the emerging policy issues under this project since 2013. What seems to be lacking is the active involvement of the six selected BOLSAs in the TWG;

their participation would have exposed them to the management of the project while sharing knowledge with the stakeholders as they are being prepared, through decentralization, to manage their regional migration strategies soon.

Have targets and indicators been sufficiently defined for the project?

The evaluation found that the Logframe of the MoU for the project omitted this vital design information; and the project team addressed this shortcoming through the project implementation plan. However, the indicators identified in the implementation plan have no baselines and targets.

How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?

The project team developed a monitoring and evaluation (M&E) framework and has regularly applied this to monitor progress and prepare Annual Report (2013 & 2014) to evaluate project performance. The absence of baseline and targets sets a limit on the extent of quantification of achievements made.

Once the baseline study is done, as suggested above, the project should create a database for systematic storage of project implementation indicators.

Is the project receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (Pretoria and Addis Ababa (ROAF), Beirut (ROAS)) and the responsible technical units in headquarters?

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 Ethiopia 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 Programme/Admin Assistance based in the project Office in Addis Ababa. A National Steering Committee is established to provide overall governance structure and guidance at the national level.

Is the project receiving adequate political, technical and administrative support from its national partners/implementing partners?

The TWG has been established with a fairly broad based membership (as defined above) to provide technical guidance to project management and facilitate project coordination at national level. The TWG has been meeting on a monthly basis since January in order to follow-up on issues related to the planning, implementation, operational coordination, monitoring and reporting of this program.

Is the project collaborating with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact?

The ILO has worked closely with related ILO projects, especially the DWCP which has been on since 2009. The existing structures (Steering Committee and the Technical Working Group) for managing the DWCP have been utilized effectively for the management of this project from its inception.

The ILO has also enlisted the interest of relevant UN agencies in the country in implementing this project. At project management level, the TWG is composed of ILO, IOM, UN Women and UNODC apart from government and NGO members. Information sharing at the TWG meetings have facilitated closer cooperation with government and other implementing agencies.

Under the UN 'Basic Agreement for transferring contributions from one UN agency to another' UN Women contributed Euro 223,122.89 to the ILO project and developed a project to this end, starting 2 October 2013 and ending on 30 January 2016. Thus, ILO and UN Women agreed to collaborate on the MDW project in specific areas defined by an MOU, including support to public awareness campaigns, research and capacity building for decentralization.

In January 2015, IOM signed a project document with MOLSA on '*Strengthening Labour Migration Management in Ethiopia*', with funding from the IOM Development Fund for USD 200,000 covering the period from November 2014 to January 2016.

The IOM has been implementing a related project (Strengthening Labour Migration in Ethiopia), with funding from its Development Fund in the amount of US\$200,000. As already mentioned above, the IOM project (November 2014-January 2016) is focused on capacity building of policy makers and ILO has collaborated closely with IOM on aspects of the MDW project.

The World Bank has also collaborated with the ILO on this project, including the "Technical Workshop on Review of Bilateral Agreements on Low-skilled Labour Migration" organised in Kathmandu, Nepal, 1-2 December, 2014. This was important in initiating the necessary moves to achieve bilateral cooperation between MDW sending and receiving countries.

To what extent have the recommendations of the joint review been implemented?

This evaluation is the first of such joint review; it is expected that the ILO will provide a comprehensive feedback of the evaluation recommendations and actions necessary to the project management in Addis Ababa CO.

Are all relevant stakeholders involved in an appropriate and sufficient manner?

Most of the stakeholders, if not all, are represented in the two structures established for project management – Steering Committee and Technical Working Group. The SC has been providing policy oversight so critical to the project in taking on the challenge of re-integration.

The TWG has all the relevant government ministries in its membership, as well as the Ethiopian Employers' Federation, and Confederation of Ethiopian Trade Unions. Reports indicate that the TWG has been meeting on a monthly basis since January in order to follow-up on issues related to the planning, implementation, operational coordination, monitoring and reporting of this program.

The evaluation is of the view that TWG should also include the six participating BOLSAs to serve as a training ground for, and a prelude to, decentralised migration management in the country.

The CTA is supported by a National Project Coordinator and Programme/Admin Assistance based in the project Office in Addis Ababa. The ILO CO Addis Ababa has the main responsibility to assist the successful implementation of the Ethiopian DWCP by appointing the focal person.

4.6 Impact orientation and sustainability

Is the programme strategy and programme management steering towards impact and sustainability?

There six elements of the project strategy (specific outputs) that are steering towards impact and sustainability:

a) Improved Operational Framework for regular cooperative action and exchange of information established between sending and receiving countries. Although the process is still at the formative stage, the conclusion of bilateral agreements between the MDW sending and receiving countries will go a long way in securing the rights of migrants and mutual respect in human relations. It is the absence of such protocol that has led to the November 2013 incident in which 163,000 Ethiopian MDWs were repatriated home within a short time.

b) Enhanced capacity and legal basis to provide decentralized more efficient and coordinated services to (MDWs/Aspiring MDWs and returnees). Lack of relevant capacity has robbed MDWs and both the sending and receiving countries of opportunities for efficient and effective service delivery and adequate remuneration. Most of the departing MDWs were poorly skilled and inadequately oriented at their points of destination to be able to provide effective service. Given their limitation, they were prone to being exploited at home by the unscrupulous Private Employment Agencies and underpaid abroad by unsympathetic employers of cheap labour.

c) Strengthened commitment of stakeholders including government and PEAs to enforce the legislative and regulatory framework pertaining to overseas employment. Government is in the process of promulgating appropriate legislation that will safeguard the rights of MDWs at home and abroad. In the meantime the ILO and partners under this project have been introducing programmes of capacity building and information sharing through Community Conversation and formal training in workshops to ensure that MDWs are of their rights; that government provides the

necessary information and policy support to PEAs and, that there is a commitment to go by the rules.

d) Four (4) Information/Outreach/Support Centres strengthened and established in origin & receiving countries. The strengthening of such centres in origin has been pursued under the ILO project and with the support of partners. ILO procured the necessary materials to strengthen Oromia, Dire Dawa, and SNNPR BOLSA's and UN Women committed to procuring for MOLSA, Tigray, Amhara and Addis Ababa to better equip the migration centres as well as to be able to deliver overseas employment services. However, the project is yet to address this issue at the receiving countries; bilateral agreement process has been initiated but sovereign countries cannot be pushed to quickly agree to international protocol of this nature. In essence, progress in achieving this output could be slowed down at the receiving end of the migratory movement.

e) System for remittance of funds between sending and receiving countries strengthened. While this is important to forestall the kinds of frustrations which returnees had to endure following their repatriation in November 2013. Some the returnees came home to relatives and friends who defrauded them; they left KSA with next to nothing and found nothing at home. Important as this output is to potential migrants and returnees, this project has so far focused on skills training for small scale business financial management. The project in subsequent actions on this output should focus on the establishment of financial arrangements that will facilitate saving some of their earnings at home by MDWs while abroad, as well as assisting them to invest such savings in projects of their choice.

f) 2000 MDW are adequately prepared prior to departure, on arrival and on return to fully contribute to the economy of receiving and origin countries.

The project has been building capacity of MDWs pre-departure as well as on return so they could make adequate contribution to the economy of receiving and sending countries. For this strategy to hold promise of sustainability, the process of capacity building should be continuous and possibly integrated into the Community Conversation and/or into the programme of MOLSA and BOLSA. Post training assessment should be conducted to determine how many days of training would be adequate for adequate capacity to be built.

Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?

The programme strategy and programme management have been steering towards impact and sustainability, through regular meetings and effective feedback to the project. The composition of the Steering Committee and the TWG, outside the UN agency members, is a good strategy to sustain project activities after the donors have withdrawn their support. The fact the structures were initially established for the DWCP and have proved useful in addressing a related project suggests its future relevance to this and other successor projects.

The project has focused on capacity building of people and national institutions at national and regional levels; the enabling environment (laws, policies, people's skills, attitudes etc.) has also been strengthened but the process seems to be slow. The

Government has been in the process of revising the Employment Exchange Proclamation No. 632/2009 used to deal with matters related to overseas employment including the rights and duties of Private Employment Agencies. Given the ban on emigration of unskilled DWs, the process needs to move fast enough so not to negate the purpose of the ILO project.

The institutionalization of Community Conversation and the proposed decentralisation of migration management are fundamental steps towards the promotion of sustainability of project activities. Project interventions have targeted the selected six regions for capacity building but efforts so far have not been evenly distributed particularly with allocation of equipment.

The capacity building programmes carried out through the training of ToTs and TOFs, and the direct training of beneficiaries in SME are useful strategies for promoting sustainability.

Assess whether project activities are sustainable and identify steps that can be taken to enhance the sustainability of project components and objectives

There is no doubt that the exposure of beneficiaries to the training programmes has generated impact; the evaluation confirmed this through meetings with some beneficiaries in the field.

In terms of steps to enhance the sustainability of project components and objectives, the Logframe should be revised; the new Employment Exchange Proclamation No. 632/2009 being processed for official endorsement should be finalised as soon as possible; the selected regions should be given opportunity to develop their work plan and provided with budget support in anticipation of decentralization of migration management; comprehensive research on migration should be conducted to facilitate the development of a national migration policy; bilateral consultations should continue until viable agreements are reached between GDRE and the receiving states.

5. Conclusions

Relevance & strategic fit: The current Ethiopian national development plan, the Growth and Transformation Plan (GTP), mainstreams employment across all pillars (MOLSA, 2011), and makes the MDW project directly relevant to the drive towards poverty eradication and reduction in unemployment rate particularly among the youth. In support of government efforts to address the challenge of unemployment in the country the United Nations country Team (UNCT) in Ethiopia formulated their UNDAF with outputs that are relevant to the DWCP and underscored the role of ILO in achieving these outputs. The MDW project is also directly relevant to the ILO effort to implement the Ethiopian DWCP (2009). The DWCP for Ethiopia has three priorities; one that is relevant to the MDW project is: 'Poverty reduction through creating decent employment opportunities for men and women'. The EU National Indicative Program (NIP) covers the 2014-2020 period and constitutes the response of the EU to Ethiopia's medium term development vision outlined in the Growth and Transformation Plan (GTP) and complemented by the Climate Resilient and Green Economy (CRGE) strategy. The ILO

project on MDWs therefore fits very well into the NIP support to the country's plan for productive employment for the labour force and protection of the rights of migrants.

Project design: The design of the project has been based on a Logframe annexed to the signed MoU; while the objectives and intervention logic or strategies are clearly stated, the Logframe structure appears rather fragmented and difficult to follow. In the absence of operational definition of outcome and output indicators, it will be necessary for project management to review the Logframe, undertake a mini-baseline survey to augment information deficit and in consultation with the stakeholders agree on baselines for each outcome and output indicator, as well as on targets for each of them as appropriate.

Implementation effectiveness and sustainability strategies: Both human and institutional capacity building have been a major focus area in the delivery of ILO and partner interventions under this project since 2013. The evaluation found that most of these interventions have made significant impact on the target beneficiaries, namely the Government implementing ministries at national and regional levels, the MDWs exposed to pre-departure training and the returnees through the various re-integration strategies carried out. In order to address issues related pre-departure and arrival of MDWs, the ILO in collaboration with Government implementing agencies and NGOs undertook the following: prepared Pre-departure and Pre-employment manual and Reintegration Guideline for Ethiopian Migrant Domestic Workers; provided facilities for the reintegration of women returnees with psychosocial problem; identified the challenges faced by the KSA returnees in general; undertook a national needs assessment and profiling of Ethiopian migrants returnees; and conducted training for the Reintegration of returnees from Kingdom of Saudi Arabia.

Reintegration of Women Returnees with Psychosocial Problem: ILO, in collaboration with AGAR Ethiopia, provided capacity building for 70 rehabilitated women returnees between December 2013 and April 2014. The training in vocational and basic business skills was provided with the objective to motivate trafficked women and enable them to be self-employed. The evaluation found that many of the beneficiaries of these training programmes have established their own businesses or are employed. The project also implemented capacity building for migration management, particularly through the support by ILO to TWG in revising 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; although yet to be approved by Parliament, the process has reached an advanced stage.

The ILO support to the process of establishing bilateral agreements with the MDW receiving countries in the Middle East, with the objective of strengthening relations between sending and receiving countries through the development of cooperation in the area of labour migration and more importantly to improve the working conditions of migrant workers as well as protecting their rights. Although the process is far from being concluded, is reassuring that an MoU has been drafted and that a Technical Committee has been established within the Ministry of Foreign Affairs to closely follow up on issue of Bilateral Agreements between Ethiopia and a number of Middle Eastern Countries. The institutionalization of Community Conversation (still in progress since March 2014) with the collaboration of UN Women and ILO with a general objective of

bringing key stakeholders together in support of the regional anti-trafficking committees for coordinated efforts towards awareness raising and community mobilization activities for the prevention of irregular migration and protection of migrant domestic workers in general and that of women migrant domestic workers in particular.

The exposure of high-level government officials from the relevant ministries to different aspects of migration management (pre-departure education, departure processes, the plight of MDWs abroad, and development of bi-lateral agreements to safeguard their rights, return migration and the challenge of re-integration) through a series of related workshops, has succeeded in building government capacity to address the challenge of migration management. Government has recently decided to decentralize migration management to the regional level of governance; this calls for more support to capacity building in the BOLSAs for a more coordinated and effective management of migration in the country.

Project management: The project has been well managed by the ILO CO, and the Steering Committee, supported by a Technical Working Group consisting the Ministry of Labour and Social Affairs (MOLSA) – the Chair; the Confederation of Ethiopian Trade Unions (CETU); the Ethiopian Employer’s Federation (EEF); ILO; IOM; UN Women; UNODC; Police Commission; Ministry of Justice; Ministry of Women, Children and Youth Affairs; Immigration Authority; and Ministry of Foreign Affairs. Since its inception the TWG has been coordinating the implementation of project activities through its quarterly meetings.

The ILO has worked closely with related ILO projects, especially the DWCP which has been on since 2009. The ILO has also enlisted the interest of relevant UN agencies in the country in implementing this project. At project management level, the TWG is composed of ILO, IOM, UN Women and UNODC apart from government and NGO members. Information sharing at the TWG meetings has facilitated closer cooperation with government and other implementing agencies. Under the UN ‘Basic Agreement for transferring contributions from one UN agency to another’ UN Women contributed Euro 223,122.89 to the ILO project and developed a project to this end, starting 2 October 2013 and ending on 30 January 2016. Thus, ILO and UN Women agreed to collaborate on the MDW project in specific areas defined by an MOU, including support to public awareness campaigns, research and capacity building for decentralization. The ILO project has also collaborated with UNDOC to strengthen governance with regards to trafficking in persons. The IOM has been implementing a related project (Strengthening Labour Migration in Ethiopia), with funding from its Development Fund in the amount of US\$200,000. As already mentioned above, the IOM project (November 2014-January 2016) is focused on capacity building of policy makers and ILO has collaborated closely with IOM on aspects of the MDW project. The World Bank has also collaborated with the ILO on this project, including the “Technical Workshop on Review of Bilateral Agreements on Low-skilled Labour Migration” organised in Kathmandu, Nepal, 1-2 December, 2014. This was important in initiating the necessary moves to achieve bilateral cooperation between MDW sending and receiving countries.

Efficiency: The evaluation found that the resources (human resources, time, expertise, funds etc.) have been allocated and used strategically by the ILO to provide the

necessary support and to achieve the broader project objectives. The evaluation has noted, however, that the ILO has not been able to provide any technical backstopping from the Headquarter in Geneva. In terms of finances, as of January 2015, income available to the project has been contributed by EU, ILO and UN Women amounting to Euro 796,604.44. Out of the total amount available, the project expended 615,803.55, implying an implementation rate of 77.3% over the evaluation period. While a number of planned activities are still 'ongoing' or 'delayed', project management should be commended because of the creative manner in which the project accommodated the various unplanned activities associated with the unexpected mass deportation of 163,000 MDWs from Saudi Arabia in November 2013. The project also purchased some equipment, largely computers, printers and office supplies, in support of capacity building of the regional offices (BOLSA) as government moves towards decentralization of migration management in the country.

Success factors: The major internal factors associated with the successful delivery of project interventions include the series of consultations with all stakeholders by ILO, particularly at the start of the project in 2013; the ILO management capacity, including the appointment of experienced and dedicated staff to manage the project, with the support ILO CO with human and logistical support and, through the evaluation manager, the ILO RO in Addis Ababa. The major external factors that have contributed to the successful management of this project are its close cooperation with Government implementing agencies (MOLSA, and BOLSA); the good working relationship with the project management committees (Steering Committee and Technical Committee); the involvement of, and active participation by two strategic local Non-Government Organisations – WISE & Agar; ILOs collaboration with the African Domestic Workers' Network (AfDWN) to organize domestic workers in Ethiopia in order, to advocate and press for the improvement and change of their living and working conditions. Another major external factor is the project's collaboration with relevant UN agencies.

6. Lessons learned and good practices

What good practices can be learned from the project that can be applied in the next phase and to similar future projects?

- 1) The programme strategy and programme management have been steering towards impact and sustainability, through regular meetings and effective feedback to the project. The composition of the Steering Committee and the TWG, apart from the UN agency members, is a good strategy to sustain project activities after the donors have withdrawn their support. The fact the structures were initially established for the DWCP and have proved useful in addressing a related project suggests its future relevance to this and other successor projects.
- 2) Intended to focus on capacity building for legal migration of DWs, the project has successfully accommodated activities on re-integration, an unforeseen development which the ILO and partners have addressed in a creative manner. The issue of large-scale re-integration of returnees caught the project management unawares, but should serve as an important lesson that the phenomenon of migration should be addressed by government in a

comprehensive manner, through appropriate national policy and programme, which development partners might support.

- 3) The institutionalization of Community Conversation and the proposed decentralisation of migration management are fundamental steps towards the promotion of sustainability of project activities. Still in progress since March 2014, the Community Conversation strategy has been implemented by the ILO with the collaboration of UN Women. The general objective is to bring key stakeholders together in support of the regional anti-trafficking committees for coordinated efforts towards awareness raising and community mobilization activities for the prevention of irregular migration and protection of migrant domestic workers in general and that of women migrant domestic workers in particular. For a start, the process has succeeded in bringing together representatives from Regional Bureau including Bureau Head of Amhara BOLSA, all Zonal BOLSA office in the Region Amhara Bureau of Women, Children and Youth Affairs (BOWYCA) and regional Police Office participated. Of particular importance is the methodology of conducting community conversation, which has proved attractive and result-oriented with its emphasis on mobilizing the community against irregular migration, including trafficking.

What should have been different, and should be avoided in the next phase of the project?

The lack of technical backstopping from ILO Headquarter in Geneva should have been avoided.

7. Main Recommendations

- a) The pitfalls of inadequate project design identified by this review suggests that the Logframe 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 logframe that has baseline for each outcome and output indicator, and an agreed set of corresponding targets.
- b) 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.
- c) 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.
- d) 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.

- e) 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.
- f) 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, 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 Logframe and the ILO implementation plan.
- g) 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.
- h) 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.*

Annexes

1. Project staff

- Chief Technical Adviser,
- National Project Coordinator
- Programme Assitant
- Project Driver

2. Preliminary review meeting

Half day Mid Term Review meeting; for presentation of preliminary review findings and for partners to share experiences including challenge encountered; held on Tuesday, 10 March 2015 from 9am to 1:00pm, at Desalegne Hotel, Addis Ababa.

Attendance list:

<i>S/N</i>	<i>Name</i>	<i>Organization</i>	<i>Position</i>
1	Helen Tilahun	LIVE - Addis	Programme Officer
2	Frehiwot Zewdie	VILE - Addis	Ass. Programme Officer
3	Halane Hassan	DD BOLSA	Head
4	Dinke Kenea	OLSAA	Expert
5	Nigusie Mekonen	Agar Ethiopia	Expert
6	Oladele Arowolo	ILO	Consultant/Evaluator
7	Gugsa Yimer	ILO	Snr. M&E
8	Tsigre Haile	WISE	Director
9	Tsionawit K. Gebre-Yohannes	DRC	Research Consultant
10	Marianawit Fassew	HFC Australia	Programme Coordinator
11	Rosseux Balli	Italian Coop.	Gender Consultant
12	Simona Leali	ADC	Programme Officer
13	Meselech Assefa	MOLSA	Team Leader
14	Simegn Kuma	UN Women	Programme Officer
15	Aida Awel	ILO	Chief Technical Adviser
16	Herodawit Merid	ILO	NPO
17	Elias Seife	EEF	Marketing & Comm. Manager
18	Tigist Maekuria	ILO	Prog. Admn. Assistant
19	Corentin Nele	IL	Intern
20	George Okutho	ILO - CO	Director
21	Kumneger Addisu	AA - BOLSA	Team Leader

3. List of persons met

ILO	Persons met	Date
Mr. Gugsu Yimer	Monitor and Evaluation, Regional Programme Unit	March 3, 2015
Ms. Aida Awel	Chief Technical Advisor	March 3, 2015
Mr. George Okutho	Director	March 3, 2015
Government institutions		
Ministry of Labour and Social Affairs	Ato. Abebe Haile 0911641607	March 3, 2015
		March 3, 2015
		March 4, 2015
	H.E. Ato. Solomon Tesfaye 0922728524	March 4, 2015
Addis Ababa BOLSA	Ato Kumneger Addisu Overseas Employment	March 4, 2015
Oromia BOLSA	Ato. Darrib Shawaangizaaw Manpower & Employment service team Leader	March 4, 2015
DireDewa BOLSA	Ato. Halane	March 5, 2015
Amhara BOLSA	Ato Belaynew Tsegaw Process Leader, Labour Relations	March 6, 2015
Donor		
EU	Ms. Birgitte Hagelund	March 6, 2015
Social Partners		
Ethiopian Employer Federation	Ato. Suad Mohamed Project Coordinator, Employers' Federation 0911237240	March 5, 2015
Confederation of Ethiopian Trade Unions	Rahel Ayele 0911308607	March 5, 2015
UN Agencies		
UN Women	Ms Simegn Kuma	March 3, 2015
IOM	Ms.Frehiwot Tefera 0930098527	March 3, 2015
UNODC	Maria Temesvari – Crime Prevention Ermiyas Kostre - NPO	
NGOs		
Organization for Women in Self Employment (WISE)	Ms. Tsige 0911405522	March 5, 2015
Agar Ethiopia	Mr. Abera Adeba Executive Director 0930098695	March 5, 2015
Inter-Religious Council of Ethiopia	Mr. Zerihun Degu 0911527472	March 5, 2015
Beneficiaries		
Returnees	Two groups from the NGOS: WISW & Agar Ethiopia (Total 27 persons)	March 5, 2015



Funded by the European Union

Terms of Reference for Mid-Term Project Evaluation

Introduction & rationale for evaluation

The Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan is a project launched in 2012. The three year project is funded by the European Union with an allocation of Euro 2,500,000. 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.

This project is a three year project from February 2013 to January 2016, initially the project was to target Ethiopia and Somalia however, this has been revised only to target Ethiopia and an addendum has been signed with the Donor accordingly. EU is providing 80% of the funding which is Euro 2,000,000 and ILO/UN Women is contributing the other 20% Euro 500,000.

The independent mid-term 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 so far and to propose recommendations for improved delivery of quality outputs and achievement of outcomes for the rest of the project life span. The evaluation provides an opportunity for taking stock, reflection,

learning and sharing knowledge regarding how the project could improve the effectiveness of its

Project Title	Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the GCC States, Lebanon and Sudan
Project Code	RAF/12/09/EEC
Project Duration	01/02/1013 – 31/01/2016
Geographical Coverage	Ethiopia
Partners	Ministry of Labour and Social Affairs and UN Women
Donor	European Union
Reference Number	EuropeAid/131088/ACT/Multi
Budget in Euro	2,500,000
Implementation Period	February, 2013 to January, 2016

operations for the other half of the project period.

Brief background on project and context

The project focuses on promoting safe and legal migration for migrants, with a particular view at the legal 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. 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 Ministry of Labour and Social Affairs (MOLSA) and UN Entity for Gender Equality and Empowerment of Women (UN Women), ILO aspires to achieve the following project objectives: 1) Develop a coherent multi-stakeholder framework to promote the rights of MDW from Ethiopia to the GCC countries; 2) Streamline and de-centralize the migration process in the country of origin and strengthen reception, oversight and monitoring process in receiving countries; 3) Provide MDW with relevant information and substantive training prior to departure, on arrival in receiving country, and on return home to ensure their successful performance and reintegration; and 4) develop a model of safe migration/reintegration programme in Ethiopia.

These objectives will be achieved through the following result area:

- Improved Operational Framework for regular cooperative action and exchange of information established between sending and receiving countries.
- Increased awareness and dialogue on ratification of ILO Convention 189.
- Enhanced capacity and legal basis to provide decentralized more efficient and coordinated services to (MDWs/Aspiring MDWs and returnees).
- Strengthened commitment of stakeholders including government and PEAs to enforce the legislative and regulatory framework pertaining to overseas employment
- 4 Information/Outreach/Support Centres strengthened and established in origin & receiving countries.
- System for remittance of funds between sending and receiving countries strengthened.
- Fewer disputes arising between DW and PEA/PPE; between DW and employers.
- Expansion of the programme to Somalia and Sudan.
- 2000 MDW are adequately prepared prior to departure, on arrival and on return to fully contribute to the economy of receiving and origin countries.

Link to the Decent Work Country Programmes

The project supports the realization of the DWCP Outcome ETH 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 Ethiopia 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 Programme/Admin Assistance 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 on a monthly basis since January 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. Krsitine Alsvick MIGRANT.

Purpose of the Evaluation

The independent evaluation serves two main purposes:

- i.* Give an independent assessment of progress to date of the project across all 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.* Provide strategic and operational recommendations as well as highlight lessons to improve performance and delivery of project results

Scope of the Evaluation

The independent evaluation will cover all outcomes of project. The evaluation will assess all key outputs that have been produced since the start of the project.

In particular, the evaluation will make recommendations regarding:

- Progress made towards achieving the project outcomes
- How to ensure the achievement of all results (outputs and outcomes) within the project period
- Internal and external factors that influence speed of implementation
- Management of the operation of the project, including staff management
- The extent of government buy-in, support and participation in the initiative
- Strategic fit of the initiative within the context of the DWCP
- Relevance of the initiative within national development priorities/frameworks
- Synergies with other relevant programmes and activities on Labour migration in Ethiopia
- Knowledge management and sharing
- Results based measurement and impact assessment systems

- Systems for Risk analysis and assessment
- Other specific recommendations to improve performance and the delivery of results

Clients of the Evaluation

The primary clients of the evaluation are the European Union as donor of this project, the government of Ethiopia as recipient countries, constituents and the ILO as executor of the project as well as other relevant stakeholders. Furthermore ILO offices and staff involved in the initiative. The evaluation process will be participatory. The Office, the tripartite constituents and other parties involved in the execution of the project would use, as appropriate, the evaluation findings and lessons learnt.

Evaluation criteria

The evaluation will address ILO evaluation concerns such as i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and vi) impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation. 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 norms⁶ 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.

Evaluation Questions

The evaluator shall examine the following key issues:

1. Relevance and strategic fit,
 - Is the project relevant to the achievements of the outcomes in the national development plan, the UNDAF and the Ethiopian DWCP?
 - Is the project relevant to achieve the targets set in the Decent Work Agenda for Africa (DWAA) and other relevant regional and global commitments?
 - How well the project complements and fits with other on-going ILO programmes and projects in the country.

⁶ ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

- What links are established so far with other activities of the UN or non-UN international development aid organizations at local level?
- Strategic fit with the EU Development Cooperation Strategy and synergies with relevant EU initiatives and programmes and information sharing with EU.

2. Validity of design

- The adequacy of the design process (Is the project design logical and coherent)? What internal and external factors have influenced the ability of the ILO to meet projected targets?
- Do outputs causally linked to the intended outcomes that in turn link to the broader development objective? Has the design clearly defined performance indicators with baselines and targets?
- Considering the results that were achieved so far, was the project design realistic?
- Has the project adequately taken into account the risks of blockage?
- Has the project integrated an appropriate strategy for sustainability?
- Has the project carried out a proper consultation and involvement of tripartite constituents during planning, implementation and monitoring?
- How gender issues have been addressed in the project document?

3. Project effectiveness

- Did the project started on time?
- Were all key staffs in post within 6 months of start up? And maintained through project life?
- To what extent have the expected outputs and outcomes been achieved or are likely to be achieved?
- Were outputs produced and delivered so far as per the work plan? Has the quantity and quality of these outputs been satisfactory? How do the stakeholders perceive them? Do the benefits accrue equally to men and women?
- In which area (geographic, component, issue) does the project have the greatest achievements so far? Why and what have been the supporting factors?
- How effective were the backstopping support provided so far by ILO (regional office, DWT Pretoria and Geneva) to the programme?
- Are there any unintended results of the project?

4. Efficiency of resource use

- Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader project objectives?
- Are the project's activities/operations in line with the schedule of activities as defined by the project team and work plans?
- Are the disbursements and project expenditures in line with expected budgetary plans? If not, what were the bottlenecks encountered? Are they being used efficiently?
- How efficient was the project in utilizing project resources to deliver the planned results?

5. Effectiveness of management arrangements

- Are the available technical and financial resources adequate to fulfil the project plans?
- Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?
- Have targets and indicators been sufficiently defined for the project?
- How effectively the project management monitored project performance and results? Is a monitoring & evaluation system in place and how effective is it? Is relevant information systematically collected and collated? Is the data disaggregated by sex (and by other relevant characteristics if relevant)?
- Is the project receiving adequate administrative, technical and - if needed - political support from the ILO office and specialists in the field (Pretoria and Addis Ababa (ROAF), Beirut (ROAS)) and the responsible technical units in headquarters?
- Is the project receiving adequate political, technical and administrative support from its national partners/implementing partners?
- Is the project collaborating with other ILO programmes and with other donors in the country/region to increase its effectiveness and impact?
- To what extent have the recommendations of the joint review been implemented?
- Are all relevant stakeholders involved in an appropriate and sufficient manner?

6. Impact orientation and sustainability

- Is the programme strategy and programme management steering towards impact and sustainability?
- Has the project started building the capacity of people and national institutions or strengthened an enabling environment (laws, policies, people's skills, attitudes etc.)?
- Assess whether project activities are sustainable and identify steps that can be taken to enhance the sustainability of project components and objectives

7. Lessons learned

- What good practices can be learned from the project that can be applied in the next phase and to similar future projects?
- What should have been different, and should be avoided in the next phase of the project

Methodology

The evaluation will be carried out through a desk review and field visit to the project sited in Addis Ababa and regions and consult with donor, implementing partners, beneficiaries and other key stakeholders. Consultations with relevant units and officials in Geneva and Addis Ababa will be done and the method for doing so will be decided by the evaluation manager. 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 presented in a stakeholders' workshop and shared with all relevant stakeholders and a request for comments will be asked within a specified time (not more than 5 working days). The evaluation team will seek to apply a variety of evaluation techniques –

desk review, meetings with stakeholders, focus group discussions, field visits, informed judgement, and scoring, ranking or rating techniques.

Desk review

A desk review will analyze project and other documentation including the approved log frame, ILO 2013 - 2014 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 Evaluator. The consultant will review the documents before conducting any interview.

Interviews with ILO Staff

The consultant will undertake group and/or individual discussions with project staff in Addis Ababa. The consultant 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 persons to be interviewed will be shared by the project management (CTA) after further discussion with the Evaluation Manager.

Interviews with Key Stakeholders in Addis Ababa and field visit to regions

A first meeting will be held with the ILO CO Director for Ethiopia and Somalia and with the Project Team. After that the consultant will meet relevant stakeholders including members of the NSC and technical working group, 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

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

Budget

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

For the Evaluator:

- Fees for international team leader for 24 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.

7. Management arrangements, work plan & time frame

Composition evaluation team

The evaluation will be done by an independent international evaluation consultant. The consultant will be a highly qualified senior evaluation specialist with extensive experience in evaluations and ideally also the subject matter in question: domestic workers.

Evaluation Manager

The evaluation team will report to the evaluation manager (Mr. Gugsu Yimer Farice, farice@ilo.org) and should discuss any technical and methodological matters with the evaluation manager should issues arise. The evaluation will be carried out with full logistical support and services of the Project management.

Work plan & Time Frame

The total duration of the evaluation process is estimated to 24 working days over a 6 week period starting from 25 February 2015. The international consultant will spend about 8 working days in Ethiopia.

Key qualifications and experience of the Evaluation Team

The consultant should have the following qualifications:

- Master degree in Business Management, Economics or related graduate qualifications;
- A minimum of 10 years of professional experience specifically in evaluating international development initiatives;
- Demonstrated expertise and capability in assessing technical and vocational skills training in rural and informal economies, 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.

Payments

The consultant shall be paid professional Fee of USD 600/day for 24 working days based on two installments:

- a) **US\$ 5,760.00** up on submission of first report.
- b) **US\$ 8,640.00** as second payment upon submission of acceptable report.

ILO will also cover round-trip ticket from and to country of residence and Daily Subsistence Allowance (DSA) for the time spent in Addis.

5. Documents cited

- AFRICA: Decent Work Agenda for Africa (DWAA), ILO Mid-Term Review 2011.
- ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation.
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ILO Emerging Good Practice Template

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

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

Name of Evaluator: Prof. Oladele Arowolo

Date: 31 March 2015

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

GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>The institutionalization of Community Conversation, coupled with the proposed decentralisation of migration management, is a fundamental step towards the promotion of sustainability of project activities. Still in progress since March 2014, the Community Conversation (CC) strategy has been implemented by the ILO with the collaboration of UN Women. The CC approach brings key stakeholders together in support of the regional anti-trafficking committees for coordinated efforts towards awareness raising and community mobilization activities for the prevention of irregular migration and protection of migrant domestic workers in general and that of women migrant domestic workers in particular. For a start, the process has succeeded in bringing together representatives from Regional Bureau including Bureau Head of Amhara BOLSA, all Zonal BOLSA offices in the Regions, Amhara Bureau of Women, Children and Youth Affairs (BOWYCA) and regional Police Office. Of particular importance is the methodology of conducting community conversation, which has proved attractive and result-oriented with its emphasis on raising awareness and mobilizing the community against irregular migration, including trafficking.</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>Since about 2011 the number of female migrant domestic workers (MDWs) heading for the Middle Eastern countries has been increasing. In order to address this, Government planned to be issuing more than 1,000 migration permits daily, exclusively for women who have taken part in a 3-hour pre-departure training. The objectives of the government are to better regulate the system, to provide better preparation and protection for the MDWs and ensure their safe return, and to reduce the numbers of domestic workers leaving by irregular channels which provide little protection. In order to realize these objectives, the Ethiopian Government has put in place a number of measures that should facilitate, monitor and regulate the formal migration process. The recently introduced Community Conversation strategy serves to enhance government measures to prevent irregular migration and safeguard the rights of migrants in general and MDWs in particular.</p>

<p>Establish a clear cause-effect relationship</p>	<p>It has been established that the community of origin plays a critical role in the process of migration by unskilled and semi-skilled workers in Ethiopia; the community has good knowledge of propensity to migrate among the youth, the decision to migrate whether regular or irregular, potential routes and destination countries. In some cases, it is the community that provides the needed resources to undertake the migratory journey and the community plays a critical role in the re-integration of returnees. By the same token, communities have good information about illegal movements, including human and drug trafficking. The placement of CC strategy at community level is therefore an effective approach to curbing illegal migration and trafficking. If the CC strategy is replicated in all communities throughout Ethiopia, it would facilitate migration management while curbing irregular migration.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>The project indicates that the CC strategy has already led to important behaviour change in the pilot communities; however, a study is yet to be conducted to provide evidence in this regard. The target beneficiaries are the migrant domestic workers and other unskilled migrants who are often exploited by unscrupulous officers because of lack of information and who end up frustrated upon return home because of inadequate re-integration support. The community also benefits from the sharp reduction in irregular migration and trafficking, making migration a legitimate means of contributing to local development and national development at large.</p>
<p>Potential for replication and by whom</p>	<p>The community Conversation (CC) approach has a very good chance of being replicated across the country. The ILO and UN Women have plans to expand the strategy to the six selected regions under this project with a view to its being institutionalized by the government throughout the country. Government and partners see CC as a veritable strategy for promoting and sustaining the decentralization of migration management.</p>
<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p>	<p>The institutionalization of Community conversation in Ethiopia will go a long way in achieving the objectives of the DWCP as well as the following targets of the Decent Work Agenda for Africa: Target 3: Decent work for Africa's Youth; Target 8: Implementing labour standards at the workplace ; and Target 13: Anti-slavery.</p>
<p>Other documents or relevant comments</p>	<p>The government of Ethiopia has cooperated with partners on the MDW project to equip migrants with pre-departure information and better prepare them to face the challenges of service delivery and denial of human rights at their places of destination. The CC provides an avenue for such capacity building of potential migrants.</p>