



International Labour Organization

iTrack

Evaluation

# ILO EVALUATION

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- **Evaluation Manager:** Ms. Maria Machailo-Ellis, CO Pretoria.
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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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## List of Abbreviations

ACTEMP	(ILO) Bureau on Employers' Activities
ACTRAV	(ILO) Bureau on Workers' Activities
ASEAN	Association of South East Asian Nations
AU	African Union
CSO	Civil Society Organization
DWCP	Decent Work Country Programme
DWT	ILO Decent Work Team for Southeast Asia
EA	Evaluability Assessment
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EO	Employers' Organisation
ERG	Expert Reference Group
EU	European Union
EUD	European Union Delegation
EUTF	European Union Trust Fund
FGD	Focus Group Discussion
IDP	Internally Displaced Persons
IGAD	Inter-Governmental Authority on Development
ILMS	International Labour Migration Statistics
ILO	International Labour Organization
ILOSTATS	ILO database of labour statistics
ILS	International Labour Standard
IOM	International Organization for Migration
IR	Inception Report
ITC/ILO	(ILO) International Training Centre in Turin
JLMP	Joint Programme on Labour Migration Governance for Development and Integration
LF	Logic(al) Framework
M&E	Monitoring and Evaluation
MAP	Migration Action Plan
MIGRANT	(ILO) International Migration Programme
MOHRD	Ministry of Human Resource Development and Labour (Sudan)
MOLSA	MOLSA Ministry of Labour and Social Affairs (Ethiopia)
MOU	Memorandum of Understanding
MRA	Mutual Recognition Agreement
MRS	Mutual Recognition of Skills
MSMEs	Micro, small and medium enterprises
MTE	Mid-Term Evaluation
NGO	Non-Governmental Organization
NOA/NOB	National Officer (Grade A / Grade B)
NPC	ILO National Project Coordinator
OSH	Occupational Safety and Health
PARDEV	Partnerships and Field Support
PLWHA	People Living with HIV/AIDS
PMF	Performance Management Framework

PWD	Persons With Disabilities
REC	Regional Economic Community
ROAF	Regional Office for Africa
ROM	Results-Oriented Monitoring
TC	Technical Cooperation
ToC	Theory of Change
TOT	Training of Trainers
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VCD	Value Chain Development

# Executive Summary

## **Background and programme description**

The present Evaluation Report is mandated by the Terms of Reference (ToR) for the *Independent Mid-Term Evaluation (MTE)* of the project “Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility” (see Annex 1). It is a partnership between the Secretariat of the Inter-Governmental Authority on Development (IGAD), the EU Trust Fund (EUTF) and the International Labour Organization (ILO), with the overall goal of improving opportunities for regulated labour mobility and decent work within IGAD countries through the development of models of intervention. The Project is active in the seven IGAD Member states (Djibouti, Ethiopia, Sudan, Somalia, Kenya, Uganda, South Sudan). The EU Delegation (EUD) in Djibouti through the EUTF provides EUR 6 million to the ILO for a three-year period (1 March 2017 – 28 February 2020).

The project originally had two Specific Objectives:

- 1) Strengthen the knowledge base for developing labour market and mobility policies and measures in IGAD countries (*knowledge-building*); and
- 2) Provide increased access to employment and skills development opportunities in strategic market sectors along the Ethiopia-Sudan migration corridor (*operational implementation*).

However, following the Results-Oriented Monitoring assessment (ROM) of October 2018 which noted substantial delays (in large part caused by delays in recruiting key staff), the EU requested the ILO to make changes to the project document, notably to maintain the activities under the first component (knowledge building and capacity building activities) while abandoning the second Objective. This led to the ILO developing a Concept Note for the Reorientation which was submitted to the EU for approval on 28 February 2019. In the meantime, an Evaluability Assessment (EA) took place in December 2018 which had also been delayed substantially.

The Free Movement in IGAD project is currently implemented by a team of 5 male staff members based in Addis Ababa except one who is in Khartoum, but the Reorientation provides for 5 more staff members of which in any case two will be located in Djibouti upon the explicit requests made by both the IGAD Secretariat and the EUD. Administrative supervision is done by the ILO Country Director in Addis Ababa and technical support is provided by several ILO Regional Specialists based in DWT Cairo and in the Headquarters (HQ) of ILO in Geneva.

## **Objective, Scope and Methodology of the Evaluation**

The Independent Mid-Term Evaluation (MTE) consists of a thorough assessment by an independent consultant focusing on understating the progress to date in the planned and unexpected outputs towards the project outcomes and impact. The evaluation objectives are six-fold but in particular include: to assess the implementation of the project so far, and to analyse the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes including unexpected results.

The *evaluation period* covers the period from the official start of the project on 1 March 2017 until 28 February 2019. *Geographically*, the evaluation covers both interventions at the regional level within the IGAD Region as well as country-level work. The evaluation *key users* are the identified national and regional stakeholders which include the IGAD Secretariat, the national tripartite partners, organisations of workers and employers and the involved ministries, in particular those of Labour and Employment responsible for managing labour migration and labour market policies and programmes, as well as the Project Steering Committee (PSC), the ILO and the EUTF.

*Six Evaluation Criteria* have been identified in the ToR which form the backbone of the Findings section below. The *Data Collection Worksheet* in Annex 5 identifies 25 Evaluation Questions which have been discussed in Chapter 3 and summarized below. The *Methodology* for the MTE

consist of a mix of qualitative and quantitative data collected, including interviews with key stakeholders and Focus Group Discussions in Addis Ababa and in Djibouti, as well as observations, critical reflection and triangulation of information acquired.

### Findings

The findings are discussed according to the six Evaluation Criteria distinguished throughout this report, followed by the overarching conclusion. The MTE found that the overall strategy and approach on labour migration in the Free Movement in IGAD project still has a high **Relevance and Strategic Fit** to the seven Member States of the Inter-Governmental Authority on Development (IGAD), and to the regional and global stakeholders. In addition, the project objectives are very much aligned with the priorities of many national and international organisations, including those of IGAD, the AU, the EUTF, the SDG Goals and ILO, and at the national level with the UNDAF and the different ILO-DWCP's.

The **Validity of the Design** differed between the original Results Framework and the one in the Reorientation. The original one had several flaws, including the fact that not enough attention was paid to the support to the IGAD Component of the Action Fiche and that it was quite ambitious; these have been rectified in the Reorientation. The EA concluded on the original design that the project had a clear LogFrame but that its evaluability is limited and lacks an M&E Plan and a gender action plan. These flaws continue to exist in the reoriented design. The time frames for the project implementation and the sequencing of activities are much more sequential and achievable in the Reorientation provided that the recruitment of the five additional staff will indeed take place in an *accelerated* manner, that no new research projects are started before the completed ones are validated and published, and that the requested no-cost extension of 6 months will be approved by the EU Trust Fund. Concerning the clarity of the objectives, the EA concluded that Specific Objective 1 was clearly formulated, while Specific Objective 2 was not, since it was formulated as *an activity*. The same problem has now been assessed by the MTE with respect to the new design whereby the new result areas are again formulated as activities.

The project's **Effectiveness** has been limited due to the implementation delays, but the MTE also found that, although not sufficient, the achievements made were indeed of importance and could potentially provide a solid basis for the revised result areas to be undertaken. This applies in particular to the research and capacity building undertaken, and some of the key achievements in those areas have been detailed in Table 3. Having started officially in March 2017, the project has suffered from significant delays in staff recruitment whereby the project team became complete only in June 2018 with the start of the CTA. Various measures have been adopted by the Project Management to overcome these delays, but in hindsight, more should have been done in terms of more intensive guidance, direct support and supervision of the project.

The MTE also found that the coordination and partnership with the main stakeholders are not sufficiently effective mainly because the pivotal IGAD Secretariat and the EU Delegation are located in Djibouti while the project office is in Addis Ababa. For the same reason, communication has also been less than optimal. In order to mitigate this challenge, it has been decided that the TO will move to Djibouti. Communication will be further enhanced by starting to conduct regular meetings of the PSC. Different ministries in the seven IGAD countries have been involved directly in the project mainly as part of the Member States Delegations in IGAD meetings and as *receivers of training* provided. However, the other tripartite partners, the EO and WO are much less involved, and a first important step has been made to step this up through the new Result Area 1.4. Special attention and possibly support needs also to be given here to the formation of regional associations of WO (HACTU) and EO in order to be able to liaise effectively with the IGAD Secretariat. The challenges discussed in the above have been addressed through the enhanced *Modes of Delivery* detailed in the Reorientation and they include: Relocate the present TO to Djibouti; Appoint five additional project members; Continue and enhance the inputs from the specialists from the ILO; Approve the no-cost extension of 6 months; and Plan the first PSC meeting for May 2019.



Regarding the draft research reports produced, the MTE found that they are quite different in nature, ranging from 7 country reports on Labour Migration and Mobility, through one report with 7 country chapters on Skills Development, and to 1 literature study on Climate Change and labour migration. With respect to the quality of the draft research reports, generally the stakeholders interviewed during the MTE were satisfied. Since the different studies, which were implemented more or less simultaneously, were *subcontracted* to consultants or consulting firms, the project has put a lot of emphasis on *Quality Assurance* of every step of the research process which was coordinated by the Technical Officer (TO). The MTE found that the draft reports on the Labour Migration Assessment are all based on a solid analytical framework and provide a very useful overview of issues in labour migration, but the sections on Recommendations should be streamlined. The second research output on skills development includes a substantial literature review and ten logical recommendations. The third research output on climate change is a literature study with useful recommendations on knowledge gaps, options for future research and future policies. From now on the focus should be squarely on the validation of these research efforts, starting with the validation workshop planned for May 7 and 8, 2019.

With respect to *Efficiency* it was assessed that the available technical and financial resources were in itself adequate to fulfil the project plans but due to the significant delays in recruiting key staff and the relatively little time left to undertake activities, the Reorientation had become necessary. Generally, this Reorientation has been received with approval, for example from the IGAD Secretariat. Considering that the total project period is three years, *underspending* has been very substantial (only 29% of the total funding of Euro 6 million has been spent in just under 2 years). Regarding the new budget proposed in the Concept Note for the Reorientation, the percentage dedicated to human resources (i.e. 31%) remains quite modest compared to projects with a similar size and multi-country complexity. Just over 50% of the budget is allotted to actual activities, including research, capacity building, promoting the Rights Based Approach and promoting Tripartism & Social Dialogue.

The project still has a lot to do, and in fact, the activities under the five result areas have shown to be quite diverse. Nevertheless, the MTE finds that the completion of most of these activities could indeed mainly be achievable on the explicit condition that all partners will do their utmost to speed up their specific activities related to the project, including accelerated relocation and recruitment, approval of the 6 months no-cost extension and transfer of the second tranche of money, and the IGAD Secretariat making available office space for the project staff relocating to Djibouti as well as formally establishing the Expert Reference Group. The *original* Project Document as well as the Reorientation lack a full-fledged M&E Plan and a PMF. The EA recommendations on the LogFrame have partly been incorporated in the Reorientation but did not yet consider the detailed proposals for the PMF and the Risk Matrix.

In terms of *Orientation to Impact and Sustainability*, there are various opportunities for the project outcomes to generate a longer-term positive change with the implementation of the above-mentioned enhanced *Modes of Delivery*. This applies especially to the research studies, the capacity building, the establishment of the Expert Reference Group, the increased understanding of ILO's Conventions and Recommendations, the diverse trainings e.g. on ILMS, the study mission to the Middle-East, the support to tripartite dialogue, the phase-out strategy through the YSEI project, and in particular also the support to the IGAD Free Movement Protocol. In addition, at the *regional* level the IGAD Secretariat has clearly shown *ownership* of the project also related to the fact that the Action Fiche subsumes two interrelated components. An interesting opportunity has arisen to promote ownership at the regional level on the side of the trade unions through the setting up of HACTU. At the *national* level there is much less feeling of ownership of the project.

The likely contribution of the project initiatives to *broader development changes* in the area of labour migration must be sought especially at the *regional* level with the support to the IGAD Secretariat in the form of several research studies, in the form of capacity building and in the form of the technical support to the IGAD Component of the Action Fiche. The contribution of the project to the development of the Free Movement Protocol is likely to be substantial because as a result of the Reorientation its contribution will be mainly focused on the development of this

protocol through several Result Areas. The project will likely also make some contributions through the project activities to better cross-border migration governance, analysis of labour markets, and interventions to support livelihoods of the people in the region.

The Evaluation Criteria of *Replicability* has in part been made redundant as the piloting component relating to the Ethiopia-Sudan corridor has been abandoned in the Reorientation. Nevertheless, the research and capacity building components are surely replicable as also underlined by the IGAD Secretariat. Whether the new activities proposed in the Reorientation will provide such replicable models is too early to tell, and this needs to be established by the final evaluation of the project.

The *overarching conclusion* of the MTE is that the project remains a highly relevant project for the countries involved as well as for the donor, that it has provided value for money at the activity level, and that, despite substantial delays, it has made several important and good quality achievements in terms of useful draft research reports and very relevant capacity building of staff of the IGAD Secretariat and the Member States. This foundation of knowledge acquired and staff trained will be conducive to the implementation of the activities proposed in the Reorientation, whereby it is important that the draft research reports will be validated soonest, and that the trained staff will become the key members of the important Expert Reference Group to be validated soonest by the IGAD Member States. An important omission in the project design and in the reorientation is the gender dimension, and the design of a gender action plan needs to be set in motion without delay. With these caveats in mind, and keeping in mind the conclusion made in Section 3.4 that the activities proposed in the Reorientation would indeed mainly be achievable on the *explicit condition* that all partners will do their utmost to speed up their specific activities related to the project, *the MTE recommends continuation of the programme* following the lines set out in the Reorientation and in the specific Recommendations below.

### Recommendations

- 1) **Maintain the overall strategy and approach of the project in terms of knowledge building and support to the Free Movement Protocol of the Inter-Governmental Authority on Development (IGAD)**, which is still very much relevant to the IGAD Member States and to the regional and global stakeholders, and which is clearly aligned with the priorities of many national and international organisations including in particular those of the key partner, the IGAD Secretariat and the donor, the EUTF.
- 2) **Implement the revised Results Framework as laid down in the Reorientation** (see Table 2) since this is more realistic for the remainder of the project period and since it provides for enhanced support to the IGAD component of the Action Fiche.
- 3) **Adjust and extend the LogFrame and Implementation Plan of the Reorientation to include the suggestions made by the Evaluability Assessment (EA) and by the MTE** pertaining to the development of a complete M&E Plan, PMF and Risk matrix, as well as reformulate the Result Areas 1.3 to 1.5 as outcomes (not as activities) and add assumptions for these areas in the LogFrame.
- 4) **Develop a Gender Action Plan** with the support of the ILO gender specialists in the CO Pretoria and in Geneva, and make sure that the suggestions on gender equality by the EA are included in the LogFrame. Since the project team is all-male, preference should be given to female candidates when qualifications are equal while recruiting the new staff members.
- 5) **Involve more pro-actively the employers' and workers' organisations (EOWO)** at the national level as they are currently not very much involved in the project activities by implementing the new Result Area 1.4, and at the regional level provide space and support for the Horn of Africa Confederation of Trade Unions (HACTU) as well as for possible regional initiatives of employers' organisations.
- 6) **Give high priority to the validation by the IGAD Member States, the publication and the dissemination of the various research reports** which are available currently only in draft format, **as opposed to initiating new research studies**. Once that validation process has manifestly been set in motion, time and efforts could again be dedicated to launching such additional studies. In addition, validation should be a step-wise process in order not to overburden the Member States delegations with too many reports at the same time.

- 7) **Enhance communication with the IGAD Secretariat and the EU Delegation in Djibouti and this explicitly includes conducting regular Project Steering Committee (PSC) meetings** and organize the first PSC meeting for May 2019. Generally, it would be beneficial for communication if the PSC was formed as soon as the project starts and if recruitment is delayed it could be initiated by the ILO backstopping staff of the Country Office or Headquarters.
- 8) **Make sure that the six-months no-cost extension will be approved soonest by the EUTF** and make arrangements for the payment of the second tranche of funding.
- 9) **Provide support to the establishment and validation by the IGAD Member States of the Expert Reference Group (ERG)** and include the chair and/or vice-chair among the members of the PSC, and, more in particular, revisit the ToR for this ERG, identify the precise members, and have it validated by the IGAD Member States.
- 10) **Implement the concrete measures proposed in the Reorientation to enhance efficiency**, in particular accelerated relocation of the Technical Officer (TO) to the office space provided by the IGAD Secretariat in Djibouti, accelerated recruitment procedures for the five additional project staff members, maintain and where possible enhance direct technical support and provision of inputs from ILO specialists from DWTs and HQ, including provision of trainings and development of various tools and guidelines planned in the reorientation concept note, and maintain the solid Quality Assurance (QA) processes related to research studies which in itself are subcontracted to consultants or to firms.
- 11) **Enhance the impact and sustainability of the project by focusing on the support to the IGAD Free Movement Protocol** which feeds directly into a sustainable process within the IGAD Secretariat and the IGAD Member States, **as well as on the development of a 'phase-out strategy (or an 'exit plan') which is currently lacking** although to a certain extent the development of the new programme, the Youth Skilling and Employment Initiative (YSEI), can be considered to fill this void partly contributing to sustainability.
- 12) **Redirect the question whether the project's activities provide a replicable, scalable model that is both an effective approach at regional and national levels to the Independent Final Evaluation of the project** as this question has in part been made redundant because the piloting component related to the Ethiopia-Sudan corridor has been abandoned in the Reorientation, while the replicability of the activities newly proposed in the Reorientation can at this stage not yet be assessed.

#### **Lessons Learned and Good Practices**

Finally, from the experience gained by evaluating the Free Movement of Persons and Transhumance in the IGAD Region project in the present report two Lessons Learned (LL) and one Good Practice (GP) have been compiled as follows:

- LL1: When one single programme (in this case the Action Fiche) contains two different components make sure that the interaction and mutual support is as optimal as possible.*
- LL2: When recruitment of key staff gets delayed beyond 3 to 4 months after the official start of the project make absolutely sure that there is sufficient and sustained managerial and technical support from the responsible ILO Country Office as well as from the ILO Regional Specialists in DWT's and from staff in HQ in order to be able to manage the project well and provide sufficient support to the existing project staff.*
- GP1: The development of a solid Knowledge Base in the initial period of the project can in principle be beneficial to the design of interventions and policies.*

# 1 Introduction

The present Evaluation Report is mandated by the Terms of Reference (ToR) for the **Independent Mid-Term Evaluation** of the project “**Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility**” (see Annex 1). **IGAD** is the ‘Inter-Governmental Authority on Development’ and consists of eight countries: Djibouti, Ethiopia, Sudan, Somalia, Kenya, Uganda and South Sudan, while Eritrea suspended its membership in 2007. The present chapter firstly summarizes the background, the context and the objectives of the Free Movement of Persons and Transhumance in the IGAD Region (or ‘Free Movement in IGAD’ for short), followed by the purpose, scope and clients of the Mid-Term Evaluation (MTE). In Chapter 2 the methodology of the evaluation will be explained. The actual evaluation exercise consists of the analysis of the evaluation criteria and evaluation questions in Chapter 3. The findings are summarized in the Concluding Section 4.1, while the Recommendations are the subject of Section 4.2. The final Chapter 5 presents several Lessons Learned and Good Practices.

## 1.1 Introduction and Background of the Free Movement in IGAD project

The eight countries that make up the IGAD regional economic community form a vast and complex region. Despite differences, the countries share a number of challenges and opportunities as they move towards regional integration. While several countries have experienced strong economic growth rates in recent years, this has yet to translate into significant job creation. Labour markets must absorb large numbers of new workers entering the labour force each year as a result of population growth, while contending with structural difficulties in creating productive, formal sector employment. A ‘vicious circle’ of limited access to education and adequate training, low wages and low-productivity jobs, and lack of basic protections leave many youth and workers excluded from fully participating in economic growth and development.

Labour migration can provide a safety valve to reduce the pressures on national labour markets that do not provide sufficient opportunities for decent work. At the regional level, IGAD countries have made commitments to achieving greater integration among member States, of which the free movement of persons is a key pillar. There is increasing recognition that free movement agreements have an immediate effect on the decent working conditions of migrant workers, as they provide access to legal channels for migration as well as a normative framework for addressing the rights of migrants (see also ToR in Annex 1).

Within this context, ILO with support of the European Union (EU) is implementing a 3 years technical cooperation project named “Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility” with a budget of EUR 6 million. The project was authorised by the operational committee of the European Union Trust Fund (EUTF) as part of the **Action Fiche** for the implementation of the Horn of Africa Window (EUTF05–HoA–REG–19) “Towards Free Movement of Persons and Transhumance in the IGAD Region” which is itself part of the “The European Union Emergency Trust Fund for Stability and Addressing the Root Causes of Irregular Migration and Displaced Persons in Africa” (2016). Under this same Action Fiche another project is being implemented by IGAD which aims to support the process of adoption of the free movement protocol, with a budget of € 3.6 million, and the present ILO implemented project is intended to complement and support the IGAD component.

### Objectives of the 'Free Movement in IGAD' project

The **Overall Objective** of the project is “to improve opportunities for regulated labour mobility and decent work within IGAD countries through the development of models of intervention”. The specific objectives and results are included in Table 1.

**Table 1: The Original Results Framework of the Free Movement for IGAD project.**

<p><b>Specific Objective 1:</b> Strengthen the knowledge base for developing labour market and mobility policies and measures in IGAD countries (<b>knowledge-building</b>)</p> <ul style="list-style-type: none"> <li>• <b>Result 1.1:</b> Policy-relevant research is produced and disseminated on the linkages between regional migration and labour market issues.</li> <li>• <b>Result 1.2:</b> Key labour market actors in the region have increased capacity to collect and analyse labour market and skills indicators, and link migration governance and labour market issues.</li> </ul>
<p><b>Specific Objective 2:</b> Provide increased access to employment and skills development opportunities in strategic market sectors along the Ethiopia-Sudan migration corridor (<b>operational implementation</b>)</p> <ul style="list-style-type: none"> <li>• <b>Result 2.1:</b> Priority market sectors with potential for growth and job creation for national and migrant women and men are identified.</li> <li>• <b>Result 2.2:</b> Intervention strategy to support the development of selected value chain is developed.</li> <li>• <b>Result 2.3:</b> National and migrant women and men have access to relevant financial services to take advantage of economic opportunities across the identified value chains.</li> <li>• <b>Result 2.4:</b> Skills and vocational training programmes are developed in line with identified market needs.</li> <li>• <b>Result 2.5:</b> Mechanisms for skills recognition in place to increase labour mobility.</li> </ul>

The *knowledge-building component* seeks to deepen understanding on migration and labour market dynamics in the region, including the constraints and opportunities for employment creation and causes of skills shortages, and strengthen capacity in these areas. This will contribute to laying the groundwork for the implementation of the free movement protocol, as well as preparing the operational phase of the project. The *operational component* was intended to provide impact to current and potential migrants through pilot actions for the development of employment and skills opportunities in the Ethiopia-Sudan migration corridor, so as to serve as models to be replicated or incorporated into broader national and regional interventions. The intervention strategy intended to create employment through value chain development, which focuses on developing market systems that offer opportunities for job creation and improved job quality. In parallel, supporting functions of skills development, access to finance, and the respect of the fundamental rights of workers were planned to be addressed.

### Update: Reorientation of the EU Project of February 2019

In October 2018, the EU conducted a Results-Oriented Monitoring assessment (ROM), which arrived at some critical conclusions especially related to the delays in the project (in large part caused by delays in recruiting key and other staff) and a single recommendation. In view of these conclusions and in line with that recommendation the EU requested the ILO to make changes to the project document, notably to maintain the activities under the first component (knowledge building and capacity building activities) and reorient the second operational component in a way that would support the momentum gained towards the national consultations and upcoming negotiations on the protocol on free movement of persons (the IGAD-component of the Action Fiche mentioned above). With this understanding and based on a consultation process between ILO-IGAD-EU in January-February 2019, the ILO has prepared a Concept Note for discussion with EU and IGAD, entitled “Concept Note for the Reorientation of the EU project Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regulated Labour Mobility” (28 February 2019). The revised results framework has been summarized for easy reference in Table 2 while the complete framework is shown in Annex 8.

**Table 2: A Summary of the Revised Results Framework of the Free Movement for IGAD project (cf. Concept Note dated 28 February 2019).**

<b>Result 1.1: Policy-relevant research is produced and disseminated on the linkages between regional migration and labour market issues</b>
<ul style="list-style-type: none"> <li>• Same as original Framework.</li> </ul>
<b>Result 1.2: Key labour market actors in the region have increased capacity to collect and analyse labour migration and labour market indicators</b>
<ul style="list-style-type: none"> <li>• Fellowship to IGAD Secretariat,</li> <li>• Capacity Building of Expert Reference Group,</li> <li>• Training on ILMS, and</li> <li>• IGAD-ILO Meeting on Labour Migration Governance</li> </ul>
<b>Result 1.3: Promote Rights Based Approach to Labour Migration Governance</b>
<ul style="list-style-type: none"> <li>• Promote Ratification/implementation of Key ILO conventions on MW,</li> <li>• Adapt ILO's guidelines/ on labour migration policy,</li> <li>• Training on fair recruitment practices,</li> <li>• Support revision of national legislations related to labour migration,</li> <li>• Support AU/IGAD study mission to the Middle East,</li> <li>• Support the development of IGAD Labour Migration Policy Framework,</li> <li>• Provide training for labour attaches</li> </ul>
<b>Result 1.4 Promote Tripartism &amp; Social Dialogue on labour migration issues</b>
<ul style="list-style-type: none"> <li>• Regional Tripartite dialogue and regional meetings of WO &amp; EO</li> </ul>
<b>Result 1.5: Support preparatory phases of the Youth Skilling and Employment Initiative</b>
<ul style="list-style-type: none"> <li>• Rapid Country Assessment, Development of a full program and Validation Workshop</li> </ul>
<b>Additional: Ongoing ILO technical support to the IGAD free movement protocol</b>
<ul style="list-style-type: none"> <li>• High level experts meeting from 18 to 22 March 2019 in Uganda, and Technical support during the negotiations process of the IGAD free movement protocol including a Road Map</li> </ul>

Since this Concept Note was only recently completed, this development was not yet known while preparing the ToR for the present MTE, and therefore, some changes as compared to the ToR were proposed in the Inception Report for this MTE (see Annex 2). By the approval of this report the changes were duly accepted and this included in particular to extend the scope of the MTE from 31 December 2018 to 28 February 2019 so as to include this latest development.

In view of the fact that the development of the Concept Note was an urgent process, it did not incorporate all the Recommendations of the ILO-led Evaluability Assessment (EA) completed December 2018. The present MTE will investigate which recommendations are still relevant considering the revised results framework.

### **Project Management Arrangements**

The project management unit is anchored in the ILO Country Office at Addis Ababa. It is composed of an all-male team, i.e. a Chief Technical Advisor (CTA), a Technical Officer, a Finance and Administrative Assistant and a Driver in Addis Ababa and a National Project Coordinator in Khartoum. The team gets technical support and backstopping service from MIGRANT and SKILLS in Geneva, ILO Regional Office for Africa (ROAF) in Abidjan, Decent Work Country Team (DWT) in Cairo, CO Algiers and other departments and units in headquarters.

## **1.2 Purpose, Scope and Clients of the Mid-Term Evaluation**

### **Evaluation Background**

ILO considers evaluation as an integral part of the implementation of technical cooperation projects accountability, learning and planning and building knowledge. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the implementation of the project as per established procedures. The evaluation has been conducted in the context of criteria and

approaches for international development assistance as established by the OECD/DAC Evaluation Quality Standard and the UNEG Code of Conduct for Evaluation in the UN System. In particular, this evaluation has followed the ILO policy guidelines for results-based evaluation and the ILO EVAL Policy Guidelines.

The project has gone through a donor (EU) lead Results Oriented Monitoring (ROM) exercise in October 2018, as well as an ILO-led Evaluability Assessment (EA) between November – December 2018 (see its recommendations in Annex 11). In addition, the present Independent Mid-Term Evaluation will be followed by an Independent Final Evaluation. Both are managed by an ILO certified evaluation manager with oversight by EVAL in Geneva.

### **Purpose and Objectives of the Evaluation**

The independent mid-term evaluation consists of a thorough assessment by an independent consultant focusing on understating the progress to date in the planned and unexpected outputs towards the project outcomes and impact. The evaluation **objectives** are:

- a) Assess the implementation of the project so far, identifying factors affecting project implementation (positively and negatively). If necessary, propose revisions to the expected level of achievement of the objectives;
- b) Analyse the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes; including unexpected results.
- c) Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
- d) Review the strategies for sustainability;
- e) Identify the contributions of the project to the SDGs, the ILO objectives and its synergy with other projects and programs;
- f) Identify lessons and potential good practices for the key stakeholders.
- g) Provide strategic recommendations for the different key stakeholders to improve implementation of the project activities and attainment of (new) project objectives.

### **Clients of the Evaluation**

The evaluation key users are the identified national and regional stakeholders which include the IGAD Secretariat, the national tripartite partners, organisations of workers and employers and the involved ministries, in particular those of Labour and Employment responsible for managing labour migration and labour market policies and programmes, as well as the project steering committee (PSC), the ILO and the EU.

### **Evaluation Scope**

According to the ToR for the present MTE (Annex 1) the scope of the evaluation covers the project from its start in March 2017 to December 2018. **However, considering that the project has recently been substantially redesigned, in particular its second operational component, which was laid down both in the Concept Note mentioned in Section 1.1 above as well as in the recently completed Annual Progress Report dated 28 February 2019, it was agreed to extend the scope of the MTE to this date.**

The scope of the evaluation in terms of the operational area is the IGAD region which covers Djibouti, Ethiopia, Sudan, Somalia, Kenya, Uganda and South Sudan. The scope of the mid-term evaluation entails assessing project progress in relation to the objectives and results as well as the continued relevance of project orientations.

## 2 Methodology of the Evaluation

### 2.1 Conceptual Framework

The evaluation is carried out in the context of the criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. In order to ensure an internationally credible exercise, the evaluation adheres to the ILO policy guidelines for results-based evaluation, the technical and ethical standards as well as the Code of Conduct for Evaluation of the UN System. As defined in ILO policy guidelines the evaluation covers the following *Evaluation Criteria* as specified in the ToR (see Annex 1):

A- Relevance and Strategic Fit	D- Efficiency
B- Validity of design	E- Orientation to impact and sustainability
C- Effectiveness	F- Special concerns: 'Replicability'

The ILO template for the *Data Collection Worksheet* describes the way that the chosen data collection methods, data sources, sampling and indicators support the evaluation questions. In the Inception Report (cf. Annex 2) it has been discussed in detail, and for each of the six Evaluation Criteria distinguished in the above, a series of evaluation questions have been identified and they are included here in Annex 5, whereby it needs to be noted that some of these 25 questions actually have several sub-questions.

The evaluation has integrated *gender equality* as a cross-cutting concern throughout its deliverables and process. Furthermore, the MTE paid attention to the other cross-cutting issues related to social dialogue, tripartism and international labour standards.

### 2.2 Methodology, Work Plan and Key Deliverables

#### *Methodology*

The evaluation has collected data and information produced by the project, from the interviews with key informants and key stakeholders, and through field observations. Gender concerns have been addressed consistently throughout the review process; all data are sex-disaggregated and different needs of women and men as well as of marginalized groups targeted by the project were considered. The methodology used consists of four phases:

#### **1) Document Review, scoping and Inception Report**

In this phase, the evaluator received briefings by and had discussions with the evaluation manager and the project team through skype/calls. In the same period the consultant reviewed the project document (PRODOC), work plans, progress reports, research reports, and other documents that were produced since the project started, as well as the Results Oriented Monitoring (ROM) exercise commissioned by the EU, the Evaluability Assessment (EA), the Concept Note on the Reorientation and the very recent (28 February 2019) Annual Progress Report (see Annex 12). The conceptual framework and the methodological approach were based on the ToR and were modified in the Inception Report completed in this phase (see Annex 2).



## 2) Field work

The evaluator has undertaken field visits to Ethiopia and Djibouti between 9 and 16 March 2019 and a mission program is included in Annex 3. The informants interviewed are listed in Annex 4 and this covers all types of stakeholders as follows:

- ILO Project team and Country Office
- ILO Regional Office for Africa (ROAF) in Abidjan and DWT in Cairo
- MIGRANT, PARDEV and SKILS in Geneva
- IGAD Secretariat
- Tripartite Constituents in both Ethiopia and Djibouti
- Trained representatives from ministries of Labour, Immigration/Foreign Affairs and Education in both Ethiopia and Djibouti
- European Union Delegation in Djibouti.

Almost all of these key stakeholders have actually been interviewed directly, or by skype or by email, but a few, such as the Ministry of Labour and Social Affairs and the Ministry of Immigration in Addis Ababa cancelled the appointment at the last moment because of an urgent meeting elsewhere (they were sent a few key questions by email, but there was no response). The Data Collection Worksheet in Annex 5 was used as the interview guide during the meetings and interviews with the stakeholders. Most of the interviews were held in English. However, for some stakeholders French was needed, and then support on interpretation was expected to be arranged by the ILO Country Office in Addis Ababa but since that turned out to be difficult to arrange on short notice, the evaluator tried to manage with his knowledge of French (which was not ideal).

Although the project has activities in seven countries of the IGAD, only two were visited for reasons of efficiency since the ToR specified that only 6 working days could be used for the field mission, and in the end that was even reduced to 5 days as all main stakeholders were leaving to Kampala for a workshop from Monday 18 March 2019. In addition, the entire assignment was limited in scope as a maximum of only 20 days were allotted. Ethiopia was visited because the project team is based there, while Djibouti was visited because both the IGAD Secretariat and the responsible EU Delegation are based there. Data on activities in the other five countries (Kenya, Somalia, South Sudan, Sudan and Uganda) were acquired through documents and the interviews with the project team, ILO experts, IGAD Secretariat and the EU Delegation.

## 3) Stakeholders workshop

It was envisaged in the ToR that the evaluator would facilitate –with logistic support of the project- a stakeholders' workshop in Djibouti towards the end of the field visits on Monday 18 March 2019 in the morning; **however, since most key stakeholders were then at a workshop in Uganda, a Skype Conference was organized on Thursday 21 March 2019 in the afternoon.** The evaluator presented the preliminary findings of the MTE through a PowerPoint Presentation from The Hague, while the audience was both in Kampala and Brussels. Since not all stakeholders could attend, the PowerPoint document was distributed to key stakeholders in Addis Ababa and Djibouti for their information and comments, but no comments were received.

## 4) Draft and Final Evaluation Report

After the field work, the evaluator has developed a draft evaluation report. The Evaluation Manager shall circulate the draft report to key stakeholders, the project staff and the donor for their review and will forward the consolidated comments to the evaluator. The evaluator will then finalize and submit the final report to the Evaluation Manager. The evaluator will consider addressing all comments in the report and will provide a matrix with explanations why comments were not taken into account. A stand-alone

Evaluation Summary of the report in the ILO Template will be submitted as well with the final report, while the fact sheets for the lessons learned and the good practices are included in the draft report.

The Evaluation Manager will review the final version and submit to EVAL for final review. The final evaluation report, good practices and lessons learned will be broadly disseminated through the EVAL's database as to provide easy access to all development partners, to reach target audiences and to maximise the benefits of the evaluation.

### ***Main Deliverables***

The following main deliverables have been produced during the assignment:

- Inception report;
- PowerPoint Presentation of the preliminary findings;
- Draft Evaluation report, including the executive summary, conclusions, recommendations, good practices and lessons learnt.
- Final Evaluation Report: the draft report addressing the comments, including a matrix indicating the comments and how they have been included and/or why they were not considered for inclusion; this final report also includes the EVAL templates with the Evaluation Summary, Lessons learned and Good practices.

### ***Management Arrangements***

The Evaluation Manager was Ms Maria Machailo-Ellis, ILO DWT Office, Pretoria, South Africa, an ILO-EVAL trained evaluation manager. The consultant is accountable to the Evaluation Manager. The Project Management Team has provided logistical support and the contact details of key people to be interviewed and was responsible for making the mission program and the appointments with the key stakeholders as listed in Annexes 3 and 4.

### ***Work Plan***

The evaluation has been carried out between 1 March 2019 and 30 April 2019 with a draft report produced by early April 2019. The total evaluation process was stipulated in the ToR to take 20 working days for the independent international consultant over a period of 2 months. The draft Indicative Work Plan as it is included in the ToR has been further detailed and is included in Annex 6.

### ***Limitations***

The ToR of the present MTE did not consider the recent changes in the design of the project following substantial delays in the project implementation especially as a result of delays in recruiting key and other project staffs. This was under discussion within the project since the completion of the ROM report in October 2018 and has recently come to a mutual understanding. The present MTE wants to acknowledge this progress and investigate the new proposals laid down in two extensive documents (including Annexes), viz. the Concept Note for Reorientation as well as the latest Annual Progress Report (Narrative including Annexes plus a financial report). This requires the scope mentioned in the ToR to be extended to 28 February 2019 and will thus involve more the study of the new design than originally foreseen; it will, of course, also include a review of progress made.

A second limitation concerns the timing of the Stakeholder Workshop which was originally planned for the last day of the mission, i.e. Monday 18 March. However, only on the 1<sup>st</sup> of March 2019 it became clear that all crucial stakeholders (including IGAD and ILO) will not be present in Djibouti as they have a joint event in Kampala, Uganda. To mitigate this problem, the workshop was held from different locations presenting the PowerPoint in a virtual manner on Thursday 21 March 2019, from The Hague, Brussels and Kampala. This was, however, not an ideal situation as only 4 people could attend this virtual presentation for the most part (representing IGAD, EU and ILO), and the 'general' discussion was

therefore also limited. It is advised to allot more time for a mission next time, so that a genuine workshop can be held, and so that meetings can be rescheduled which are cancelled at the last moment (see next chapter). The key stakeholders who could not attend the virtual presentation were sent the PowerPoint requesting for their comments (but no comments were received so far).

## 3 Overall Findings

For the Independent Mid-Term Evaluation (MTE) of the project ‘Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility’ six Evaluation Criteria have been identified in the previous chapter which will be discussed in depth in the present chapter (Sections 3.1 – 3.6). These criteria have been investigated with the help of the 25 Evaluation Questions identified in the previous chapter (see also Annex 5), and these questions are summarized below in bold.

### 3.1 Relevance and Strategic Fit

#### 1) **Is the strategy and approach of the project still relevant to the country, regional and global stakeholders? Have there been any changes in strategies necessary to address changes in the project context?**

The overall strategy and approach of the project is still very much relevant to the IGAD countries, and to the regional and global stakeholders. The IGAD region is still experiencing large-scale migration movements both within and outside its borders. For many people in this region, migration is still being used as a coping strategy for ecological and economic downturns. These movements are caused by pastoral mobility, cross-border conflicts, political instability, civil war, natural disasters and food insecurity. The number of Internally Displaced Persons (IDP) and refugees hosted in the IGAD region continues to be enormous and is compounded by the smuggling of migrants and trafficking in persons (see e.g. Assefa Admassie et al. 2017). The countries of the region are often members of more than one regional economic organisation. Most stakeholders interviewed for the present evaluation also stressed that the relevance of the programme is still as high as before.

In addition, the draft report produced by the project entitled ‘The Interaction between Climate Change, Labour Markets and Migration in the IGAD Region’ of December 2018 assessed migration flows in more detail as follows:

*“The IGAD region has high volumes of migration, including internal, cross-border, intra-regional and international migration. In 2017 an estimated 5.7 million migrants were reported to be living in the IGAD region, of which an estimated 4.2 million were intra-regional IGAD migrants. In addition to substantial labour migration, refugees make up a large proportion of the IGAD region’s migrant population, with the UNHCR counting just over 4.3 million refugees in the East and Horn of Africa at the end of 2017. Internal migration, whether forced or voluntary, is also significant in the region.”*  
(p.6)

The report looks in detail at some of the major migration routes within and out of the IGAD region, and this is further detailed in Annex 7 (including a map with the main IGAD migration corridors).

With respect to *Alignment*, the MTE found that the project objectives are clearly aligned with the priorities of many national and international organisations; indeed, the first finding of the Evaluability Assessment (EA) of December 2018 was: “Coherent, Relevant, and Close alignment with regional, EU, UN and ILO priorities”. The project objectives are, in particular, very much in line with the regional priorities of *IGAD* laid down in its Regional Migration Policy Framework (RMPF), which is being operationalised through the Migration Action Plan (MAP) 2015-2020. The strategic priorities of MAP include better management of labour migration, supporting and facilitating the cross-border and internal mobility of pastoralist communities, building national data management systems on migration and accelerating economic integration and prosperity through the facilitation of free movement of people in the IGAD region. In addition, the alignment to the ongoing development of the ‘Draft Protocol on Free Movement of Persons in the IGAD Region’ is also very clear; through this protocol the IGAD Member States intend to guarantee the free movement of persons who are citizens of the other Member States, within their territories.

The project also intends to contribute to various continental policies and priorities of the **African Union (AU)**, such as the AU's Agenda 2063 aspiring "a continent with seamless borders", the AU's Migration Policy Framework, and the Joint Programme on Labour Migration Governance for Development and Integration (JLMP), a joint undertaking of AU, ILO, IOM and the UN Economic Commission for Africa (UN ECA) funded by SIDA.

The Free Movement in IGAD project is clearly aligned to the **EU** Trust Fund's objectives:

1. Creating greater economic and employment opportunities through promoting the progressive establishment of a free movement regime within the region;
2. Strengthening resilience of communities; and
3. Improving migration management by laying the ground for a better system of legal migration among IGAD countries.

The funds for this project have been transferred to the EU Trust Fund at IGAD's request from the allocation reserved for IGAD under the 11th EDF 2014-2020 Regional Indicative Programme for Eastern Africa, Southern Africa and the Indian Ocean. This project therefore also contributes to the objectives and priority areas of intervention of the 11th EDF Regional Indicative Programme. In addition, at the EU-AU Summit on Migration held in Valletta in November 2015, commitments to addressing root causes of migration included the promotion of regular migration and mobility opportunities resulting in the Joint Valletta Action Plan of 2015.

The project contributes as well to the **SDG Goals**, especially Goal 8 "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all" and Goal 10 "Reduce inequality within and among countries". Indeed, Target 8.8 is to "Protect labour rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment". Target 10.7 is to "Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies".

The alignment is also clear with **ILO's** priorities through its Global Outcome 9 which aims at "Promoting fair and effective labour migration policies", and its sub-regional CPO SAD 104: Rights-based labour migration for integration enhanced under Common Market protocol.

At national level there is clear alignment with the **UNDAF** and the respective **ILO-DWCP's** as established by the EA (2018). Concerning the Ethiopia UNDAF, the project supports the achievement of Outcomes 2 and 11. For Sudan, the project contributes to UNDAF focus area 1 and 5. Furthermore, the project is within the framework intervention of Ethiopia DWCP for the period 2018-20. Specifically, the project contributes to Ethiopia DWCP Priority 1 "Promoting productive and decent employment for sustainable development and poverty reduction", Outcome 3 "Conducive environment created for vulnerable groups with particular attention to youth, women, Persons With Disabilities (PWD), People Living with HIV/AIDS (PLWHA) and Migrants to address decent jobs creation", CPO indicator 3.2 "Improved Labour Migration Governance to facilitate fair and effective migration". The Sudan DWCP is under development.

In sum, there were no major changes in the project context since the project was conceptualized in late 2016, the relevance of the project's objectives remains high and the alignment with the priorities of national, regional and international organisations is very clear, and thus it was not needed to change the overall strategies.

## 3.2 Validity of the Design

### 2) Assess if the design took into account, in a realistic way, the institutional arrangements, partnerships, roles, capacity and commitment of stakeholders;

As was explained in the previous Chapter, the MTE needs to deal with the validity of *two different designs*, the Original Results Framework (see Table 1) and the Revised one (see Table 2 and Annex 8). The Original Design had several flaws as follows:

- It was not fully in line with the Action Fiche, because not enough attention was paid to the support to the other component, i.e. the IGAD Component.
- It was not realistic in the sense that the IGAD Protocol was not yet validated by the Member States while this was required for several proposed activities.
- It was not fully in line with the idea behind the Emergency Trust Fund, namely “Quick Results and Impact”, because “Knowledge-building” (1st component) is by nature a longer-term activity, and the operational component in the second phase was designed as a long-term development intervention.
- It was quite ambitious in terms of the number of research studies proposed and particularly also regarding the proposed building of a system of Mutual Recognition of Skills for two countries (Result 2.5) while there are no National Vocational Qualification Frameworks in place.

In addition, the EA having undertaken its assessment in December 2018, before the Concept Note was completed, looks therefore only at the original design and concluded that the LogFrame is mostly clear and the indicators relatively SMART, but that the project’s evaluability is limited and needs some substantial improvements, in particular in the following areas:

- a. Lack of a proper M&E plan and of a Performance Management Framework.
- b. Limited articulation of indicators, lack of baselines & targets, while milestones for outputs/outcomes have not yet been set.
- c. No gender equality integrated in the project’s interventions: No gender analysis for the baseline studies, and the LogFrame does not contain any gender-disaggregated indicators.

The Reorientation towards a Revised Results Framework was required mainly for two reasons:

- The ROM Report had established that substantial delays occurred in project implementation, especially as a result of delays in staff recruitment by ILO and because the corrective actions taken by ILO were at times not sufficient, and
- Better alignment was needed with the IGAD component.

Both flaws have been mitigated in the revised framework: Five new staff members will be employed mainly through so-called accelerated recruitment procedures, and the alignment with the IGAD component has been substantially enhanced through the new result areas (1.3 and the additional one; see Table 2). This will be further analysed in the following sections.

### 3) To what extent were relevant external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?

Concerning the *assumptions* to achieving outcomes identified at the time of original design, the EA concluded that these “...have been comprehensively and very well identified. Also, there are internal and external assumptions which are clearly stated as well.”

The Concept Note includes a revised LogFrame, but the Assumptions column has only been filled up for the original results areas 1.1 and 1.2 and not for the new areas (see Annex 9), so this task needs to be taken up once some of the new staff members have started their work.

**4) Assess whether issues relating to gender, ethnic & marginalised groups, social dialogue and tripartism were taken into concern.**

A crucial omission in the original design was that issues relating to gender were generally not taken into account, but also in the new Concept Note the attention for gender equality is quite marginal. Therefore, a *Gender strategy and action plan* will be essential to bring this in line with the general ILO and EU priorities on gender; the ILO-DWT Gender Specialist in Pretoria and/or HQ specialists should be pro-actively involved here!

Other cross-cutting issues were generally taken into account in both designs; for issues related to ethnic and marginalised groups reference is made to the discussion above under Relevance in Section 3.1, while the cross-cutting issue of social dialogue/tripartism was, significantly, allotted a special Result Area in the new Results Framework (1.4).

**5) Are the time frames for project implementation and the sequencing of project activities logical and realistic?**

The time frames for the project implementation and the sequencing of project activities were, as indicated in the above, not always logical and at times a bit unrealistic in the original design. For example, a period of 6 months to conduct 4 comprehensive studies in 5-7 different countries was quite challenging to say the least. However, in the new design the time frames are much more sequential and are indeed also much more achievable provided the following necessary conditions are all met:

1. The recruitment of the five additional staff are indeed taking place in an *accelerated* manner;
2. No new research projects are started before the completed ones are validated and published;
3. The requested no-cost extension of 6 months will be approved by the EU Trust Fund as soon as possible.

Most key stakeholders, including notably the IGAD secretariat, have underscored this conclusion.

**6) Is the strategy for sustainability of project results defined clearly at the design stage of the project?**

In the original Project Document (2017: 21) there are some substantial notes which could be included in a genuine strategy for the sustainability of project results;

*“The project will seek to foster sustainable outcomes at the government level by linking activities with national and regional strategies and priorities in relation to employment creation and targeted economic sectors for development. Extensive knowledge sharing and training is expected to enhance political will and capacity to continue to implement measures after the closure of the project..... In the development of support services including financial services and training, wherever possible, the project will seek to build on existing local services, including informal ones, to create local partnerships, rather than replace them with external one-off service providers”*

The Concept Note for the Reorientation has outlined a clear exit-strategy which will be discussed in Section 4.5.

**7) Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?**

The EA had already concluded that Specific Objective 1 was clearly formulated, while Specific Objective 2 was not, since it was formulated as *an activity* and since the target group was not clearly specified. The same problem has now been assessed by the MTE with respect to the new design as Result Areas 1.1 and 1.2 are clear, but the new result areas 1.3 – 1.5 are again formulated as activities (Table 2).

**8) Did the outputs identified in the proposal contribute to the achievement of the overall objective of the project?**

The outputs identified in the new proposal, ‘Reorientation’, do generally indeed contribute to the achievement of the overall objective of the project. With respect to result area 1.1, the achievability will

be substantially enhanced if high priority will be given to the validation, publication and dissemination of the various *research* reports available currently only in draft format, as opposed to initiating new research studies. Result area 1.2 on capacity building seems achievable with the sustained support from ILO-ITC in Turin and from specialists (DWT's and HQ). However, for this to materialize it is important to formalize as soon as possible the crucial *Expert Reference Group (ERG)* consisting of five representatives from different ministries from each of the 7 Member States as well as representatives from the IGAD secretariat as the chair and from the ILO serving as secretariat and providing technical support to the chair. This amounts to a total of over 40 members for this group which is quite large while its members have not yet been fully identified. In addition, the ToR for this ERG is available only in draft form and needs revisiting (with a shorter introduction and) with the final list of members, and it needs to be validated by the IGAD Member States.

The other result areas (i.e. 1.3 - 1.5) need to be reformulated, as discussed in the above, in order to be able to assess whether the objectives are realistic and likely to be achieved within the established time schedule and with the allocated resources. As far as can be assessed intuitively, it is going to be possible, but surely challenging, to achieve each and every output even if all conditions listed above are met in time because some activities will require a lot of direct support and inputs from ILO staff in headquarters, ITC-ILO, DWCT-Cairo and ROAF as well as from the IGAD secretariat, such as the validation of the Expert Reference Group, the organization of trainings, development tools and guidelines, the organization of the study tour to the middle East and the validation of the draft research studies.

### 3.3 Effectiveness

#### 9) What are the results achieved to date within each objective?

The implementation of the project has been contributing so far mainly to Specific Objective 1, the Knowledge Building component, and in particular, considerable efforts have been made to undertake policy-relevant research (Result Area 1.1) and to enhance capacity building (Result Area 1.2). The Result Areas contributing to Specific Objective 2 of the original design, have mostly been delayed and have now been mainly abandoned following the Reorientation in the Concept Note. The *key achievements* of the project so far have been summarized in Table 3 covering the period included in the latest Technical Progress Report which ends at 31 January 2019.

The project implementation has been severely delayed by all the delays in recruiting the ILO staff members for the project. Overall therefore, the project's effectiveness has been limited, especially when it is considered that the project had already completed more than half of the project duration (i.e. 1 year and 9 months by the end of December 2018 out of a total of three years). The concern felt by all stakeholders, and explicitly expressed by the EU Delegation, that objectives could not be reached in that way were more than valid. Therefore, the Reorientation is the only way to be able to complete the project. Nevertheless, the MTE also found that the achievements were, although not sufficient, in itself of importance and could potentially provide a solid basis for the revised result areas to be undertaken, and this applies in particular to the research and the capacity building undertaken.

#### 10) Are there possible changes in project strategy or implementation that are needed in order to achieve the project objectives; which ones?

Such changes are indeed needed, and these have been discussed in the above.



**Table 3: The Key Achievements from March 2017 until 31 January 2019 for each of the original Result Areas.**

Result	Achievements from March 2017 until 31 December 2018
1.1	<ul style="list-style-type: none"> <li>• Conducted studies and produced 5 comprehensive country reports on Labour Migration &amp; Mobility Governance; <ul style="list-style-type: none"> <li>➤ Completed desk reviews and produced 2 less comprehensive reports on Somalia and South Sudan; Global report is in development;</li> </ul> </li> <li>• Completed Mapping of TVET systems in 5 countries; Produced 1 global report; two more chapters are in development on Somalia and South Sudan.</li> <li>• Completed the conceptual study on the nexus between Climate change, Migration and employment; and,</li> <li>• Launched labour market analysis (LMA) in 5 countries (expected to be completed in June 2019).</li> </ul>
1.2	<ul style="list-style-type: none"> <li>• Provided 5-day training “Adopting Fair and Effective Labour Migration and Mobility Governance” for IGAD and Member States in October 2018 in Entebbe; A total of 34 participants (including 14 women) from the Ministry of Labour, Ministry of Foreign Affairs and Ministry of Interior/Immigration and Citizenship Affairs of the IGAD member States and the IGAD Secretariat; <ul style="list-style-type: none"> <li>➤ <i>These participants may form the core of the Experts Reference Group!</i></li> </ul> </li> <li>• A 5-day training “Skills Needs Anticipation and Matching” for the IGAD Secretariat and the Member States provided in March 2018 in Addis Ababa; A total of 34 experts (including 10 women) from the IGAD Secretariat and Member States: Ministries of Labour, TVET institutions and Ministries of Education.</li> </ul>
2.1	<ul style="list-style-type: none"> <li>• Conducted 2 Rapid Market Assessments (RMA) in Ethiopia and Sudan and produced 2 country reports and 1 synthesis report on the Ethiopia-Sudan migration corridor.</li> </ul>
2.2 –	No activities.

**11) What is the possible effect of any significant delays in implementation? Have measures been adopted by the Project Management to overcome any constraints in the implementation?**

**12) What are the causes of these delays and what are the details of the measures adopted to overcome them?**

The project has suffered from significant delays mainly caused by delays in recruiting staff. While the project started officially in March 2017 after the first payment was received from the EU, the first technical staff member, the Technical Officer, started in October 2017, and the project team was complete only in June 2018 with the start of the CTA (about 1 year and 3 months after the official start of the project). The reason for the latter delay was that two previous rounds of recruitment were completed but in the very final stages the selected candidates withdrew for health/family reasons that came up unexpectedly and could in no way have been foreseen.

Various measures have been adopted by the Project Management to overcome these delays and gaps in the implementation in different phases of the project, such as:

- Before the team leader was appointed in June 2018 several migration experts from ILO-MIGRANT in Geneva were occasionally on longer-term missions to support the Technical Officer (TO).
- The TO squarely focussed on research and capacity building, and several research studies were launched in quick succession and trainings were organized in order to make up for lost time; however, other activities were further delayed such as the Evaluability Assessment and the conducting of the first Project Steering Committee (PSC) meeting.

In hindsight, more should have been done in terms of more intensive guidance, direct support and supervision of the project from the ILO Country Office and from the ILO experts from DWT's or Headquarters to cope with the unfortunate setbacks in recruiting.

**13) Is the coordination and partnership with main stakeholders effective? Are project partners able to fulfil the roles expected in the project strategy? Are there any capacity challenges?**

The coordination and partnership with the main stakeholders are not assessed by the present MTE as sufficiently effective mainly because the pivotal IGAD Secretariat and the EU Delegation are located in Djibouti while the project office is in Addis Ababa. For the same reason, communication has also been less than optimal between the project and these two stakeholders, resulting in a lack of mutual understanding of each other's challenges. Therefore, both the IGAD Secretariat and the EUD have times and again requested for the project office to be relocated to Djibouti, and the ILO Country Director based in Addis Ababa had at one point agreed with this suggestion. However, at ILO HQ in Geneva this was overruled for two reasons; the technical reason was that the work for the Operational Component on the Ethiopia-Sudan corridor could logistically much better be undertaken from Addis Ababa, and the human resources reason was that it might be more difficult to get a CTA for Djibouti than for Addis Ababa. The latter reason still holds, but the first one is now effectively annulled with the Reorientation whereby the operational component on the corridor has been abandoned. Therefore, it has been decided that the TO will move to Djibouti supported there by an administrative assistant occupying the premises that the IGAD Secretariat has generously made available while ILO will be contributing their share to the rent. With the abandonment of the corridor component there also seem no more technical obstacles to consider relocating the CTA to Djibouti as well.

In many projects, communication between the crucial stakeholders is usually substantially enhanced through the conducting of meetings of the Project Steering Committee (PSC), and this was also included in the project document, but even today, two years after the project started, not a single PSC meeting has been held. The MTE proposes to conduct the first PSC meeting in May 2019 to discuss progress made since the Reorientation was proposed, the prioritization among the activities in the revised results framework (Table 2), and to discuss issues related to the Expert Reference Group including its formalization. The members of the PSC will be IGAD, EUD, ILO, and the chair and/or vice-chair of the Expert Reference Group, and possibly HACTU (as observer because there is no formal organization yet of employers at the regional level).

In terms of reporting, the project provided the Annual Progress and Financial Reports for 2017 and for 2018, as well as the monthly 'Project Update' reports. Until December 2018 nine such updates were produced, but in the past months the focus was on the annual report and the concept note whereby the updates were skipped for efficiency reasons. It is time to produce the next update.

Different ministries in the seven IGAD countries have been involved directly in the project as *receivers of training* provided with support from ITC-Turin and these trainings have been successfully completed. The MTE was ultimately able to interview staff of only two ministries in Djibouti (the Ministry of Labour and the Ministry of Education) who were all very satisfied about the training. All ministries have also been consulted with respect to the research studies.

With respect to the other tripartite partners, the Employers' and Workers' Organisations (EO and WO), the MTE had the chance to talk to representatives of both these organisations in Ethiopia as well as in Djibouti. They were all aware of the project and are sometimes called for meetings, but they are not that much involved in the project, as one of them stated, representing the feeling among the others as well. This conclusion was also arrived at by the NPO based in Khartoum, while the draft reports produced under the knowledge component of the project for each of the seven countries (especially the Assessment of Labour Migration and Mobility Governance reports) found that EO/WO involvement in labour migration and mobility governance matters at the national level leaves in general much to be desired. With a view to ILO's tripartite structure, this involvement needs to be stepped up, and a first

important step has been made with the new Result Area 1.4 (Annex 8) including the following activities proposed:

- Regional Tripartite dialogue on IGAD draft protocol on free movement of persons, and
- Organize regional meetings of workers and employers' organizations.

In addition, the provision of information on project activities and progress needs to be enhanced as all these stakeholders hardly receive any information, not even the monthly updates.

Special attention needs to be given to the formation of regional associations of WO and EO in order to be able to liaise effectively with the IGAD Secretariat. The WO have formed their Horn of Africa Confederation of Trade Unions (HACTU) in Addis Ababa in October 2018, while certain EO (including the EEF) are interested to be involved in setting up such an organisation for employers. It will be important to provide support for such initiatives not only from the workers' and employers' specialists of the ILO but also from the Free Movement project in order to facilitate the liaison with the IGAD Secretariat; the practice of the Association of South East Asian Nations (ASEAN) with its formal recognition of regional employers and workers networks by the ASEAN Secretariat can serve as a particularly relevant example here (reference is made to the project which is currently being implemented by the ILO entitled "TRIANGLE in ASEAN: Safe and Fair Labour Migration").

On the whole, the project partners are generally able to fulfil the roles expected of them in the project strategy. In particular, the IGAD Secretariat has been deeply involved in the project despite being burdened with a generally heavy workload (including a number of other donor-funded projects), and their capacity is thereby sometimes stretched. The first phase of the project included several trainings enhancing capacity building of relevant ministries, and the staff benefiting from that training will now be mostly involved in the Expert Reference Group and will require further training scheduled under the new result areas 1.2 and 1.3.

#### **14) What are the current challenges that the Project is facing in the implementation of the project and what efforts are made to overcome these challenges?**

The main challenges have been discussed in the above and include substantial delays in implementation due to delays in recruiting, less than optimal communication, the disjoint between a project office in Addis Ababa while the main partners are in Djibouti, and not enough support for the IGAD component of the Action Fiche.

All these challenges have been addressed through the Reorientation including the following substantially enhanced *Modes of Delivery*:

1. The present TO will be deployed to Djibouti through an *accelerated procedure* so that he will be able to start working there within 2 months. The main stakeholders in Djibouti have clearly indicated their appreciation of this particular TO relocating to Djibouti.
2. ILO will be able to double the size of the project team with 5 additional staff members, and, importantly, will be able to recruit them through the *accelerated* recruitment procedure.
  - In fact, the two new positions of the National Programme Officers in Kenya and Uganda to support Member States level actions are currently under selection after the closing of the call for candidates on 13 March 2019.
  - The vacancy for the position of a communication officer was posted on 14 March 2019.
  - On the administrative staff in Djibouti contacts are established with UNDP there.
  - The new TO position is currently not yet clear: It was first planned for Djibouti and now that the present TO is going to Djibouti, a decision is pending on the location of this new TO position.

3. The inputs by the specialists from the ILO HQ and DWT's will be continued and where possible *enhanced*. Their involvement has been important through their comments on the research studies, the text of the protocol and the implementation plan, as well as through their involvement in the trainings in 2018. Especially with the validation of several research studies being imminent, the proposed additional trainings and the development of various guidelines and tools in the reorientation concept note, the availability and actual involvement of these specialists is quite crucial.
4. The no-cost extension of 6 months requested by means of the Concept Note of 28 February 2019 needs to be approved as soon as possible by the EU Trust Fund in order to enhance the planning of activities. In addition, this approval is also required for the EU to be able to transfer the next payment to the project (which is currently quite urgent as the balance has become negligible; for details see section 3.4).
5. The project needs to start planning for the meetings of the Project Steering Committee (PSC) as an important priority setting forum. It is advised here to have the first one in May 2019 and then have one such meeting every half year.

**15) Examine how the project interacted and possibly influenced international and national level policies, and debates on labour migration and mobility.**

Currently, it is too early to tell how the project interacted and possibly influenced international and national level policies and debates on labour migration/mobility because most of the research and studies are not yet validated, and thus not yet published and disseminated. With respect to the quality of the draft research reports, generally the stakeholders interviewed during the MTE were satisfied with the draft reports produced by the programme as far as they have received them or a synopsis of them. The IGAD Secretariat specifically indicated that the Member States really appreciated the studies seen so far, although they felt burdened by the fact that several studies came at the same time implying that the sequencing of studies and of the planned validations need to be taken with extra care. In addition, the ROM report appreciated the complexity of doing such studies in such a vast region: "The research studies are not cheap but cover large geographic areas and complex thematic topics that require appropriate human resources."

Since the different studies, which were implemented more or less simultaneously, were *subcontracted* to consultants or consulting firms, the project has put a lot of emphasis on *Quality Assurance*, which was coordinated by the Technical Officer (TO). This quality assurance starts from the design of the ToR, the development of conceptual frameworks and the validation of the inception reports produced by the researchers, through the continuous guidance, monitoring and commenting on draft versions of the reports. The project team and ILO's specialists from DWT and HQ provided extensive comments on each and every step of this process. By the way, these ILO specialists provide guidance, monitoring and quality assurance to a varying number of countries and usually a large number of projects and programmes within their respective regions, and can thus not spend prolonged stretches of time on any one project.

The MTE found that the studies undertaken and laid down in draft reports are quite different in nature. It concerns the following documents:

- 1) ***An Assessment of Labour Migration and Mobility Governance***. This concerns in fact 8 *separate* draft reports: one each on the seven countries, as well as a Global Report (the latter is in development).
- 2) ***The Potential of Skills Development and Recognition for Regulated Labour Mobility in the IGAD Region; A scoping study covering Djibouti, Ethiopia, Kenya, Uganda and Sudan***. On the request of the IGAD Member States two more Chapters are in development, one on Somalia and one on South Sudan.

3) ***The Interaction between Climate Change, Labour Markets and Migration in the IGAD Region: Part 1: A Desk Review.*** Part 2 will be developed in a later stage (see below).

The reports on the Assessment of Labour Migration and Mobility Governance are based on a solid structure, notably the specially developed *Analytical Framework* consisting of three *Pillars* dealing with governance, regulation and protection. Each of these pillars contain a set of 3 or 4 *Thematic Areas* with *Guidelines* that contribute towards achieving the respective pillars. The guidelines are derived from ILO and IGAD documents: 1) The Guidelines of the ILO Multilateral Framework on Labour Migration: non-binding principles and guidelines for a rights-based approach to labour migration; 2) The IGAD Regional Migration Policy Framework; and 3) The draft IGAD Free Movement of Persons Protocol. The data for each country report were gathered through desk-studies and a field mission of at the most one week, which seems like the minimum for such piloting studies. The last parts of the reports contain *Recommendations* for advancing the governance of labour migration in each country, which are derived from the Analytical Framework assessment. The MTE proposes that these sections should be streamlined as there are too many recommendations (e.g. 25 in the Ethiopia report) of which no less than 20 start with “The GOE should...”, without any form of prioritization, and without looking properly at the GOE’s capacity in terms of human resources, finance and otherwise. The MTE’s overall assessment is that these eight reports are useful as a quick and overall overview of issues in labour migration and mobility governance in these countries to be used by the respective governments; their validation is thus imperative! In fact, the validation workshop for this research has now been planned for May 7 and 8, 2019.

The second research output, on skills development, consists of five country-level chapters, while two other country chapters, i.e. on Somalia and South Sudan, have been submitted in their first draft form. The report includes also a substantial and useful Literature Review (of 25 pages) and ten quite logical recommendations. The third research output, on climate change, is a literature study with useful recommendations on knowledge gaps, options for future research and future policies. More in-depth country level studies are expected to follow in Part 2 of this study which is currently put on hold while waiting for the second tranche of payment from the EUTF requested along with the submission of the Concept Note. Although the more in-depth country-level studies of this Part 2 would be a welcome addition, the MTE gives currently *higher priority* to focus the project’s resources (especially human) to the validation of already completed research! Once that is manifestly set in motion, time and efforts could again be dedicated to launching such additional studies.

In sum, these draft reports provide quite detailed and useful studies and, at this point in time, it is most important and urgent to *validate* them in (at least) *three separate workshops* in order to keep the burden to the delegations of the member states at manageable proportions.

### 3.4 Efficiency

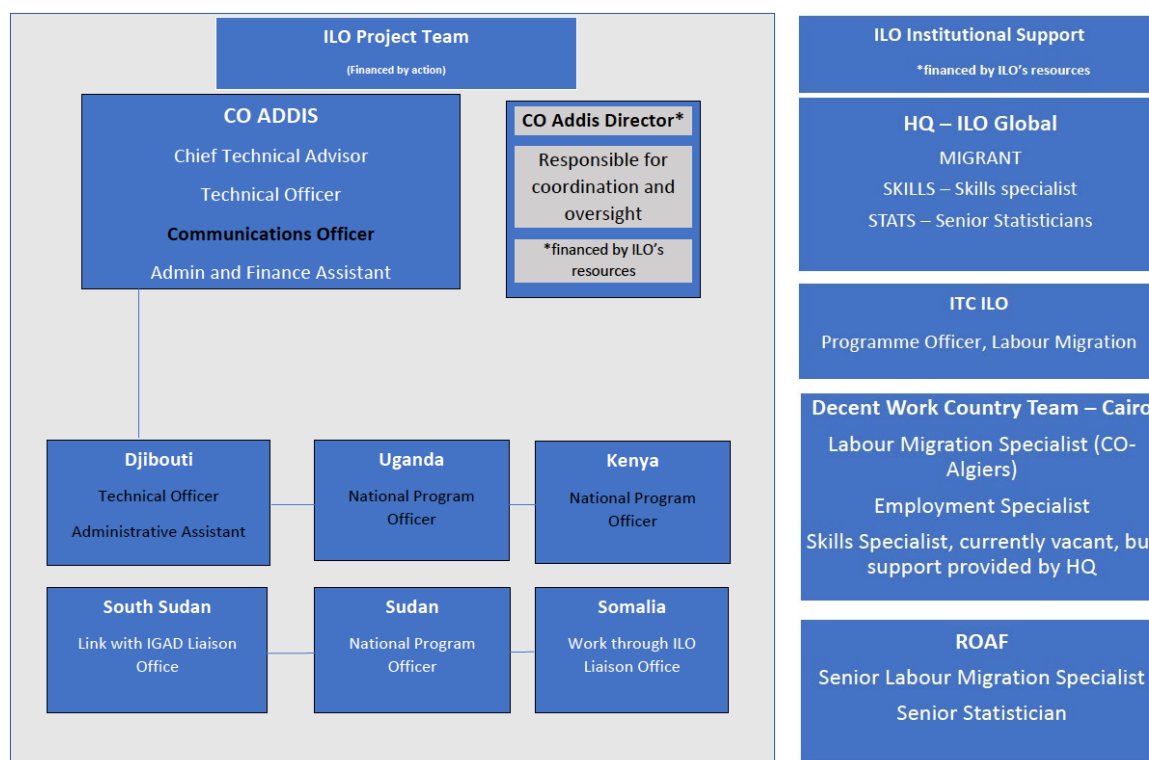
**16) Are the available technical and financial resources adequate to fulfil the project plans? Is there a need to reallocate resources or adjust activities or results in order to achieve its outcomes?**

The available technical and financial resources were in itself adequate to fulfil the project plans but due to the significant delays in recruiting key staff and the relatively little time left to undertake activities (depending on the approval of the no-cost extension, just 1 to 1.5 year), the Reorientation had become necessary. Generally, this Reorientation has been received with approval. The IGAD Secretariat is quite pleased with it because “...it reflects what the Member States need at this stage, and because it is realistic, achievable and includes clear activities.” The EUD’s initial reaction is also positive although it feels that it has taken too long to materialize from the initial discussions on a reorientation in November

2018; again, the distance and the lack of direct contact and of effective communication channels may have played a role here.

One of the important elements of the Reorientation is the realization that the project team is too small to undertake all the tasks related to the seven IGAD countries in the remaining time. Therefore, an extension and a relocation of staff is proposed (see Box 1). For example, two new National Program Officers will be appointed in Kenya and Uganda to support the activities planned in the Reorientation, in particular actions at Member States level and actions related to statistics on labour migration (for details see below under the next Evaluation Question) which could be piloted in these 2 countries. The position of National Program Officer in Khartoum needs to be redesigned as the main reason for this position was in line with the proposed activities on the Ethiopia-Sudan migration corridor which have been abandoned; the position needs to be refocused on the advocacy, networking and partnership duties not only towards the different Ministries but also to the workers' and employers' organisations. The new Communications Officer in the CO in Addis Ababa is expected to play an important role in enhancing the visibility of the project results and of the involvement of the IGAD, EU and ILO.

**Box 1: Revised Composition of the Project Team (left: the new positions are indicated in black) and the Support from ILO DWT and HQ (right).**



More recently it was decided to relocate the current TO in Addis to Djibouti because he has already built up relations with IGAD and EU, and because this could be realized quicker than recruiting a new staff member. The decision on whether the new TO should then be located in Addis Ababa or also in Djibouti is still pending at the level of the Country Office in Addis Ababa, but in view of the workload in the coming 12 to 18 months, this needs to be decided soonest.

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

The resources (human resources, time, expertise, funds, etc.) have certainly been allocated strategically in the Reorientation in order to achieve the broader project objectives but the question to be investigated further below is whether it is achievable within the remaining project period. The income and expenditure for the first 1 year and 11 months of the project are summarised in Table 4. The first and until now only tranche was received from the EU in February 2017 and amounted to over EUR 1.9 million. This has by now been almost wholly spent or committed and only a small balance of just over EUR 200,000 was left on 31 January 2019; therefore, the project is currently quickly running out of money.

**Table 4: Income and expenditure from 1 March 2017 to 31 January 2019.**

Income/Expenditure	In EUROS	% of total
Received from EU in Feb. 2017 (including interest)	1,925,361	32.1%
Actual Expenditure	1,056,664	--
Formal Commitments	665,125	--
Total Expenditure + Commitments	1,721,789	28.7%
<b>Balance</b>	<b>203,572</b>	<b>--</b>

Considering that the total project period is three years (excluding a possible no-cost extension), *underspending* is very substantial: 28.7% of the total funding of Euro 6 million has been spent or committed in 64% of the project time. It must be said that at one point in time, notably on 28 February 2018, underspending had been even worse (i.e. 8.5% of the total funding had by then been spent/committed in 33% of the project time). Since then spending has picked up pace considerably although it did stay behind the expected rate based on project time: 20% of the budget was spent in 33% of the project time. Therefore, this needs to be stepped up even more substantially.

Of the total *expenditures/commitments* of over EUR 1.7 million made until now (i.e. 31 January 2019, 40% was spent on Human Resources, 36% on Research and 10% on Capacity Building. The remaining 14% was divided over several smaller budget categories.

Regarding *the budget* proposed in the Concept Note for the reorientation, an overview is provided in Table 5. Despite the fact that the project team will be doubled in the coming phase, the percentage dedicated to human resources (i.e. 31%) remains quite modest compared to projects with a similar size and multi-country complexity. Just over 50% of the budget is allotted to actual activities under Components 1 and 2. The new Result Area 1.3 is in fact a collection of diverse activities aimed at promoting the Rights Based Approach to Labour Migration Governance (see Table 2).

**Table 5: The budget categories proposed in the Concept Note for the Reorientation (dated 28 February 2019).**

Budget Categories	Amount in €	%	%	% Already spent *)
Human Resources	1,880,591	31.3%		37.0%
Travel, Equipment and supplies	203,477	3.4%		40.0%
Local office	193,271	3.2%		16.5%
Other services (publications, evaluation, visibility)	253,361	4.2%		4.6%
Total Component 1 (new Result Areas 1.1 – 1.5)	3,031,189	50.5%		26.0%
• 1.1 Research			17.7%	58.2%
• 1.2 Capacity building			16.7%	17.0%
• 1.3 Promote Rights Based Approach			11.1%	0%
• 1.4 Promote Tripartism & Social Dialogue			3.0%	0%
• 1.5 Support preparatory phases of the YSEI			2.0%	0%
Total (old) Component 2: Rapid market assessments	45,588	0.8%		100.0%
Indirect costs: 7% ILO Overhead	392,523	6.5%		17.6%
<b>Total</b>	<b>6,000,000</b>	<b>100.0%</b>	<b>50.5%</b>	<b>28.7%</b>

\*) Percentage already spent in the period from the start of the project until 31 January 2019.

One of the larger activities with 6% of the budget concerns training and technical support on International Labour Migration Statistics (ILMS) or as it is called under Result Area 1.2 ‘Statistical Pilots’, which are needed to mitigate for the paucity of data on labour migration. In particular, 35 statisticians from IGAD secretariat and its member states are trained on the ILO Guidelines on International Labour migration Statistics, ILO labour migration data base, and SDG Indicator 10.7.1. The share allocated to the promotion of Tripartism and Social Dialogue seems rather low with just 3%, but it could turn out be an important step towards more involvement of the tripartite/social partners in other activities of the project as well! For the support to the preparation of the proposal Youth Skilling and Employment Initiative (YSEI) about 2% is allotted. The Rapid Market Assessments of the original Component 2 have already been completed, but the other activities originally planned under this component (cf. Table 1) have been abandoned under the Reorientation.

With respect to Component 1, Table 5 also indicates that almost 60% of the budget for research (1.1) has already been spent, while for the other four (1.2 – 1.5) the majority of the budget is still available. In other words, the project still has a lot to do, and in fact, the activities under these five result areas are quite numerous and more importantly, quite diverse as is shown through Box 2 below.

**Box 2: Activities under Results Areas 1.1 – 1.5.**

1.1: Research:

- To be completed: Labour market analysis of supply and demand
- To be completed: Multi-country study of links between climate change, migration & employment
- To be started: Tripartite meetings to validate the study findings

1.2: Capacity building:

- Develop/implement a training plan on labour migration governance for Expert Reference Group
- Provision of laptops to the members of the Expert Reference Group
- Tools for mainstreaming migrant workers fundamental rights
- Regional training on anticipating and matching skills needs (ILO-ITC)
- Support data collection on skills indicators and forecasting (2 countries)
- Fellowships to IGAD Secretariat for trainings provided by ITC ILO
- Statistical Pilots: (validation) workshops, data collection, analytical report
- Organize ILO IGAD Ministerial Meeting on Labour Migration Governance.

1.3: Promote a rights-based approach:

- Promote Ratification and Implementation of Key ILO conventions regarding labour migrants
- Launch of tools at a regional workshop on ratification of these key ILO conventions
- Support IGAD in the development of a Regional Labour Migration Policy Framework (e.g. ToR)
- Adapt ILOs guidelines on labour migration policy
- Support and take part in the AU and IGAD study missions
- Support revision of national legislations related to labour migration on request
- Training on fair recruitment practices
- Support development of common positions on Bilateral Labour Agreements
- Training for labour attaches

1.4: Promote Tripartism and Social Dialogue:

- Regional Tripartite dialogue on free movement of persons
- Establish and strengthen regional workers’ and employers’ organizations

1.5: Support preparatory phase of the YSEI:

- Rapid Country Assessment
- Limited Consultation with key stakeholders and partners
- Development of a full program
- Regional validation workshop

In conclusion, the question needs to be raised if this is all achievable and if the project will be able to strengthen its delivery and thus spend about EUR 4 million in 1 to 1.5 years. ***The MTE finds that this would indeed mainly be achievable on the explicit condition that all partners will do their utmost***



**to speed up their specific activities related to the project.** This starts with ILO implementing an accelerated procedure of relocating the Technical Officer to Djibouti as soon as reasonably possible, followed by accelerated recruitment procedures for the five new staff members as all are needed to implement the very diverse activities in this multi-country endeavour. In addition, it is imperative that the EUD will approve the Concept Note for the Reorientation soonest, thereby also approving the 6 months no-cost extension and transfer the second tranche of money to the project. Lastly, the IGAD Secretariat will make available office space for the TO and the administrative staff to be established in Djibouti soonest, as well as work with the ILO project team to establish and validate the Expert Reference Group. All should agree without delay on a date for the very first Project Steering Committee (PSC) meeting.

**18) Is the project M&E strategy contributing to project management, learning and accountability?**

The *original* Project Document lacked, according to the EA, a full-fledged M&E Plan and a Performance Management Framework (PMF). The *new* Concept Note/Annual Progress Report includes a revised LogFrame and an Implementation Plan, but not a complete M&E Plan/PMF as such. The new LogFrame has been changed to include all the recommendations of the EA for the first Component *except* two recommendations to include attention for gender issues (see EA 2018: 9, under activity 1.1.1 and 1.1.4); these still need to be included! The Evaluability Assessment (EA) has made a detailed proposal for the PMF and the relevant part is copied here in Annex 10. This proposed draft PMF can be used to develop a full-fledged PMF, which will then also need to include the new Result Areas 1.3 to 1.5. The EA has furthermore made detailed proposals for the adjustment of the Risk Matrix to include the frequencies for re-assessing the level of risks and to include mitigation measures (see EA's Annex 4).

The MTE would advise against conducting another EA related to the new design because, first of all, the existing EA has made detailed and useful suggestions for change which are underscored and adapted throughout the present MTE report, and, secondly, there is really no time for such an exercise as all efforts need to be focused squarely on completing the actual activities in the new design.

### 3.5 Orientation to Impact and Sustainability

**19) Is it likely that the project outcomes will generate a long-term positive change?**

In principle, there are opportunities for the project outcomes to generate a longer-term positive change with the implementation of the above-mentioned enhanced *Modes of Delivery* (see under Evaluation Question 14). The perspectives for Sustainability per Result Area are assessed in Table 6.

**Table 6: The Perspectives for Sustainability per Result Area of the new design.**

Result	Summarized content	Perspectives for Sustainability
1.1	Research	Research once validated, published and disseminated will support IGAD Secretariat and Member States in further drafting the protocol, and in its future work.
1.2	Increased capacity to collect & analyse labour market indicators on migration	Capacity Building especially in combination with the involvement of the trained staff in the Expert Reference Group will be a powerful boost to longer-term sustainability.
1.3	Increased capacity on the use of ILS and labour migration policy development	The increased understanding of ILO's Conventions and Recommendations (ILO's Normative role) is clearly sustainable, as are the diverse trainings and the study mission included in this result area.
1.4	Tripartite/social dialogue	Support to tripartite dialogue, as well as to WO and EO, especially also if it concerns support to their Regional Networks, could lead to a sustainable partnership between IGAD and the regional associations of workers' organizations and employers' organisations.

<b>1.5</b>	Support YSEI	The development of this new programme could be considered as the 'exit plan' which is a necessary condition for each ILO project for sustainability.
<b>Additional</b>	Support to IGAD Free Movement Protocol	This kind of support feeds directly into a sustainable process within the IGAD Secretariat and Member States. Since the IGAD Component was also delayed (although not as much as the ILO component) there is still time to feed the results and recommendations of the research studies into the regional rounds of negotiations to come.

## 20) Has ownership at regional and national levels been promoted?

At the *regional* level the IGAD Secretariat has clearly shown ownership of the project especially also because the Action Fiche subsumes two interrelated components as we have explained in the above. The Secretariat has clearly taken initiatives, and has for example proactively reasoned for enhanced interrelations between the two components and for the project team to relocate to Djibouti thereby even offering office space. In the coming months this needs to be materialized through the enhanced cooperation between the project and the Secretariat, especially with the establishment of the TO and the administrative staff in Djibouti.

An interesting opportunity has arisen to promote ownership at the regional level on the side of the trade unions through the setting up of HACTU in October 2018. This really needs to be supported where possible. The Employers' Organisations in the region need to take notice of this development and follow suit and start organizing themselves accordingly.

At the *national* level there is much less feeling of ownership of the project or its activities as far as could be assessed in this short MTE mission. This may also not be the main objective, as it will be more important to focus the limited remaining project time on the relations with the IGAD Secretariat, the Member States and possibly HACTU.

## 21) Is the phase-out strategy for the project in place and under implementation? Is sufficiently clearly articulated and progress made towards this goal?

In view of the lack of a proper exit-strategy, to a certain extent the development of the new programme, Youth Skilling and Employment Initiative (YSEI in Result Area 1.5) can be considered to fill this void and contribute to a phase-out strategy (or 'exit plan') to enhance sustainability. This concerns support for the preparatory phases of a new project YSEI, which in particular includes the following elements:

- Rapid Country Assessment
- Limited Consultation with key stakeholders and partners
- Development of a full program
- Regional validation workshop

However, the implementation of this strategy needs to be stepped up because, for example, for the first element, the rapid country assessment, two consultants need to be hired but their tasks are not yet advertised as the ToR is not yet final. The other elements can only be implemented after that, but assuming that the no-cost extension is approved, and assuming that the assessment will be started soonest, there seems to be sufficient time.

## 22) What is the likely contribution of the project initiatives, including innovative approaches and methodologies piloted, to broader development changes in the area of intervention, including those laid out in the ILO Decent Work Agenda, Decent Work Country Programmes and National Development Programmes?

The likely contribution of the project initiatives to *broader development changes* in the area of labour migration must be sought especially at the *regional* level with the support to the IGAD Secretariat in the form of several research studies that are expected to be useful for the respective Member States once validated, in the form of capacity building (including the high-level study tour to the Middle-East), and in the form of the technical support to the IGAD Component of the Action Fiche, in particular to the free movement protocol.

Originally, the project had indeed intended to pilot innovative approaches and methodologies, in particular through the Ethiopia-Sudan corridor activities included in the original project design (see Table 1). However, these were cancelled through the Concept Note for the Reorientation. In the new design it concerns in particular the close work with the IGAD Secretariat that could lead to broader developmental changes.

Although the project is clearly aligned to both ILO's Decent Work Country Programmes and National Development Programmes as was analysed in Section 3.1, at the *national* level, there is much less direct impact, as was indicated also in the above under ownership. However, the validation workshops of the research outcomes concern a more direct cooperation with the Member States and the Experts Reference group could also play an important role in disseminating project outcomes to the national stakeholders.

**23) What is the likely contribution of the project to the development of the Free Movement Protocol and related labour aspects in the region?**

The project has become reoriented in the Concept Note to be able to focus its contribution mainly on the development of the Free Movement Protocol through different Result Areas, in particular through Research (Result Area 1.1), Capacity Building (1.2 as well as 1.3), and the additional Result Area (6) on 'Ongoing ILO technical support to the IGAD free movement protocol' (see also Table 2). Therefore, it can be concluded that the contribution to the development of this protocol is likely to be substantial.

**24) Is it likely that the project activities will contribute to better cross-border migration governance, analysis of labour markets, interventions to support livelihoods of the people in the region etc?**

It can indeed be concluded that it is very likely that the project activities will make some contributions to:

1. better cross-border migration governance,
2. analysis of labour markets, and
3. interventions to support livelihoods of the people in the region.

Better governance will be achieved through capacity building targeted at the key government and IGAD staff responsible for cross-border migration as well as through providing enhanced knowledge of the issues at stake through the policy-oriented research studies. The close cooperation with the IGAD secretariat will also trickle down to the governments of the Member States.

Labour market analysis will clearly be enhanced by the research studies, as well as by the enhanced capacity of those responsible within the respective governments, including data collection enhancement through the statistical pilots on ILMS.

The studies on climate change and on skills development will surely benefit potential interventions to support livelihoods of the people in the IGAD Region.

### 3.6 Special concerns: 'Replicability'

**25) Given that the project is being carried out in various countries, do the project's activities provide a replicable, scalable model that is both an effective approach at regional and national levels?**

The question whether the project's activities provide a replicable, scalable model has been made partly redundant as the piloting component relating to the Ethiopia-Sudan corridor has been abandoned in the Reorientation. This work was expected to result in replicable, scalable models effective at both regional and national levels. Nevertheless, the research and capacity building components are surely replicable as also underlined by the IGAD Secretariat. Whether the new activities proposed in the Reorientation will provide such replicable models is too early to tell, and this needs to be established by the final evaluation of the project.

## 4 Conclusions and Recommendations

### 4.1 Conclusions

The MTE found that the overall strategy and approach on labour migration in the Free Movement in IGAD project still has a high *Relevance and Strategic Fit* to the seven Member States of the Inter-Governmental Authority on Development (IGAD), and to the regional and global stakeholders. In addition, the project objectives are very much aligned with the priorities of many national and international organisations, including those of IGAD, the AU, the EUTF, the SDG Goals and ILO, and at the national level with the UNDAF and the different ILO-DWCP's.

The *Validity of the Design* differed between the original Results Framework and the one in the Reorientation. The original one had several flaws, including the fact that not enough attention was paid to the support to the IGAD Component of the Action Fiche and that it was quite ambitious; these have been rectified in the Reorientation. The EA concluded on the original design that the project had a clear LogFrame but that its evaluability is limited and lacks an M&E Plan and a gender action plan. These flaws continue to exist in the reoriented design. The time frames for the project implementation and the sequencing of activities are much more sequential and achievable in the Reorientation provided that the recruitment of the five additional staff will indeed take place in an *accelerated* manner, that no new research projects are started before the completed ones are validated and published, and that the requested no-cost extension of 6 months will be approved by the EU Trust Fund. Concerning the clarity of the objectives, the EA concluded that Specific Objective 1 was clearly formulated, while Specific Objective 2 was not, since it was formulated as *an activity*. The same problem has now been assessed by the MTE with respect to the new design whereby the new result areas are again formulated as activities.

The project's *Effectiveness* has been limited due to the implementation delays, but the MTE also found that, although not sufficient, the achievements made were indeed of importance and could potentially provide a solid basis for the revised result areas to be undertaken. This applies in particular to the research and capacity building undertaken, and some of the key achievements in those areas have been detailed in Table 3. Having started officially in March 2017, the project has suffered from significant delays in staff recruitment whereby the project team became complete only in June 2018 with the start of the CTA. Various measures have been adopted by the Project Management to overcome these delays, but in hindsight, more should have been done in terms of more intensive guidance, direct support and supervision of the project.

The MTE also found that the coordination and partnership with the main stakeholders are not sufficiently effective mainly because the pivotal IGAD Secretariat and the EU Delegation are located in Djibouti while the project office is in Addis Ababa. For the same reason, communication has also been less than optimal. In order to mitigate this challenge, it has been decided that the TO will move to Djibouti. Communication will be further enhanced by starting to conduct regular meetings of the PSC. Different ministries in the seven IGAD countries have been involved directly in the project mainly as part of the Member States Delegations in IGAD meetings and as *receivers of training* provided. However, the other tripartite partners, the EO and WO are much less involved, and a first important step has been made to step this up through the new Result Area 1.4. Special attention and possibly support needs also to be given here to the formation of regional associations of WO (HACTU) and EO in order to be able to liaise effectively with the IGAD Secretariat. The challenges discussed in the above have been addressed through the enhanced *Modes of Delivery* detailed in the Reorientation and they include: Relocate the

present TO to Djibouti; Appoint five additional project members; Continue and enhance the inputs from the specialists from the ILO; Approve the no-cost extension of 6 months; and Plan the first PSC meeting for May 2019.

Regarding the draft research reports produced, the MTE found that they are quite different in nature, ranging from 7 country reports on Labour Migration and Mobility, through one report with 7 country chapters on Skills Development, and to 1 literature study on Climate Change and labour migration. With respect to the quality of the draft research reports, generally the stakeholders interviewed during the MTE were satisfied. Since the different studies, which were implemented more or less simultaneously, were *subcontracted* to consultants or consulting firms, the project has put a lot of emphasis on *Quality Assurance* of every step of the research process which was coordinated by the Technical Officer (TO). The MTE found that the draft reports on the Labour Migration Assessment are all based on a solid Analytical Framework and provide a very useful overview of issues in labour migration, but the sections on Recommendations should be streamlined. The second research output on skills development includes a substantial Literature Review and ten logical recommendations. The third research output on climate change is a literature study with useful recommendations on knowledge gaps, options for future research and future policies. From now on the focus should be squarely on the validation of these research efforts, starting with the validation workshop planned for May 7 and 8, 2019.

With respect to *Efficiency* it was assessed that the available technical and financial resources were in itself adequate to fulfil the project plans but due to the significant delays in recruiting key staff and the relatively little time left to undertake activities, the Reorientation had become necessary. Generally, this Reorientation has been received with approval, for example from the IGAD Secretariat. Considering that the total project period is three years, *underspending* has been very substantial (only 29% of the total funding of Euro 6 million has been spent in just under 2 years). Regarding the new budget proposed in the Concept Note for the Reorientation, the percentage dedicated to human resources (i.e. 31%) remains quite modest compared to projects with a similar size and multi-country complexity. Just over 50% of the budget is allotted to actual activities, including research, capacity building, promoting the Rights Based Approach and promoting Tripartism & Social Dialogue.

The project still has a lot to do, and in fact, the activities under the five result areas have shown to be quite diverse. Nevertheless, the MTE finds that the completion of most of these activities could indeed mainly be achievable on the explicit condition that all partners will do their utmost to speed up their specific activities related to the project, including accelerated relocation and recruitment, approval of the 6 months no-cost extension and transfer of the second tranche of money, and the IGAD Secretariat making available office space for the project staff relocating to Djibouti as well as formally establishing the Expert Reference Group. The *original* Project Document as well as the Reorientation lack a full-fledged M&E Plan and a PMF. The EA recommendations on the LogFrame have partly been incorporated in the Reorientation but did not yet consider the detailed proposals for the PMF and the Risk Matrix.

In terms of *Orientation to Impact and Sustainability*, there are various opportunities for the project outcomes to generate a longer-term positive change with the implementation of the above-mentioned enhanced *Modes of Delivery*. This applies especially to the research studies, the capacity building, the establishment of the Expert Reference Group, the increased understanding of ILO's Conventions and Recommendations, the diverse trainings e.g. on ILMS, the study mission to the Middle-East, the support to tripartite dialogue, the phase-out strategy through the YSEI project, and in particular also the support to the IGAD Free Movement Protocol. In addition, at the *regional* level the IGAD Secretariat has clearly shown *ownership* of the project also related to the fact that the Action Fiche subsumes two interrelated components. An interesting opportunity has arisen to promote ownership at the regional level on the

side of the trade unions through the setting up of HACTU. At the *national* level there is much less feeling of ownership of the project.

The likely contribution of the project initiatives to *broader development changes* in the area of labour migration must be sought especially at the *regional* level with the support to the IGAD Secretariat in the form of several research studies, in the form of capacity building and in the form of the technical support to the IGAD Component of the Action Fiche. The contribution of the project to the development of the Free Movement Protocol is likely to be substantial because as a result of the Reorientation its contribution will be mainly focused on the development of this protocol through several Result Areas. The project will likely also make some contributions through the project activities to better cross-border migration governance, analysis of labour markets, and interventions to support livelihoods of the people in the region.

The Evaluation Criteria of *Replicability* has in part been made redundant as the piloting component relating to the Ethiopia-Sudan corridor has been abandoned in the Reorientation. Nevertheless, the research and capacity building components are surely replicable as also underlined by the IGAD Secretariat. Whether the new activities proposed in the Reorientation will provide such replicable models is too early to tell, and this needs to be established by the final evaluation of the project.

The *overarching conclusion* of the MTE is that the project remains a highly relevant project for the countries involved as well as for the donor, that it has provided value for money at the activity level, and that, despite substantial delays, it has made several important and good quality achievements in terms of useful draft research reports and very relevant capacity building of staff of the IGAD Secretariat and the Member States. This foundation of knowledge acquired and staff trained will be conducive to the implementation of the activities proposed in the Reorientation, whereby it is important that the draft research reports will be validated soonest, and that the trained staff will become the key members of the important Expert Reference Group to be validated soonest by the IGAD Member States. An important omission in the project design and in the reorientation is the gender dimension, and the design of a gender action plan needs to be set in motion without delay. With these caveats in mind, and keeping in mind the conclusion made in Section 3.4 that the activities proposed in the Reorientation would indeed mainly be achievable on the *explicit condition* that all partners will do their utmost to speed up their specific activities related to the project, *the MTE recommends continuation of the programme* following the lines set out in the Reorientation and in the specific Recommendations below.

## 4.2 Recommendations

The recommendations will be presented in this section according to the six Evaluation Criteria distinguished throughout this report.

### *Relevance and strategic fit*

- 1) **Maintain the overall strategy and approach of the project in terms of knowledge building and support to the Free Movement Protocol of the Inter-Governmental Authority on Development (IGAD)**, which is still very much relevant to the IGAD Member States and to the regional and global stakeholders, and which is clearly aligned with the priorities of many national and international organisations including in particular those of the key partner, the IGAD Secretariat and the donor, the EUTF.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Project Team, IGAD Secretariat, Expert Reference Group, EU Delegation (EUD) and EU Trust fund (EUTF)	Medium	Remainder of the project period	Part of ongoing investments.

### Validity of design

- 2) **Implement the revised Results Framework as laid down in the Reorientation** (see Table 2) since this is more realistic for the remainder of the project period and since it provides for enhanced support to the IGAD component of the Action Fiche.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Project Team, IGAD Secretariat, Expert Reference Group, EUD	Medium to High	Remainder of the project period	Part of ongoing investments.

- 3) **Adjust and extend the LogFrame and Implementation Plan of the Reorientation to include the suggestions made by the Evaluability Assessment (EA) and by the MTE** pertaining to the development of a complete M&E Plan, PMF and Risk matrix, as well as reformulate the Result Areas 1.3 to 1.5 as outcomes (not as activities) and add assumptions for these areas in the LogFrame.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Project Team & ILO Specialists from DWT Cairo, ROAF and HQ	Medium to High	April-September 2019	Part of ongoing investments.

- 4) **Develop a Gender Action Plan** with the support of the ILO gender specialists in the CO Pretoria and in Geneva, and make sure that the suggestions on gender equality by the EA are included in the LogFrame. Since the project team is all-male, preference should be given to female candidates when qualifications are equal while recruiting the new staff members.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Project Team & ILO Specialists from DWT Pretoria and HQ	High	April-September 2019	Part of ongoing investments but probably some reallocation needed.

### Effectiveness

- 5) **Involve more pro-actively the employers' and workers' organisations (EO/WO)** at the national level as they are currently not very much involved in the project activities by implementing the new Result Area 1.4, and at the regional level provide space and support for the Horn of Africa Confederation of Trade Unions (HACTU) as well as for possible regional initiatives of employers' organisations.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Project Team, ILO workers' and employers' specialists (ACTRAV and ACT/EMP), employers' and workers' organisations (EO/WO), HACTU, IGAD Secretariat, Expert Reference Group	High	Remainder of the project period	Mainly part of ongoing investments, but a small reallocation needed to the support of HACTU and to a possible regional initiative of the EO.



- 6) **Give high priority to the validation by the IGAD Member States, the publication and the dissemination of the various research reports** which are available currently only in draft format, **as opposed to initiating new research studies**. Once that validation process has manifestly been set in motion, time and efforts could again be dedicated to launching such additional studies. In addition, validation should be a step-wise process in order not to overburden the Member States delegations with too many reports at the same time.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Project Team, IGAD Secretariat, Expert Reference Group, IGAD Member States, EUD	High	2019	Part of ongoing investments.

- 7) **Enhance communication with the IGAD Secretariat and the EU Delegation in Djibouti and this explicitly includes conducting regular Project Steering Committee (PSC) meetings** and organize the first PSC meeting for May 2019. Generally, it would be beneficial for communication if the PSC was formed as soon as the project starts and if recruitment is delayed it could be initiated by the ILO backstopping staff of the Country Office or Headquarters.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Project Team, IGAD Secretariat, Expert Reference Group, EU Delegation (EUD) and PSC	High	Remainder of the project period, but organize first PSC in May 2019	Part of ongoing investments.

- 8) **Make sure that the six-months no-cost extension will be approved soonest by the EUTF** and make arrangements for the payment of the second tranche of funding.

Responsible Unit	Priority	Time Implication	Resource Implication
EU Delegation (EUD) and EU Trust fund (EUTF)	High	April-May 2019	Part of ongoing investments.

- 9) **Provide support to the establishment and validation by the IGAD Member States of the Expert Reference Group (ERG)** and include the chair and/or vice-chair among the members of the PSC, and, more in particular, revisit the ToR for this ERG, identify the precise members, and have it validated by the IGAD Member States.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Project Team, IGAD Secretariat, Expert Reference Group, IGAD Member States	High	Remainder of the project period	Part of ongoing investments.

### Efficiency

- 10) **Implement the concrete measures proposed in the Reorientation to enhance efficiency**, in particular accelerated relocation of the Technical Officer (TO) to the office space provided by the IGAD Secretariat in Djibouti, accelerated recruitment procedures for the five additional project staff members, maintain and where possible enhance direct technical support and provision of inputs from ILO specialists from DWTs and HQ, including provision of trainings and development of various tools and guidelines planned in the reorientation concept note, and maintain the solid Quality Assurance (QA) processes related to research studies which in itself are subcontracted to consultants or to firms.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Project Team, IGAD Secretariat, ILO Specialists in DWT and HQ	High for relocation and new recruitments	April–June 2019 for relocation and new recruitments	Part of ongoing investments.

### *Orientation to impact and sustainability*

- 11) **Enhance the impact and sustainability of the project by focusing on the support to the IGAD Free Movement Protocol** which feeds directly into a sustainable process within the IGAD Secretariat and the IGAD Member States, **as well as on the development of a ‘phase-out strategy (or an ‘exit plan’) which is currently lacking** although to a certain extent the development of the new programme, the Youth Skilling and Employment Initiative (YSEI), can be considered to fill this void partly contributing to sustainability.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO Project Team, IGAD Secretariat, Expert Reference Group, ILO Specialists in DWT Cairo and HQ	Medium	Remainder of the project period	Part of ongoing investments.

### *Special concerns: ‘Replicability’*

- 12) **Redirect the question whether the project’s activities provide a replicable, scalable model that is both an effective approach at regional and national levels to the Independent Final Evaluation of the project** as this question has in part been made redundant because the piloting component related to the Ethiopia-Sudan corridor has been abandoned in the Reorientation, while the replicability of the activities newly proposed in the Reorientation can at this stage not yet be assessed.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO EVAL and ILO Evaluation Manager, ILO Project Team, IGAD Secretariat, EUD	Low	Towards the end of the project period	Part of ongoing investments.

## 5 Lessons Learned and Good Practices

This chapter compiles two lessons learned (LL) and one good practice (GP) from the experience gained by evaluating the Free Movement of Persons and Transhumance in the IGAD Region project in the present report, namely:

### **Lessons learned**

*LL1: When one single programme (in this case the Action Fiche) contains two different components make sure that the interaction and mutual support is as optimal as possible.*

*LL2: When recruitment of key staff gets delayed beyond 3 to 4 months after the official start of the project make absolutely sure that there is sufficient and sustained managerial and technical support from the responsible ILO Country Office as well as from the ILO Regional Specialists in DWT's and from staff in HQ in order to be able to manage the project well and provide sufficient support to the existing project staff.*

### **Good practices:**

*GP1: The development of a solid Knowledge Base in the initial period of the project can in principle be beneficial to the design of interventions and policies.*

These Lessons Learned and Good Practices will be discussed in detail in the following two sections (5.1 and 5.2).

### 5.1 Lessons Learned

One of the purposes of evaluations in the ILO is to improve project or programme performance and promote organizational learning. Evaluations are expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The ILO/EVAL Templates are used below for the two identified Lessons Learned (LL).

**LL1: When one single programme (in this case the Action Fiche) contains two different components make sure that the interaction and mutual support is as optimal as possible.**

## ILO Lesson Learned Template

**Project Title: Independent Mid-Term Evaluation of Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility**

**Project TC/SYMBOL: RAF/16/06/EUR**

**Name of Evaluator: Theo van der Loop**

**Date: 16 May 2019**

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

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<i>The free Movement of Persons and transhumance in the IGAD Region is part of one programme with two components, in this case an Action Fiche funded by the EU Trust Fund with the project implemented by the ILO as one component and the so-called IGAD-Component, i.e. the development of the Free Movement Protocol by the IGAD Member States, as the other. The ILO Component was not in sync with the IGAD Component partly also as a result of the delays in recruiting key project staff.</i>
<b>Context and any related preconditions</b>	<i>The two components in fact operated more or less independently partly also because the ILO project office was based in Addis Ababa whereas the IGAD Secretariat is based in Djibouti. The Lesson Learned is that the two should have the possibility of more direct communication through having at least part of the project staff relocate to Djibouti and include more activities that are directly supportive of the other component, in other words, make sure that the interaction and mutual support is as optimal as possible.</i>
<b>Targeted users / Beneficiaries</b>	<i>ILO CO Addis Ababa, ILO ROAF/Abidjan, ILO DWT/Cairo, HQ Geneva including MIGRANT, PARDEV and EVAL, EU Delegation.</i>
<b>Challenges /negative lessons - Causal factors</b>	<i>The negative lesson is that communication has gradually grown from bad to worse, also in the absence of conducting Project Steering Committee meetings.</i>
<b>Success / Positive Issues - Causal factors</b>	<i>The positive side is that after the Reorientation of the programme two project staff members will now move to Djibouti and they are anticipated with appreciation by both key stakeholders in Djibouti, the IGAD Secretariat and the EU Delegation.</i>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<i>The interaction and coordination between two components of a single programme need to be taken up at the initial stages of contract negotiations (PARDEV) and project design (ILO regional specialists) as well as from the project management side (ILO CO Addis Ababa).</i>

**LL2: When recruitment of key staff gets delayed beyond 3 to 4 months after the official start of the project make absolutely sure that there is sufficient and sustained managerial and technical support from the responsible ILO Country Office as well as from the ILO Regional Specialists in DWT's and from staff in HQ in order to be able to manage the project well and provide sufficient support to the existing project staff.**

## ILO Lesson Learned Template

**Project Title: Independent Mid-Term Evaluation of Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility**

**Project TC/SYMBOL: RAF/16/06/EUR**

**Name of Evaluator: Theo van der Loop**

**Date: 16 May 2019**

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

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<i>When recruitment of key staff gets delayed beyond 3 to 4 months after the official start of the programme make absolutely sure that there is sufficient and sustained managerial and technical support from the responsible ILO Country Office as well as from the ILO Regional Specialists in DWT's and from staff in HQ in order to be able to manage the project well and provide sufficient support to the existing project staff. In addition, activities should be initiated by project or backstopping, for example, an Evaluability Assessment should be conducted within the first 6 months of a project.</i>
<b>Context and any related preconditions</b>	<i>Although there were inputs both from ILO CO Addis Ababa and from regional specialists through longer-term missions to Ethiopia, in hindsight it can be said that it should have been more frequent and more sustained. This situation was aggravated by the worsening communication with the donor which should have set some alarm bells ringing earlier.</i>
<b>Targeted users / Beneficiaries</b>	<i>ILO CO Addis Ababa, ILO ROAF/Abidjan, ILO DWT/Cairo, HQ Geneva including MIGRANT, PARDEV and EVAL, EU Delegation.</i>
<b>Challenges /negative lessons - Causal factors</b>	<i>The negative lesson is that the project activities were substantially delayed, and the Project CTA started only one year and three months after the start of the project.</i>
<b>Success / Positive Issues - Causal factors</b>	<i>The positive side is that in a joint effort with the IGAD Secretariat and the EUD a Concept Note was finalized for the Reorientation of the project at the end of February 2019 (although this could well have been completed a few months earlier if communication channels had been more open).</i>
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	<i>Provision of managerial and technical support staff from the ILO CO in Addis Ababa and from the specialists in DWTs and HQ should have been mobilized much sooner and much more sustainably once it became clear that the recruitment of key project staff was delayed so much.</i>

## 5.2 Good Practices

ILO evaluation sees lessons learned and emerging good practices as part of a continuum, beginning with the objective of assessing what has been learned, and then identifying successful practices from those lessons which are worthy of replication. The ILO/EVAL Templates are used below. There is one

Good Practice (GP) that emerged from the present evaluation that could well be replicated under certain conditions in other projects and/or countries.

**GP1: The development of a solid Knowledge Base in the initial period of the project can in principle be beneficial to the design of interventions and policies.**

### ILO Emerging Good Practice Template

**Project Title: Independent Mid-Term Evaluation of Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility**

**Project TC/SYMBOL: RAF/16/06/EUR**

**Name of Evaluator: Theo van der Loop**

**Date: 16 May 2019**

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
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	<i>The good practice is that the development of a solid Knowledge Base in the initial period of the project can be beneficial to the design of interventions and policies. The knowledge base was developed through research studies and capacity building of the key counterparts, in particular expert staff from the key Ministries in the IGAD Members States. These trained experts are also expected to make up the most part of the Expert Reference Group to be formally established in the coming months.</i>
<b>Relevant conditions and Context: limitations or advice in terms of applicability &amp; replicability</b>	<i>The results of these studies will be beneficial in shaping interventions by identifying key gaps in policies and practices to be addressed. However, it is also crucial to validate any draft research reports timely by the main counterparts.</i>
<b>Establish a clear cause-effect relationship</b>	<i>See box above.</i>
<b>Indicate measurable impact and targeted beneficiaries</b>	<i>The solid knowledge base could in principle also enhance the development of the M&amp;E Plan and the Performance Management Framework (PMF).</i>
<b>Potential for replication and by whom</b>	<i>There is clear potential for the replication of the development a knowledge base early on in many projects.</i>
<b>Upward links to higher ILO Goals (DWCPs, CPOs or ILO's Strategic Program Framework)</b>	<i>A solid knowledge base enhances the quality of the M&amp;E Plan and of the Performance Management Framework/Logical Framework.</i>
<b>Other documents or relevant comments</b>	<i>The draft research reports are available but should still be validated by the IGAD Member States, as well as published and disseminated.</i>

# Annex 1 Terms of Reference (TOR)



Bureau  
international  
du Travail

## TERMS OF REFERENCE

Independent mid-term evaluation

Version 18 February 2019

**Project title:** Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility

Project Code: RAF/16/06/EUR

**Donor:** European Union Trust Fund (EUTF)

**Budget:** 6 million Euro

**Duration:** 1 March 2017 – 28 February 2020 (36 months)

**Geographical Coverage:** IGAD Region (Djibouti, Ethiopia, Sudan, Somalia, Kenya, Uganda, South Sudan) and in particular the migration corridor Ethiopia-Sudan

Administrative Unit: CO Addis Ababa

Technical Backstopping Unit: MIGRANT

Type of Evaluation: Mid term

Evaluation Period: Feb-Apr 2019

## Acronyms

AU	African Union
ECOWAS	Economic Community of West African States
EU	European Union
EUTF	European Union Trust Fund
IGAD	Inter-Governmental Authority on Development
ILO	International Labour Office
ITC	International Training Centre
JLMP	Joint Programme on Labour Migration Governance for Development and Integration
MAP	Migration Action Plan
MOHRD	Ministry of Human Resource Development and Labour (Sudan)
MOLSA	Ministry of Labour and Social Affairs (Ethiopia)
MSMEs	Micro, small and medium enterprises
REC	Regional Economic Community
TVET	Technical and Vocational Education and Training
VCD	Value chain development



## 1. INTRODUCTION

The eight countries that make up the IGAD regional economic community form a vast and complex region. Despite differences, the countries share a number of challenges and opportunities as they move towards regional integration. While several countries have experienced strong economic growth rates in recent years, this has yet to translate into significant job creation. Labour markets must absorb large numbers of new workers entering the labour force each year as a result of population growth, while contending with structural difficulties in creating productive, formal sector employment. A 'vicious circle' of limited access to education and adequate training, low wages and low-productivity jobs, and lack of basic protections leave many youth and workers excluded from fully participating in economic growth and development.

Labour migration can provide a safety valve to reduce the pressures on national labour markets that do not provide sufficient opportunities for decent work. At the regional level, IGAD countries have made commitments to achieving greater integration among member States, of which the free movement of persons is a key pillar.

There is increasing recognition that free movement agreements have an immediate effect on the decent working conditions of migrant workers, as they provide access to legal channels for migration as well as a normative framework for addressing the rights of migrants.

## 2. PROJECT BACKGROUND

Within this context, ILO with support of the EU is implementing a 3 years duration project named "Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility". The project was authorised by the operational committee of the EUTF as part of the Action Document "Towards Free Movement of Persons and Transhumance in the IGAD Region" (attached). Furthermore, the project is implemented in complementarity and in support of the IGAD implemented project under this same Action Document.

The overall objective of the project is "to improve opportunities for regulated labour mobility and decent work within IGAD countries through the development of models of intervention". The specific objectives and results are the following:

Specific Objective 1: Strengthen the knowledge base for developing labour market and mobility policies and measures in IGAD countries (knowledge-building)

Result 1.1: Policy-relevant research is produced and disseminated on the linkages between regional migration and labour market issues.

Result 1.2: Key labour market actors in the region have increased capacity to collect and analyse labour market and skills indicators, and link migration governance and labour market issues.

Specific Objective 2. Provide increased access to employment and skills development opportunities in strategic market sectors along the Ethiopia-Sudan migration corridor (operational implementation)

Result 2.1: Priority market sectors with potential for growth and job creation for national and migrant women and men are identified.

Result 2.2: Intervention strategy to support the development of selected value chain is developed.

Result 2.3: National and migrant women and men have access to relevant financial services to take advantage of economic opportunities across the identified value chains.

Result 2.4 Skills and vocational training programmes are developed in line with identified market needs.

Result 2.5 Mechanisms for skills recognition in place to increase labour mobility.

The knowledge-building component seeks to deepen understanding on migration and labour market dynamics in the region, including the constraints and opportunities for employment creation and causes of skills shortages, and strengthen capacity in these areas. This will contribute to laying the groundwork for the implementation of the free movement protocols, as well as preparing the operational phase of the project.

The operational component will provide impact to current and potential migrants through pilot actions for the development of employment and skills opportunities in the Ethiopia-Sudan migration corridor, so as to serve as models to be replicated or incorporated into broader national and regional interventions. The intervention strategy seeks to create employment through value chain development, which focuses on developing market systems that offer opportunities for job creation and improved job quality. In parallel, supporting functions of skills development, access to finance, and the respect of the fundamental rights of workers will be addressed.

The project contributes to SDG 8 “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all” and Outcome 9 of the ILO P&B for the biennium which aims to promoting fair and effective labour migration policies and sub-regional CPO SAD 104: Rights-based labour migration for integration enhanced under Common Market protocol. Besides, the project also intends to contribute to various regional and continental policies and priorities of the African Union (AU) and Inter Governmental Authority on Development (IGAD). However, this needs to be further explored and refined during the midterm review process.

The project reported by December 2018 the following achievements:

- 34 experts (24 male and 10 female) from the IGAD Secretariat and its Member States (i.e. Ministries of Labour, TVET institutions and Ministries of Education) trained on anticipating and matching skills needs.
- 34 participants (20 Male and 14 Female) from the Ministry of Labour, Ministry of Foreign Affairs and Ministry of Interior/Immigration and Citizenship Affairs of the IGAD member States and the IGAD Secretariat trained on Labour Migration and Mobility Governance
- Research work in progress

### **3. PROJECT MANAGEMENT**

The project management unit is anchored in the ILO Country Office at Addis Ababa. It is composed of a Chief Technical Advisor (CTA), a Technical Officer, a National Project Coordinator, Finance and Administrative Assistant and a Driver. The team gets technical support and backstopping service from MIGRANT, ILO Regional Office for Africa, Decent Work Country Team Cairo and other departments and units in headquarters.

### **4. EVALUATION BACKGROUND**

ILO considers evaluation as an integral part of the implementation of technical cooperation projects accountability, learning and planning and building knowledge. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the

specific requirements agreed upon at the time of the project design and during the implementation of the project as per established procedures.

The evaluation should be conducted in the context of criteria and approaches for international development assistance as established by: the OECD/DAC Evaluation Quality Standard; and the UNEG Code of Conduct for Evaluation in the UN System. In particular, this evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 “Preparing the inception report”; Checklist 4 “Validating methodologies”; and Checklist 5 “Preparing the evaluation report”.

The project has gone through an evaluability assessment between November – December 2018. In addition the project will go through two independent evaluations (mid-term and final), managed by an ILO certified evaluation manager with oversight by EVAL.

The project went through a donor lead Results Oriented Monitoring exercise in October 2018.

## 5. SCOPE, OBJECTIVE AND CLIENTS OF THE EVALUATION

The mid-term evaluation will consist of a thorough assessment by an independent consultant focusing on understating the progress to date in the planned and unexpected outputs towards to the project outcomes and impact. The evaluation will use mainly data and information produced by the project, key informants’ interviews with key stakeholders, and field observation.

The evaluation objectives are:

- a) Assess the implementation of the project so far, identifying factors affecting project implementation (positively and negatively). If necessary, propose revisions to the expected level of achievement of the objectives;
- b) Analyse the implementation strategies of the project with regard to their potential effectiveness in achieving the project outcomes; including unexpected results.
- c) Review the institutional set-up, capacity for project implementation, coordination mechanisms and the use and usefulness of management tools including the project monitoring tools and work plans;
- d) Review the strategies for sustainability;
- e) Identify the contributions of the project to the SDGs, the ILO objectives and its synergy with other projects and programs;
- f) Identify lessons and potential good practices for the key stakeholders.
- g) Provide strategic recommendations for the different key stakeholders to improve implementation of the project activities and attainment of project objectives.

The evaluation key users are the identified national and regional stakeholders which include social partners, workers and employers (particularly the ministries of Labour and Employment, responsible for managing labour migration and labour market policies and programmes as well as the project steering committee (PSC) and the technical working groups (TWG)), the ILO and the donor

The scope of the evaluation covers the project from its start in March 2017 to December 2018. The scope of the evaluation in terms of the operational area is the IGAD region which covers Djibouti, Ethiopia, Sudan, Somalia, Kenya, Uganda, South Sudan and in particular the migration corridor Ethiopia-Sudan. The scope of the mid-term evaluation entails assessing project progress in relation to the objectives and results as well as the continued relevance of project orientations.

The evaluation will integrate gender equality as a cross-cutting concerns throughout its deliverables and process. It should be addressed in line with EVAL guidance note n° 4 and Guidance Note n° 7 to ensure stakeholder participation. Furthermore, it should pay attention to issues related to social dialogue, tripartism and international labour standards.

## 6. CRITERIA

The evaluation should be carried out in the context of the criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation and the technical and ethical standards and abide by the Code of Conduct for Evaluation on the UN System are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation

The evaluation will cover the following evaluation criteria

- i) relevance and strategic fit,
- ii) validity of design,
- iii) effectiveness,
- iv) efficiency,
- v) Orientation to impact and sustainability, as defined in ILO policy guidelines for results-based evaluation.

The selected aspects will need to be formulated into appropriate questions to facilitate discussion in order to clarify current status, discuss critical issues and reach consensus on the way forward.

### 1. Suggested aspects for the review to consider:

#### a. Relevance and strategic fit

- Is the strategy and approach of the project still relevant to the country, regional and global stakeholders? Have there been any changes in strategies necessary to address changes in the project context?

#### b. Validity of the design

- Assess if the design took into account, in a realistic way, the institutional arrangements, partnerships, roles, capacity and commitment of stakeholders;
- To what extent were relevant external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?
- Assess whether issues relating to gender, ethnic & marginalised groups, social dialogue and tripartism were taken into concern;
- Are the time frames for project implementation and the sequencing of project activities logical and realistic?

- Is the strategy for sustainability of project results defined clearly at the design stage of the project?
- Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Did the outputs identified in the proposal contribute to the achievement of the overall objective of the project?

**c. Effectiveness**

- What are the results achieved to date within each objective?
- Are there possible changes in project strategy or implementation that are needed in order to achieve the project objectives; which ones?
- What is the possible effect of any significant delays in implementation? Have measures been adopted by the Project Management to overcome any constraints in the implementation?
- What are the causes of these delays and what are the details of the measures adopted to overcome them,
- Is the coordination and partnership with main stakeholders effective? Are project partners able to fulfil the roles expected in the project strategy? Are there any capacity challenges?
- What are the current challenges that the Project is facing in the implementation of the project and what efforts are made to overcome these challenges?
- Examine how the project interacted and possibly influenced international and national level policies, and debates on labour migration and mobility.

**d. Efficiency**

- Are the available technical and financial resources adequate to fulfil the project plans? Is there a need to reallocate resources or adjust activities or results in order to achieve its outcomes?
- Are resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader project objectives?
- Is the project M&E strategy contributing to project management, learning and accountability?

**e. Orientation to impact and Sustainability**

- Is it likely that the project outcomes will generate a long-term positive change?
- Is ownership at regional and national levels been promoted?
- Is the phase-out strategy for the project in place and under implementation? Is sufficiently clearly articulated and progress made towards this goal?
- What is the likely contribution of the project initiatives, including innovative approaches and methodologies piloted, to broader development changes in the area of intervention, including those laid out in the ILO Decent Work Agenda, , Decent Work Country Programmes and National Development Programmes
- What is the likely contribution of the project to the development of the Free Movement Protocol and related labour aspects in the region?

- Is it likely that the project activities will contribute to better cross-border migration governance, analysis of labour markets, interventions to support livelihoods of the people in the region etc?
- f. Special concerns**
- Given that the project is being carried out in various countries, do the project's activities provide a replicable, scalable model that is both an effective approach at regional and national levels?

## 7. METHODOLOGY

The following is the suggested methodology for the evaluation. The methodology can be adjusted by the consultant if considered necessary in accordance with the scope and purpose of the evaluation. This should be approved by the Evaluation Manager.

The evaluation should be carried out in accordance with the relevant parts of the ILO Evaluation Framework and Strategy; the ILO Policy Guidelines for Results-Based Evaluations 2013.

Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects"<sup>1</sup>. All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the project should be considered throughout the review process.

**The following elements are the proposed methodology:**

### I. Document Review, scoping and inception

The evaluator will receive a briefing by the evaluation manager and then by the project team, and then the technical backstopping units. After that, the consultant will review the project document, work plans, progress reports, research reports, and other documents that were produced since the project started.

At the end of the desk review period, the evaluator will prepare a brief Inception report outlining the methodological approach, evaluation instruments and questions (questions in the ToRs to be refined based on the knowledge gained through desk-review and initial briefing), an agenda of the stakeholders workshop, list of stakeholders to be interviewed, a work plan, an indicator matrix with the evaluation questions and outline of the evaluation report.

The structure and format of the inception report will follow the EVAL Guidance note on Inception report (see Annex I).

### II. Field work

The evaluator will undertake field visits to Ethiopia and Djibouti (@ 6 working days). Whether in the course of a field mission or through long distance calls, the evaluator will interview the key

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<sup>1</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

stakeholders of the project in all targeted countries. The list of key informants will be provided in due time and should not exceed 20 stakeholders.

Most of the interviews will be in English. However for some stakeholders French may be needed. If the selected consultant is not bilingual, then support on interpretation will be considered as necessary.

### III. Stakeholders workshop

The evaluator will facilitate –with logistic support of the project- a stakeholders’ workshop in Djibouti towards the end of the field visits. The stakeholders’ workshop will be attended by the project and other ILO relevant staff and key beneficiaries including the donor as appropriate (by Skype or physically). This will be an opportunity for the evaluator to gather further data, present the preliminary findings for verification and discussion, present recommendations and obtain feedback.

The evaluator will be responsible for developing the agenda and facilitation of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluator.

### IV. Draft and final evaluation report

After the field work, the evaluator will develop a draft evaluation report (see deliverables below for the report outline and its content) in line with EVAL Checklist 5.

The total length of the report should be a maximum of 30 pages for the main report, excluding annexes; background and details on specific projects evaluated can be provided in the annexes. The report should be sent as one complete document. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

The Evaluation Manager will circulate the draft report to key stakeholders, the project staff and the donor for their review and forward the consolidated comments to the evaluator.

### V. Final report

The evaluation team will finalize and submit the final report to the evaluation manager in line with EVAL Checklist 5<sup>2</sup>. The report should address all comments and/or provide explanations why comments were not taken into account. A summary of the report, a data annex and the lessons learned and good practices fact sheets from the project should be submitted as well. The quality of the report will be assessed against ILO/EVAL’s Checklist 6<sup>3</sup>.

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<sup>2</sup> *Opus cit.*

<sup>3</sup> [EVAL Checklist 6: Rating the quality of evaluation reports.](#)

The evaluation manager will review the final version and submit to EVAL for final review. The final evaluation report, good practices and lessons learned will be stored and broadly disseminated through the EVAL's database<sup>4</sup> as to provide easy access to all development partners, to reach target audiences and to maximise the benefits of the evaluation.

## 8. DELIVERABLES

- Inception report which shows the expert's/consultant's understanding of the project and its log frame, approach and work plan for the mid-term evaluation;
- Draft Evaluation report, including the executive summary, conclusions, recommendations, good practices and lessons learnt. The draft report should be structured as follows.
  - a. Cover page with key project and evaluation data
  - b. Executive Summary
  - c. Acronyms
  - d. Description of the project
  - e. Purpose, scope and clients of the evaluation
  - f. Methodology and limitations
  - g. Review of implementation
  - h. Clearly identified findings for each criterion
  - i. Conclusions
  - j. Recommendations
  - k. Lessons learned and good practices
  - l. Annexes
- Final Evaluation Report, the draft report addressing all comments and including the EVAL templates the Evaluation summary, Lessons learned and Good practices.

All reports, including drafts, will be written in English. Ownership of data from the evaluation rests jointly with the ILO and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

## 9. MANAGEMENT ARRANGEMENTS AND WORK PLAN

The evaluation manager is Ms Maria Machailo-Ellis, ILO DWT Office, Pretoria, South Africa an ILO-EVAL trained evaluation manager. The consultant will be accountable to the Evaluation Manager.

The Project Management Team will provide logistical support as well as the contact details of key people to be interviewed

### 9.1 Work plan & Time Frame

The evaluation will be carried out between 1st March 2019 and 30 April 2019 with a draft report to be produced by the end of March 2019 (see table below).

The total evaluation process is estimated to take **20 working days** for the independent international consultant over a period of **2 months**.

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<sup>4</sup> [ILO i-eval Discovery](#).



Activity	Timeframe	Cons. Working days	Responsible
Preparation of ToRs: circulation of the draft with stakeholders and finalization	Nov-Dec 2018		Evaluation Manager
Selection and contract of the evaluator	Jan-Feb 2019		Evaluation Manager
Telephone briefing with evaluation manager Telephone interviews with the project CTA and the donor Desk review of project related documents Development of the Inception report	Feb-Mar 2019	4	Evaluator
-Interviews with project staff and all stakeholders in the project countries, ILO HQ and others as relevant -Stakeholders' workshop in Djibouti	Mar 2019	10 (@6 mission days)	Evaluator with logistical support of project staff
-Draft evaluation report based on desk review and consultations from field visits	Mar 2019	5	Evaluator
-Circulate draft evaluation report to key stakeholders -Consolidate comments of stakeholders and send to evaluator	Apr 2019		Evaluation Manager
-Finalize the report including explanations if comments were not included	Apr 2019	1	Evaluator
-Submit the final evaluation report to EVAL for approval	Apr 2019		Evaluation Manager

## 9.2 Sources of Information and Consultations/Meetings

### Sources of Information

Project document, log-frame, work plans and monthly updates;

- **The European Union Emergency Trust fund for stability and addressing the root causes of irregular migration and displaced persons in africa document**
- Technical progress report of 1<sup>st</sup> year of implementation;
- Memorandum of Understanding with key stakeholders (e.g. IGAD);
- Baseline assessments and research produced.
- Evaluability Assessment
- Results Oriented Monitoring Exercise
- 

Consultations/meetings will be held with:

- Project management and staff at HQ and at ILO country offices
- Specialists of the DWCT in Cairo and Algiers offices
- Labour Migration Specialist at Regional Office of ILO in Abidjan
- IGAD Secretariat (partner)
- Tripartite constituents (i.e. participants in the training sessions)
- Donor
- Others to be determined jointly by the project team and the consultant

A detailed list will be provided to the consultant in due time.

#### **10. KEY QUALIFICATIONS**

Specific requirements to consider for the consultant are the following:

- A Master degree in Social Sciences, Development studies, Economics or related graduate qualifications
- A minimum of 7 years of professional experience specifically in evaluating international multi-country development initiatives, including UN projects, that include research components, in particular with policy level work and institutional building
- Experience in qualitative and quantitative data collection and analysis, including survey design,
- A good understanding of ILO mandate and tripartite structure
- Experience in facilitating workshops for evaluation findings.
- Experience in assessing labour migration and mobility in Africa will be an asset.
- Not have been involved in the project

#### **11. RESOURCES**

Estimated resource requirements:

- Evaluator : 20 days of honorarium, travel to Addis and Djibouti including flights and DSA days according to ILO policy
- Stakeholders' workshop

## Annex I

### LIST OF RELEVANT EVALUATION GUIDELINES and standard templates

ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations: [http://www.ilo.org/eval/Evaluationpolicy/WCMS\\_168289/lang--en/index.htm](http://www.ilo.org/eval/Evaluationpolicy/WCMS_168289/lang--en/index.htm)

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

## Annex 1 Programme of Field Visits

	ADDIS ABABA	DJIBOUTI		ADDIS ABABA	
Sunday 10	Monday 11	Tuesday 12	Wednesday 13	Thursday 14	Friday 15
Arrival in Addis Ababa	8:30AM Mr Richard Lavallée, CTA	10:00AM Meeting with MoLSA Djibouti Ms. Ikram Awaleh Directrice du Travail, de l'Emploi et de la Sécurité Sociale	9:00AM EUD Ms Cécile Leclercq and Mr. Bernard Francois	08:30 Mr Kabu Mban, ACTRAV Specialist	9:00AM Skype Call with Lucy Daxbacher of the IGAD Secretariat Djibout
		11:30AM M. Adan Mohamed Abdou, Djibouti UDT, Trade Union (at the Sheraton)	11:00AM MoEducation Mr Abdikerim Ahmed Hersi (at the Sheraton)	10:00AM Meeting with Mr Ephrem Getnet, Technical Officer with CTA	11:00AM Meeting with CTA
		LUNCH	12:00PM Mr Charles Obila, Migration Expert at IGAD Secretariat Djibouti	Lunch with CTA and TO	Lunch with CTA
	1:30PM CETU Rachel Ayele CETU- Department Head		2:00PM Ms Hikmat Daboud Employers' Association	3:00PM Employers Organisation EEF Mr Saud Mohammed (in Intercontinental at ILO workshop)	Meeting with CTA
	2:30PM Transportation to the airport 4:00PM Departure for Djibouti	7:00PM Mr Alexio Musindo, Director ILO Addis Ababa (in Kempinski)	7:00PM Departure for Addis Ababa		3:00PM Debriefing meeting ILO CO Addis  Midnight: Departure to The Netherlands

## Annex 2 List of Key Stakeholders

### **ILO**

#### **Project Team (Addis Ababa)**

Richard Lavallée

Ephrem Getnet

Gamal Yagoob Adam Abdalla

#### **Country Office (Addis Ababa)**

Director George Okutho (former)

Director Alexio Musindo (actual)

Kabu Mban (ACTRAV)

#### **Regional Office for Africa (ROAF), Abidjan**

Gloria Moreno-Fontes (Labour Migration Specialist ROAF)

#### **DWCT (Cairo)**

Aurelia Segatti

Luca Fedi

#### **PARDEV (HQ)**

Peter Rademaker

Liliana Rossells Lovera

#### **MIGRANT (HQ)**

Nick Grisewood

Heike Lautenschlager

#### **SKILLS (HQ)**

Christine Hofmann

#### **PARTNER: IGAD Secretariat**

Ms Fathia A. Alwan

Ag Director Social Development at IGAD Secretariat Djibouti

Mr Charles Obila - Migration Expert at IGAD Secretariat Djibouti

Ms Lucy Daxbacher - Migration Expert at IGAD Secretariat Djibouti

#### **TRIPARTITE CONSTITUENTS** (those who were contacted for studies)

##### **Ethiopia**

##### **Unions**

Rachel Ayele CETU- Department Head

##### **Employers**

Saud Mohammed

##### **Djibouti**

**Unions**

General Union of Djibouti Workers

**Employers**

Hikmat Daoud, President National Confederation of Djibouti Employers

**TRAINED REPRESENTATIVES**

**Ethiopia**

**MoLSA**

Ms Meselch Asfaw Director – overseas employment

Ms. Yodit Mulatu BARUDA Overseas Employment complaint follow up and support Team Leader

Mr. Moges Yabibal MENGISTU Team Leader

**MoImmigration**

Mr. Zemedkun Getachew MAMO Department head

**MoEducation/TVET**

Mr. Bizuneh Adugna Adviser, state Minister for TVET

**Djibouti**

**MoLSA**

Ms. Ikram Awaleh Directrice du Travail, de l'Emploi et de la Sécurité Sociale

Mr. Mahamoud Abdillahi OMAR Chef de service de la Sécurité sociale

Mr. Iltireh OSMAN Directeur des Etudes et de la Planification

**MoEducation - Ministry of Education and Vocational Training Inspector**

Mr. Abdikerim Ahmed Hersi Inspector

**MoFA**

Mr. Mohamed Houmed IBRAHIM Deputy Director in charge of International Organisations

**DONOR : European Union**

Ms Isabelle De Ruyt

EU Trust Fund for Africa- Horn of Africa Window

EU Delegation to Djibouti and IGAD

## Annex 3 Data Collection Worksheet

The Data Collection Worksheet for the MTE on the project 'Free movement in IGAD' specifying the Evaluation Criteria (A - F) and Evaluation Questions (1 - 25), as well as the sources of data, stakeholder interviews and specific methods used.

Evaluation Criteria and Questions	Sources of Data	Stakeholder Interviews	Specific Methods
<b>A. Relevance and strategic fit</b>			
1) Is the strategy and approach of the project still relevant to the country, regional and global stakeholders? Have there been any changes in strategies necessary to address changes in the project context?	National and IGAD policies <sup>5</sup> PRODOC, EU-Agreement, Action Fiche, ROM-report, EA, Concept Note, Annual Progress Report, DWCPs, UNDAF, SDGs, JLMP, AU Migration Policy Framework	Project Team, IGAD-Secretariat, EUD, Tripartite Partners, DWT, ROAF, MIGRANT	Documents review & Stakeholder Interviews & Workshop
<b>B. Validity of the Design</b>			
2) Assess if the design took into account, in a realistic way, the institutional arrangements, partnerships, roles, capacity and commitment of stakeholders;	PRODOC, Action Fiche, Annual Progress Reports ROM-report, EA, Concept Note	Project Team, IGAD-Secretariat, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
3) To what extent were relevant external factors and assumptions identified at the time of design? Have these underlying assumptions on which the project has been based proven to be true?	National and IGAD policies, PRODOC, EU-Agreement, Action Fiche, DWCPs, SDGs UNDAF	Project Team, IGAD-Secretariat, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
4) Assess whether issues relating to gender, ethnic & marginalised groups, social dialogue and tripartism were taken into concern.	National and IGAD policies, PRODOC, EU-Agreement, Action Fiche,	Project Team, IGAD-Secretariat, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews

<sup>5</sup> For example, the IGAD migration action plan and the draft free movement protocol; see further Annex 12.

	DWCPs, SDGs UNDAF		
5) Are the time frames for project implementation and the sequencing of project activities logical and realistic?	LogFrame and Work Plans, Annual Progress Reports, Concept Note	Project Team, IGAD, EUD, DWT, ROAF	Documents review & Stakeholder Interviews
6) Is the strategy for sustainability of project results defined clearly at the design stage of the project?	PRODOC	Project Team	Documents review & Stakeholder Interviews
7) Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?	PRODOC, LogFrame and Work Plans, Annual Progress Reports	Project Team, IGAD, EUD, DWT, ROAF	Documents review & Stakeholder Interviews
8) Did the outputs identified in the proposal contribute to the achievement of the overall objective of the project?	PRODOC, LogFrame and Work Plans, Annual Progress Reports	Project Team, IGAD, EUD, DWT, ROAF	Documents review & Stakeholder Interviews
<b>C. Effectiveness</b>			
9) What are the results achieved to date within each objective?	Annual Progress Reports, Reports produced	Project Team, IGAD, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
10) Are there possible changes in project strategy or implementation that are needed in order to achieve the project objectives; which ones?	ROM-report, EA, Concept Note, Annual Progress Report	Project Team, IGAD, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
11) What is the possible effect of any significant delays in implementation? Have measures been adopted by the Project Management to overcome any constraints in the implementation?	ROM-report, EA, Concept Note, Annual Progress Report	Project Team, IGAD, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
12) What are the causes of these delays and what are the details of the measures adopted to overcome them?	ROM-report, EA, Concept Note, Annual Progress Report	Project Team, IGAD, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
13) Is the coordination and partnership with main stakeholders effective? Are project partners able to fulfil the roles expected in the project strategy? Are there any capacity challenges?	ROM-report, EA, Concept Note, Annual Progress Report	Project Team, PSC, TWG, IGAD, EUD, Tripartite Partners	Documents review & Stakeholder Interviews



14) What are the current challenges that the Project is facing in the implementation of the project and what efforts are made to overcome these challenges?	ROM-report, EA, Concept Note, Annual Progress Report	Project Team, IGAD, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
15) Examine how the project interacted and possibly influenced international and national level policies, and debates on labour migration and mobility.	Annual Progress Reports, Communication materials, Reports produced/ disseminated	Project Team, IGAD, EUD, Tripartite Partners, DWT, ROAF other (UN) agencies	Documents review & Stakeholder Interviews
<b>D. Efficiency</b>			
16) Are the available technical and financial resources adequate to fulfil the project plans? Is there a need to reallocate resources or adjust activities or results in order to achieve its outcomes?	ROM-report, EA, Concept Note, Annual Narrative and Financial Progress Reports	Project Team, EUD	Documents review & Stakeholder Interviews
17) Are resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the broader project objectives?	ROM-report, EA, Concept Note, Annual Narrative and Financial Progress Reports	Project Team, EUD	Documents review & Stakeholder Interviews
18) Is the project M&E strategy contributing to project management, learning and accountability?	PRODOC, LogFrame and Work Plans, Annual Progress Reports	Project Team, IGAD, EUD, DWT, ROAF	Documents review & Stakeholder Interviews
<b>E. Orientation to Impact and Sustainability</b>			
19) Is it likely that the project outcomes will generate a long-term positive change?	ROM-report, EA, Concept Note, Annual Progress Report	Project Team, IGAD, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
20) Is ownership at regional and national levels been promoted?	ROM-report, EA, Concept Note, Annual Progress Reports	Project Team, IGAD, EUD, PSC, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
21) Is the phase-out strategy for the project in place and under implementation? Is sufficiently clearly articulated and progress made towards this goal?	Annual Progress Reports	Project Team, DWT, ROAF	Documents review & Stakeholder Interviews

22) What is the likely contribution of the project initiatives, including innovative approaches and methodologies piloted, to broader development changes in the area of intervention, including those laid out in the ILO Decent Work Agenda, Decent Work Country Programmes and National Development Programmes	Annual Progress Reports, JLMP, AU Migration Poliy Framework, P&B Outcome 9, IGAD MAP	Project Team, IGAD, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
23) What is the likely contribution of the project to the development of the Free Movement Protocol and related labour aspects in the region?	Annual Progress Reports, Concept Note	Project Team, IGAD, EUD, DWT, ROAF	Documents review & Stakeholder Interviews
24) Is it likely that the project activities will contribute to better cross-border migration governance, analysis of labour markets, interventions to support livelihoods of the people in the region etc?	Annual Progress Reports, Concept Note	Project Team, IGAD, EUD, Tripartite Partners, DWT, ROAF	Documents review & Stakeholder Interviews
<b>F. Special concerns: 'Replicability'</b>			
25) Given that the project is being carried out in various countries, do the project's activities provide a replicable, scalable model that is both an effective approach at regional and national levels?	Annual Progress Reports, Concept Note	Project Team, IGAD, EUD, DWT, ROAF	Documents review & Stakeholder Interviews

## Annex 4 Work Plan for the MTE

Activity	Timeframe	Consultant Working days	Responsible
Preparation of ToRs: circulation of the draft with stakeholders and finalization	Nov-Dec 2018		Evaluation Manager
Selection and contract of the evaluator	Jan-Feb 2019		Evaluation Manager
Telephone briefing with evaluation manager Telephone interviews with the project CTA and the donor Desk review of project related documents Development of the Inception report	Feb-Mar 2019	4	Evaluator
Submit Inception Report	6 Mar 2019		Evaluator
- Skype Interviews with project staff and stakeholders in ILO Geneva, Abidjan and Cairo, and others as relevant	Mar 2019	2	Evaluator with logistical support of project matters
-Fieldwork Mission to Ethiopia and Djibouti, including: Interviews with project staff and stakeholders in Ethiopia and Djibouti	9 – 16 Mar 2019	5	
Stakeholders' workshop through Video Conference: PowerPoint presentation from The Hague to Kampala and Brussels, including preparations and skype calls	21 March 2019	1	
- Skype Interviews with project staff and stakeholders in ILO Geneva, Abidjan and Cairo, and others as relevant - Interviews with project staff and stakeholders in the other project countries (than Ethiopia and Djibouti)		2	
-Draft evaluation report based on desk review and consultations from field visits	Mar 2019	5	Evaluator
-Submit Draft Report	3 April 2019		Evaluator
-Circulate draft evaluation report to key stakeholders -Consolidate comments of stakeholders and send to evaluator	Apr 2019		Evaluation Manager
-Finalize the report including explanations if comments were not included	12 Apr 2019	1	Evaluator
-Submit the final evaluation report to EVAL for approval	Mid-Apr 2019		Evaluation Manager

## Annex 5 Main Migration Corridors in the IGAD Region

The draft project report entitled 'The Interaction Migration in the IGAD Region' of December out of the IGAD region (2018: 7):

*There are four major routes or corridors out of migrants which are also pictured in the Map*

- the Northern route to Libya or Egypt
- the Eastern route via Yemen to Saudi Arabia and other Gulf States;
- the Southern route towards South Africa; and
- the Sinai route to Israel.

*Each of these have been travelled by tens of but each has become increasingly hazardous, will reach their intended destinations have abuse and violence at the hands of people closures, detention and forced return of countries. As a result, fewer migrants from particular, the Northern route has seen a sharp decline in numbers, while the Sinai route has from these major corridors, the report discusses*

- South Sudan to Northern Uganda,
- Circular route between Somalia and Ethiopia and Sudan
- Seasonal labour migration between



between Climate Change, Labour Markets and 2018 identified major migration routes within and

*the IGAD region taken by refugees and irregular (source: IOM Displacement Tracking Matrix):*

*and on to Europe; Arabia and other Gulf States; Africa; and*

*thousands of IGAD citizens over the past decade, costly and difficult, and the chances that migrants decreased. This is due to kidnapping, extortion, smugglers and the increasing use of border irregular migrants by transit and destination IGAD countries travel along these routes. In decline in numbers, while the Sinai route has*

*Kenya, and Ethiopia and Sudan*

*Turning to intra-regional migratory routes between IGAD member states, the report focuses on seasonal agricultural labour migration between Ethiopia and Sudan; the forced migration of more than a million refugee from South Sudan into Uganda; and the circular migration patterns of refugees between Kenya and Somalia. Refugees make up a significant number of the IGAD region's migrants, and are likely to continue to do so in the near future. This means that how IGAD countries, as well as regional and international actors, respond to refugee movements will continue to be a crucial aspect for well managed migration in the region.*

## Annex 6 Revised Results Framework

The Revised Results Framework following the Concept Note of 28 February 2019 is as follows:

No.	Activity
	<b>Result 1: Policy-relevant research is produced and disseminated on the linkages between regional migration and labour market issues</b>
1.1.1	Conduct Labour Market Analysis in all IGAD member States
1.1.2	Study on the links between climate change, migration, and employment in three migration corridors
1.1.3	Regional Tripartite plus Validation workshop for (1) labour migration governance and skills development studies; and (2) for climate change and labour market assessment
1.1.4	Prepare two thematic Papers
	<b>Result 1.2: Key labour market actors in the region have increased capacity to collect and analyse labour migration and labour market indicators</b>
1.2.1	Provide fellowship to IGAD Secretariat for trainings provided by ITC ILO - 3 fellowships
1.2.2	Capacity building training to labour migration Experts Reference Group - face to face and online - Establishing and one training until Feb 28, 2020 and two additional trainings with no cost extension until August 2020
	Provision of laptop computers
1.2.3	One regional level training on ILO guidelines on International Labour Migration Statistics
	Two national level workshops
	Collection of secondary labour migration data
	Production of an Analytical report
	One regional level workshop for validation of the analytical report and follow up training
1.2.4	IGAD-ILO convened High level experts and Ministerial Meeting on Labour Migration Governance
	<b>Result 1.3: Promote Rights Based Approach to Labour Migration Governance</b>
1.3.1	Promote Ratification and Implementation of Key ILO conventions regarding labour migrants - preparation of tools
1.3.2	Organize regional workshop on ratification of key ILO conventions on labour migrants with key policy makers and parliamentarians (incl, IGAD parliamentary union)
1.3.3	Adapt ILO's guidelines/working document on labour migration policy development process
1.3.4	Provide training on fair recruitment practices for recruitment agencies in IGAD region
1.3.5	Support revision of national legislations related to labour migration in selected member states - based on request of member states
1.3.6	Support the AU and IGAD study mission to the Middle East
1.3.7	Support IGAD in the development of a IGAD Labour Migration Policy Framework - preparation of ToR and consultations
1.3.8	Develop common positions and minimum standards on Labour Migration Governance on BLAs
1.3.9	Provide training for labour attaches/consular/MOFA focal points of IGAD member states
	<b>Result 1.4 Promote tripartism and social dialogue on labour migration and labour market issues</b>
1.4.1	Regional Tripartite dialogue on IGAD draft protocol on free movement of persons

1.4.2	Organize regional meetings of workers and employers' organizations
	<b>Result /Output 1.5: Support preparatory phases of the Youth Skilling and Employment Initiative</b>
1.5.1.	Rapid Country Assessment
1.5.2	Limited Consultation with key stakeholders and partners
1.5.3	Development of a full program
1.5.4	Regional validation workshop
	Project close up
Additional	<b>Ongoing ILO technical support to the IGAD free movement protocol</b>
	High level experts meeting to review the draft protocol (14-16th March)
	Technical support during the negotiations process of the IGAD free movement protocol (4 rounds of regional negotiations)
	Technical support to the finalization of the draft roadmap for implementation of the IGAD free movement protocol

## Annex 7 Revised LogFrame

The Revised LogFrame following the Concept Note of 28 February 2019 is as follows:



Draft Logframe for Reorientation of Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regulated Labour Mobility Project				
	Project description	Objectively verifiable indicator	Sources and means of verification	Assumptions
<b>Overall objective/Outcome 1</b>	Specific objective/Outcome 1: Increased opportunities for regular labour mobility and decent work within the IGAD region.	<p>IGAD and its member States have relevant information, evidence and knowledge in their negotiation on the draft protocol on free movement of persons and its implementation</p> <p>Experts and senior officials of the IGAD Secretariat, member States and social partners have improved capacity to respond to labour market and labour migration challenges in their countries and in the region</p> <p>IGAD and its member States will have a working document on labour migration policy development process and key labour migration indicators</p> <p>Social partners will actively work with IGAD Secretariat in addressing labour market and labour migration challenges in the region</p>	<p>Desk reviews;</p> <p>Key informant interviews</p> <p>Evaluation reports</p>	<p>IGAD and its member States make use of the knowledge and evidence delivered by this project</p>
<b>Result/output 1.1</b>	<b>Result/output 1.1: Policy-relevant research is produced and disseminated on the linkages between regional migration and labour markets dynamics in the IGAD region</b>	<b>18 policy relevant researches in the field of labour market, labour migration, skills and the interaction between climate change, employment and migration are produced, validated and disseminated through various channels</b>	<p>Desk reviews;</p> <p>Key informant interviews</p>	
	Activity 1.1.1 Conduct comprehensive baseline assessments on labour migration and mobility governance in IGAD region (Djibouti, Ethiopia, Kenya, Somalia, Sudan, South Sudan, and Uganda)	7 country reports and 1 synthesis baseline comprehensive report are produced at national and regional levels		
	Activity 1.1.2 Conduct labour market analyses to understand overall labour market dynamics in the target IGAD member states	7 country reports and 1 synthesis Labour Market Analysis report are produced at national and regional levels	<p>Reports produced</p> <p>Validated reports</p>	<p>Key informants and validation workshop participants available and committed</p>
	Activity 1.1.3 Conduct a study on the potentials of skills development and recognition systems in the IGAD region (Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda)	1 comprehensive report on the potentials of skills development and recognition systems in the IGAD region is produced	<p>Reports disseminated</p> <p>Desk reviews;</p> <p>Key informant interviews</p>	<p>strong collaboration and partnership is maintained with IGAD secretariat</p>
	Activity 1.1.4 Conduct multi-country study on the links between climate change, migration and employment in three climate affected areas	1 comprehensive report on the links between climate change, migration and employment in three climate affected areas is produced		<p>Consultants are willing to travel to high security level countries such as Somalia and South Sudan</p>
	Activity 1.1.5. Organize Regional tripartite plus validation workshop	2 regional tripartite plus validation workshops are organized		
	Activity 1.1.6 Thematic Papers	2 thematic Papers are produced and disseminated on fair recruitment and ILS		
<b>Result/output 1.2</b>	<b>Result 1.2: Key labour market actors in the region have increased capacity to collect and analyse labour market indicators, and its link migration governance and labour market issues</b>	<b>ILO-IGAD labour migration experts reference group is established and capacitated through a series of trainings</b>	<p>Desk review</p> <p>Training/mission report</p> <p>Attendance Sheet</p> <p>Analysis of post training evaluation forms</p>	<p>Key information and data made accessible by government and other actors.</p>
	Activity 1.2.1: Organize a regional training on Labour Migration governance for government officials in IGAD member States	35 experts from IGAD secretariat and member states are trained on labour migration governance		
	Activity 1.2.2: Conduct training, on skills anticipating and matching for key government officials in IGAD member States	35 experts from IGAD secretariat and member states are trained on skills anticipating and matching		
	Activity 1.2.3. Provide fellowships to IGAD Secretariat for trainings provided by ITC-ILO	# of IGAD migration team who receive fellowship to attend training provided by ITC-ILO	<p>ILO-IGAD labour migration experts' reference group ToR</p> <p>Workshop/training/mission reports</p> <p>Training/mission report</p> <p>Attendance Sheet</p>	
	Activity 1.2.4. Capacity building Support to IGAD-ILO Labour Migration Experts' Reference Group	at least 3 thematic trainings are provided for ILO-IGAD labour migration experts' reference group		
	Activity 1.2.5. Provide a training on ILO guidelines on International Labour Migration Statistics	35 statisticians from IGAD secretariat and its member states are trained on ILO guideline on International Labour Migration Statistics, ILO labour migration data base, and SDG Indicator 10.7.1	<p>Analysis of post training evaluation forms</p>	
	Activity 1.2.6. IGAD-ILO convened high level experts and Ministerial Meeting on Labour Migration Governance	<p># of senior officials of IGAD secretariat and its member states participated in the high level technical meeting on migration governance</p> <p># of ministers attending the IGAD-ILO Ministerial Meeting on labour migration governance</p>		



## Annex 8 Proposal of the EA for a Performance Management Framework (PMF)

The Evaluability Assessment (EA) has made a detailed proposal for the PMF (see EA's Annex 2). Below the relevant part of that proposal is copied only for Component 1 (Component 2 was not copied from the EA because it has been abandoned in the Reorientation).

Original indicators	Revised indicators	Baseline	Target (end project)	Source of Verification	Method of data collection	Frequency	Responsibility	Assumptions
Overall Objective : Increased opportunities for regular labour mobility and decent work within the IGAD region								
Employment opportunities, mobility and development impact of migration in the IGAD region are enhanced.	Number of jobs created (disaggregated by sex; nationals; migrants)	To Be Determined (TBD)	TBD	- National statistics institutions; - Public employment services; - Market actors.	Secondary data	Twice. Mid and end project	National partners and ILO	-Free movement Protocols are signed amongst IGAD member States; -National and regional economic, social and political contexts are favourable to value
	Types of jobs (disaggregated by sex; nationals; migrants)	TBD	TBD		Interviews			

	Impact of migration in the IGAD region	TBD	TBD	Impact evaluation report, and final evaluation report	Impact evaluation	Once, at the end of the project	ILO/FMPT project's staff	chain development and discussion of mobility of workers; -Secondary data made available by governments' institutions.
Objective/Outcome 1 Strengthen the knowledge base for developing labour market and mobility policies and measures in IGAD member States								
Availability of reliable baseline data on labour migration, labour markets and TVET systems	Number of baseline studies completed	0	7	Baseline studies reports	Quantitative and qualitative studies	Once (1 <sup>st</sup> year of project's implementation)	ILO/FMPT project's staff	Commitment of government actors to maintain adequate human and financial resources for regular data collection and analysis. Commitment to evidence-based policy-making by IGAD member States
Regular production of data on employment, skills and labour migration by national institutions	Information system generating data on employment, skills and labour migration, available  OR Number of monitoring tools developed by national institutions to generate data on employment, skills and labour migration	No  0	Yes  3	National Statistics institutions  Ministries of Labour  Ministries of Education/TVETs		End of project	National Statistics institutions Ministries of Labour Ministries of Education/TVETs	
Research is informing national and regional policy development	Number of measures in favour of labour	0	TBD	Labour mobility policies document	Desk review	End of project	IGAD member States;	

	mobility put in place by IGAD member States						ILO/FMPT project's staff	
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## Annex 9 List of Recommendations of the Evaluability Assessment 2018

Note: References to Annexes concern the Annexes of the EA report (not of the present Inception Report).

**Recommendation 1** : revise the logframe, especially to reformulate Outcome 2 and outputs 2.3 and 2.4. The following justified reformulations, highlighted in bold, are suggested where applicable: See Table pages 8 – 13 in EA 2018.

**Recommendation 2** : given the remaining time of 14-18 months to implement the activities and achieve the results, it is realistic to conclude that the project's performance could be at stake, as the results should be commensurate with the environment, existing and potential capacities, resources, and timeframe. If a no-cost extension is not granted by the EUTF, there will be a need to adjust the results statements. Moreover, it may raise undue expectations which cannot be met, and thus could undermine the overall project and collaboration with the donor. Therefore, it is recommended to re-focus the project intervention, as well as the expected results. It is suggested two options:

- **Option 1 to Enhance employment generating sectors:** the project focuses on the realization of Outputs 2.1 and 2.2. In this case, Outcome 2 should be articulated as the following “**Migrants, potential migrants and nationals have increased access to employment opportunities in strategic market sectors along the Ethiopia-Sudan migration corridor**”. The indicator “Number of trainees that access new sources of finance” should be removed.
- **Option 2 to Increase skilled labour mobility:** the project focuses on the achievement of Outputs 2.4 and 2.5. In that scenario, Outcome 2 would be “**Migrants, potential migrants and nationals have increased access to skills development and skills recognition along the Ethiopia-Sudan migration corridor**”. The indicator “Number of trainees that access new sources of finance” should be removed.

The final decision remains with the project's management team, but **definitely it is not recommended for the project to invest more level of efforts to realize Output 2.3 on financial literacy, which does not contribute directly to achieving Outcome 2.**

**Recommendation 3** : develop the project's performance management framework to improve the M&E system.

The PMF will elaborate on the methods to be used, frequency and responsibility to ensure that performance information is collected on a regular basis, which in turn allows for real-time, evidence based decision making. The PMF should be validated with partners in order to ensure the availability of data within the periodicity set with them. **The PMF developed for the project is in annex 2.**

This proposed PMF takes into consideration the indicators of EUTF in the reporting format and in their quarterly reports.

**Recommendation 4** : adapt ILO's template for annual reports to donors, in order to fit EUTF needs. By incorporating EUTF indicators in the PMF, progress reporting will be facilitated for both ILO and the donor. As such, an ***adaptation of PARDEV template for annual report is suggested in annex 3.***

**Recommendation 5** : take into consideration other risks for the second component (Outcome 2). One could be the "***ease of doing business in Ethiopia and Sudan***", i.e. an enabling environment for developing and sustaining enterprises along the value chains identified.

As there is no indication or information on this subject given by the project, World Bank Doing Business 2019 report could be a proxy indication to assess the level of this risk. An economy's ease of doing business score is reflected on a scale from 0 to 100, where 0 represents the lowest and 100 represents the best performance. The ease of doing business ranking ranges from 1 to 190. According to Doing Business 2019 for Ethiopia, the ease of doing business is ranked 150 out of 190 with a score of 49.06, while the regional average is 51.61. For Sudan, it is ranked 162/190 with a score 48.84. **Therefore, this risk should be added and the mitigation measures identified and considered when developing the intervention strategy to support the development of selected value chains (output 2.2).**

The other risk to be considered is "***the willingness of financial services institutions to provide micro-credits to migrants***", levelled at high

Finally, the risk matrix (in the PRODOC) should be completed by setting the frequency of its assessment by the management team. This can be performed quarterly during monitoring meetings. ***A revised risks matrix can be found in annex 4.***

**Recommendation 6** : add the monitoring and adjustment of the risks matrix during the planning meetings, and/or when developing the annual action plans. ***A proposed frequency for re-assessing the level of risks, as well as the mitigation measures, is proposed in annex 4.***

**Recommendation 7** : include a gender analysis when conducting the market assessment studies in order for the project to be compliant with ILO's gender equality policy, and to be able to identify any gender concerns where the intervention can improve women's rights. ***The corresponding adjustments to implement this recommendation were formulated in the revised logframe and in the PMF.***

## Annex 10 List of Documents Consulted

- Terms of Reference (ToR) for the present MTE dated 18 February 2019 (see Annex 1).
- Project Document (PRODOC) 2016/17.
- Action Fiche 2016: The European Union Emergency Trust Fund for stability and addressing the root causes of irregular migration and displaced persons in Africa.
- EU Delegation Agreement with ILO 2016 (EUTF; T05.227).
- Project Log-frame and Work plans.
- Monthly Project Updates (the latest is from December 2018).
- Evaluability Assessment (December 2018).
- Results Oriented Monitoring (ROM) Assessment (EU-led; October 2018).
- Technical progress report of 1st year of implementation (March 2017 – February 2018); Narrative and financial reports.
- Technical progress report of 2nd year of implementation (March 2018 – January 31, 2019); Narrative and financial reports.
- Concept Note for the Reorientation of the EU project Free Movement of Persons and Transhumance in the IGAD Region: Improving Opportunities for Regulated Labour Mobility. IGAD/EU/ILO, 28 February 2019.
- ILO (2016): The access of refugees and other forcibly displaced persons to the labour market. Background paper and draft ILO guiding principles for discussion at the ILO tripartite technical meeting on the access of refugees and other forcibly displaced persons to the labour market (Geneva, 5–7 July 2016).
- Assessment of Economic integration in IGAD. The Horn Economic and Social policy Institute (HESPI), August 2013.
- Assefa Admassie, Seid Nuru & Tadele Ferede (2017): Migration And Forced Labour: An Analysis On Ethiopian Workers. Department Of Economics Addis Ababa University. ILO Country Office For Ethiopia, Djibouti, Somalia, Sudan And South Sudan.
- Draft Protocol of Free movement of persons in the IGAD Region (2018).
- Memorandum of Understanding with key stakeholders (e.g. IGAD).
- IGAD Migration Action Plan (MAP).
- AU Migration policy framework.
- Joint Labour Migration Programme (JLMP).
- Baseline assessments.
- Research produced, including:
  - ✓ (2018) An Assessment of Labour Migration and Mobility Governance. (This concerns in fact 7 separate draft reports: one each on the seven countries).
  - ✓ (2018) The Potential of Skills Development and Recognition for Regulated Labour Mobility in the IGAD Region; A scoping study covering Djibouti, Ethiopia, Kenya, Uganda and Sudan.
  - ✓ (2018) The Interaction between Climate Change, Labour Markets and Migration in the IGAD Region: Part 1: A Desk Review.
- Other documents produced by the project, including on Trainings conducted.