



BETTER REGIONAL MIGRATION MANAGEMENT (BRMM)- INDEPENDENT FINAL EVALUATION

QUICK FACTS

Countries: Ethiopia, Djibouti, South Sudan, Sudan, Somalia, Kenya, Uganda, Tanzania & Rwanda

Evaluation date: 05 August 2022

Evaluation type: Project

Evaluation timing: Final

Administrative Office: ILO Country Office for Djibouti, Ethiopia, South Sudan, Sudan and Somalia

Technical Office: : ILO Country Office for Djibouti, Ethiopia, South Sudan, Sudan and Somalia

Evaluation manager: Ricardo Furman

Evaluation consultant(s): Cecilia Deme PhD (Lead); Meaza Nega (team member)

DC Symbol: RAF/21/10/GBR

Donor(s) & budget: Foreign Commonwealth Development Office (FCDO); 3,000,000 GBP

Key Words: [Use themes as provided in i-eval Discovery](#)

Regional migration management, Labour Migration Management Systems, labour policies, social protection, financial education, ILO labour conventions



BACKGROUND & CONTEXT

Summary of the project purpose, logic and structure

The ILO’s work on labour migration is guided by its global standards, decent work agenda, and the 2030 Sustainable Development Agenda. The ILO has been actively delivering development assistance for improving labour migration governance on the African continent, collaborating with governments, workers’ and employers’ organizations. The proposed Action is informed by Africa’s Agenda 2063, the AU’s Revised Migration Policy Framework for Africa and Plan of Action (2018–2030), and the Free Movement of Persons Protocol or “Protocol to the Treaty establishing the African Economic Community Relating to the Free Movement of Persons, Right of Residence and Right of Establishment”, and by regional frameworks: Protocol on Free Movement of Persons in the IGAD Region, ECOWAS Protocol on the Free Movement of People and Goods, and East Africa Community Common Market Protocol.

The project “*Better Regional Migration Management (BRMM)*” has been agreed to be implemented from September 15, 2021, to June 30, 2022, by ILO, with financial support from the Foreign Commonwealth and Development Office (FCDO) of the United Kingdom, totalling 2,950,000 GBP. Based on a memorandum of Understanding (MoU) signed on 8 September 2021, the project funds increased by 50,000 GBP, totalling 3,000,000 GBP. In March 2022, the project was granted a no-cost extension until the final termination date of 31 May 2022. This agreement was followed by a final no-cost extension signed in May, defining the project’s end date as 30 June 2022.

The project's overall objective was to strengthen East African countries' capacities to govern labour migration by using evidence-based policies, enhancing migrant workers’ qualifications and skills, and actively engaging the social partners for improved development outcomes at the national and regional levels.

The project under evaluation focused on three mutually reinforcing and complementary pillars targeting i) enhanced labour market and migration information systems (LMMIS); ii) better skills matching, recognition and development along specific migration corridors; and iii) strengthened capacities of the social partners.

Present situation of the project

The BRMM project-phase II, was already approved by FCDO and will follow the current project implementation. The BRMM project successfully laid the ground for the next phase of the intervention by developing a shared understanding of labour migration policies, complemented by change in mindsets, personal and professional development, and economic empowerment of migrant workers, the majority of whom are women. The results of a strengthened project team with knowledge, competencies and operational capacities is reflected in the successful usage and application of the results of the many scoping studies, assessments, and capacity-building activities. The lessons learned and the assessment of gaps, challenges and weaknesses provided ways and



	<p>methodologies for the project for adaptations. The unexpected project results could serve as a basis on which the next project can plan its intervention strategies</p>
<p>Purpose, scope and clients of the evaluation</p>	<p>The evaluation covered the Project implementation from 15 September 2021 to 30 June 2022, and its geographical was Ethiopia, Djibouti, South Sudan, Sudan, Somalia, Kenya, Uganda, Tanzania & Rwanda. The evaluation aimed to provide an evidence-based analysis (1) to determine the extent to which the Project has met its proposed objective and its outcomes, (2) to review the Programme Theory of Change (ToC), and to assess the validity of pathways and assumptions, (3) provide information on the relevance, coherence, effectiveness, efficiency, orientation to impact and sustainability of the Project.</p> <p>The <i>evaluation's primary audience</i> will be the key governmental ministries and agencies (Ministries of Labour and Education), the African Union Commission (AUC), social partners (employers and workers' organisations (such as ITUC-Africa, ATUMNET) National Statistical Offices, the donor, and ILO programme teams in COs, DWTs, ROAF and HQ.</p>
<p>Methodology of evaluation</p>	<p>The Evaluation followed the six standard criteria of the Organisation for Economic Co-operation and Development's Development Assistance (OECD-DAC): relevance, coherence, effectiveness, efficiency, sustainability, and impact. In addition, the Evaluation applied a mixed methods approach by collecting secondary data through a desk review, obtaining primary data from Key Informant Interviews (KIIs) and Focus Group discussions. In total, XXXXX stakeholders and beneficiaries contributed to the evaluation findings, and they were chosen based on a purposive sample provided by ILO Ethiopia to the evaluation team.</p>

<p>MAIN FINDINGS & CONCLUSIONS</p>	<p>The project demonstrates a high level of relevance, coherence and strategic fit with Government objectives, ILO Planning, potential migrants and returnees and their communities' needs. Different regional and national-level projects served as a strong foundation for BRMM to get inspiration and support to continue the already existing good practices and to mainstream the lessons learned into the project strategies, ensuring a strong foundation for refining the project's intervention in each target country.</p> <p>The project reflected the National Development Frameworks and Government objectives. It supported the outcomes outlined in ILO Planning and SDG indicators 1.3.1 and 10.7.2. However, a better alignment and synchronization of future ILO projects with the Government's planning, factoring in time and available resources, were indicated as an option to enhance better results. To a certain extent, the project theory of change successfully captured the project's underlying risks and assumptions, but the short timeframe resulted in challenges in keeping up with the pace of the project and complying with achieving the targets.</p> <p>The project was highly efficient in utilizing the available resources in such a short timeframe and producing quality outputs. The operational efficiency of the project at the end of June 2022 was 97</p>
---	--

%. However, this high level of fund disbursement was achieved with considerable human and technical support vs time and financial resource allocation. Although the project achieved many of its outputs, specific processes of coordination and consultations suffered to a certain extent. The project staff and partners facilitated project results in many aspects, such as 1) following the PRODOC's recommendations to use and following only those achievement indicators which may be feasible to accomplish within six months; 2) organizing a team retreat for team building and overall familiarity with ILO working arrangements and project implementation requirements; 3) adapting project activities to changed circumstances; 4) applying concerted efforts for more efficient delivery of results. Despite the project team being assessed as flexible and supportive when requested, many stakeholders considered that being more proactive and providing regular supervision and monitoring would have better served the needs of different stakeholders in different phases of the project implementation.

All stakeholders agreed on the importance of better mainstreaming gender into project design and implementation, the fact that the project could have better-supported gender disaggregation, and the assessment of how migration-related issues affect men and women differently.

The evaluation concludes the project laid the seeds for a more resourceful and impactful continuation of the first project phase in many aspects. One overarching conclusion is that BRMM contributed to developing a shared understanding of labour migration policies, complemented by change in mindsets, personal and professional development, and economic empowerment of migrant workers, the majority of whom were women.

RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES

Main findings & Conclusions

Recommendation 1. Strengthen consultation processes with Governments, tripartite constituents and other partners at the design and planning stage of the project and inform key stakeholders about essential decisions related to changes in the project's geographical focus and stakeholders involved in implementation.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; donor; government; workers' and employers' organizations; NGOs	High	Six months	Medium financial and human resources implications.

Recommendation 2. Enhance the interest of stakeholders in labour migration policies by organizing workshops and capacity development activities that present approaches and the benefits of integrating labour migration topics into other public policy fields, such as social protection of migrant workers and their families, the importance of LMMIS systems, remittances' contribution to the

countries` GDP, the linkage between migration, education and TVET, technological innovations related to migration, protection and human rights aspects of legal migration, among others.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; government; workers` and employers` organizations;	High	Three years	High financial and human resources implications.

Recommendation 3. Allocate a separate budget line for performing the ILO backstopping work, which would allow hiring more regular staff members at ILO HO` and in project countries. In addition, allocate at least three months for the project planning phase, allowing project staff and partners sufficient time to develop joint work plans and assign available human resources within their organizations.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; donor	High	Three years	High financial and human resources implications.

Recommendation 4. Support union-to-union cooperation between countries of origin in East Africa and destination countries within the Gulf Cooperation Council.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; government; workers` and employers` organizations;	Medium	Three years	High financial and human resources implications.

Recommendation 5. Conduct gender studies and assess the impact of project intervention on men, women and other categories of migrants. Introduce a separate budget line in the project based on gender-based budgeting principles-which would allow paying for childcare during training sessions, covering transport and support for people with disabilities and other special needs project participants might require.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; donor	High	Three years	Medium financial and human resources implications.

Recommendation 6. Strengthen the communication and visibility of the project about the labour migration system in targeted countries; make this information easily available and accessible for migrant workers and labour migration service providers.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; government; workers` and employers` organizations; NGOs; TVT centers and other educational centres; financial institutions and Banks	Medium	Three years	High financial and human resources implications.

Recommendation 7. Support workers` and employers` organizations in their effort to lobby for the ratification of ILO Conventions, the domestication of labour migration policies, and their participation in the BLA processes.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; government; workers` and employers` organizations;	High	Three years	Medium financial and human resources implications.

Recommendation 8. In labour migration statistics, assess individual motivation and institutional capacities and tailor interventions; accordingly, design differentiated training curricula for data collection and analysis according to knowledge and competency levels.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; statistical service providers	Medium	Three years	Medium financial and human resources implications.

Recommendation 9. Support union-to-union cooperation between countries of origin in East Africa and destination countries within the Gulf Cooperation Council (GCC).

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; government; workers` and employers` organizations;	Medium	Three years	High financial and human resources implications.

Recommendation 10. Facilitate partnerships between the government, the financial service providers, TVTs, and the local government in returned migrant-prone regions. Request project partners to regularly conduct returned migrants` needs assessment (every six months), which would closely monitor the socio-economic situation of the returned migrant workers, their changing needs and the possibilities of addressing those needs.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; government; workers` and employers` organizations; NGOs; TVT centers and other educational centers; financial institutions and Banks	High	Three years	Medium financial and human resources implications.

Recommendation 11. Before signing a collaboration contract with implementing partners, clearly discuss and present ILO's administrative and financial procedures to allow partners to understand systemic differences and develop contingency plans in case of slow disbursement of project funds.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; government; workers` and employers` organizations; NGOs; TVT centers and other educational centers; financial institutions and Banks	High	Three years	Low financial and human resources implications.

Recommendation 12. Improve communication and collaboration with IOM, enhancing knowledge sharing and strengthening labour migration and mobility interventions.

Addressed to	Priority	Timeframe	Resources
ILO project team and backstopping units; IOM	High	Three years	Low financial and human resources implications.

Main lessons learned and good practices

LESSONS LEARNED

1. The distinction between national and international migrants might lead to the perception of exclusive labour migration policies and the practical application of discriminatory measures. Governments must deal with both categories of migrants, and workers` and employers` organizations must protect both.
2. The discrepancy between the scale of returnees and the service provision is worrying, especially in Ethiopia, as stated by available data and many respondents. For example, in Ethiopia and Kenya, the financial sector is not so well developed, and there are opportunities to test different technical skill-related training and financial products. Longer partnership



agreements between ILO projects and Banks, financial institutions and NGOs and the need to develop interest-free products to align these services to religious beliefs in Ethiopia were considered factors considered in the project's future design and planning stage.

3. Cooperation with employers' organizations and private employment agencies is not systematic, and significant gaps need to be addressed to improve the compliance of labour migration policies with labour rights and the content and quality of BLAs.

GOOD PRACTICES

1. The priority to address illegal migration and promote job opportunities at the national level helps to address unemployment challenges. Hence, grant agreements signed with implementing partners, such as downstream NGOs and financial service providers, to support the efforts towards creating job opportunities, with a particular focus on women and youths, contribute to increased ownership and independence of partner organizations and the effectiveness and efficiency of project results.
2. Consistent bi-weekly meetings within ILO departments proved to be an effective mechanism for M&E and cross-learning
3. The financial literacy training materials adapted to different countries, based on context and cultural patterns, were very well received by training participants and proved their quality in terms of content and methodology.