



# ILO EVALUATION

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- **ILO Technical Backstopping Office:** **MIGRANT**
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- **Evaluation Manager:** **Ricardo Furman**
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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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**ACRONYMS:**

ARRA	Administration for Refugee & Returnee Affairs (GoE)
BoLSA	Bureau of Labour and Social Affairs
CETU	Confederation of Ethiopian Trade Unions
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programme
EEF	Ethiopian Employers Federation
EU / EUD	European Union & European Union Delegation
ET	Evaluation Team
FDRE	Federal Democratic Republic of Ethiopia
FEMSEDA	Federal Micro and Small Enterprise Development Agency
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HQ	Headquarters
ILO	International Labour Organisation
IOM	International Organisation for Migration
KSA	Kingdom of Saudi Arabia
LF	Logical Framework or Logframe
MTE	Medium Term Evaluation
MFI	Micro Finance Institution
MOFA	Ministry of Foreign Affairs
MoLSA	Ministry of Labour and Social Affairs
MOU	Memorandum of understanding
NGO	Non-governmental organization
NPC	National Project Coordinator
OECD-DAC	Development Assistance Committee of the Organization for Economic Co-operation and Development.
PMO	Prime Minister's Office
PSC	Project Steering Committee
ROAF	Regional Office for Africa
SIYB	Start & Improve Your Business
SDGs	Sustainable Development Goals
SME	Small and Medium Enterprises
ToR	Terms of Reference
TVET	Vocational Education and Training Agency
TWG	Technical Working Group
UJCFSA	Urban Job Creation and Food Security Agency
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

## EXECUTIVE SUMMARY

### Introduction, scope and methodology

1. In November 2013, the Government of Kingdom of Saudi Arabia (KSA) decided to enforce the compulsory return of irregular migrants as part of the “Saudization” of the KSA labour market. Between November 2013 and March 2014, more than 163,018 Ethiopian migrants were forcibly deported. The repatriation was an unexpected phenomenon requiring a prompt response.
2. In order to address the above challenges, the ILO in close collaboration with the Ministry of Labour and Social Affairs (MoLSA) and other relevant stakeholders implemented a four years project titled “*Support to the reintegration of returnees in Ethiopia*”. The project is part of a broader programme on improving labour migration management in Ethiopia and it was implemented in 21 Woredas of three migrant prone regions in Ethiopia namely Oromia, Amhara and Tigray National Regional States. The project was supported by the European Union from January 2015 to February 2019. The total budget of the project was Euro 5,000,000.
3. The specific objective of the project has been formulated as “improved reintegration assistance to Ethiopian migrants through a holistic and coherent economic and social empowerment approach, with a particular focus on vulnerable groups”.  
As per ILO’s evaluation policy, the project required an independent final evaluation. The evaluation intended to:
  - a. Assess the extent to which the project has achieved its stated objective and expected results, identifying unexpected positive and negative results.
  - b. Assess the extent to which the project outcomes will be sustainable
  - c. Establish the relevance of the project design and implementation strategy in relation to the ILO, UN, SDGs, EU and national development frameworks
  - d. Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes
4. The evaluation used a combination of tools including document reviews, semi-structured face to face individual interviews, phone and Skype based individual interviews, group discussions, direct observation and mini-surveys. The logical framework (LF) approach have been taken on as the primary working approach. The project logframe available has served as the main reference to conduct the analysis of achievements (effectiveness). The section below provides a summary of evaluation findings:

## **Findings of the evaluation:**

### **Program relevance and strategic fit.**

5. There is a general consensus about the high relevance and strategic fit of the project. It is widely accepted that it primarily represented a vital response to a very specific crisis - the mass deportation of Ethiopian migrant workers from the kingdom of Saudi Arabia in 2013/14 - but additionally it was also a coherent initiative to fill the existing gap in the national mechanisms to deal with the labour reintegration of returned migrants. No explicit strategy nor policy was in place before the project and in this sense it has been a key initiative to bring the reintegration issue in the national policy agenda.
6. The needs assessment conducted in 2014 provided an in-depth analysis of the causes and costs of migration as well as the needs of returnees. It rightly identified that many of the returnees had experienced severe hardships during their stay and return process and the project design has been consistent with these findings.
7. Although the project is the first one to deal with reintegration issues, it gives continuity to previous ILO's experiences with Domestic Migrant Workers and represented a step forward in the development of ILO's Labour Migration & Mobility Strategy for Africa. It clearly linked to ILO's policy outcomes and contributed to the Decent Work Country Program (DWCP). Likewise, it also contributes to a number of objectives within the country's Growth and Transformation Plan 2011-2015 of the Ethiopian Government and has provided valuable inputs for the Migration and Mobility Strategy of European Union in the Region.

### **Validity of the design**

8. The design revolves around the so called four pillars (psycho-social, economic, policies and awareness) and it is generally viewed as a very holistic manner to deal with labour reintegration issues. The only few points of disagreement emerge around the appropriateness of the assessment made of the regulations and capacities in place and grassroots level, particularly with regard to the micro-finance component and the involvement of cooperatives. It has been established that the project conducted an assessment of the business service and training market but the local institutions still argue that in some cases the project expected them to provide services that they were not in a position to offer.
9. There is, however, inconsistency at the design level between the four pillars and the logframe (LF) structure. The policy and the awareness pillars are missing in the LF. However the project addressed the need of policy awareness by implementing outputs and achieving outcomes in these areas including some unplanned and very relevant results.

10. The sustainability strategy has been based on embedding the project activities into existing programmes and policies which is technically in line with the mainstream ideas for sustainability, but these might require some further development. It would have been desirable a bit more of precision about the different components: skills training, income generation, awareness, etc. Using a sustainability matrix and outlining an explicit Theory of Change could be also ways to move in this direction.
11. Gender has been considered in the analysis of needs and the settings of targets (50 % of project beneficiaries should be women). Some issues remain, however, on how the project could have gone further in analysing the impact of its activities from a gender prospective.

#### **Effectiveness of the management arrangements.**

12. The project has been implemented through a broad partnership which has brought together a wide range of capacities from both public and private institutions. This represents a strength from various points of view: optimization of resources, prospects of sustainability and capacity building, but it also acts as a challenge when assembling the different pieces of the implementation machinery.
13. The collaboration between the project and the different partners has been always formalized via a Memorandum of Understanding (MoU), a practice that helps to set out the commitments and responsibilities of the different parties. Despite this, various stakeholders highlighted that at regional and woreda level the project activities began without the local partners being provided with enough guidance and /or training. This situation is not necessarily explained by the absence of sensitization and preparatory activities from the project but mainly as a result of the high staff turnover.
14. As for the governance structure (Steering and Technical Committees) the evaluation has noted that it has worked relatively well, specially at regional level. It has been reported that the Regional Steering Committees have been instrumental in building a very constructive dynamic around the project. At federal level project's governance and technical bodies have met less than contractually planned. The project, however has shown its ability to link with Round Tables and Task Forces deriving from national processes in progress.
15. Various stakeholders referred to gaps in communication that affected the adequate dissemination of the project's products and services. The involvement of ILO constituents has been also found a bit unbalanced. Unions and Employers reported that they followed up the project and some of their members participated in training events, however, their involvement in the implementation has been very limited. A collaboration for job placement in the tourist industry was explored with the Ethiopian Employers Confederation but this option was never materialised. Their involvement in the policy processes has not reached the desired level either. It is understood that

they have not developed clear institutional guidelines yet to enhance their role in this kind of processes.

16. Finally, it must be said that the risk of overlapping with IOM, another UN organization with mandate on migration issues, has been well managed in this particular case and did not evolve into any specific conflict of jurisdiction. The evaluation team has learnt that the two organizations together with the Governmental ARRA participate in different forums where reintegration issues are discussed.

**Efficiency:**

17. Overall, efficiency is assessed as positive, although the picture is incomplete, as the data made available are limited and the evaluation did not have the resources to do an in-depth assessment of this criterion. The project's activities have been implemented through the programmes of existing institutions and this is an approach that optimizes the use of resources and enables the capacity building. The project has been able to implement an extensive list of activities with a relatively small structure.
18. Another positive aspect is that the project has been keen to obtain synergies and complementarities with different institutions. Technical and financial resources have been available on time, although the understanding of ILO administrative procedures by some of the stakeholders at regional and woreda level has caused some delays.
19. It has been established as well that ILO technical units at HQ and RO have made contributions to develop the different products and ensure the use of ILO expertise. Stakeholders at national level have a very positive opinion about the relevance and quality of the support that comes from the ILO.
20. There have been mechanisms in place (ILO mechanisms) to monitor the inputs (procurement), control the expenses. The implementation of program of activities as well as the budget has been satisfactory in both cases. The project was able to overcome some initial delays in the implementation deriving from the reliance of external actors and the difficulties in coordinating the dynamics between the different regions. It should be noted, however, that the duration of project has been extended from the original time plan of 36 months to 50 months. The original time frame was probably not realistic considering the number of actors that needed to be coordinated and the strong reliance on political factors.

**Effectiveness.**

21. The project has been able to deliver an extensive list of products and services to the returnees' community. According to some preliminary figures calculated by the project team, 2,962 (2,141 Female & 821 Male) returnees have received psycho-social support, 13,753 returnees received entrepreneurship training, 12,280 returnees were trained in

vocational skills, 8,142 returnees and local vulnerable population have been provided with loans to start their own business or got employment as salaried workers and 1,051 women returnees were trained in housekeeping and supplied with laundry machines and working spaces in Universities enabling them to provide laundry services to students. Moreover, around 400 Civil Servants at Federal and Regional level have been trained to provide the above services. The achievement of targets has been generally high, between 80% achievement with regard to the number of returnees who had access to credit services and 153% achievement regarding those who received technical and vocational training.

22. Trainings have been assessed positively by the trainees (final beneficiaries as well as future trainers) but there are some questions lingering about its real effectiveness to get returnees into business or work. Some issues have been raised about thoroughness of the selection or screening process of the returnees and the matching of the training offer with their interests. The loan component has been very controversial as well. Beneficiaries systematically complained about the interest rate and the limited amount of loan that they could access. The issue is complex and goes into a broader discussion about how to integrate vulnerable groups into the labour/business market. The evaluation has found that the project has struggled to communicate with returnees and match the project activities with their expectations.
23. Concerning the institutional and regulatory framework the project has been able to deliver various assessments and mapping exercises that have helped to increase the knowledge and the institutional base around reintegration issues. The culmination of this series has been the approval of the Reintegration Directive in October 2018. An awareness campaign has also been conducted including various TV and Radio programs, documentaries, essays competition and workshops with religious leaders.

#### **Impact orientation and sustainability.**

24. At Federal level the main impact is probably related to the subsequent effects of the Reintegration Directive. The Directive stated the duties and responsibilities of the technical committee established to manage the support provided up to the woreda level and set out the principles and rules of the process, roles, duties and responsibilities. As a result of this, the Ethiopian Government seems to be better equipped to deal with reintegration issues.
25. In terms of awareness the general perception is that the project has managed to break some of the negative stereotypes that the Ethiopian society had about the returnees. With regard to this group, the evaluation has found that despite the controversies and the outstanding challenges in matching expectations and real possibilities, the project has represented an opportunity for this community to voice their views, and in that sense, it has been a process of empowerment.

26. As for the continuation and expansion of the process the main issue is up to what extent the main stakeholders at the table are going to be able to take the process forward. The project has been a relatively successful kick-off experience, but the challenge ahead is to mainstream the dynamic into the national policies. No specific factor has been identified as a critical barrier for the continuation of the process. The political will to take it forward is probably the main factor. Donors and CSO seem to be willing to join forces in this line and the GoE recognizes that it needs to take some action.

### **Recommendations**

#### **27. To the Government of Ethiopia.**

- I. Develop a roadmap for the effective implementation of the Reintegration Directive.
- II. Use the lessons learned from this project with regard to the psychological and attitudinal conditions of the returnees to develop new ways of engaging and communicating with this community at the time of return.
- III. Explore possible areas and spaces within the reintegration policies and structures to incorporate the know-how and capabilities of the Civil Society Organizations.
- IV. Improve the collection and production of labour migration statistics for evidence-based policy making.

#### **28. To ILO**

- V. Study alternatives within the ongoing programs, either those with focus on labour migration or the Decent Work Country Program, to support the elaboration of the roadmap and follow up to the implementation of the Reintegration Directive.
- VI. Fine-tune the final results reporting of the project by disaggregating the final values of logframe indicators and complete the list with other results that have not been anticipated in the Logframe, particularly at the policy level.
- VII. Compile and systematize lessons learned from the project and explore ways to disseminate them within the organization and across the region.
- VIII. Reinforce the mechanisms of coordination with other organizations active in the sector, such as ARRA and IOM. In particular, consider the possibility of developing a communication strategy around reintegration issues in partnership with these organizations.

#### **29. To ILO and the National Constituents**

- IX. Jointly explore ideas to enhance the role of the national constituents, mainly Unions and Employers Associations, in the design and implementation of reintegration policies.
- X. To study and operationalize new agreements for job placement in other sectors beyond horticulture and child care.

### **30. To the EU and the community of donors**

- XI. Consider future intervention with focus on reintegration issues. The project has represented a relatively successful experience to place reintegration issues on the country's political agenda, but some areas are still in their early stages and might require further support from the international community to be consolidated.

### **31. Lessons learned:**

- I. Job-placement via comprehensive agreements with entities representing productive sectors in high demand of labour has proved to be a more effective way to get people into work than the star-up business alternative.
- II. Allocating the necessary time and resources for preparatory arrangements at the start of the project will eventually ease the implementation mechanisms and increase the quality of the services provided
- III. The economic empowerment of returnees (and vulnerable groups in general) requires a more comprehensive approach and a longer cycle of intervention.
- IV. The effectiveness and impact of the training processes both in entrepreneurship issues and professional skills depends on the rigor applied to screen the potential of the candidates and verify their future prospects of making a living using the content of the training.
- V. A project involving so many stakeholders requires a robust and thorough internal communication strategy to keep partners and stakeholders aware of the products and services that have been delivered and are available.

### **32. Good practices:**

- I. Establishing partnerships with productive sectors in high demand of labour.
- II. The Promotion of inter-sectorial action.
- III. Constructing the processes from existing local resources.

## **SECTION I: INTRODUCTION**

### **1. Presentation of the Evaluation Study**

33. The Project is part of a wider program on improving labour migration management in Ethiopia, which aims at supporting the efforts of the Government of Ethiopia (GoE) and of stakeholders from Civil Society in improving migration management and reintegration of returnees in the country. In October 2014 the EU signed a Financial Agreement with the Government of Ethiopia (GoE) and the ILO comprising two projects, the first one with focus on capacity building and awareness raising to be implemented by the GoE and the second one on reintegration of KSA returnees (revolving around four pillars: Psycho-social, Economic empowerment of returnees, Awareness and Institutional development) to be implemented by ILO. This evaluation focus on the later of the two projects.
34. The evaluation began on the 28<sup>th</sup> on January 2019 with the desk study phase, and this was in turn followed by the field phase which started on the 11<sup>th</sup> of February 2019 and lasted until the 22<sup>nd</sup> of the same month. During the desk and field phases an extensive list of consultations was conducted including managers from ILO at headquarters, Regional Offices (Abidjan and Algiers) and national level, government representatives at Federal and Regional level, managers and technicians from implementing agencies, service providers, representatives of employers and worker's organizations and direct beneficiaries (returnees). In total, 57 people were contacted. More details about the number of people consulted in each group can be found under section 3.3 Methodology.
35. The consultation period culminated with a stakeholders' workshop organized with the aim of presenting and discussing the preliminary results gathered. This took place in Addis Ababa on the 22<sup>nd</sup> of February 2019 with 19 participants. The evaluation has been executed by a team of two people under the management of the ILO Africa Senior Monitoring and Evaluation officer. This document constitutes the final version after the draft one was circulated among the stakeholders and the evaluation team received their comments and observations.
36. This document is organised into four sections. The first outline of the evaluation structure, followed by a description of the context within which the Project is being executed, the legal frameworks and processes. The second section contains an analysis of the evaluation criteria and questions set by the ToRs: relevance and strategic fit, validity of design, effectiveness of management arrangements, efficiency, effectiveness to conclude with impact orientation and sustainability. In the third section the conclusions and recommendations are presented, and finally the last section exposes the main lessons learnt and equally the good practices emerging from the project. Other relevant data or information of interest are incorporated as annexes: ToR, inception report, the evaluation matrix, itinerary and list of people contacted, summary

of achievements against the Logical Framework, list of documents consulted, scripts and guides for the interviews and questionnaires results.

## **2. Background and description of the Project**

### **2.1. Background of the issues tackled by the project.**

37. The Ethiopian economy has registered double-digit growth for more than a decade. Despite the strong economic growth since, it is clear that long term trends remain insufficient to keep up with population growth and until now it has not enabled significant reductions in poverty. Indeed in urban areas, the recent Poverty Assessment suggests that the poverty rate may have increased slightly, and job creation in off-farm activities has been slow. There are several factors that currently curb the efficiency of urban labor markets in Ethiopia, leading to very high levels of unemployment. Unemployment increases in large cities as the size of formal labor markets increase. In particular, there are high unemployment rates in Addis Ababa; 24 percent of households report an unemployed adult, versus 11 percent of households in other urban areas<sup>1</sup>. Widening income inequality and high rate of inflation have further eroded the welfare position of even those that are employed in low paying formal and informal sectors. Consequently, for many unemployed or underemployed individuals, to achieve better living standards, emigration is considered as an attractive and alternative livelihood opportunity
38. As a result of limited domestic productive opportunities, but burgeoning youth unemployment, a large number of young Ethiopian have been leaving the country in search of job opportunities abroad, particularly to South Africa, Middle East, Europe and North America. For the past three decades, the Kingdom of Saudi Arabia (KSA) has been a major destination for Ethiopian migrant workers, it is difficult to know the number of Ethiopians living in the KSA because the migrants have been using both formal and informal/irregular routes.
39. In November 2013, the Government of KSA decided to enforce the compulsory return of irregular migrants as part of the “Saudization” of the KSA labour market, aimed at creating job opportunities for young unemployed Saudis and the regularisation of the labour market. Between November 2013 and March 2014, more than 163,018 Ethiopian migrants were forcibly deported<sup>2</sup>. The repatriation was an unexpected phenomenon requiring a prompt response. The government of Federal Democratic Republic of Ethiopia (FDRE) and other relevant stakeholders such as the International Organization for Migration (IOM), UNICEF, etc. integrated emergency efforts and managed the repatriation process. However, the reintegration of returnees in the labour

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<sup>1</sup> 5<sup>th</sup> Ethiopia Economic Update. World Bank – December 2016

<sup>2</sup> IOM

market remain largely unaddressed. Support to returnees to sustainably integrate and make a living in their homeland was at an infant stage at the start of the project.

40. Reintegration has been a neglected area in the process of migration in Ethiopia. The country lacked a comprehensive labour migration policy and strategy which required a well-designed and integrated intervention of coordinated efforts by all stakeholders. This was the challenge that justified the project under study here: the set-up of mechanisms to effectively respond to the reintegration of returnees into the labour market.

## **2.2. Description of the Project**

41. In order to address the above challenges and support returnees to establish sustainable livelihood in the country, the ILO in close collaboration with the Ministry of Labour and Social Affairs (MoLSA) and other relevant stakeholders implemented a four years project titled “*Support to the reintegration of returnees in Ethiopia*”. As it has already been said, this project is part of a broader programme on improving labour migration management in Ethiopia. This project was implemented in 21 Woredas of three migrant prone regions in Ethiopia namely Oromia, Amhara and Tigray National Regional States.

42. The specific objective of the project has been formulated as “improved reintegration assistance to Ethiopian migrants through a holistic and coherent economic and social empowerment approach, with a particular focus on vulnerable groups”.

43. This objective should be achieved through the following results:

Result 1.1: Returnees and local vulnerable community members have been provided with needs-appropriate social support

Result 1.2: Training programmes that meet local economic opportunities and individuals’ interest have been designed and delivered

Result 1.3: Returnees and local vulnerable community members have been provided with long-term socio-economic (re)integration support.

44. The project has been managed by a Chief Technical Advisor (CTA) based in the project Office in Addis Ababa reporting to the director of the ILO CO for Djibouti, Ethiopia, Somalia, South Sudan and Sudan. The project was technically backstopped by MIGRANT, ILO HQ, Geneva. Other relevant units in the ILO such as Social Finance and ENTERPRISE also provided support on technical matters. The CTA was supported by three National Project Coordinators and Admin and Finance Assistance based in the project Office in Addis Ababa.

45. A National & Regional Project Steering Committee has provided strategic guidance to the implementation of the project comprising highest government officials from Ministry of Labour & Social Affairs (MOLSA), the Technical and Vocational Education and Training Agency (TVET) of the Ministry of Education, Federal Micro & Small Enterprise Development Agency (FEMSEDA) currently known as the Urban Job Creation and Food Security Agency (UJCFSA), and its regional counterparts from Amhara, Oromia and Tigray, as well as the social partners (Ethiopian Employers' Federation (EEF) and Confederation of Ethiopian Trade Unions (CETU)). In addition, a Technical Working Group (TWG) comprising experts from the same offices has been established to provide technical guidance to the day to day implementation of the project.
46. As for the implementation of the activities, ILO relied on agreements and/or contracts with various partners: governmental agencies such as Technical Vocational Education Training Agency (TVET), Micro-Finance office (MF) and the Urban Job Creation and Food Security Agency (UJCFSA), non-governmental organizations like WISE and AGAR as well as private companies.
47. The total budget of the Project was € 5,000,000.

### **3. Purpose, scope and methodology applied in this evaluation**

#### **3.1. Purpose**

48. As is common to this type of exercise, the evaluation is a means to respond to the information needs of the technicians and managers of the different parties involved: donor, implementing agency, governments and other stakeholders in the program to obtain an independent perspective regarding the way that the program's actions have evolved and the impacts that they have had. This general purpose has been developed for the case at hand into more specific points described by Terms of Reference (TORs) (included fully in Annex I):
- a. Assess the extent to which the project has achieved its stated objective and expected results regarding men and women, while identifying the supporting factors and constraints that have led to them, including implementation modalities chosen; and partnership arrangements
  - b. Identify unexpected positive and negative results of the project
  - c. Assess the extent to which the project outcomes will be sustainable
  - d. Establish the relevance of the project design and implementation strategy in relation to the ILO, UN, SDGs, EU and national development frameworks (i.e. SDGs and UNDAF)
  - e. Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes

- f. Identify lessons learned and good practices to inform the key stakeholders (i.e. national stakeholders, the donor and ILO) for future similar interventions

### **3.2. Scope**

49. The evaluation will focus on the project, its achievements and its contribution to the overall national efforts to improve migration governance. It will look at the whole implementation period of the project, assessing all the results and key outputs that have been produced since the start of the project. The geographical scope will cover three regions namely Tigray, Amhara and Oromia where the project has carried out its direct interventions. For all practical purposes, ILO Evaluation policies and guidelines<sup>3</sup> have been applied, in particular guidance note n°4 and Guidance Note n° 7 to ensure stakeholder participation

### **3.3. Methodology applied**

The following are the key aspects concerning the methodological proposal applied in this evaluation

50. Overall approach: The methodological proposal has been aligned with the principles and ideas outlined in the TORs. It should be borne in mind that the exercise has been a final evaluation and therefore, the focus was not primarily directed towards the identification of adjustments or corrective measures to improve the implementation strategy and enhance the prospects of attaining the foreseen results. As a final evaluation the focus turns towards compiling those results and drawing lessons as well as identifying possible links with other projects and /or future interventions
51. Tools and instruments to be applied: Taking into account the time constraints and resources it was decided to apply a judicious combination of quantitative and qualitative techniques. In line with this, a preliminary selection of tools was made: document reviews, semi-structured face to face individual interviews, phone and Skype individual interviews, group discussions, direct observation and mini-surveys. The evaluation team considered these to be tools easily applied, which would allow the information to be obtained and analysed in relatively short periods of time – a specific requirement of this evaluation. Indeed, the application of qualitative tools based on debates occurring in successive phases have been discarded precisely due to its unsuitability in terms of the time scale that they would require. The notes-guidelines used in each case are included in Annexes IV as well as the questionnaire applied to the stakeholders in Annex VII.
52. The main instrument used in establishing the frame of the information needs has been the Evaluation Matrix. To develop this tool, a double-entry table has been created

where every one of the criteria/categories was broken down into key questions and indicators, along with the tools to be used for the information collection process. In this way, an effort has been made to capture and systematise all of the information that the evaluation team deemed relevant within a single document. In addition to anticipating the data and information that evaluators should seek in their field visits, this matrix establishes a shared pathway analysis that facilitates the subsequent analysis and consolidation exercise. The evaluation matrix can be found in Annex II.

53. The evaluation team regards this type of matrix as a very useful and valuable instrument to organize and systematize the information needed and also its further triangulation. Nevertheless, the team has been conscious of the fact that a variety of situations could arise during the evaluation. As such, the team has proceeded with a certain degree of flexibility when applying the various tools, as progress or changes had to be incorporated in the case where relevant information has been received from one source or another. This constituted an effort to avoid the loss of valuable evidence and information that may not had been foreseen in the designing of the matrix, but that was considered very relevant to the overall purpose of evaluation nonetheless.
54. Finally, it must be pointed out that the logical framework (LF) approach have been taken on as the primary working instrument in the sense that the logframe available has served as the main reference to conduct the analysis of achievements (effectiveness). This approach, however, has not acted as a limitation for the interpretation of other findings or the analysis of data that go beyond the pre-established criteria and indicators, all this in the search for conclusions and recommendations that help to guide and improve these processes in the future.
55. As for the sequence of phases and activities carried out, the evaluation has also followed the path anticipated in the ToRs document: (i) initial briefing; (ii) desk review which will include some interviews via Skype / Phone or in person; (iii) field visits including a debriefing session with national stakeholders; (iv) preparation of the draft report for circulation and discussion among stakeholders; (vii) consolidation of comments and (viii) elaboration of the final version of the evaluation report.
56. The itinerary followed during the field work is presented in the next table. The list of people contacted can be found in Annex V .

<b>DATE /PLACE</b>	<b>ACTIVITIES CARRIED OUT</b>
<b>11/02/19</b> - Addis Ababa	Interviews with ILO project team and ILO constituents: EEC, EEF and CETU
<b>12/02/19</b> - Addis Ababa	Interviews with ILO project team, Oromia Government (TVET, UJCFSA, BoLSA) and Federal UJCFSA

<b>13/02/19</b> - Addis Ababa & Debre Birhan	Interviews with Eshururu and beneficiaries in Debre Birhan, EHPEA and AGAR in Addis Ababa.
<b>14/02/19</b> - Addis Ababa	Interviews with Zeleman, WISE and 251 Communication
<b>15/02/19</b> - Jaju Woreda	Interviews with TVET, BoLSA, UJCFSA and Cooperative S&C
<b>18/02/19</b> - Kemisse	Interviews with TVET, BoLSA, UJCFSA, MIF and Beneficiaries
<b>19/02/19</b> - Mekele	Interviews with TVET, BoLSA, UJCFSA, MIF and Beneficiaries of Wukro and Atsbi Wumberta Woredas.
<b>20/02/19</b> - Addis Ababa	Interviews with EU and MOLSA
<b>21/02/19</b> - Addis Ababa	Internal work – preparation of stakeholders workshop
<b>22/02/19</b> - Addis Ababa	Stakeholders Workshop with 19 participants

57. The number of people interviewed by stakeholder group and sex can be seen in the following table:

GROUP OF STAKEHOLDER	Number	Male	Female
<b>ILO Staff (HQ and RO &amp; CO)</b>	6		6
<b>ILO CONSTITUENTS</b>	5	4	1
<b>GOVERNMENT (Federal)</b>	3	2	1
<b>GOVERNMENT (Regional)</b>	17	14	3
<b>PARTNERS – SERVICE PROVIDERS</b>	9	4	5
<b>DONOR</b>	2		2
<b>BENEFICIARIES</b>	16	7	9
<b>TOTAL</b>	<b>57</b>	<b>31</b>	<b>26</b>

58. It is important to note that throughout its different phases, the evaluation has been managed and supervised by the Evaluation and Impact Assessment Unit (EIA) which is an independent section within the ILO structure in charge of evaluation and other related activities. Its main role has been to follow up on all the methodological aspects and to ensure that the evaluation has been executed in accordance with the UN norms and in compliance with the standards of Development Assistance Committee (DAC).

#### **4. Limitations and conditions facing the evaluation.**

59. The main limitation has been the difficulties encountered during the field phase to reach out the direct beneficiaries of the project. It should be borne in mind that at the time of conducting this evaluation, the project’s activities had been completed and it was not possible to gather the returnees in one or various places to be easily contacted since

they were scattered in many different locations all over the three regions. Arranging an appointment with them required a special effort from the Woreda authorities and in some cases the returnees showed mistrust and elusive attitudes towards the request arguing that they didn't understand the purpose of the interview at this stage. Once this situation became evident after the visit to the first region, the evaluation team made provisions to avoid its reoccurrence by contacting in advance the local authorities of the two remaining regions and suggesting them to pre-identify an additional number of beneficiaries, in case some of them were not eventually available. The final figure of beneficiaries contacted was 16, all of them interviewed individually with only one exception when three returnees were interviewed jointly. In all cases interviews were conducted in a thorough and in-depth manner.

60. Although sampling is not a request in qualitative research, it would have been desirable to have gathered more views from this group via focus groups or collective discussion but unfortunately this has not been possible. In any case, it has to be pointed out that the Evaluation Team started to note the coincidence and similarity of the experiences described by the later interviewees with regard to those interviewed earlier. This seems to suggest that the saturation effect was probably taking place and no new data or information was likely to emerge from new interviews.

## **SECTION II: ANALYSIS AGAINST THE EVALUATION CRITERIA**

### **5. Findings**

#### **5.1. Program relevance**

61. According to the ToR the analysis of the relevance should focus in this case on the coherence of the project with the strategic frameworks of the different stakeholders, the appropriateness of the project actions with regard to the needs of the target groups and beneficiaries, both women and men, and the complementarity with other ILO or non ILO interventions going on in the country. The project deserves a very positive evaluation in all of these aspects. There is a general consensus that the project appropriately attended to the specific needs of the target groups and stakeholders and is consistent with national/local policies as well as the strategies of the main donor and the implementing agencies. Ahead are some facts that serve to support the previous statement.
62. There is a general consensus among the stakeholders about the high relevance and strategic fit of the project. The documental review conducted by the evaluation team confirms this positive view. It is generally accepted that the project represented a vital response to a very specific crisis - the mass deportation of Ethiopians workers from the kingdom of Saudi Arabia in 2013/14 - and moreover, it was a coherent and long awaited needed initiative to fill the existing gap in the national mechanisms to deal

with the return and labour reintegration<sup>4</sup> of migrants. Some qualified respondents made clear that before the project no explicit strategy nor policy was in place, only a few isolated and unarticulated measures. The programs supporting returnees to sustainably integrate and make a living in their homeland were still in their infancy. The project in this sense is seen as a key initiative to bring the reintegration issue in the national policy agenda.

63. The Project has responded to the real needs of an extensive and varied list of beneficiaries and stakeholders, both individuals and institutions: the returnee community, Governmental institutions at Federal and Regional level, mainly MoLSA and BoLSA as the main institutional partners but also the Technical Vocational Education Training Agency (TVET), Urban Job Creation and Food Security (UJCFSA) and Micro-Finance Institutions (MFI) as implementing partners.
64. As for the alignment with the needs of the returnee community, it should be noted that during the design phase a needs assessment exercise was conducted in 2014, an exercise that shows the effort made to properly diagnose the needs and subsequently design coherent actions. The need assessment provided an in-depth analysis of the causes and costs of migration as well as the main challenges of returnees to sustainably reintegrate into the labour market, which range from access to finance and working premises, to accessing technical support (skills and knowledge). According to the findings, the majority of the returnees came back empty handed because of the usage of their earnings for consumption and remittances. The assessment rightly identified that many of the returnees had experienced severe hardships during their stay and during return, which caused them medical and psychological problems. The evaluation team has observed that the psycho-social component became later one of the four pillars of the project design, something that proved to be right decision. Overall, the project design has been consistent with the findings of the need's assessment.
65. The selection of the target areas was carried out in partnership with regional government partners and based on it being the most migrant prone area as well as regions with the largest number of returnees and the migration status and conditions of the different regions. Eventually the project was implemented in 21 Woredas of three migrant prone regions namely Oromia, Amhara and Tigray National Regional States. No major issues have been raised concerning the selection of the Woredas. There was a period of impasse while the BoLSA branches in each Woreda set up the registration process, but the initial uncertainty was eventually overcome once the process was in place.

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<sup>4</sup> ILO's specific mandate on reintegration issues will be referred throughout the report as "labour reintegration". ILO informants explained to the evaluation team that it was defined that way to avoid overlapping with other organizations which are also active in reintegration but with focus on other aspects. The scope of labour reintegration might comprise as well economic and legal aspects but should be part of a labour reintegration process.

66. The project is aligned with the strategic frameworks of the main stakeholders: ILO, Ethiopian Government and European Union as donor of this case. With regard to ILO it is clear that the project is part of a broader strategy on Labour Migration in the country comprising 6 projects<sup>5</sup>, covering the whole cycle of the migration process, from pre-departure to return, at national and regional level. Ethiopia is a unique case with regards to the attention the country and the donors have devoted to migration issues. This is probably due to the key role that it plays in the region as a country that generates, receives and serves as a transit of migration fluxes.
67. Besides, it has been observed that although the project is the first one to deal with reintegration issues, it built on previous ILO's experiences, such as the "*Support and Protection of Ethiopian Women Domestic Migrant Workers*"<sup>6</sup>. It has also been established that the project has applied technical instruments and tools previously developed by the organization such as the "Start & Improve Your Business" (SIYB) methodology in the area of Enterprise Development. All these examples serve to confirm that there has been a line of continuity.
68. The foundations of ILO international labour standards on Migration have been set by Convention 97 adopted in 1949 and Convention 143 in 1975<sup>7</sup>. These two main instruments have been completed and developed by different policy frameworks, including conclusions and recommendations from various international conferences, action plans, agendas, multilateral frameworks, guiding principles and general surveys<sup>8</sup>. As for the African continent, the latest strategic framework is the ILO's

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<sup>5</sup> The six projects are:

1. Support to the reintegration of returnees in Ethiopia (EU)
2. Addressing the root causes of migration in Ethiopia (EU)
3. Improved Labour migration governance to protect migrant workers and combat irregular migration (DFID)
4. Free movement of persons and transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility (EU)
5. Joint Programme on Labour Migration Governance for Development and Integration in Africa also known as Joint Labour Migration Programme (JLMP) which under this programme we are implementing the following EU funded project "Extending social security access and portability to migrant workers and their families through selected RECs in Africa"
6. Sustainable Socio-Economic Integration of Refugees and IDPs in Host Communities

<sup>6</sup> "Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers going to the Gulf Cooperation Council States, Lebanon and Sudan"

<sup>7</sup> Migration for Employment Convention (N°97) in 1949 and Migrant Workers (supplementary provisions) (N° 143) in 1975

<sup>8</sup> Some of the main ILO's global policy frameworks on labour migration are:

- The 2004 International Labour Conference's Resolution and Conclusions concerning a Fair deal for Migrant Workers in a Global Economy and its follow-up Action Plan
- The 2006 ILO Multilateral Labor Framework on Labor Migration.
- ILO's Fair Migration Agenda 2014
- The ILO's 2016 General Principles for and Operational Guidelines for Fair Recruitment
- The ILO's 2016 Guiding principles on the access of refugees and other forcibly displaced persons to the labour market

Labour Migration & Mobility Strategy for Africa (2018-2019), which is still under discussion. Some of the ILO's priorities on migration according to the 2017 International Labor Conference on Fair and Effective Migration Governance are: International Labour Standards, fair recruitment, social protection, freedom of association, bilateral and multilateral agreements, irregular labour migration, skills and generation of data. The project clearly covers skills, generation of data, social protection and International Labour Standards. Ethiopia has not ratified ILO CONVENTIONS 97 & 143 but Governmental officials confirmed to the evaluation team that there are ongoing discussions with ILO around this and other possible steps towards the adoption of the International Labour Standards. The country has expressed a preliminary interest in the issue but it has not formally requested technical assistance yet.

69. The evaluation team has confirmed that the Project is linked to ILO Policy Outcome N°9 “Fair and effective international labour migration and mobility” and Outcome No 4. Promoting sustainable enterprises. Likewise, it makes a contribution to the Decent Work Country Programme (DWCP), Results 88.2-10 Enterprise Development and 88.1-55 Labor Migration. It links with two Sustainable Development Goals of the 2030 Agenda for Sustainable Development of particular significance to ILO's Decent work and Fair Migration Agendas (Goals 8 and 10)<sup>9</sup>
70. This project contributes to a number of objectives within the country's Growth and Transformation Plan, (GTP) 2011-2015. Labour migration and reintegration are mainly addressed under the cross cutting section, but also under gender and development, children's affairs and labour affairs. However, although there are links with some of the paragraphs under these sections of the GTP, the project gets its justification mainly in the absence of policies rather than in the alignment with the existing ones.
71. With regard to the strategic framework of the European Union, the project has represented a pioneering experience in the sense that it was approved at a time when the institution was still drawing up its strategy on Migration and Mobility for the

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- The 2017 International Labor Conference's Resolution and Conclusions on Fair and Effective Migration Governance and its follow-up Action Plan

<sup>9</sup> Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

- Indicator 8.8.1. Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status.
- Indicator 8.8.2. Increase in national compliance of labour rights (freedom of association and collective bargaining) based on International Labour Organization (ILO) textual sources and national legislation, by sex and migrant status.

Goal 10. Reduce inequality within and among countries

- Indicator 10.7.1. Recruitment cost borne by employee as a proportion of yearly income earned in country of destination (Tier 3)
- Indicator 10.7.2. Number of countries that have implemented well managed migration policies (Tier 3)

Region. Since then, the “EU Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa” has been set up and according to the EU officers, the project has been a valuable source of inputs for its design.

## **5.2. Validity of the design**

72. In general, there is a high degree of consensus among stakeholders around the quality of the design. It revolves around four pillars (Psycho-Social, Economic, Institutional and Awareness) which most of the stakeholders view as a very holistic and comprehensive manner of dealing with labour reintegration issues. The only few points of disagreement concerning the project design emerge around the absence of a more thorough assessment of the regulations and the capacities in place at the grassroots level, particularly with regard to the economic component, the loans scheme (the interest rate) and the set-up of cooperatives. Stakeholders have expressed different points of view about what should be done for income generation and economic empowerment, but despite the different views on an issue which is usually extremely challenging, it seems clear that during the design phase a more thorough engagement of the stakeholders at grassroots level could have been undertaken. As for the rest, the general opinion is in agreement with the righteousness of the design.
73. There is, however, an inconsistency between the four pillars of the design and the logframe (LF) structure. The LF has been formulated around three main results: Psycho-Social Support, Training and Economic Support, with very precise and specific targets in all cases related to the assistance to be provided to the returnees. The institutional and the awareness pillars which are essential in ILO interventions are missing in the logframe. They are not explicit and therefore there are no indicators to analyse and establish the achievements in these two particular areas. The explanation provided by the project team was that the Government was more focused and interested on the specific and quantifiable targets directed to the returnees and this resulted in the institutional development and awareness raising components being left out of the Logframe.
74. In reality the project has worked around those two pillars as well. As a matter of fact, it has carried out an extensive program of activities at the policy level and the awareness raising level, but these lines of action were not reflected in the hierarchy of objectives and results expressed in the LF. This might have consequences if the monitoring mechanism, and subsequent results reporting do not adopt corrective measures to compensate this gap. Since the LF doesn't capture the full extension of the project (indicators only count the number of returnees assisted) there is need to complete the monitoring and reporting with data and information related to the outputs and outcomes resulting from the institutional and awareness raising components.

75. Indicators in the Logframe are generally correct but, as it has been said, the set is incomplete. All of them have been formulated as numeric indicators and in this sense they are very precise, but they might need some fine tuning for the purpose of end of project result reporting, providing more disaggregated figures and clarification of the concepts being reported. The evaluation team understand that two of the indicators could be removed in the final report. Indicator 1 of the Specific Objective: *“Percentage increase in employment and economic opportunities created in target woredas”* has not been followed, so there is no information available regarding its progress. Indicator 1 of Result 1.2 *“20.000 returnees and local vulnerable community members have acquired knowledge or technical and/or financial skills and/ or business development services by the end of the project”* it is believed to represent the aggregation of what is reported separately in other indicators. Most of the baseline values are “zero”, since indicators are numeric and the count starts with the project. Initial targets were perhaps too ambitious and needed some adjustments.
76. A situational analysis has been conducted which is usually referred as the baseline study. This study was mainly about setting the profile of the returnees community and it helped in the revision of the different elements of the Logframe. Revisions were needed particularly on indicators and targets as the baseline study was unable to provide all the required baseline data for many of them that were included in the original logical framework. As a result, many of the indicators remained at output level, expressed in absolute numbers and the baseline value being “zero”.
77. The project document contains an analysis of the sustainability factors considering all the stakeholders starting from the government counterparts up to project beneficiaries. The common understanding is that sustainability will be achieved by linking the project with existing policies and programmes, improving coordination, etc. The project managers, staff members and implementing partners at the Federal level clearly understand the sustainability factors. However, this is not so obvious with government staff at the woreda level, where there is huge expectation to benefit from the project in terms of training as well as demanding financial benefits for the services offered to implement project activities. Linking and embedding the project activities into existing programmes and policies is technically in line with the mainstream ideas for sustainability, but these ideas might require some further development. In this regard, the sustainability strategy is found to be perhaps too general and it would have been desirable to be more precise about the different components: skills training, income generation, awareness raising, etc. Using a sustainability matrix and developing an explicit Theory of Change of the project could also be a way to develop the sustainability strategy.
78. Gender has been considered in the analysis of needs and the settings of targets (50 % of project beneficiaries should be women). The project document contains various sections where the specific needs or women are considered and data about the presence of women in the migration phenomenon are presented. It was also planned to collect

and report sex disaggregated data on the achievements of project activities. Project stakeholders are consistently aware of importance of programming and managing the activities taking into consideration the gender aspects. Some issues remain, however, on how the project could have gone further into analysing the impact of its activities from a gender prospective. It is not clear, whether the incorporation of this aspect has been altogether as systematic or consistent as it would have been desired. It is the opinion of the Evaluation Team there might be a need for a technical role to lead the implementation of a comprehensive gender strategy.

79. Another issue which is not detailed enough within the design is the exit strategy, something that some stakeholders at woreda level describe as a factor of uncertainty. There is no clarity about what the next stages are supposed to be, whether the services for the returnee community are meant to continue as such or it's been just a one-off experience. The evaluation team has not been able to identify an explicit exit strategy, but comments and opinions gathered from the main stakeholders seem to suggest that the implicit assumption is that the national institutions are expected to take over the process.

### **5.3. Effectiveness of management arrangements**

80. It should be noted that the project has been implemented through a broad partnership which has brought together a wide range of capacities from both public and private institutions. No new structures have been set up for the implementation of the activities, these have been conducted through the existing ones. This represents a strength from various points of view: optimization of resources, prospects of sustainability and capacity building, but it also represents a challenge when it comes to finding the time for assembling the different pieces of the implementation machinery.
81. This approach normally requires an extra-effort at the start of the process to align concepts, procedures and the very understanding of the project. Some respondents (mainly at regional and woreda level) have expressed some discontent about how this process has been conducted; from their point of view, not enough time was devoted to this task. The collaboration between the project and the different implementers or service providers has been always formalized via a Memorandum of Understanding (MoU), a practice that should be assessed positively since it helps to set out the commitments and responsibilities of the different parties involved. Despite this, various stakeholders highlighted that at regional and woreda level the project activities began without the local authorities being provided with enough guidance and /or training. This statement is rejected by the project team who insisted that an extensive preparatory work was conducted, the problem mainly lies – still according to the project team - with the high staff turnover which usually counteracts the efforts made to set the implementation structure. The high turnover is not denied by the regional stakeholders

but in their opinion this doesn't dismiss the need for more preparatory work and a closer follow up.

82. Whatever the main cause is, it seems clear that the above condition has limited the subsequent ability of the local stakeholders to implement the program activities in two different ways. Firstly, with regard to terms and conditions of the assistance. Representatives of the local institutions pointed out that in some cases they had to improvise the answers or find the solutions that they believe should have been anticipated during the preparatory phase. Secondly, with regard to the financial and administrative procedures applied by ILO, which they describe as very demanding and time consuming, something that eventually affected the pace of implementation.
83. As for the Governance structure (Steering and Technical Committees), the evaluation has noted that it has worked relatively well, especially at regional level. At national level the National Steering Committee (NSC) has met discontinuously, probably because it was not realistic for such an extensive list of actors (17 in total<sup>10</sup>) to meet regularly. It has been reported that occasionally ILO, MoLSA and the EU have functioned as an informal task group to discuss different issues around the implementation of the project. At Regional level, as it has been said, the Regional Steering Committees have been instrumental in building a very constructive dynamic around the project.
84. The Project has linked with Round Tables and Task Forces deriving national processes which are now in progress. For example, the National Task Force on Human Trafficking and Smuggling, a dedicated sub-committee leading the implementation of the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants Proclamation No. 909/2015 that deals with reintegration and chaired by the UJCFSA. This kind of links have been key in developing the policy products that will be described further ahead.
85. Identifying and reaching out the beneficiaries has been challenging in the early stages of the implementation but MOLSA / BOLSA have generally managed to put a reliable registration system in place and has overcome these initial constraints.
86. Gaps in communication have been noted and reported by different stakeholders. The project has found some difficulties in the dissemination of its products and services. A project that involves so many actors and covers such extensive geographic area needs to have a robust mechanism in place to share and socialize the information and this has not always been the case. Various respondents have commented that they were not aware of some of the products delivered by the project, something that prevents their optimal use.

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<sup>10</sup> MoLSA, MoFA, PMO, MoFEC, Federal Police Commission, MoJ, FeMSEDA, MoWCA, Federal TVET, European Union, IOM, UNICEF, UNODC, UN Women, EEF, CETU and ILO

87. The involvement of ILO Constituents (organizations of unions & employers) in the project has been found slightly unbalanced. Unions and Employers have been involved in the follow up but perhaps its participation has not reached the desired level. It is believed that the project could have been an opportunity for the constituents to develop a more comprehensive approach towards the issue of reintegration of migrants in the labour market.
88. Another relevant issue within the management arrangements is the complementarity and coordination with the International Organization for Migration (IOM). The evaluation team has gathered comments from various stakeholders indicating that their organization was conducting similar activities to those promoted by the project with support from the IOM. It must be noted that these comments were not put forward suggesting any kind of overlapping or competition with regard to the project activities, but they obviously raised questions on how ILO and IOM were coordinating and complementing each other on reintegration issues.
89. Technically ILOs mandate on reintegration is restricted to the labour aspects while IOMs covers other social and legal dimensions. In practice, the evaluation team has learnt that the demarcation of each organization's jurisdiction has become a sensitive and challenging task since, despite their different mandates, they frequently converge in common ground implementing very similar activities. The issue exceeds the scope of this particular project and runs into the broader institutional dimension, occasionally causing some overlapping between the two organizations. What the evaluation has found, however, is that this risk has been well managed in this particular project and did not evolve into any specific conflict or coordination problem. The evaluation team has learnt that ILO and IOM participate in fora or groups where reintegration issues are discussed. Under the chairpersonship of the European Union Delegation a new coordination group has been set up involving ILO, IOM and the specialized Governmental agency "Administration for Refugee & Returnee Affairs" (ARRA)

#### **5.4. Efficiency.**

90. Under this category the evaluation analyzes how efficient the project has been in the delivery of the different products and services, the use of resources, the completion of the program of activities, the execution of the budget, etc. Overall, efficiency is assessed as positive, although the picture is incomplete, as the data made available are limited and the evaluation did not have the resources to do an in-depth assessment of this criterion. Overall, the interviewees did not raise major concerns about the project's efficiency.
91. One of the strengths of the project in terms of efficiency has been already referred to in the previous section and it is the fact that its activities have been implemented

through the programmes of existing institutions, an approach that optimizes the use of resources and enables the capacity building of the organizations involved. It should be noted that the project has been able to implement an extensive list of activities with a relatively small structure. No calculation has been done about the monetary value of the contributions made by the Governmental institutions BoLSA, TVET, MFI and UJCFSA but it is evident they have made a significant contribution in terms of staff, infrastructure, know-how and other intangible assets.

92. Another positive aspect in terms of efficiency is that the project has been keen in obtaining synergies and complementarities from the different institutions. This approach entails certain risks, since at times it is difficult to integrate their different styles, agendas, etc. Coordination issues might emerge, but in this case, it represented an opportunity to put a variety of resources together (knowledge, methodologies, expertise) and to start a process of dialogue and reflection around reintegration issues.
93. Technical and financial resources have been available on time, although the understanding of ILO financial and administrative procedures by some of the stakeholders at regional and woreda level has caused some delays in the reporting and the subsequent disbursement of new budget tranches. Since the ILO procedures have to be applied, those involved insist on the importance of organizing specific trainings to ensure a comprehensive understanding and command of these procedures.
94. It has been established as well that ILO technical units at HQ and RO have made contributions to develop the different products and ensure the use of ILO expertise. The MIGRANT branch both at HQ and RO level provided guidance on ILO policies and approaches and the Small and Medium Enterprise Unit (SME) under the Enterprises Department did likewise with regard to the business promotion, mainly via the training of trainers and the provision of materials for the entrepreneurs training (SIYB). It has been established that stakeholders at national level have a very positive opinion about the relevance and quality of the support that comes from the ILO.
95. There have been mechanisms in place (ILO mechanisms) to monitor the inputs (procurement), control the expenses and ensure their eligibility. No external audit has been requested by virtue of general agreement between United Nations and the European Union, but a final exercise of expenses verification will be conducted. ILO protocols are deemed to be rigorous in order to ensure the transparency and accountability in the use of resources. The main drawback, as it has been already said, was related to the limited understanding of ILO procedures by some of the stakeholders. At regional level various informants expressed discontent about the guidance and support provided by ILO to implement these mechanisms, a situation that has caused some minor delays according to them.
96. The implementation of program of activities as well as the budget has been satisfactory in both cases. The intermediate evaluation exercise raised some questions concerning

the timely delivery of the different product and services. It referred to some delays due to the reliance of external actors and the difficult coordination and synchronization of the dynamics between the different regions. This final exercise, however, has found that these difficulties were mostly overcome and the project was able in the last stage to assemble the different pieces of the implementing structure in an effective and productive manner. It should be noted, however, that the duration of project has been extended from the original time plan of 36 months to 50 months, after some political unrest forced the suspension of the activities in some woredas. This decision helped to complete the program of activities. The budget execution reached the 98,9% which is equally an indicator of the ability of the project to implement and deliver what was planned.

### **5.5. Project effectiveness.**

97. The analysis corresponding to this section is usually done by comparison against the logframe indicators as well as by verifying the presence of any other unexpected result. Overall, the project has been able to deliver a long list of products and services of significant quality, although there are also some shortcomings with regards to the effectiveness of some of them. It is likely that it has played a key role in the approval to the Reintegration Directive, which can be regarded as a very valuable output for the improvement of migration governance in Ethiopia. The following is a commented recount of some of the main achievements of the project. As per attached document, a table is included presenting these achievements against the series of indicators of the Logframe with some additional comments and suggestions for the results reporting.

98. The first comment that stands out is that, at output level, the project has delivered more products and services than those expected in the Logframe. The explanation for this has been suggested earlier and it has to do with the fact that the Logframe does not fully reflect the full extension and scope of the project. It focused its targets exclusively in the direct assistance to the returnees (psycho-social, training and economic) leaving aside the institutional and awareness pillars. The achievements with regards to the three results of the Logframe are presented next:

99. **Result 1: The returnees have been provided with appropriate social support based on their needs:**

- 2,962 Returnees assisted (2,141 Female & 821 Male) returnees, including the provision of shelter, food, sanitary supplies, medical, health and counseling services.
- 64 (22 Female & 42 Male) Tigray BOLSA staff members from 52 woredas trained in psycho-social support.

100. The target was set to assist 3,000 returnees, so the project has virtually achieved its target. It seems advisable, however, to provide disaggregated figures of this achievement because according to the information gathered by the evaluation team, the psycho-social assistance provided to the returnees varies in nature and scope. It is understood that AGAR, the implementing partner of this component, received referrals of returnees from different sources, most of them external to the project, and the first step of the process is to assess their psycho-social needs and mental health status. After the assessment, those suffering a severe condition receive specialized treatment including counselling, shelter and hospitalization, if needed. The rest received some kind of support at community level, basically life skills training. The evaluation team understand that, for the purpose of clarity and precision it would be important to break down the different groups assisted under this indicator and characterize the assistance that each of them has received.
101. It is important to note that some other components of the project, for example, those conducted by WISE & ESURURU, have their own resources to provide psycho-social counselling and support to the returnees in this area, so the number of people assisted by the project could be higher than the one provided by AGAR.
102. The psychological aspect has been highlighted by various stakeholders as a key and differential aspect of the assistance needed by the returnees. Many of the stakeholders have made clear remarks in this regard, as it is a very specific need of this vulnerable group that has to be attended one way or the other. For many informants, the psychological work has to be understood in a broad sense, it is not only about the rehabilitation from a mental condition, but also about helping this group to get an adaptive mindset for this difficult period. This should help them to approach the reintegration with the right expectations. Many respondents believe that this has been one of the main difficulties encountered during the delivery of the assistance and in this area the project should serve to draw lessons on how to bridge the gap between expectations and reality.
103. Moreover, it has also been pointed out that it is very important to work simultaneously on the awareness and sensitization of the communities that are supposed to reintegrate the returnees. In summary, it can be said that this component has triggered many reflections on how a reintegration process should be approached from the psycho-social side, recognizing its complexity and pointing towards the importance of articulating measures that effectively deal with its multi-faceted nature.
104. **Result 2: Training programs that meet local economic opportunities have been designed and delivered.** The main outputs of this result have been:
- 375 TVET teachers and BoLSA and UJCFSA experts were trained in various modalities of entrepreneurship and motivational skills.

- This was followed by the training of 13,755 Returnees. TVET, Adonay and WISE have been the main actors in providing this training. 9,663 returnees have been trained on entrepreneurship and motivational skills training in partnership with TVET teachers in the 3 regions plus 1,869 in the Oromia Region. 700 returnees were also trained in partnership with Adonay Relief and Development Association in Atsbi Wumberta woreda, and 1,523 returnees (596 Female and 927 Male) on Basic Business Skills, Entrepreneurship Skills, Life Skills in partnership with WISE, a local non-profit organization. It must be note that sex disaggregated figures are only available for some of the sub-totals.
- 28 key government officials in the three regions received a three months coaching training program to promote Entrepreneurship.
- 12,280 returnees have received vocational skills training (6,457 female and 5,823 male). ILO supported TVET in the standardization of the 10 training modules and partnered with the Ethiopian Women Entrepreneurs Association (EWEA), Eshururu training center, Adonay and Ethiopian Horticulture Producers and Exporters Association (EHPEA) for different skills training.
- 2 key government officials from the MoLSA and UJCFSA received training on promoting youth employment in fragile setting

105. The training has been assessed positively but there are some questions lingering about its real effectiveness to get returnees into business or work. Everything indicates that for many returnees the training opened the door to the labour market but for many others did not. Although a set of criteria for the selection of the trainees was applied that included their interest and motivation in the subject, the opinions gathered by the evaluation team still suggest that many of them were not, from the very outset, in a position to undertake any entrepreneurial venture later on. Some questions have been raised about how thorough the selection or screening process should be. In principle, only people with the preliminary potential to take forward a business idea should enroll in the entrepreneurship training, but this criterion, in practice, is very difficult to enforce and it collides with the structural pressure to achieve the project targets. It has also been noted that trainees have been paid per diems to cover the expenses they incur to take part in the training, a decision that it is generally well justified, but it carries with it the associated risk of becoming part of the motivation for some of the candidates.

106. The matching between the returnee's interest and the recommendations of the market assessment has been a controversial issue as well. Some returnees who had been previously trained in entrepreneurship refused to continue with the skills training allegedly because they did not expect to be able to start a business later on. The training, they argue, has to be aligned with the resources that are going to be made available later on. Again, some issues have emerged in this regard, but it is very difficult to assess the extension and scope of this situation. The evaluation team interviewed returnees representing this state of affairs, but also others who were able to pursue a professional path after the training and were grateful for the opportunity given to them.

Besides, the interest of returnees varies from very broad and different sectors and some of them are not considered feasible in the geographic area where they reside or require a high starting capital. This to say that the matching of interest and future prospects of getting into work is not an easy task.

107. The series of issues that have arisen around the training component begs some questions around the usefulness of the resources invested in the training component. It is evident, that getting access to training is always an opportunity to climb up in the professional ladder and increase the human and technical capital of a community, but it is also evident that there should be some direction and screening of the candidates, otherwise there is a high risk of investing in processes that may not deliver the desired outcomes. The attitudinal situation of the returnees is also an aspect to be thoroughly considered, an extra- effort to reinforce the motivation could help to improve their future prospects of putting into practice the training.
108. **Result 3: Returnees and local vulnerable community members have been provided with long-term socio-economic reintegration support.**
  - 8,142 Returnees and local vulnerable community members have been provided with support and started their own business or got employment as salaried workers.
  - 3,208 Returnees and local vulnerable community members have received access to credit services.
  - 1,137 returnees have been organized into Savings and Credit Cooperatives (SACO) in 8 woredas of Amhara and Oromia regions. 1 new SACO was created and is performing well.
  - IT Application (SIRA APP) developed to match job seekers and employers.
109. The initiative of linking with productive sectors going through expansion and demanding intense labour can be considered a good practice for the reintegration into the labour market of returnees and vulnerable groups, in general. The partnership with EHPEA and ESHURURU for job placement in the horticulture and child care sectors can be described as very successful. There is a high demand of workers in these two sectors and the experience of the project shows that this mechanism (Job Placement) is probably more effective than the business start-up option for the purpose of getting people into work. Almost 5,000 returnees got a job placement through the project activities.
110. There are outstanding issues to be addressed concerning payment conditions and gender in these sectors, the child care sector, for example, is highly feminized and virtually all the placements have been for women. This can be seen as way of indirectly perpetuating the image of women working in traditional roles. Informants from the sector are aware of the situation but insist that at this stage the Ethiopian society only

contemplates women in the position of child minders (from both sides: offer and demand). The experience can still be described as successful but the collaboration with these sectors can also be seen as an opportunity to engage in a dialogue around those issues with the employers and try to break through those stereotypes. Three job fairs were organized in the Regions, two of them very successful, unfortunately this was not the case for the first fair organized in the Amhara region.

111. The loan component has been a very controversial component as well. Beneficiaries systematically complained about the interest rate and the limited amount of loan that they could access. Moreover, in Muslim areas there have been religious objections to the loan scheme because of the application of an interest rate. Repayment rate has been low according to the verbal testimonies gathered from the Woreda officials. There are successful cases, but in general, returnees argue that they cannot thrive under the loan conditions given to them.
112. The issue is complex and goes into a broader discussion about how to integrate vulnerable groups into the labour/business market. In this sense, the problem is not exclusive of the returnee community. Resources are scarce, returnees are usually low skill workers and the business environment in rural communities usually offers limited possibilities. Under these circumstances, some stakeholders argue that it is an overoptimistic assumption to expect that low skilled workers are going to thrive after receiving some motivational and skills training followed by the provision of a small loan.
113. It is argued that they will need a more comprehensive and robust package of assistance including more resources and more time to follow-up and coach the beneficiaries something that, depending on the project conditions, is not always available. The evaluation in this sense can only reflect the underlying tension between the demands presented at local level (not only by both beneficiaries but also and governmental technicians) and the explanations provided by the project managers and governmental officials at Federal level. For the former the support provided is not usually enough and it fails to reintegrate many people into the labour market. For the later, the project can only realistically be a limited way to support the returnees to get through this challenging period of their lives, but it cannot provide all they need to ensure their livelihoods on permanent basis.
114. On the other hand, another group of stakeholders replied that indeed the assistance is not enough and there will always be need to improve the package, but a project like this can only provide a boost to help in the initial stages of the reintegration process, it is not realistic to expect permanent and durable solutions to ensure the livelihoods of every returnee from the project. Again, the challenge of how to match expectations and the real possibilities emerges in another component of the project.

115. The above are the main results achieved following the Logframe structure, but the project has delivered more results in two other areas: institutional development and awareness raising
116. **Institutional development, knowledge and regulatory framework.** Concerning this domain, the project has been able to deliver a long list of products, various assessments and mapping exercises that have helped to increase the knowledge and the institutional base around reintegration issues. The culmination of this series has been the approval of the Reintegration Directive in October 2018. The following are the main outputs delivered by the project:
- Situation and needs assessment of Ethiopian returnees from the Kingdom of Saudi Arabia
  - Assessment of business services and training market
  - Rapid market assessment of six sectors
  - National mapping of stakeholders working in migration and reintegration of returnees
  - Assessment on private employment agencies service provision in Ethiopia
  - Assessment of the national employment services provision and labour market information collection and utilization in Ethiopia.
  - Study tour in Sri Lanka for high level government officials of the Amhara National Regional State
  - The Reintegration Background completed with the Reintegration Package leading to the Reintegration Directive.
117. As for the awareness raising, the Project has completed an awareness campaign that included 12 TV programs; 24 radio episodes, one documentary, eight posts in Social Media, training of 150 members of students' clubs and an essay competition. Moreover, the project partnered with the Inter-religious Council of Ethiopia to conduct an Interfaith Dialogue and Orientation Training for religious institutions/ leaders in Tigray, Amhara, and Oromia national regional states. The later was a valuable effort to incorporate inter- religious representatives into the reintegration joint effort.

## **5.6 Impact orientation and sustainability**

118. At Federal level the main impact is probably related to the preparatory work and the subsequent effects of the “Reintegration Directive”. Some of the testimonies gathered highlight the following points:
- “Now, we have a regulatory framework which is compulsory”
  - “There is a better understanding of our respective roles and responsibilities”
  - “More motivation”
  - “At least, now we have a vision, we know the itinerary that we have to follow”

- “There is structure in place, there are different groups working on the issue”
- “As an institution we have more awareness and a better understanding of the problem”
- “The reintegration issue is now on the agenda of both the Government and donors, although it is still a donors driven issue”

119. One of the significant impacts of the project at the policy level is the reintegration package developed by the ILO and the subsequent preparation and adoption of the Reintegration Directive issued by the Ministry of Urban Development and Construction. The Directive laid out the duties and responsibilities of the technical committee established to manage the support provided up to the woreda level and set out the principles and rules of the process, roles, duties and responsibilities, criteria for the identification of returnees, the duration of support provided, etc. As a result of this, the Ethiopian Government seems to be better prepared when dealing with the implementation structure and service provision with regards to the reintegration of returnees.
120. At Regional level, the stakeholders contacted highlighted that a new dynamic of working in a multidisciplinary manner has been created. The project has helped the different Regional units to work collectively around the reintegration issue. New ideas and models to work with vulnerable groups have emerged.
121. In terms of awareness, the general perception is that the project has managed to break some of the negative stereotypes that the Ethiopian society had about the returnees’ community. No specific research studies have been conducted to verify these changes, but the informal views shared by most of the stakeholders pointed out that the stigma around the forcible return has lost part of its sting.
122. As for the impact in the life of the project beneficiaries, the evaluation has found mixed feelings expressing gratefulness for the support received together with frustration for what they regard as an insufficient package of assistance. The specifics about the shortcomings of the assistance from the point of view of the returnees have been presented earlier. Despite these controversies and the outstanding challenges in matching expectations and reality, the evaluation has found that, generally speaking, the project has represented an opportunity for the returnee community to voice their views, and in that sense the project has been a process of empowerment.
123. The project has also led Civil Society Organizations into reintegration work and in this way it has served to expand the base of technical resources available in the country beyond the public domain. Although in a very embryonic state, the experience could represent a reference of collaboration between public institutions and CSO to inform the discussions around the Law of Charities and Societies which are currently going on.

124. In summary, it can be said that the project has equipped the government, the CSO and the Ethiopian society, in general, with a new vision, new instruments and a new regulatory framework to tackle the challenges around reintegration of returnees in the labour market. As for the continuation and expansion of the process, the main issue is up to what extent the main stakeholders at the table are going to be able to take the process forward. The GoE is probably the main player in action, but not the only one. The project has been a kick-off experience, and as such it has been relatively successful, but the challenge ahead is to mainstream the dynamic into the national policies. No specific factor has been identified as a critical barrier for the continuation of the process. The political will to take it forward is probably the main factor. Donors and CSO seem to be willing to join forces in this line and the GoE recognizes that it needs to take some action.

### **SECTION III: CONCLUSIONS AND RECOMMENDATIONS**

#### **6. Conclusions**

125. At this point the conclusions of this evaluation will be summarised many of which have already been alluded to at other points throughout the document. As such, this section represents more of an ordering and synthesis exercise.
126. The main conclusion is that the project has significantly contributed to facilitating the reintegration of Ethiopian returnees from the Kingdom of Saudi Arabia and at the same time it has been instrumental in developing institutional mechanisms to tackle the rather complex issue of the reintegration of migrant returnees.
127. It has enabled the set-up of a broad partnership integrating a wide variety of expertise coming from public, private, national and international institutions, building on previous experiences and setting the foundations for a comprehensive policy in the country to deal with reintegration issues.
128. The project has shown clear links with the strategic frameworks of the main stakeholders involved, the GoE, ILO and the EU and it is part of a broader program to build the capacities of the GoE around the Governance of migration. It also fits within a more comprehensive strategy of ILO in the country to deal with labour migration working along the different phases of the migration cycle. The strategic fit of the project deserve a very positive assessment.
129. ILO has conducted a number of assessments to identity the needs and select the project components. Overall, the four main pillars selected have been found adequate by most of the stakeholders There is, however, an inconsistency between these four pillars and

the results of the logframe structure which might affect the monitoring and the results reporting.

130. The project has worked along national processes, built on existing capacities and implemented its activities through current programmes. This approach has served to optimize the use of resources and paved the way for the institutional development of the organizations involved.
131. The implementation structure has been generally effective although most of the stakeholders at the Regional and Woreda level argue that they started the project without having a clear understanding of its components and procedures. Some issues have emerged about the time invested in setting up the conditions for the implementation at grassroots level: verifying the existing regulations, providing guidance to the officers in charge (technical and financial) and engaging with the returnees in discussing the terms and conditions of the assistance to be provided to them, but this explanation is contested by the project managers who argue that the high staff turnover is the main reason to explain this constrain.
132. Some other issues concerning communication and coordination between the different partners and the institutions involved have also arisen. Various stakeholders have raised questions about the internal mechanisms put in place to share and socialize the information. It seems clear that a project that involves so many stakeholders acting from so many angles requires more elaborated protocols for the internal circulation and sharing of the information.
133. Despite this and mainly thanks to the interest and commitment of the respective partners, the project has managed to deliver an extensive list of products and services. The following is a summary of the main achievements found by the ET related to the delivery of products and services.
  - Around 19,000 returnees have been assisted via training, job placement, loans to star-up a business or psycho-social support.
  - Around 400 Civil Servants at Federal and Regional level have been trained to provide the above services
  - Regional teams have developed a constructive dynamic of working together to tackle the challenges around the reintegration of returnees.
  - Data, information and knowledge have been generated around reintegration issues
  - Awareness has been raised at institutional and individual level.
  - Successful experiences and good practices for job placement have emerged that can be replicated with other vulnerable groups
  - Valuable lessons have been learned concerning the instruments, tools and methodologies that can be used in a reintegration program.

134. Nevertheless, the key and most remarkable achievement of the project has been the delivery of the Reintegration Package for Ethiopia, a comprehensive proposal to tackle the reintegration of returnees from the policy level. There is general consensus in considering the RP as a key input for the approval of the Reintegration Directive
135. The evaluation has found the following shortcomings:
- Difficulties in getting a common understanding with the returnees of the project's scope and conditions of the assistance.
  - Issues around integration of the different components at woreda level. Very challenging conditions to assemble all the pieces together leading to uneven results.
  - Flaws in the screening of trainees. Slim chances for many of them to be able to use the training to start up a business venture later on
  - Problems in the performance of the loan scheme.
  - Low percentage of returnees working in the productive sector they have been trained for.
  - Widespread perception that the economic component needs a more comprehensive approach.
  - The collaboration with private sector for job placement has been very successful in two sectors: horticulture and child care. Unfortunately, after some preliminary contacts with the hotel and tourism industry no specific collaboration was eventually materialized with this sector.
136. Overall, it must be highlighted that the project has made significant contributions towards the development of models for the reintegration of returnees in the country, both in terms of policy and practice. This project should be viewed against its baseline, where these models were completely absent. In this sense, the project has served to pioneer and validate ideas that are already being used for design of policies and programs by the stakeholders involved (GoE, ILO and EU).

## 7. Recommendations

### 137. 7.1 Recommendations for the Government of Ethiopia (GoE)

**Recommendation 1: Develop a roadmap for the effective implementation of the Reintegration Directive.** It is believed that the Directive contains the foundations to develop a holistic and comprehensive approach to manage reintegration processes considering short, medium and long-term objectives. A review of its content reveals that many of the challenging issues that have emerged during implementation of the project have been contemplated and addressed by this instrument. The evaluation has found, however, that although various workshops have been organized to disseminate its approval and inform the stakeholders about its content, there are still several gaps

and uncertainties at woreda level about its implications and the specific changes which is meant to bring about. It seems important to invest time and resources in the trickle-down process to ensure that this instrument delivers to its full potential. A roadmap spelling out the different stages and milestones of this process seems like a logical step to take the process forward. The level of priority for this recommendation is high and it should be implemented in the short-term. The resources needed for the design of the roadmap are mainly human although, in the future, there should be need to allocate financial resources to implement the Reintegration Directive.

Addressed to	Priority	Resource	Timing
The Government of Ethiopia (GoE).	High	Medium	Short-term

**Recommendation 2: Use the lessons learned from this project with regard to the psychological and attitudinal conditions of the returnees to develop new ways of engaging and communicating with this group.** The communication and understanding with the returnees have been one of the most challenging issues encountered during the delivery of the assistance. There have been claims from the returnees’ side of unfulfilled promises followed by criticism about the inadequacy and insufficiency of the assistance. The Ethiopian authorities on their side, argue that some returnees have shown expectations that the GoE will never be able to satisfy, it’s been maintained that they can understandably expect some support to resume their lives back home but not final solutions for their livelihoods. In any case, it seems clear that the GoE needs a more elaborated strategy to communicate with the returnee community, by using an approach that considers the psychological and emotional challenges of this group at the time of return and anticipates the best responses to deal with them. The level of priority for this recommendation is medium and it should be implemented in the short-term. This recommendation can be regarded as a task for the MoLSA and MOFA and no specific resources are needed for its implementation.

Addressed to	Priority	Resource	Timing
The Government of Ethiopia (GoE).	High	--	Short-term

**Recommendation 3: Explore possible areas and spaces within the reintegration policies and structures to incorporate the know-how and capabilities of the Civil Society Organizations (CSO).** Within the context of the undergoing discussions for the new Law for Charities and Societies, it seems important to bear in mind that NGOs and other community-based organizations, such as churches, can play an important role in supporting reintegration processes. Their presence at grass root level represents an asset that can be very helpful in dealing with the psychological and attitudinal aspects referred in the previous recommendation. The mapping of Stakeholders delivered by the project has identified some of these organizations, but it would be important to

create the spaces where the interaction could take place and develop into different forms of collaboration. The level of priority for this recommendation is medium and it should be implemented in the long-term. This recommendation can be regarded as a task for the MoLSA and no specific resources are needed for its implementation.

Addressed to	Priority	Resource	Timing
The Government of Ethiopia (GoE).	Medium	---	Long-term

**Recommendation 4: Improve the collection and production of labour migration statistics for evidence-based policy making.** The project has enabled the BoLSA regional and woreda branches to develop registration systems of the returnees, a procedure that was barely in place at the start of the project. It’s been reported as well that new systems have been developed at central level to register the returnees upon their arrival. Everything indicates, however, that the data and information gathered through these systems are not being processed and consolidated properly to serve the purpose of decision making. The project has triggered a positive dynamic in the generation of data and information which should be consolidated into an advanced information system. The level of priority for this recommendation is high and it should be implemented in the short-term. This recommendation can be regarded as a task for the MoLSA and some human resources might need to be allocated for this purpose.

Addressed to	Priority	Resource	Timing
The Government of Ethiopia (GoE).	High	--	Short-term

### 138. 7.2 Recommendations for the ILO

**Recommendation 5: Support the GoE in the elaboration of the roadmap and further implementation of the Reintegration Directive:** For this purpose it seems necessary to study alternatives available within the ongoing programs, like those with focus on labour migration or the Decent Work Country Program. The Directive is owned by the GoE and it is its responsibility to put it into practice, but the evaluation team understands that, although the Directive represents a key milestone in the process, the final goal has not been fully accomplished yet, and there is room for ILO to provide some valuable guidance and support in these critical stages. It has been noted that the preparatory work leading to approval of the Directive delivered some valuable inputs such as “The Reintegration Background”, which includes a comparative analysis of different reintegration models being applied around the world. The evaluation team understands that these materials contain valuable proposals and ideas that could still inspire further development of the reintegration policies in the country. ILO could take a proactive role in this regard. The level of priority for this recommendation is high

and it should be implemented in the short-term. This recommendation can be regarded as a task for the ILO country team and no specific resources are needed for its implementation.

Addressed to	Priority	Resource	Timing
ILO	High	--	Short-term

**Recommendation 6: Fine-tune the final results reporting of the project by disaggregating the final values of the logframe indicators and completing them with other valuable results that have not been anticipated in the Logframe.**

It has been noted that the project team has already provided some of these data and information via comments to the draft report, particularly the disaggregation of the final values corresponding to logframe indicators. Some of them have been already included in the effectiveness section and the full update is presented in annex VI with additional comments. This means that this recommendation has been already partially implemented but there are still some issues that could be completed in the final narrative report.

Sex disaggregated figures have been incorporated but there are still some sub-totals where this information is not available and this prevents the calculation for the whole of the indicator. When possible, it would be important to complete this information. In some cases, the figures provided have to be checked since disaggregated figures don't match the total, these have been pointed in the annex document.

With regard to the psycho-social support, it is still deemed advisable to disaggregate the final value in various figures to better understand the meaning and scope of the services provided.

It would be also important to come to a final figure of the number of returnees assisted. This figure cannot be obtained by simply adding the number of those who benefited from the different services because in some cases the same person received various services. It should be calculated avoiding the risk of double counting.

With regard to the institutional and awareness raising pillars, it is also deemed important to compile the main outputs and outcomes delivered under these two lines of action and incorporate them to the final report. The project team has already elaborated a draft document with a recount of the main achievements that could serve as the preliminary basis for this task.

It should be noted that in completing the results reporting, the Project team should be aware that there are various results / indicators that can be matched with European Union Results Framework (EUFR). In those cases, it would be important to provide a

thorough characterization of the result to enable the establishment of the link. The formulation of the indicators in the project logframe does not necessarily match the formulation in the EURF. Some of the indicators in the logframe combine various concepts, for example, “returnees provided with support (training of financial services) and started own business”. In those cases, it is deemed important to disaggregate the value which is required to report the EURF indicators. The following is a pre-identification of some of the indicators where the matching could be, a priori, possible.

- EURF 2.3. Number of smallholders reached with EU supported interventions aimed to increase their sustainable production, access to markets and/or security of land
- EURF 2.11 Number of direct jobs supported/sustained by the EU
- EURF 2.13 Number of beneficiaries with access to financial services with EU support: a) firms, b) individuals
- EURF 2.15 Number of people who have benefited from institution or workplace based VET/skills development interventions supported by the EU.
- EURF 2.17 Number of migrants, forcibly displaced people or individuals from host communities protected or assisted with EU support.
- EURF 2.18 Number of migration management or forced displacement strategies or policies a) developed/ revised, or b) under implementation with EU support.
- EUF 25 Number of government policies developed or revised with the participation of civil society organizations through EU support.

The level of priority for this recommendation is high and it should be implemented in the short-term. This recommendation can be regarded as a task for the ILO project team and no specific resources are needed for its implementation.

Addressed to	Priority	Resource	Timing
ILO	High	--	Short-term

**Recommendation 7: Compile and systematize lessons learned from the project and explore ways to disseminate them within the organization and across the region.** Migration Labour and reintegration in particular, represent relatively new areas of intervention for the organization and therefore the process of building the technical corpus of knowledge and expertise is still undergoing. It is therefore particularly important in this case to define the key lessons of what has been a relatively successful case and try to draw up a pattern for interventions in labour migration. The level of priority for this recommendation is medium and it should be implemented in the short-term. This recommendation can be regarded as a task for the ILO project team and no specific resources are needed for its implementation.

Addressed to	Priority	Resource	Timing
ILO	Medium	--	Short-term

**Recommendation 8: Reinforce the mechanisms of coordination with other organizations active in the sector, such as ARRA and IOM.** In particular, consider the possibility of developing a communication strategy around reintegration issues in partnership with these organizations. The level of priority for this recommendation is medium and it should be implemented in the medium-term. This recommendation can be regarded as a task for the ILO country teams and no specific resources are needed for its implementation.

Addressed to	Priority	Resource	Timing
ILO	Medium	--	Medium-term

### 139. 7.3 Recommendations for the ILO and its constituents

**Recommendation 9: Mobilize constituents and study alternatives to increase their involvement in reintegration issues:** In this line, it is believed that the project represents an opportunity for ILO and its constituents to reengage with some of the issues brought about by the Project and boost their respective programs. Both employers and unions could consider more in detail and based in their comparative advantages what their role in supporting reintegration processes could be. Moreover, the project has proved that the collaboration with certain sectors could be a very effective way to integrate returnees or members from vulnerable groups into the labour market. It is believed that the potential of this partnership has not been fully developed and there is room to explore more possibilities and design a more comprehensive and ambitious collaboration agreement. The level of priority for this recommendation is medium and it should be implemented in the medium-term. This recommendation can be regarded as a task for the ILO teams and no specific resources are needed for its implementation.

Addressed to	Priority	Resource	Timing
ILO and its constituents	Medium	--	Medium-term

**Recommendation 10: To study and operationalize new agreements for job placement in other sectors beyond horticulture and child care.** The evaluation team has learnt that job-placement opportunities were explored in the tourism industry, more specifically with the hotel sector, but eventually they did not materialize for different reasons. Beyond the importance of placing a few hundred returnees in job vacancies across the tourism industry, it seems important to institutionalize this practice of

identifying job placement opportunities and operationalize them via institutional agreements. The level of priority for this recommendation is medium and it should be implemented in the medium-term. This recommendation can be regarded as a task for the ILO teams and no specific resources are needed for its implementation.

Addressed to	Priority	Resource	Timing
ILO and its constituents	Medium	--	Medium-term

#### 7.4 Recommendations for the European Union and the community of donors

**Recommendation 11: Consider future intervention with focus on reintegration issues.** The project has represented a relatively successful experience to place reintegration issues on the country’s political agenda, but some areas are still in their early stages and might require further support from the international community to be consolidated. In some cases, the consolidation might demand a coordinated effort from the international community to engage in a political dialogue with the Ethiopian Government to take the process forward, but in other cases it might require specific technical and financial support via projects. It is not possible for the evaluation team at this point to indicate exactly which areas would need further support, the effective implementation of the Reintegration Directive is probably the guiding framework. The evaluation can, however, confirm that the experience has been a successful first step that deserves to be continued.

Addressed to	Priority	Resource	Timing
The European Union and the community of donors	--	--	--

140. **A final comment** under the section of recommendations to note that, since the implementation of the project has been completed, the evaluation team has considered that it was not useful to put forward recommendations to adjust the design or improve the strategy of implementation. It’s been understood that recommendations in this direction wouldn’t be practical at this stage. The evaluation has found, however, various issues related to the design and implementation that will be presented as Lessons Learned in the next section.

## SECTION IV: LESSONS LEARNED AND GOOD PRACTICES

### 8. Lessons learned

- (i) **Job-placement via comprehensive agreements with entities representing productive sectors in high demand of labour has proved to be a more effective way to get people into work than the star-up business alternative.** While in the latter, the job opportunity is a potential outcome, in the former the positions are waiting to be filled. As a drawback, it is usually argued that these productive sectors do not usually offer good working conditions and therefore, their contracts do not represent a durable solution for the returnees. There are obviously outstanding issues to be discussed in this regard but it is understood that an agreement where ILO is involved may well represent a chance to engage with the selected companies in a discussion about labour standards. Besides, it might be technically correct to say that the job-placement under these schemes do not necessarily represents a durable solution, but it is still a valid mechanism to facilitate the reintegration of many returnees particularly during the first stages after the return
- (ii) **Allocating the necessary time and resources for preparatory arrangements at the start of the project will eventually ease the implementation mechanisms and increase the quality of the services provided.** The implementation of a project involving such a variety of actors from different institutions and geographical areas usually requires some time at the start of the project to engage with the stakeholders (particularly at the grassroots level) in order to create a common understanding around the project and provide those that will be in charge of the implementation with the necessary technical and financial guidance to apply these processes later on.
- (iii) **The economic empowerment of returnees (and vulnerable groups in general) requires a more comprehensive approach and a longer cycle of intervention.** The provision of basic training and a small loan in market conditions is deemed to be insufficient to have a real impact on the livelihoods of the people. Generating economic opportunities requires a more thorough consideration of the Theory of Change for this particular component. The degree of vulnerability together with adverse conditions of the context should compel the project designers to search for more robust proposals.
- (iv) **The effectiveness and impact of the training processes both in entrepreneurship issues and professional skills depends on the rigor applied to screen the potential of the candidates and verify their future prospects of making a living using the content of the training.** Training programs are frequently designed upon the overoptimistic assumption that most of the trainees

are going to find opportunities to apply what they have been trained for. Besides, it should be recognized that the results-oriented approach usually place pressure on the project managers to reach more and more beneficiaries trained. Training can be presented as an achievement in itself since the participants are provided with new sets of skills and abilities that might be eventually able to use but it can be also a source of frustration for the participants and an inefficient way of using the resources available.

- (v) **A project involving so many stakeholders requires a robust and thorough internal communication strategy to keep partners and stakeholders aware of the products and services that have been delivered and are available.** The evaluation team has learned that the project developed a Facebook page that unfortunately did not meet this demand. According to the information received it did not received the number of visits that had been anticipated, which probably shows its inadequacy for this particular purpose. Everything indicates that at managerial level there is need to invest more time in publicizing those instruments complementing them with more direct communications such as a mailing list or the distribution of briefs.

## 9. Good Practices

- (i) **Establishing partnerships with productive sectors in high demand of labour.** This practice has proved to be very effective for the purpose of the job-placement of the returnees.
- (ii) **The Promotion of inter-sectorial action.** The effective implementation of policies to facilitate reintegration policies requires a combined and synchronised effort of the various different sectors: labour, social protection, economic development and micro-finances, among others
- (iii) **Constructing the processes from existing local resources.** Even when local institutions and programmes have significant weaknesses, seeking to strengthen those would represent an investment into the future and a guarantee that the Program is acting in accordance with local paces and priorities

**Annex I: ToR for the Evaluation**

**Terms of Reference  
for Independent Final Evaluation  
FINAL VERSION 25 JANUARY 2019**

Project Title	Support to the reintegration of returnees in Ethiopia
Project Code	ETH/15/01/ECC
Implementer	ILO CO for Djibouti, Ethiopia, Somalia, South Sudan and Sudan
Partners	MOLSA
Backstopping units	MIGRANT
Donor	European Union
Budget	Euros 5,000,000
Duration	2015 – Feb 2019 (50 months)
Type of Evaluation	Independent
Timing & Type of evaluation	January-February 2019 Final

## Background of the Project

Growing numbers of Ethiopians are leaving their home towns and villages in search of better opportunities abroad. According to the information from the Federal Ministry of Foreign Affairs (MoFA) of Ethiopia, more than 2 million Ethiopians are residing in North America, the Middle East, Australia and other African countries. The Middle East countries, especially the Kingdom of Saudi Arabia (KSA), have been the major destination for semi-skilled and unskilled Ethiopian migrants over the last three decades. These migrants were able to subsist themselves and remit money to their families back home. Though there were reported cases of abuse, exploitation and ill treatment of Ethiopian's and other domestic workers in KSA and other Middle East countries,

In November 2013, the Government of KSA (GoKSA) decided to expel all irregular migrants as part of the "Saudization" of the KSA labour market. As a result, between November 2013 and March 2014, more than 163,000 Ethiopian migrants were forcibly repatriated. Although the government of Ethiopia, together with other humanitarian actors has successfully managed the repatriation operation, the successful reintegration of returnees in the labour market remains largely unaddressed. A 2014 ILO assessment documented the range of challenges hindering returnees' reintegration, such as lack of financial support to initiate micro or small enterprises (92%); followed by lack of training (58.7%); lack of business development services (28.4%) and access to government services (41.2%). The main challenges for returnees to get access to credit and loan facilities are to meet the mandatory 20% deposit and to deposit for a minimum period of 6 months. Additionally, lack of work opportunities was seen to be a critical area where support is required. Furthermore, there are institutional, structural and coordination challenges within government and non-government institutions such as lack of clarity on mandate, responsibility, commitment and accountability of each stakeholder, as well as a mismatch between returnees' expectations and available resource/government capacity in the respective regions. In addition, many returnees also experience severe hardships during their stay and up on repatriation which caused them medical and psychological problems.

In order to address these challenges and support returnees to establish sustainable livelihood the ILO in close collaboration with MoLSA and other relevant stakeholders has implemented the 50 months project "Support to the reintegration of Returnees in Ethiopia". This project is part of a broader programme on improving labour migration management in Ethiopia, which aims at supporting the efforts of the Government of Ethiopia (GoE) and of stakeholders from Civil Society in improving migration management and reintegration. The ILO implemented the reintegration component of the broader programme, while MOLSA implemented the capacity building and awareness raising component.

The specific objective of the project is to provide improved reintegration assistance to Ethiopian migrants through a holistic and coherent economic and social empowerment approach, with a particular focus on vulnerable groups.

This objective should be achieved through the following results:

Result 1.1: Returnees and local vulnerable community members have been provided with needs-appropriate social support

Result 1.2: Training programmes that meet local economic opportunities and individuals' interest have been designed and delivered

Result 1.3: Returnees and local vulnerable community members have been provided with long-term socio-economic (re)integration support.

The project has reported the following achievements up to December 2018:  
2,962 returnees with special needs provided with psycho-social and medical support, shelters etc.

13,753 returnees got entrepreneurship, life skills & financial literacy training

11,201 returnees got vocational skills trainings based on their interest and demand;

3,006 returnees received loans from a loanable fund of ETB 63,750,000 (2,274,024 USD).

6,932 returnees have been provided with support and started their own business or got employment

64 Tigray BOLSA staffs in 52 woredas trained on PSS

Local level awareness raising programs focus on the consequences of irregular migration, creating welcoming environment for returnees and promotion of locally available opportunities produced. (IRCE, Radio, TV)

A Reintegration Directive, a legal document to reinforce the use of common methods and approaches in reintegration of returnees at the national level developed, endorsed and sensitized

405 TVET teachers and BoLSA and MSE experts at federal and regional level capacity strengthened

Reintegration background report and package developed

Various researches undertaken to increase the knowledge base

A standardized entrepreneurship and motivational skills training manual developed

The revised SIYB training modules namely Generate Your Business Idea (GYB), Start Your Business (SYB) and Improve Your Business (IYB) translated into Amharic

Standardized ten short term skills training modules on income generation activities developed

SIRA App developed to link employers with job seekers (returnees)

#### Link to the Decent Work Country

The project supports the realization of the DWCP Outcome 128: Strengthened capacity of institutions to develop entrepreneurship programme to provide services to MSEs, cooperatives and youth and 155: Improved management of labour migration and reduction of irregular migration and P& B 2018-19 Outcome 9 Fair and effective labour migration governance and Outcome 4: Promoting sustainable enterprises.

#### Project Management Arrangement

The project is managed by a Chief Technical Advisor (CTA) based in the project Office in Addis Ababa and reports to the director of the ILO CO for Djibouti,

Ethiopia, Somalia, South Sudan and Sudan. The project is technically backstopped by MIGRANT, ILO HQ, and Geneva. Other relevant units in the ILO such as Social Finance, COOP, SKILLS and ENTERPRISE are also providing support on technical matters.

The CTA is supported by three National Project Coordinators and Admin and Finance Assistance based in the project Office in Addis Ababa. A National & Regional Project Steering Committee provides strategic guidance to the implementation of the project comprising highest government officials from Ministry of Labour & Social Affairs (MOLSA), the Technical and Vocational Education and Training Agency (TVET) of the Ministry of Education, Federal Micro & Small Enterprise Development Agency (FEMSEDA), and its regional counterparts from Amhara, Oromia and Tigray, as well as EU and social partners (Ethiopian Employers' Federation (EEF) and Confederation of Ethiopian Trade Unions (CETU)). In addition, a Technical Working Group (TWG) comprising experts from the same offices has been established to provide technical guidance to the day to day implementation of the project.

## Evaluation background

ILO considers evaluation as an integral part of the implementation of technical cooperation activities. As per ILO evaluation policy and procedures all programmes and projects with a budget between of USD 5 million + must have to go through two independent evaluations. Both evaluations are managed by an ILO certified evaluation manager and implemented by independent evaluators.

The evaluation in ILO is for the purpose of accountability, learning and planning and building knowledge. It 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.

The project has been subjected in November 2017 to an independent mid-term evaluation.

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”.

## Purpose of the Evaluation

The overall purpose of the independent final evaluation is to promote accountability and strengthen learning among the ILO and key stakeholders.

The specific objectives of the evaluation are to;

Assess the extent to which the project has achieved its stated objective and expected results regarding men and women, while identifying the supporting factors and constraints that have led to them, including implementation modalities chosen; and partnership arrangements

Identify unexpected positive and negative results of the project

Assess the extent to which the project outcomes will be sustainable  
Establish the relevance of the project design and implementation strategy in relation to the ILO, UN, SDGs, EU and national development frameworks (i.e. SDGs and UNDAF)  
Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes  
Identify lessons learned and good practices to inform the key stakeholders (i.e. national stakeholders, the donor and ILO) for future similar interventions

### Scope of the Evaluation

The final evaluation will focus on the whole implementation period of the project, assessing all the results and key outputs that have been produced since the start of the project. The geographical scope will cover three regions namely Tigray, Amhara and Oromia where the project has carried out its direct interventions.

The evaluation will follow the OECD-DAC framework and principles for evaluation. For all practical purposes, this ToR and ILO Evaluation policies and guidelines<sup>11</sup> define the overall scope of this evaluation. Recommendations, emerging from the evaluation, should be strongly linked to the findings of the evaluation and should provide clear guidance to stakeholders on how they can address them.

The evaluation will integrate gender equality as 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.

### Clients

The primary client for this evaluation are the Government of Ethiopia and national constituencies and implementing partners, the EU as the donor and the International Labour Organization (ILO).

In the ILO the staff involved in the project (project staff, ILO departments at HQ, the technical backstopping department and the Regional Office for Africa (ROAF)) will use the findings of the report to continuing working in this thematic and related areas.

### Evaluation criteria and questions

The evaluation will cover the following evaluation criteria  
relevance and strategic fit,  
validity of design,  
project effectiveness,  
efficiency,

impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation<sup>12</sup>.

The evaluation will be conducted following UN evaluation standards and norms and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC).

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/ objectives of the project using as a central but the only one the indicators in the logical framework of the project.

The evaluation should address the questions below. Other aspects can be added as identified by the evaluator in accordance with the given purpose and in consultation with the evaluation manager. Any fundamental changes to the evaluation criteria and questions should be agreed between the evaluation manager and the evaluator, and reflected in the inception report.

#### Key Evaluation Questions

The evaluator shall examine the following key issues:

Relevance and strategic fit,

Is the project relevant and coherent to the related government's strategy, policies and plans, the DWCP of Ethiopia, UNDAF and SDGs and the EU policy on the subject?

Is the project relevant to the felt needs of the men and women beneficiaries?

How well the project complements and fits with other ongoing ILO and other organizations programmes and projects in the country.

#### Validity of design

Has the design clearly defined outcomes, outputs and performance indicators with quantitative and/or qualitative baselines and targets?

Was the project design realistic?

Did the project design include an integrated and appropriate strategy for sustainability?

Has the project addressed gender issues in the project document?

Were any lessons learned from previous pilot projects considered in the design and implementation of the project?

#### Project effectiveness

To what extent has the project achieved its objective.

Has this been done through the planned outputs or new unplanned ones have been included, why and how effective have been these adjustments?

Has the project successfully built or strengthened an enabling environment (systems, policies, people's attitudes, etc.)?

Which have been the main contributing and challenging factors towards project's success in attaining its objectives and their targets?

What, if any, unintended results of the project have been identified or perceived?

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<sup>12</sup> ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations 3<sup>rd</sup> edition , 2017

How gender, social dialogue, international standards and tripartism have been taken into account to increase project effectiveness

#### Efficiency of resource use

How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?

Have the activities been cost efficient regarding project outputs?

To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?

#### Effectiveness of management arrangements

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

Assess if the management and governance arrangement of the project contributed to facilitate the project implementation

Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders, including the donors to achieve the project results?

Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Addis CO and Abidjan-ROAF) and the responsible technical units (MIGRANT ENTERPRISE, COOP, Social Finance) in Headquarters?

#### Impact orientation and sustainability

To what extent there is evidence of positive real changes in the life of the ultimate men and women project beneficiaries linked to the project contribution?

To what extent there is evidence of positive change at local, regional and federal levels due to project contribution?

Assess whether project outcomes are sustainable after the project funding and technical support have finished. Identify the steps that have been taken to enhance it.

#### Methodology

The evaluation will be carried out through a desk review, Skype interviews with ILO relevant officers in HQ, Abidjan and the donor; and field visit to the project sites in Ethiopia that will cover consultations with the government, employers and workers organizations, implementing partners, beneficiaries and other key stakeholders.

The evaluation will be implemented through a consultative and transparent approach and made use of the following methods and tools: (i) a desk review of literature, (ii) semi-structured interviews with key informants and stakeholders; (iii) focus discussions with women and men beneficiaries of the project and other relevant stakeholders a appropriate; (iv) direct observation during field visits and (vii) validation workshop on preliminary findings, conclusions and recommendations with all key stakeholders at the end of the field work, including tripartite partners, implementation agencies, ILO relevant officers and donors, in Ethiopia and a debriefing with the project team.

### Desk review

A desk review will analyze project and other documentation including the approved logframe, implementation plan, annual reports project deliverables and other relevant documents. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. The desk review will include briefing interviews with the project team and the donor.

This will be reflected in the Inception report that will translate the TORs in an operational work plan. The Inception report will be reviewed and approved by the evaluation manager prior to the field work phase.

### Field work

The evaluation team will undertake group and/or individual discussions with project staff in Addis Ababa, including the project staff of other ILO projects, and ILO staff responsible for financial, administrative and technical backstopping of the project. An indicative list of persons to be interviewed will be prepared by the CTA in consultation with the Evaluation Manager.

A first meeting will be held with the ILO CO Director for Djibouti, Ethiopia, Somalia South Sudan and Sudan and with the Project Team. After that, the evaluator will meet relevant stakeholders including social partners, MoLSA, Federal UJCFSA and their regional counterparts, regional TVET and MFI to examine the delivery of outputs at local level and achieved expected and unexpected outcomes. Moreover, list of beneficiaries will be provided by the project for selection of appropriate sample respondents by the evaluator

The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider may include:

- Locations with successful and less or unsuccessful results (from the perception of key stakeholders and the progress reports). The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained
- Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions.
- Locations next to and not so close to main roads (accessibility)

A Stakeholders workshop in Addis will be organized to validate findings and complete data gaps with key stakeholders, ILO staff and representatives of the donor.

The evaluation team will be responsible for organizing the technical aspects of workshop. The identification of the participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader.

After the workshop debriefing to the ILO Director of CO Addis and the project team will take place.

### Draft Report

After the field work, the evaluation team will develop a draft evaluation report (see Deliverables below for the report outline 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 evaluation team. The project will translate the report into national languages, if necessary, for submission to stakeholders in the countries.

#### Final report

The evaluation team will finalize and submit the final report to the evaluation manager in line with EVAL Checklist 5<sup>13</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>14</sup>.

The evaluation manager will review the final version and submit to EVAL for final review. The evaluation report will be distributed to the key stakeholders to ensure enhance learning. The final evaluation report, good practices and lessons learned will be storage and broadly disseminated through the EVAL's database<sup>15</sup> as to provide easy access to all development partners, to reach target audiences and to maximise the benefits of the evaluation.

Sources of information for the desk review:

#### ILO Evaluation guidelines and templates

Project documents including the revised log frame, indicators, target and work plans

Technical Progress reports

Project deliverables

Researches and operational assessments commissioned by the project

Consultations will be held with:

Implementing partners (HQ and country level)

Direct beneficiaries of the project

National/district Government officials including BOLSA, RFUJCFSA, TVET agencies and institutes, MFI, CSO and Private sector

Employers' and workers' organizations

Civil Society Organizations/NGOs working with the project

Private sector working with the project

Donors

Project staff

ILO HQ and CO-Addis Ababa (including related projects)

Deliverables

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<sup>13</sup> *Opus cit.*

<sup>14</sup> [EVAL Checklist 6: Rating the quality of evaluation reports.](#)

<sup>15</sup> [ILO i-eval Discovery.](#)

Inception report (with detailed work plan and data collection instruments) following ILO EVAL Checklist 3 , the report should include:

Description of the evaluation methodology and instruments to be used in sampling, data collection and analysis and the data collection plan mentioned above.

Guide questions for questionnaires and focus group discussions;

Detailed fieldwork plan for the three regions should be developed in consultation with the Evaluation Manager and project team;

Agenda for the stakeholders' workshop

The proposed report outline.

2. A draft and a final versions of evaluation report in English (maximum 30 pages plus annexes) as per the following proposed structure:

Cover page with key project and evaluation data

Executive Summary

Acronyms

Description of the project

Purpose, scope and clients of the evaluation

Methodology and limitations

Clearly identified findings for each criterion or per objective

Conclusions

Recommendations (i.e. for the different key stakeholders)

Lessons learned and good practices

Annexes:

- TOR

-Inception report

- List of people interviewed

- Schedule of the field work

-Documents reviewed

- Data Table on Project targets as per Project logical framework targets

3. ILO templates for the Executive summary, Lessons learned and Good practices completed.

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.

Management arrangements, work plan & time frame

The team leader evaluator will report to the evaluation manager Mr. Ricardo Furman, with whom he/she should discuss any technical and methodological matters. The evaluation manager will supervise the evaluation team. The final approval of the report will be by EVAL.

The evaluation will be carried out with full logistical and administrative support of the ILO Office in Addis.

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

The first draft of the report will be circulated to all partners for a two weeks review. Comments from stakeholders will be presented to the evaluator by the evaluation manager for its integration into the final reports as appropriate or to document why a comment has not been included.

#### Evaluation team - Composition of evaluation team

The evaluation team will consist of one international evaluation consultant and one independent national consultant. The international consultant will be the team leader and will have responsibility for the evaluation report. He/she will be a highly qualified senior evaluation specialist with extensive experience on conducting independent evaluations and ideally also well versed on the project thematic area. The national consultant will have particular experience in the project work area. The evaluation team will agree on the distribution of work and schedule for the evaluation and stakeholders to consult.

#### Evaluation Timetable and Schedule

The timetable is as follows:

The evaluation will be conducted between in February-March 2019.

### Team Leader and National Consultant proposed work days

Phase	Responsible Person	Tasks	No of days		Dates
			TL	NC	
I	Evaluation team leader	Briefing with the evaluation manager, the project team and the donor Desk Review of programme related documents Telephone briefing with ILO stakeholders Inception report	5	3	Jan 28 <sup>th</sup> - Feb 1 <sup>st</sup>
II	Evaluation team with organisational support from ILO CO-Addis Ababa	In-country for consultations with programme staff Field visits Interviews with projects staff, partners and beneficiaries Stakeholders workshop for sharing of preliminary findings Debriefing with the CO- Addis Ababa	10	10	Feb 11 <sup>th</sup> – 22 <sup>nd</sup>
III	Evaluation team	Draft report based on consultations from field visits and desk review and the stakeholders’ workshop	5	2	Feb 24 <sup>th</sup> - 28 <sup>th</sup>
IV	Evaluation Manager	Quality check and initial review by Evaluation Manager Circulate draft report to stakeholders Consolidate comments of stakeholders and send to team leader	0	0	March 4 <sup>th</sup> - 15 <sup>th</sup>
V	Evaluation team leader	Finalize the report including explanations on why comments were not included	2	1	March 20 <sup>th</sup> - 21 <sup>st</sup>
TOTAL			22	16	

TL: Team leader      NC: National consultant

### Responsibilities and profile of the Evaluation Team

For the international evaluator and team leader:

Responsibilities	Profile
Desk review of programme documents Briefing with ILO/Evaluation Manager Development of the evaluation instrument Telephone interviews with ILO and EU Undertake Interviews with stakeholders and key informants Undertake field visits in projects areas Facilitate stakeholders workshop Draft evaluation report Finalise evaluation report	<u>Not have been involved in the project.</u> Relevant background in social and/or economic development or other related field. 7 years’ experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. Experience in evaluations in the UN system or other international context as team leader Relevant experience in the region in migration and/or reintegration will be an assets Demonstrated ability to deliver quality results within strict deadlines. Fluency in English is essential Experience facilitating workshops for evaluation findings.

For the National consultant:

Responsibilities	Profile
<p>Desk review of programme documents</p> <p>Contribute to the development of the evaluation instrument</p> <p>Organize interviews of stakeholders and field visits in the country</p> <p>Provide or facilitate translation and interpretation as required</p> <p>Co- facilitate Interviews with stakeholders and key informants</p> <p>Co-facilitate stakeholder workshop (under the team leader leadership)</p> <p>Contribute to the evaluation report through systematizing data collected and providing analytical inputs</p> <p>Others as required by the team leader</p>	<p><u>Not have been involved in the project.</u></p> <p>Relevant background in country social and/or economic development or other relevant field.</p> <p>5 years' of experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects.</p> <p>Relevant country experience, preferably prior working experience in migration, reintegration and employment.</p> <p>Experience in facilitating workshops for evaluation findings.</p> <p>Fluency in English</p> <p>Knowledge of local languages in the field visit areas would be preferred</p> <p>Experience in the UN system or similar international development experience desirable.</p>

## RESOURCES

Estimated resource requirements:

Team leader: 22 days of honorarium, travel to Addis Ababa and project target areas including flights and DSA days according to ILO policy

National consultant: 16 days of honorarium, travel to the project target areas including flights if necessary and DSA days according to ILO policy

Local transportation in the project areas

Stakeholders' workshop

LOGFRAME MATRIX				
	Project description	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Overall objective	To improve labour migration governance in Ethiopia and efficiently and effectively assist returned migrant workers in accessing productive employment and decent work.			
Project purpose (Specific objectives)	SO1: Improved reintegration assistance to Ethiopian migrants through a holistic and coherent economic and social empowerment approach, with a particular focus on vulnerable groups	-Percentage increase in employment and economic opportunities created in the target woredas  -7000 returnees and local vulnerable communities provided with support (entrepreneurial, skills, business development support and access to finance) that have started their own businesses and /or got employment	Government and NGOs reports Project progress reports Official Statistics Mid Term Review and Evaluation report Survey  <i>Frequency: midterm and final evaluation</i> <i>Who: ILO, EU, implementing partners</i>	Continued governments commitment in the reintegration effort and that the migrants are still within the reach of the government at the regional level.
Expected results	ER1 Result 1.1: Returnees have been provided with appropriate social support based on their needs  Result 1.2: Training programmes that meet local economic opportunities have been designed and delivered  Result 1.3: Returnees and local	3 000 vulnerable returnees have been referred to appropriate services during the life cycle of the project (i.e. shelter, medical services, psycho-social counselling)  20 000 returnees and local vulnerable community members have acquired knowledge on technical and/or financial skills and/or business development services (BDS) by the end of the project 8000 returnees and local vulnerable community members have received	Project report, monitoring and supervision. Monthly reports by implementing NGOs. Interviews and focus group discussion. Government report Survey  <i>Frequency: midterm and final evaluation</i>  <i>Who: MoLSA , EU, Implementing partners</i>	Good co-operation is established between the implementing partners and the various partners involved in the implementation of this result area.  NGOs, local authorities, local communities and other entities involved, remain committed to

	vulnerable community members have been provided with long-term socio-economic reintegration support	<p>technical and vocational training</p> <p>15300 returnees and local vulnerable community members have received entrepreneurship, motivational and financial and managerial training</p> <p>3,800 returnees and local vulnerable community members have received access to credit services from financial institutions;</p>		achieving this result area.
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Annex I Logical framework (adjusted January 2019)

## Annex II. All relevant ILO evaluation guidelines and standard templates

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 II. Evaluation Matrix

### MATRIX WITH THE EVALUATION CRITERIA AND QUESTIONS

Relevance and strategic fit				
Criteria	Key questions	Sub-question / Indicators	Tools to be applied	Stakeholders involved
Relevance & strategic fit	1. Is the project relevant and coherent to the related government's strategy, policies and plans, the DWCP of Ethiopia, UNDAF and SDGs and the EU policy on the subject?	<p>References /examples of connections, links, synergies and interactions with government's strategy, policies and plans the DWCP of Ethiopia, UNDAF and SDGs and the EU policy in the country.</p> <p>Stakeholders clearly endorse alignment of the project with main policies and plans being implemented in the country.</p> <p>Actions promoted by the project correspond to the capacities of the institutions and partners involved. Stakeholders met conditions in terms of skills, commitment, etc.</p> <p>Examples of corrective actions taken to adapt to the capabilities of the parties</p>	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Documental review of project docs, national plans, etc.</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq, Regional &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> </ul>

National /local institutions show ownership and commitment towards the project actions  
 Examples of existing local capabilities (institutional knowledge, networks, etc.) which has been incorporated to the project

Relevance & strategic fit

2. Is the project relevant to the felt needs of the men and women beneficiaries?

Presence of diagnosis exercises as part of the project design and planification process. Variety and quality of other exercises carried out to identify specific needs and target groups

The diagnosis is agreed by most of the stakeholders and representatives of the target groups as according to their needs

Presence of mechanisms to update the diagnosis and identify possible changes in the scale of priorities or adaptations to the needs of the target groups

The Project document contains a thorough and argumentative analysis of alternatives

There is a consistent rationale that justifies the project options.

- Semi-structured in-depth Interviews (face to face or Skype) with stakeholders
- Documental review of project docs, national plans, etc.
- Focus groups
- Written Questionnaire or Mini-survey
- ILO Staff (Hq, Regional & Country Offices)
- National Stakeholders
- Project staff (managers and technicians)
- Representatives of target groups.

		Coherence between the diagnosis main elements and the project design		
		Degree of consensus/ satisfaction among beneficiaries with regard to the appropriateness of the project goals, results and activities proposed.		
Relevance & strategic fit	3. How well the project complements and fits with other ongoing ILO and other organizations programmes and projects in the country.	Examples of actual complementarities with other ILO programmes.  Consensus among stakeholders about consistency and complementarity between ILO programmes. Presence and frequency of interaction between officers of HQ, Regional and Country programs.	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Documental review of project docs and other ILO strategies, programmes, etc.</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq, Regional &amp; Country Offices)</li> </ul>

#### Validity of Design

Validity of Design	4.- Has the design clearly defined outcomes, outputs and performance indicators with qualitative and /or qualitative baseline and targets	There is a clear accumulative logic between outputs, outcomes and impact.  Indicators have been formulated in a precise manner and correspond to their level in the chain of results. Clear identification and differentiation of outputs and outcomes	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Documental review</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq, Regional &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> </ul>
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		Availability of baseline values and targets for both quantitative and qualitative indicators		•
		Indicators meet SMART criteria at the different level.		
		Judicious combination of quantitative and qualitative indicators.		
Design	5.- Was the project design realistic	Objectives are deemed to be realistic and achievable by most of the stakeholders	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire</li> <li>• Online Mini-survey</li> <li>• Documental review</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq, Regional &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> <li>• Representatives of target groups.</li> </ul>
		Degree of consensus around the Theory of Change (ToC). Managers and project technicians show a good understanding of the ToC		
		Presence of mechanisms to update the ToC and the project activities. Examples of adaptations or changes linked to the ongoing analysis and regular reviews		
		Assessment on the appropriateness of the schedule and resources allocated.		

Activities included in the logFrame are deemed consistent and logical for obtaining the project outputs.

Regular identification of factors that affect the implementation of recommendations, lessons learned and good practices.

No scenario very likely to occur has been ignored by the Project Document (PRODOC).

Degree of satisfaction among stakeholders and target groups about the project's ability to adapt to changing and / or unforeseen situations.

Validity of Design

6.- Did the project design include an integrated and appropriate strategy for sustainability?

Presence of an analysis where the sustainability factors have been identified.

Examples of measures adopted, or instruments applied from the outset of the project to manage sustainability

- Semi-structured in-depth Interviews (face to face or Skype) with stakeholders
- Written Questionnaire
- Online Mini-survey
- ILO Staff (Hq, Regional & Country Offices)
- National Stakeholders
- Project staff (managers and technicians)

Validity of design	7 – Has the project design addressed gender issues in the project document?	<p>Managers and staff members show a common understanding around the sustainability factors</p> <p>Consensus around the consideration of gender issues during the design (needs assessment, specific actions etc.)</p> <p>Application of tools for this particular purpose. Assessment of these tools.</p> <p>Examples of indicators addressing gender concerns.</p> <p>Possible gaps in the generation of information concerning gender issues (No major gaps are found)</p> <p>Sex data disaggregation has been anticipated.</p> <p>Degree of consensus around level of data disaggregation.</p> <p>Degree of consensus among the different stakeholders around the quality of the analysis and instruments used as part of the gender approach</p>	<ul style="list-style-type: none"> <li>• Documental review</li> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire or Mini-survey.</li> <li>• Focus groups</li> <li>• Documental review</li> </ul>	<ul style="list-style-type: none"> <li>• Representatives of target groups.</li> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> <li>• Representatives of target groups.</li> </ul>
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Validity of design	8.- Were any lessons learned from previous pilot projects considered in the design and implementation of the project?	Examples of previous experiences used as building blocks for the design of the project.  Consensus around the coherence of the project with regard to previous ILO interventions	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire or Mini-survey</li> <li>• Documental review</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> </ul>
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<b>Project effectiveness</b>				
<b>Criteria</b>	<b>Key questions</b>	<b>Sub-question / Indicators</b>	<b>Tools to be applied</b>	<b>Stakeholders involved</b>
Project effectiveness	9.- To what extent the project has achieved its objective?	<p>Verification of the Logframe indicators and /or Monitoring Performing Plan</p> <p>Perception of the stakeholders on achievement and delivering results</p> <p>Percentage of project outputs delivered on time (Comparison with the project Logframe)</p>	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire or Mini-survey</li> <li>• Documental review</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> <li>• Representatives of target groups.</li> </ul>

Quality of the products and services delivered according to the stakeholder's perception.

Deviations in the program of activities, schedule, budget, etc.. are deemed not relevant

Main factors affecting the delivery of products and services (positively or negatively) have been identified.

10.- Has this been done through the planned outputs or new unplanned ones have been included, why and how effective have been these adjustments?

Examples of innovative practices and new techniques applied to enhance the project effectiveness.

Examples of corrective measures adopted to adapt the tools, techniques, etc. and overcome unexpected situations.

Degree of satisfaction among stakeholders and target groups about the program's ability to adapt to changing and /or unforeseen situations.

- Semi-structured in-depth Interviews (face to face or Skype) with stakeholders
- Written Questionnaire or Mini-survey
- Documental review
- ILO Staff (Hq & Country Offices)
- National Stakeholders
- Project staff (managers and technicians)
- Representatives of target groups.
-

Project effectiveness	11.- Has the project successfully built or strengthened an enabling environment? (Systems, policies, peoples attitudes)	Mechanisms to draw lessons from experience are in place and lessons learn are available.	Examples models, mechanisms, changes in procedures, systems that can be reasonably be presented as outcomes of the project.	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire or Mini-survey</li> <li>• Documental review</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> </ul>
	Examples of increase in knowledge about migration dynamics	<ul style="list-style-type: none"> <li>•</li> </ul>			
	Examples of engagement in the design and delivery of new products, services, etc. Inputs provided to the policy level	<ul style="list-style-type: none"> <li>•</li> </ul>			
	Joint structures and/or activities created or carried out upon the project actions				
	Examples of synergies and interactions with local programs or institutions.				
	Examples of consortia, agreements of collaboration, alliances established to expand the project impact.				

Examples of applications and effects of the projects' outputs in sector wide policies

Number and characterization of cases with potential for replication and expansion.

Interest and motivation shown by the CSO and the Non state sector to developed programs in the area of migration

Examples of innovative practices triggered by the project activities

Project effectiveness

12.- Which have been the main contributing and challenging factors towards the project success in attaining its objective and their targets?

Examples of dysfunctionalities, bottlenecks, etc. in the operational structure that have been identified and corrected by project managers

Consensus around strengths and weaknesses of the operational structure among stakeholders

Factors identified in the narrative reports as obstacles encountered

- Semi-structured in-depth Interviews (face to face or Skype) with stakeholders
- Written Questionnaire or Mini-survey
- Documental review

- ILO Staff (Hq & Country Offices)
- National Stakeholders
- Project staff (managers and technicians)
- Representatives of target groups.
-

Project effectiveness	13.- What, if any unintended results of the project have been identified or perceived?	<p>during the implementation and delivery of services.</p> <p>Results either positive or negative put forward by stakeholder and substantiated with examples.</p>	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire or Mini-survey</li> <li>• Documental review</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> <li>• Representatives of target groups.</li> <li>•</li> </ul>
Project effectiveness	14.- How gender, social dialogue, international standards and tripartism have been considered to increase project effectiveness?	<p>Examples put forward by stakeholders of how the project have use specific ILOs guidelines and know how to enhance the project results.</p> <p>Presence / Participation / visibility of ILO constituents in projects actions.</p> <p>Perception by main stakeholders of how ILO's mandate has been upheld during the implementation process</p>	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire or Mini-survey</li> <li>• Documental review</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders with focus on the ILO constituents</li> <li>• Project staff (managers and technicians)</li> </ul>
<b>Efficiency on resource use</b>				
	15.- How efficiently have resources (human resources, time, expertise, funds etc.) been	Guidelines are available and / or formal procedures for the procurement of goods and services.	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> </ul>

allocated and used to provide the necessary support and to achieve the broader project objectives?

16.- Have the activities been cost efficient regarding project outputs?

17.- To what extent are the disbursements and project expenditures in line with expected budgetary plans? Why yes and why not?

The resources have been available in a timely and appropriate manner

No significant delays have occurred in the implementation of the activities.

There are mechanisms to monitor the inputs in a regular manner.

Prices of goods and services used by the project correspond to the standards of global / local market

Examples in which the optimization of benefits (synergies and complementarities with other actions) are shown

There are mechanisms in place to ensure transparency (Committees, system reports, audits, etc.).

Balanced and justified budget lines

Examples of decisions or corrective measures adopted during execution to improve the project performance.

Skype) with stakeholders

- Written Questionnaire or Mini-survey
- Documental review

- National Stakeholders
- Project staff (managers and technicians)
- Representatives of target groups.

Budget execution according to plan  
(%)

**Effectiveness of management arrangements**

<b>Criteria</b>	<b>Key questions</b>	<b>Sub-question / Indicators</b>	<b>Tools to be applied</b>	<b>Stakeholders involved</b>
Effectiveness of management arrangements	17.- Have the available technical and financial resources been adequate to fulfil the project plans	<p>The profiles of human resources hired are deemed adequate to perform the different tasks.</p> <p>Stakeholders participating in the project met conditions in terms of skills, experience, commitment, etc.</p> <p>The resources have been available in a timely and appropriate manner</p> <p>Degree of consensus around the budget adequacy to achieve the expected results. Examples of measures taken to align the budget with the expected objectives</p>	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire or Mini-survey</li> <li>• Documental review</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> <li>• Representatives of target groups.</li> <li>•</li> </ul>

Effectiveness of management arrangements	18.- Assess how the management and governance arrangement of the project contributed and facilitated the project implementation	<p>Degree of satisfaction among the stakeholders around the functionality of the governance structure.</p> <p>Presence of mechanisms to assess internal performance and identify corrective measures</p> <p>Examples of dysfunctionalities, bottlenecks, etc. in the operational structure that have been identified and corrected by project managers</p> <p>Consensus around strengths and weaknesses of the operational structure among stakeholders.</p>	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire or Mini-survey</li> <li>• Documental review</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> <li>• Representatives of target groups.</li> <li>•</li> </ul>
Effectiveness of management arrangements	19.- Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders, including the donors to achieve the project results?	<p>Assessment of the mechanisms put in place to incorporate the views of other partners.</p> <p>Examples of synergies, collaborations with other programs.</p> <p>Mechanisms in place to analyze complementarities and possibilities of further joint actions.</p>	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire or Mini-survey</li> <li>• Documental review</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> <li>•</li> </ul>

Assessment of the regional authorities concerning the cooperation and complementarity with the project. Examples in one or the other direction.

Effectiveness of management arrangements	20.- Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Addis CO and Abidjan-ROAF) and the responsible technical units (MIGRANT ENTERPRISE, COOP, Social Finance) in Headquarters?	<p>Examples of support provided by other ILKO units and departmente</p> <p>Regular mechanism of communication are in place.</p> <p>Degree of satisfaction expressed by project managers and technicians about the back-up support provided by ILO specialized units</p>	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Documental review</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> </ul>
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### Impact orientation and sustainability

<b>Criteria</b>	<b>Key questions</b>	<b>Sub-question / Indicators</b>	<b>Tools to be applied</b>	<b>Stakeholders involved</b>
Potential Impact	21.- To what extent there is evidence of positive real changes in the life of the ultimate men and women project beneficiaries linked to the project contribution?	<p>Examples of catalytic effects appreciated by the stakeholders and verified by the evaluation team.</p> <p>Examples of improvements in the welfare of the target groups.</p>	<ul style="list-style-type: none"> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> </ul>

Potential Impact	22.- To what extent there is evidence of positive change at local, regional and federal levels due to project contribution?	<p>Improvement in the capacity of service providers</p> <p>Examples models, mechanisms, changes in procedures, systems that can be reasonably be presented as outcomes of the project.</p> <p>Examples of areas that have not been properly reached by the programme that could be expanded further</p> <p>Future scenarios to embed the project outputs into policies and existing routines of national institutions</p> <p>Understanding by stakeholders around the sustainability strategy.</p> <p>There are commitments and partnerships established with local authorities or other partners</p> <p>There are examples of local institutions or other actors in the</p>	<ul style="list-style-type: none"> <li>• Written Questionnaire or Mini-survey</li> <li>• Documental review</li> <li>• Semi-structured in-depth Interviews (face to face or Skype) with stakeholders</li> <li>• Written Questionnaire or Mini-survey</li> <li>• Documental review</li> </ul>	<ul style="list-style-type: none"> <li>• Project staff (managers and technicians)</li> <li>• Representatives of target groups.</li> <li>•</li> <li>• ILO Staff (Hq &amp; Country Offices)</li> <li>• National Stakeholders</li> <li>• Project staff (managers and technicians)</li> <li>• Representatives of target groups.</li> </ul>
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garment industry that incorporate BW component to their action plans

Perception of different actors about the prospects of integration of program effects on public policy

Presence of an exit or follow-up strategy. Assessment of the components of this strategy.

There is responsiveness on the part of the national stakeholders to the proposals initiated by the BW Project

23.- Have the stakeholders identified potential impacts of the program particularly at global level?

Examples of the dynamics triggered by the project outputs, in particular the Reintegration Package.

Examples of decisions adopted by the GoE to develop a more comprehensive migration policy.

- Semi-structured in-depth Interviews (face to face or Skype) with stakeholders
- Written Questionnaire or Mini-survey
- Documental review
- 
- ILO Staff (Hq & Country Offices)
- National Stakeholders
- Project staff (managers and technicians)
- Representatives of target groups.
-

## **Annex III: Interview Checklists**

### **FINAL EVALUATION OF THE PROJECT “SUPPORT TO THE REINTEGRATION OF ETHIOPIAN RETURNEES”**

#### **GUIDE – NOTES FOR INTERVIEWS WITH REPRESENTATIVES OF National and Regional Stakeholders: Ministries, Federal Agencies and Regional Bureaus (MoLSA, MoA, FUJCFSA, Regional UJCFSA, Regional BOLSA, TVET, etc.), Unions, MFIs, and Donors.**

##### **Introductory questions:**

Name:

Position of the interviewed person:

Time in that position:

Experience/knowledge of ILO project and involvement in the program:

Establish level of participation in the program:

##### **Relevance and Strategic fit:**

- Can you explain the relevance and coherence of project activities to the related government's strategy, policies and plans; the DWCP of Ethiopia; UNDAF; SDGs; other ongoing ILO and organization programs? Can you mention examples of integration?
- Does the project address the felt needs of men and women beneficiaries?

##### **Validity of design**

- What is your general assessment on the program objectives and design: strengths and weaknesses, possible gaps, constraints, drawbacks, etc.?
- Has the design clearly defined outcomes, outputs and performance indicators with quantitative and/or qualitative baselines and targets?
- Was the project design realistic? What is your assessment with regard to the participation of your institution in the diagnosis and project design?
- Did the project design include an integrated and appropriate strategy for sustainability?
- Has the project addressed gender issues in the project document?
- Were any lessons learned from previous pilot projects considered in the design and implementation of the project?

##### **Project effectiveness**

- To what extent has the project achieved its objective in terms of capacity building for your institution; inputs for policies; awareness about the needs of returnees at community and institutional level; engagement in education; economic empowerment of returnees communities; regulatory framework; data and knowledge about returnees issues; and models of intervention for returnees issue?
- Has this been done through the planned outputs or new ones have been included, why and how effective these have been?
- Which have been the main contributing and challenging factors towards project's success in attaining its targets?

- What, if any, unintended results of the project have been identified or perceived?
- How gender, social dialogue, international standards and tripartism have been taken into account to increase project effectiveness?

#### **Efficiency of resource use**

- How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
- To what extent are the disbursements and project expenditures in line with expected budgetary plans?

#### **Effectiveness of management arrangements**

- Have the available technical and financial resources been adequate to fulfil the project plans?
- Does the management and governance arrangement of the project contributed to facilitate the project implementation? How do you see the co-ordination structures?
- Has the project created good relationship and cooperation with relevant national, regional and local level government authorities and other relevant stakeholders, including the donors to achieve project results? Were there problems during implementation and what are they? How do you evaluate the performance of the partnership?
- Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field (Addis CO and Abidjan-ROAF) and the responsible technical units (MIGRANT) in headquarters?

#### **Impact orientation and sustainability**

- To what extent there is evidence of positive changes in the life of the ultimate men and women project beneficiaries?
- Are project outcomes sustainable and can you identify steps that have been taken to enhance it?
- Was there ownership, prospects of continuation of project activities by other programs, commitments, and leverage of funding? What are the main constrains in this regard?

**FINAL EVALUATION OF THE PROJECT  
“SUPPORT TO THE REINTEGRATION OF ETHIOPIAN RETURNEES”**

**GUIDE – TOPICS FOR PROJECT STAFF  
FIELD WORKERS of ILO and IPs**

**Comments on the design process.**

- Reports read: “*This project is part of a broader programme on improving labour migration management in Ethiopia*”. Please, explain the scope of the broader programme and the specific role of this project within it.
- How was the process of design? Joint design with National Institutions? ILO protocols applied?
- Theory of change developed? (Not found among the documents)
- Explain assessment, diagnosis, mapping, baseline studies conducted. Please clarify: PRODOC refers to a need assessment conducted in 2014 while Progress Reports refer to a baseline study completed throughout the implementation. Were they useful inputs for the purpose of decision making? Were they participatory? Are they being used for monitoring and impact assessment? Baseline doesn’t seem connected to the indicators of the logframe (please, comment).
- Involvement of Stakeholders and Target Groups: MoLSA; The National Anti-Trafficking Council/Task Force; The Ministry of Foreign Affairs (MoFA); Micro Finance Institutions (MFIs); TVET; The Federal Micro and Small Enterprises Development Agency (FeMSEDA); the Confederation of Ethiopian Trade Unions (CETU); CSOs/NGOs, ultimate beneficiaries,
- Please, comment on the coherence between the assessment findings and the main elements of the project design.
- Mechanisms in place for updating the diagnosis.
- Examples of connections with existing strategies, programs.... PRODOC in page 11 refers to Links to Programme and Budget (P&B), Decent Work Country Programme (DWCP). The UNDAF being aligned to the GTP, this project will also contribute to Pillar 4 of the UNDAF, Women, Youth and Children and Country Priority Outcome (CPO). Also to the National Development Frameworks.
- Examples of applications of previously developed tools, methodologies, approaches, etc. PRODOC (pages 7 & 8) refer to some Linkages:
  1. “Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers going to the Gulf Cooperation Council States, Lebanon and Sudan.
  2. ILO projects in the area of creating livelihood opportunities for women and refugees namely: 1) Women Economic Empowerment and 2) Creating Livelihood Opportunities for Refugees in Dolo Ado, in Ethiopia.
  3. The ILO has produced guides for migrant workers' integration in destination countries as well as manuals for facilitating socio professional reinsertion in country of origin
  4. The ILO has also developed a number of tools in the area of Enterprise Development such as Start & Improve Your Business (SIYB)
- Explain / describe the criteria applied for selection of communities and target groups.
- Adaptation to local capabilities and institutional arrangements. Examples in one direction or the other.
- Identification of assumptions and external factors
- Flexibility to adapt to unexpected or changing circumstances. Mechanisms used to adapt to new circumstances.

- The design itself: was logical and coherent? Are the 3 results the right choice? Why there is not result for institutional development? Were gender issues duly considered? The same for sustainability?
- Realistic?
- Has the budget been adequate and enough to implement the program of activities?
- What could be improved concerning the design process? Were ILO and WI complementary along the design process or their respective views, roles, mandates, etc. acted as hindrances in this regard?

### **Implementation capacity /management arrangements:**

- Can you assess the delivery process of these activities, performance, achievement of targets, etc.? Examples of success and or failures, underachievement, etc. Reasons/Explanations for one and the other.
- In general, TPR refers some initial delays that were progressively overcome. Please, expand
- Comment of the liaison problems with Regional Governments
- Asses commitment and ownership by local stakeholders
- It has been reported some problems to reach out the target groups
- Examples of complementation, use of comparative advantages and synergies between ILO programmes Can you refer to some examples of complementation and synergies between ILO Programmes
- Management of resources: resources have been available on time, there are guidelines are available and / or formal procedures for the procurement of goods and services,
- Performance of the sub-contractors or service providers: DoT; Agar, Adonay, EHPA, EWEA
- Assess the governance structure: Steering Committee and WTG. Coordination mechanisms with service providers.
- 

### **Direct Achievements:**

- Discuss achievements in each of the 3 results: social assistance, training and economic support substantiated with examples. Review of Logframe indicators
- Raised awareness (Examples)
- Empowered families and /or communities to plan and initiate and income generating activities on their own
- Mobilized and more capable local institutions to support reintegration
- Positive dynamics in public policies
- Involvement and interest shown by other social actors.
- Enabling environment actions? NAP, DWCP... Any particular achievement?

### **Reporting**

- Describe and assess the reporting mechanisms in place
- Strengths and weaknesses
- Possible improvements
- Asses the process for documenting and disseminating models of intervention, best practices, lessons learned, etc? Any example of this?

### **Sustainability:**

- Assess the design of the sustainability strategy for the w the ILO projects, and assess the progress of the strategy.
- Tools applied to identify and manage the sustainability factors

- Determine the potential to sustain the gains of the project beyond its life and what measures are needed to ensure this. Examples. What is going to happen with all the training effort which has been made?
- Identify potential good practices and inputs for models of intervention with returnees. Outputs susceptible of expansion or scale-up
- Factors of Sustainability

**FINAL EVALUATION OF THE PROJECT “SUPPORT TO THE  
REINTEGRATION OF ETHIOPIAN RETURNEES”**

**NOTES – GUIDE FOR FOCUS or DISCUSSION GROUPS WITH  
BENEFICIARIES**

- Presentations
- Try to establish the extent of their participation / involvement in the project activities. Check if they can identify the activities of the project
- Describe how they became involved in the project. Channels they were approached or how they got the information about the services provided by the project.
- Describe the things they liked and did not like about the project activities: organization, quality of the services, timing, what has been different about the project
- Did they miss anything?
- Good things that happened to them after they became involved in the project activities. Examples of benefits they obtained in different areas: self-esteem, knowledge, social links, livelihoods, etc. Describe the situation before and after.
- Describe present situation. Assess the reintegration process, in general. What kind of assistance is still needed.
- Assess capacity of local programs to provide special attention to returnees
- Aspirations for the future.
- Try to assess if the beneficiaries, especially women, are able to identify gender specific actions conducted by the project.

#### Annex IV. Itinerary and List of People Contacted

28 January to 28 February 2019		
Institution	People contacted/ interviewed	Time
<b>Desk Phase from 28/01 to 11/02/19</b>	Heike Lautenschagler (ILO- HQ MIGRANT) Gloria Moreno Fontes (ILO Regional Office Abidjan MIGRANT) Ricardo Furman (Evaluation Manager)	
<b>Monday 11 Feb 2019</b>		
Meeting with CO-Addis Ababa	Aida Awel - CTA / Kidest Getahun - NPC	08:30 - 10:00
Meeting with Ethiopian Employers Confederation	Feteh Woldeesenbet - EEC Vice President	11:00 - 12:00
Meeting with Confederation of Ethiopian Trade Unions (CETU)	Rahel Ayele - Director	13:30 - 14:30
Meeting with Ethiopian Employers Federation	Dawit Moges (President of the Ethiopian Employers Federation) Asmera Defa Bokore (Executive director of the EEF); Saud Mohamed (Project Coordinator EEF)	15:00 - 16:00
<b>Tuesday 12 Feb 2019</b>		
Meeting with Oromia TVET	Genene Negash, Senior Expert	08:30 - 09:30
Meeting with Oromia Urban Job Creation and Food Security Agency	Gonfa Balcha, Director	09:30 - 10:30
Meeting with CO-Addis Ababa	Aida Awel - CTA / Kidest Getahun - NPC	11:00 - 14:00
Meeting with Oromia Bureau and Labour Social Affairs	Admassu Teshome, Director	14:00 - 15:00
Meeting with Federal Urban Job Creation and Food Security Agency/ Chair of the protection sub committee	Behailu Alemayehu,	15:30 - 16:30
<b>Wednesday 13 Feb 2019</b>		

Meeting with Eshururu (Child Care) & Beneficiaries in Debre Birhan	Solomon Mulugeta (Director of Eshururu 2 women beneficiaries of the training and job placement in the Child Care Sector	06:00 - 13:00
Meeting with Ethiopia and Horticulture Producers Exporters Association	Tewodros Zewdie - Executive Director Seble Eshetu - Project Manager	14:00 - 15:00
Meeting with Agar Ethiopia	Abera Adeba - Director AGAR	16:00 - 17:00
<b>Thursday 14 Feb 2019</b>		
Meeting with Zeleman	Shani Senbetta - Zeleman	08:00 - 09:00
Meeting with WISE Ethiopia	Tsige Hailu - Director Roman Worku - Union Manager	09:30 - 10:30
Meeting with Sira App/ 251 communication	Addis Alemayehu - Chief Executive Mamil Masresha - Project Managet	11:00 - 12:00
Drive to Assela	<b>Afternoon</b>	
<b>Friday 15 Feb 2019</b>		
Meeting with government stakeholder and beneficiaries in Jaju woreda	Adde Tsahalawa (BoLSA Officer); Obbo Indaola Alamayyoo (BolSA); Merid Tolosa (Job Creation); Kemar Jundi (TVET); Reffa Negatu (Cooperative Expert)	09:00 - 17:00
<b>Saturday 16 Feb 2019</b>		
Back in Addis Ababa	Morning	
<b>Sunday 17 Feb 2019</b>		
Fly to Kombolcha	During the day	
Drive to Kemisse		
Meeting with government stakeholder and beneficiaries in Kemisse town	Interviews with 6 beneficiaries Interviews with Seid Endru (BolSA); Leyla Hassen (MicroFinance); Ibrahim Yussiri (TVET); Atasfai Tadisise (Entreprise Developement)	08:00 - 12:00
Fly back to Addis Ababa	Afternoon flight	
<b>Tuesday 19 Feb 2019</b>		
Fly to Mekele	Morning flight	

Meeting with Tigray Bureau of Labour Social Affairs/ DECSI/Bureau of Youth and Sports Affairs/ Urban Job Creation and Food Security Agency	Interviews with Assefa Moddis (BolSA; Teklay Grufaci (DECSI); Leul Kidame; Mulugeta Girma (TUJCFSA); Mulugeta Hadia (TVET); Nigisi Niirufael (BolSA)	09:00 - 10:00
Meet with beneficiaries in Wukro	Interviews with 6 beneficiaries	11:00 - 17:00
Meet with beneficiaries in Atsbi Wumberta	Interviews with 3 beneficiaries	
<b>Wednesday 20 Feb 2019</b>		
Return back to Addis Ababa	<b>Morning flight</b>	
EU Delegation in Ethiopia	Elena Ruiz Román and Enmanuela XXX. EU programme operational managers	14:00 - 15:00
Meeting with Ministry of Labour and Social Affairs	Berhanu Abera - Overseas Employment Directorate - Director General	15:30 - 16:30
<b>Thursday 21 Feb 2019</b>		
Preparation for evaluation stakeholders meeting		
<b>Friday 22 Feb 2019</b>		
Stakeholders meeting	19 participants	
Interview with CO. Director	Alexio Musindo - Director CO-Addis Ababa	
<b>Saturday 23 Feb 2019</b>		
Departure - End of field phase		
<b>Reporting phase from 24/02 to 28/02</b>	Pranati Mehtha (HQ Small & Medium Enterprises - SME) and Aurelia Segatti (Labour Migration Specialist Algiers Office)	

**Annex V. Summary of Achievements against the Logframe Indicators**

<b>LOGFRAME MATRIX WITH RESULTS</b>			
	<b>Project description</b>	<b>Objectively verifiable indicators of achievements</b>	<b>Achievements</b>
<b>Overall objective</b>	To improve labour migration governance in Ethiopia and efficiently and effectively assist returned migrant workers in accessing productive employment and decent work.		
<b>Project purpose (Specific objectives )</b>	<p><b>S01:</b> Improved reintegration assistance to Ethiopian migrants through a holistic and coherent economic and social empowerment approach, with a particular focus on vulnerable groups</p>	<p><b>Indicator #1:</b> Percentage increase in employment and economic opportunities created in the target woredas</p>	No baseline value available. No data have been collected
		<p><b>Indicator # 2:</b> 7,000 returnees and local vulnerable communities provided with support (entrepreneurial skills, business development support and access to finance) that have started their own businesses and /or got employment</p>	<p><b>Total: 8,142 returnees and local vulnerable people provided with support.</b> Source: page 19 of the document “Achievements of the program” and verified by project officers via comments to the draft report.</p> <p>The following breakdown has been calculated by the evaluation team using data and information from the document “Achievements of the Program”</p> <ul style="list-style-type: none"> <li>• 2,785 in partnership with Ethiopian Horticulture Producers and Exporters Association (EHPEA). Source: page 17/27 of the document “Achievements of the program”. 1,425 Female and 1,360 Male</li> <li>• 400 In partnership with Eshururu in child care (Debre Birhan and Addis Ababa. Source: Idem supra. All beneficiaries were women.</li> <li>• 1,448 through 3 job fairs organized in Amhara, Oromia and Tigray region. Source: Idem supra. No sex disaggregated data.</li> <li>• 3,509 were engaged in enterprise development. No sex disaggregated data.               <ul style="list-style-type: none"> <li>• 1,960 beneficiaries through Micro finance institutions (758 Female and 1,202 Male returnees)</li> <li>• 1,137 beneficiaries through establishment of SACCO (466 Female and 549 Male)</li> </ul> </li> </ul>

			<ul style="list-style-type: none"> <li>412 Beneficiaries through Adonay. Implementing partner did not provide sex disaggregated data. The disaggregation is provided for the provision of training.</li> </ul>
<b>Expected results</b>	Result 1.1: Returnees have been provided with appropriate social support based on their needs	<b>Indicator # 3:</b> 3,000 vulnerable returnees have been referred to appropriate services during the life cycle of the project (i.e. shelter, medical services, psycho-social counselling)	<ul style="list-style-type: none"> <li>2,962 (2,141 Female &amp; 821 Male) returnees assisted by Agar Ethiopia (NGO) with Psycho Social Services. This figure needs to be broken down in the different services provided. Source: pages 14/27 and 19/27 of the document “Achievements of the program”.</li> <li>The ILO in collaboration with Mekelle University and Center for Victims of Trauma, provided training on PSS for 64 (22 Female &amp; 42 Male) Tigray BOLSA staff members. Source: page 19/27 of the document “Achievements of the program”.</li> </ul>
	Result 1.2: Training programmes that meet local economic opportunities have been designed and delivered	<b>Indicator # 4:</b> 20,000 returnees and local vulnerable community members have acquired knowledge on technical and/or financial skills and/or business development services (BDS) by the end of the project	<b>NOTE:</b> The evaluation team understands that this indicator is in fact a combination of the two indicators below, basically the number of returnees who have been trained in business / entrepreneurship skills plus those who have been trained in technical skills. If this hypothesis is confirmed, this indicator could be removed from the final narrative report since it doesn’t add up new data or information. If it refers to a different group, a final figure should be provided. No final value has been provided in the “Achievements of the Program” document.
		<b>Indicator # 5:</b> 8,000 returnees and local vulnerable community members have received technical and vocational training	<p><b>12,280 returnees trained in technical skills (6,457 female and 5,823 male)</b> : Source: Table in page 20/27 of the document “Achievements of the program” and revision made by project officers via comments to the draft report.</p> <ul style="list-style-type: none"> <li>Further to the standardization of 10 training modules, <b>6,277</b> (2,059 Female and 4,218 Male) returnees trained in the three regions in partnership with TVET. Source: page 16/27 of the document “Achievements of the program”</li> <li>Ethiopian Women Entrepreneurs Association (EWEA) and provided skills training on hairdressing, beautification, domestic work and housekeeping for <b>2,301</b> women returnees in the three regions. Source: page 16/27 of the document “Achievements of the program”</li> </ul>

			<ul style="list-style-type: none"> <li>• 480 beneficiaries (235 Female and 245 Male) trained on vocational skills training in partnership with Adonay Relief and Development Association in Atsbi Wumberta woreda on selected four sectors (beef fattening, poultry, bee keeping and horticulture)</li> <li>• 437 beneficiaries trained on childcare service provision in partnership with Eshururu Training Center (All female)</li> <li>• 2,785 beneficiaries trained on horticulture sector in partnership with EHPEA (1,425 Female and 1,360 Male)</li> </ul>
		<p><b>Indicator # 5:</b> 15,300 returnees and local vulnerable community members have received entrepreneurship, motivational and financial and managerial training</p>	<p><b>13,755 returnees trained:</b> Source: Table in page 20/27 of the document “Achievements of the program” and revision made by project officers via comments to the draft report. No sex disaggregation available (only for some sub-totals)</p> <ul style="list-style-type: none"> <li>• ToT of 214 TVET teachers and experts in the three regions followed by the training of <b>10,363 returnees</b> in cascade in the 21 target woredas. 9,663 trained in partnership with TVET teachers in the 3 regions and 700 in partnership with Adonay Relief and Development Association in Atsbi Wumberta woreda. No sex disaggregation provided. Source: page 16/27 of the document “Achievements of the program”.</li> <li>• ToT 161 TVET teachers and selected experts from BoLSA and UJCFSA in the three regions followed by the training in cascade <b>1,869</b> of returnees (722 Female and 1,147 Male) in Oromia National Regional State. Source: page 16/27 of the document “Achievements of the program”.</li> <li>• In partnership with WISE, a local non-profit organization, ILO strengthened the capacity of <b>1,523 returnees</b> (596 Female and 927 Male) on Basic Business Skills, Entrepreneurship Skills, Life Skills. No sex disaggregation available. Source: page 16/27 of the document “Achievements of the program”.</li> <li>• 28 experts trained (sex disaggregation?)</li> </ul>

	<p>Result 1.3: Returnees and local vulnerable community members have been provided with long- term socio-economic reintegration</p>	<p><b>Indicator # 6:</b> 3,800 returnees and local vulnerable community members have received access to credit services from financial institutions;</p>	<p>3,208 Returnees and local vulnerable community members have received access to credit services. Sex disaggregated data have provided, but need to be checked (see below). Source: page 20/27 of the document “Achievements of the program” and revision made by project officers via comments to the draft report.</p> <ul style="list-style-type: none"> <li>• “1,960 (758 Female &amp; 1,202 Men) returnees in the three regions have benefitted from the loan and established sustainable livelihoods” Page 16/27.</li> <li>• “1,137 (408 Female and 549 Male) have been organized into Savings and Credit Cooperatives in 8 woredas of Amhara and Oromia regions by WISE. NOTE: the number of female (408) plus the number of male (549) do not add 1,137. There is need to check these figures</li> <li>• 111 beneficiaries (27 Female and 84 Male) received an award in partnership with Adonay Relief and Development Association for best performing group and individual in selected four sectors (beef fattening, poultry, bee keeping and horticulture). NOTE. There is need to clarify if the members of this group have also had access to credit services. It is not clear if the “award” received represents a credit service which is what is being counted under the wording of this indicator</li> </ul>
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## Annex VI–. Results of the questionnaire applied to the stakeholders

Ahead are presented the results of the marks given by the Project stakeholders in the questionnaire applied by the evaluation team. 23 stakeholders representing the project partners, ILO constituents, service providers and national stakeholders in general were invited to express their views by scoring their degree of agreement/disagreement (from 1 to 5) with a series of statements extracted and/or adapted from the evaluation questions in the Terms of Reference.

The results are largely self-explanatory. Clearly it shows that the respondents value the performance of Project in relation to the various criteria very positively, in line with what has been presented in the evaluation reports. It can be seen that in most cases the average score awarded is above 4, over a maximum of 5. In all cases, the average scores are above 3 so technically there is no area seen by the stakeholders as a major failure. There are statements, however, where some discrepancies were registered, up to 1 point of standard deviation.

This has been a self-assessment exercise which may of course be subject to some bias, but in any case reveals two things: (i) In the first place that the different stakeholders are globally satisfied with the Project in particular with regard to its relevance and the validity of the design (ii) Secondly that there are some areas in which, even if the Project passes the test, its performance is not considered outstanding. This is especially the case with the management arrangements

Ahead the table with the results is presented:

QUESTIONS	MEAN	STANDAR VAR
<b>1. Relevance and strategic fit</b>		
<b>1.1</b> Has the program has been relevant and coherent to the governments' strategies and policies at federal and regional level?	4,6	0,67
<b>1.2</b> Has the project properly duly considered the main strengths and limitations of the local context in its design?	4,0	0,73
<b>1.3</b> Has the project connected with other local initiatives and fit with existing programs to support the reintegration of migrants?	4,1	0,95
<b>2.- Validity of design</b>		
<b>2.1</b> Has the project made the right selection of activities and results to support the reintegration of Ethiopian migrants.	4,2	0,77
<b>2.2</b> Has the project properly differentiated the needs of women and men beneficiaries in its design?	3,9	0,91
<b>2.3</b> Has the project been effective and applied the right criteria in the selection of the target groups?	4,4	0,74
<b>2.4</b> Has the project defined clear and realistic targets?	4,2	0,63
<b>3 - Project effectiveness</b>		

3.1 Has the project has delivered valuable tools to improve the generation of knowledge about migration dynamics?	4,2	0,58
3.2 Has the program helped local institutions to develop models and systems for the reintegration of Ethiopian returnees?	4,1	1,00
3.3 Has the project raised awareness among stakeholders about the importance of having a comprehensive migration policy in place?	4,3	0,52
3.4 In general, have the services provided to the returnees by the project been adequate in terms of quality, scope, time, etc.?	3,6	0,88
<b>4 – Management arrangements</b>		
4.1 Have the co-ordination and interaction with local institutions been satisfactory	3,7	1,07
4.2 Has the implementation approach been flexible to overcome the unexpected obstacles without hindering the effectiveness of the project?	3,7	0,95
<b>5 – Impact orientation and sustainabiity</b>		
5.1 Do the national institutions involved show ownership and interest to continue developing reintegration policies and resource mobilization?	4,0	0,91
5.2 Are there reasonable expectations for the products delivered by the project to be incorporated into national plans and programs?	4,3	0,80
5.3 Have the different national institutions developed a clearer vision about their respective roles and responsibilities to deal with the reintegration of returnees?	3,8	1,02
5.4 Do you think that after the implementation of the project there is more knowledge and information available about reintegration issues?	4,3	0,69

## **Annex VII. List of documents consulted**

- Terms of Reference.
- ILO EVAL Briefing package
- Project Document PRODOC
- Annual narrative reports (2015, 2016 & 2017)
- Various narratives reports from implementing partners: AGAR, WISE and ICCE
- Program's Achievements Document (Draft)
- Final Report of Mid-Term Evaluation (2017) & Evaluation Summary
- Various project deliverables:
  - Needs assessment.
  - Baseline Study Report
  - Mapping of Stakeholders that Work on Migration at Regional and Woreda Level
  - Mapping of Stakeholders that Work on Migration at Federal Level
  - Reintegration Package for Ethiopia
  - Reintegration Background Report
- Reintegration Directive
- Administrative Documentation, contract and adenda
- Diagnostic exercise on the ILO's Labour Migration (LM) portfolio in the Africa region.
- ILO\_Labour Migration Mobility Brochure- Sept2018.
- ILO-brochure-1B – Labour Migration and Migrant Workers
- ILO brochure 1C Conclusions concerning fair and effective labour migration governance

## Annex VIII: Good Practices

### ILO Emerging Good Practice Template

Evaluation Title: "Support to the reintegration of returnees in Ethiopia"

Project Symbol: ETH/15/01/ECC

Name of Evaluators: José María Alvarez Vega and Filmon Hailu

Date: April 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>	<u>Establishing partnerships with productive sectors in high demand of labour has proved to be very effective for the purpose of the labour reintegration of the returnees.</u>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<p>Productive sectors should be open to adapt their different processes (recruitment, training, additional support, etc.) to the specific characteristics of the group. It is a well-known fact, for example, that returnees generally require psycho-social support.</p> <p>Associations representing the productive sectors are likely to require funding from the ILO project to cooperate in the training processes. ILO office could provide this service as part of broader dialogue (including ILO constituents) to discuss other issues around the job-placement experience, such as working conditions, gender balance, etc.</p>
<b>Establish a clear cause-effect relationship</b>	Having a job place upon arrival is clearly a good opportunity for the returnees to start their reintegration process in the country.
<b>Indicate measurable impact and targeted beneficiaries</b>	High number of returnees could be offered this opportunity. Job-placement under these schemes do not necessarily represents a durable solution, but it is still a valid mechanism to facilitate the reintegration of many returnees particularly during the first stages after their return.
<b>Potential for replication and by whom</b>	ILO project managers could explore in every case which are the productive sectors with potential to implement these schemes. Employers' associations could play an important role in taking the initiative forward.

<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b>	This can be regarded as a good practice at project managerial level.
<b>Other documents or relevant comments</b>	

### ILO Emerging Good Practice Template

Evaluation Title: “Support to the reintegration of returnees in Ethiopia”

Project Symbol: ETH/15/01/ECC

Name of Evaluators: José María Alvarez Vega and Filmon Hailu

Date: April 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>	<u>The combined and synchronized effort of different sectors: labour, social protection, economic development, TVET and micro-finances are crucial in the design and implementation of reintegration policies</u>
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The leadership of a governmental agency seems a paramount when assembling and putting together the resources from the different sectors. A round table or working group led by a national institution is deemed to be a key structure for the purpose of coordination.
<b>Establish a clear cause-effect relationship</b>	Bringing together representatives from the different sectors enriches the quality and the scope of the response to returnee community. A joint response is likely to be more effective since it involves a wider variety of actors with different sectoral expertise, optimizes the use of resources and distributes responsibilities across the institutional spectrum.
<b>Indicate measurable impact and targeted beneficiaries</b>	The outcome of a coordinated and joint effort is likely to be better services for the returnee community.
<b>Potential for replication and by whom</b>	This practice is to be replicated by the governmental partners of the ILO projects. ILO can provide technical assistance to the process.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b>	This can be regarded as a good practice at project managerial level.
<b>Other documents or relevant comments</b>	

### ILO Emerging Good Practice Template

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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>	<u>Constructing processes from existing local resources</u> Putting in place reintegration policies has to be adapted to the institutional conditions and capacities of the country. The program rightly chose to incorporate structures that were already in place, such as the Micro-Finance and the TVET institutions, and opted for developing their capacities in order to deal with reintegration issues
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	There is need, however, to assess the extension and scope of the existing weaknesses to avoid setting unrealistic goals and incorporate corrective measures in the design, if needed.
<b>Establish a clear cause-effect relationship</b>	Even when local institutions and programs have significant weaknesses, seeking to strengthen those would represent an investment into the future and a guarantee that the Program is acting in accordance with local paces and priorities.
<b>Indicate measurable impact and targeted beneficiaries</b>	Embedding the reintegration of returnees into existing dynamics. Local institutions and programs are expanded and develop new capacities to deal with reintegration issues.
<b>Potential for replication and by whom</b>	This practice is to be replicated by the governmental partners of the ILO projects. ILO can provide technical assistance to the process.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</b>	This can be regarded as a good practice at project managerial level.
<b>Other documents or relevant comments</b>	

**Annex IX: Lessons Learned**

## ILO Lesson Learned Template

**Project Title:** Support to the reintegration of returnees in Ethiopia.

**Project TC/SYMBOL:** ETH/15/01/ECC

**Name of Evaluator:** José María Alvarez Vega and Filmon Hailu

**Date:** April 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>	<p><u>Job-placement via comprehensive agreements with entities representing productive sectors in high demand of labour has proved to have some comparative advantages to get people into work with regard to the star-up business alternative.</u></p> <p>While in the latter, the job opportunity is a potential outcome, in the former the positions are waiting to be filled</p>
<b>Context and any related preconditions</b>	<p>There should be productive sectors in high demand of labour in the country and the organizations representing these sectors should be open to adapt their different processes (recruitment, training, support, etc.) to the specific characteristics of the group. It is, for example, a well-known fact that returnees generally require psycho-social support to cope with their specific psychological needs.</p>
<b>Targeted users / Beneficiaries</b>	<p>Programme managers</p>

<p><b>Challenges /negative lessons - Causal factors</b></p>	<p>As a drawback, it is usually argued that these productive sectors do not usually offer good working conditions and therefore, their contracts do not represent a durable solution for the returnees. There are obviously outstanding issues to be discussed in this regard, but it is understood that an agreement where ILO is involved may well represent a chance to engage with the selected companies in a discussion about labour standards. Besides, it might be technically correct to say that the job-placement under these schemes do not necessarily represents a durable solution, but it is still a valid mechanism to facilitate the reintegration of many returnees particularly during the first stages after the return.</p>
<p><b>Success / Positive Issues - Causal factors</b></p>	<p>It must be noted that it is not an “either - or” situation. The start-up option is a valid option as well, but many returnees are not necessarily in an optimal position to undertake the challenges of this path upon their return to the country. Job-placement in this sense, offers them an opportunity to settle down and regain confidence in their capabilities</p>
<p><b>ILO Administrative Issues (staff, resources, design, implementation)</b></p>	<p>ILO is an institution capable of identifying these sectors and negotiating with their representatives.</p>

## ILO Lesson Learned Template

**Project Title:** Support to the reintegration of returnees in Ethiopia.

**Project TC/SYMBOL:** ETH/15/01/ECC

**Name of Evaluator:** José María Alvarez Vega and Filmon Hailu

**Date:** April 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
<p><b>Brief description of lesson learned (link to specific action or task)</b></p>	<p><u>Allocating the necessary time and resources for preparatory arrangements at the start of the project will eventually ease the implementation mechanisms and increase the quality of the services provided.</u></p>
<p><b>Context and any related preconditions</b></p>	<p>The implementation of a project involving a variety of actors from different institutions and geographical areas requires some time at the start of the project to engage with the stakeholders (particularly at the grassroots level) in order to create a common understanding around the project and provide those that will be in charge of the implementation with the necessary technical and financial guidance to apply these processes later on.</p>
<p><b>Targeted users / Beneficiaries</b></p>	<p>Programme managers and target groups</p>

<p><b>Challenges /negative lessons - Causal factors</b></p>	<p>When many actors are involved, project designers should be aware that different situations, which are difficult to anticipate during the design phase, are likely to emerge during the implementation phase. The assumption that the implementation rules and guidelines are going to be understood after an induction workshop could be a risky assumption. The high turnover of civil servants at regional level is probably one of the factors that counteracts the efforts made to set the implementation structure.</p>
<p><b>Success / Positive Issues - Causal factors</b></p>	<p>Setting a common understanding of the project regulations and guidelines is not a “one off” action, it is likely to be an ongoing process requiring a constant effort to update the different stakeholders and adapt the mechanisms in place</p>
<p><b>ILO Administrative Issues (staff, resources, design, implementation)</b></p>	<p>It is deemed advisable to allocate some time and resources in advance to update and refresh the regional stakeholders on the implementation arrangements and project guidelines.</p>

## ILO Lesson Learned Template

**Project Title:** Support to the reintegration of returnees in Ethiopia.

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**Name of Evaluator:** José María Alvarez Vega and Filmon Hailu

**Date:** April 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
<p><b>Brief description of lesson learned (link to specific action or task)</b></p>	<p><a href="#">The economic empowerment of returnees (and vulnerable groups in general) requires a more comprehensive approach and a longer cycle of intervention.</a></p>
<p><b>Context and any related preconditions</b></p>	<p>The provision of basic training and a small loan under market conditions is deemed to be insufficient to have a real impact on the livelihoods of many of the returnees assisted. Generating economic opportunities requires more time and more support along the process.</p>
<p><b>Targeted users / Beneficiaries</b></p>	<p>Programme managers and final beneficiaries.</p>

<p><b>Challenges /negative lessons - Causal factors</b></p>	<p>Returnees usually represent a very vulnerable group: low skill workers with high psycho-social needs. Resources are scarce and the business environment, especially in rural communities, offers limited possibilities. Besides, the matching between expectations and real possibilities is also a difficult process and sometimes requires even a negotiation. Even conducting a “labour market assessment” is not enough to break through this challenging economic environment. Under these circumstances, some stakeholders argue that it is an overoptimistic assumption to expect that low skilled workers are going to thrive after receiving some motivational and skills training followed by the provision of a small loan. Project designers should search for more robust proposals, but these conditions are difficult to get under the lifespan of a project</p>
<p><b>Success / Positive Issues - Causal factors</b></p>	<p>It seems important to link the project actions with other existing programs in the area of micro-finances, SME support, agriculture extension, etc. This practice might open new alternatives for the continuation of the assistance to the beneficiaries.</p>
<p><b>ILO Administrative Issues (staff, resources, design, implementation)</b></p>	<p>ILO officers while working on the project design could look for the different options to establish the links mentioned in the point above.</p>

## ILO Lesson Learned Template

**Project Title:** Support to the reintegration of returnees in Ethiopia.

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**Name of Evaluator:** José María Alvarez Vega and Filmon Hailu

**Date:** April 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
<p><b>Brief description of lesson learned (link to specific action or task)</b></p>	<p><u><a href="#">The effectiveness and impact of the training processes both in entrepreneurship issues and professional skills depends on the rigor applied to screen the potential of the candidates and verify their future prospects of making a living using the content of the training.</a></u></p>
<p><b>Context and any related preconditions</b></p>	<p>Training programs are frequently designed upon the assumption that most of the trainees are going to find opportunities to apply what they have been trained for, but in many cases the conditions are not given from the very outset of the process. There should be some realistic prospects for the trainees to put into practice the skills acquired later on.</p>
<p><b>Targeted users / Beneficiaries</b></p>	<p>Programme managers</p>

<p><b>Challenges /negative lessons - Causal factors</b></p>	<p>The results-oriented approach usually places pressure on the project managers to reach more and more beneficiaries trained. Training can be presented as an achievement in itself since the participants are provided with new sets of skills and abilities that they might be eventually able to use, but it can be also a source of frustration for the participants and an inefficient way of using the resources available.</p>
<p><b>Success / Positive Issues - Causal factors</b></p>	<p>Conducting the project training activities through the existing TVET institutions represents an opportunity to build their capacities and engage these institutions in the provision of services to the returnee community.</p>
<p><b>ILO Administrative Issues (staff, resources, design, implementation)</b></p>	<p>ILO SME guidelines already refer the screening of candidates as a crucial step to ensure the success of the training processes. This seems to suggest that the main difficulty for its effective application rest at the implementation level. Note comments above about the pressure to achieve results.</p>

## ILO Lesson Learned Template

**Project Title:** Support to the reintegration of returnees in Ethiopia.

**Project TC/SYMBOL:** ETH/15/01/ECC

**Name of Evaluator:** José María Alvarez Vega and Filmon Hailu

**Date:** April 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>	<a href="#">A project involving stakeholders from various institutional and geographical levels requires a robust and thorough internal communication strategy to keep partners and stakeholders aware of the products and services that have been delivered and made available.</a>
<b>Context and any related preconditions</b>	Project managers tend to assume that the different stakeholders involved in the process are going to be aware of the products and services delivered and made available by the project, but in reality, the communication channels have flaws and gaps are likely to emerge.
<b>Targeted users / Beneficiaries</b>	Programme managers and stakeholders
<b>Challenges /negative lessons - Causal factors</b>	Dissemination through social media does not guarantee that the message is necessarily going to reach its tentative recipients.
<b>Success / Positive Issues - Causal factors</b>	Everything indicates that at managerial level there is need to invest more time in publicizing the project deliverables, complementing the social media channels with more direct communications such as a mailing list or the distribution of briefs.

<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Improving the dissemination and socialization of the information among the stakeholders does not require extra resources or new protocols from ILO. Project managers could at project managerial level improve the situation by designing a more robust communication strategy, putting more emphasis in the message effectively reaching the intended recipient.
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