



Evaluation Summary



International
Labour
Office

Evaluation
Office

Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Domestic Migrant Workers to the Gulf Cooperation Council (GCC) States, Lebanon and Sudan - Final evaluation

Quick Facts

Countries:	<i>Ethiopia</i>
Final Evaluation:	<i>January 2017</i>
Evaluation Mode:	<i>Independent</i>
Administrative Office:	<i>CO-Addis Ababa</i>
Technical Office:	<i>MIGRANT</i>
Evaluation Manager:	<i>Farice, Gugsu Yimer</i>
Evaluation Consultant(s):	<i>Zegers, Mei</i>
Project Code:	<i>RAF/12/09/EEC</i>
Donor(s) & Budget:	<i>EU, ILO, UN Women Euro 2,500,000</i>

Keywords: *Migrant workers, Domestic Work*

Background & Context

Ethiopia is one of the major countries sending women migrant domestic workers (MDW) to the Middle East. It is estimated that over 200,000 women leave Ethiopia annually to carry out domestic work in the Gulf States and the Levant. These MDW often fall outside the protection of national laws in their receiving country as well as their home country.

The project was aimed at ensuring decent work conditions of migrant workers through advocacy and strengthening legal and policy frameworks in Ethiopia and receiving countries. Focus was also placed on strengthening institution and capacities of all key stakeholders, including from government, civil society and migrant workers.

The project outcomes were:

Outcome 1: To develop a coherent multi-stakeholder framework to promote the rights of MDW from Ethiopia to the GCC countries.

Outcome 2: To streamline and de-centralize the migration process in the country of origin and strengthen oversight and monitoring process in receiving countries

Outcome 3: To provide MDW with relevant information and substantive training prior to departure and on return home to ensure their successful performance and reintegration.

The project was implemented in the sending country Ethiopia with an additional focus on the receiving Gulf Cooperation Council (GCC) States and Lebanon. Some aspects on advocacy and awareness raising included Sudan.

The project was implemented in partnership with the Ethiopian Ministry of Labour and Social Affairs (MOLSA) and the United Nations Entity for Gender Equality and Empowerment of Women (UN Women). The International Organization for Migration (IOM) was a project associate partner.

Present Situation of the Project

The project period was from February 2013 until January 2016 but a no-cost extension was provided until 31 July 2016.

Purpose, scope and clients of the evaluation

Evaluation Objectives were to:

- 1) Conduct an independent assessment of the project:
 - Across the three project outcomes;

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

The evaluation report addresses the evaluation questions from the Terms of Reference and is organized according to the areas of project relevance, effectiveness, efficiency, impact and sustainability. It assesses the positive and negative changes – intended and unintended, direct and indirect – produced by the project, as well as any changes in the social and economic environment in the country as reported by respondents. The evaluation adheres to the United Nations Evaluation Group’s Ethical Guidelines and Norms for Evaluation in the UN System.¹

Methodology of evaluation

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

- Preparation of a detailed methodology;
- Review of key documents including project-related documents and those related to the current context in Ethiopia.
- Key informant interviews and focus group discussions (FGDs) with stakeholders including project staff, project partners, government officials, employers’ and workers’ representatives and other stakeholders from civil society, MDW;
- Observing the work and networking activities of key stakeholders

Field work Limitations: Fieldwork for the evaluation lasted two weeks. The evaluator did not have sufficient time to visit all project sites or countries, including

Lebanon, Sudan, and the GCC countries. Note that the GCC includes Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, and the United Arab Emirates. Skype calls were held, however, with partners in Qatar, Jeddah and the Ethiopian Women Migrant Association in Dubai, UAE.

Main Findings & Conclusions

The project was highly relevant and has achieved almost all its intended results despite the unexpected ban on migration and the expulsion of irregular migrants from Saudi Arabia.

The project was consistent with the priorities of Ethiopia and the Second Growth and Transformation Plan II since the Mid Term Evaluation.² The project is also very much in line with EU migration policy, specifically the Global Agenda on Migration and Policy as well as the Common Agenda on Migration and Mobility (CAMP). The project also complemented other ongoing EU initiatives and other ILO programmes and projects, as well as other relevant migration initiatives in Ethiopia.

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

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

¹ UNEG Ethical Guidelines. Available from www.unevaluation.org/document/detail/102 (Website accessed 12/12/2016)

² The Federal Democratic Republic of Ethiopia (2015), The Second Growth and Transformation Plan (GTP II) (2015/16-2019/20). Addis Ababa, National Planning

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

an expected result. In addition, the project budget was comparatively small to achieve deep impact across the many lofty targets.

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

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

Advocacy was conducted through training, promoting the development of legal and policy frameworks, developing guides and other materials, participating in various committee discussions and meetings and awareness raising methods. The evaluator considers the support provided for a comprehensive analysis of Proclamation 923 and its implications to be an important initiative in this regard.³ Of further interest were the Community Conversations (CC), which were integrated in the government structures in Addis Ababa city as well as Oromia, Tigray and Amhara regional states. The community conversation topics included discussions on local job creation but interviewees noted that the key solution is still the provision of increased support from government and other entities for job creation, especially for young people.

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

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

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

³ ILO (2016) Employment Proclamation No. 923/2016: A Comprehensive Analysis. Addis Ababa: ILO Country Office Ethiopia, Djibouti, Somalia, Sudan and South Sudan

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

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

Regarding UN Women, IOM and UNODC, the agencies confirmed that they had worked well as a group and in a “in a collaborative manner.”

The project received adequate technical and political support from the ILO office and specialists in the field (Pretoria and Addis Ababa ROAF) as well as the responsible technical units in headquarters. The Country Director and regional office were very supportive and provided advocacy when possible.

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

Recommendations

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

1. Renew attention to ensuring that all project proposals include fully coherent, clearly worded logical frameworks. (ILO, Donors)
2. From the project inception period, build a well organised mechanism for consultation with relevant headquarters-based project specialists on key strategic issues. (ILO)
3. Seek opportunities to increase inter-regional and intra-regional cooperation. (ILO, other

international agencies, regional cooperation entities)

4. Strengthen capacities more frequently, more deeply and with more stakeholders among government officials/staff, in employers’ and workers’ organisations and other civil society entities that work with MDW. (Government, ILO, other implementing agencies of all types)
5. Increase focus on including and working with employers of domestic workers in receiving countries.
6. Establish a social media platform that has a higher level of instructive information and is more mutually (group) interactive than Facebook. (Government, ILO, other implementing agencies of all types)
7. Include Ethiopian administrative regions in project management and/or federal migration coordination meetings using social media and/or other digital platforms to facilitate communication and gather inputs. (Government, ILO, other implementing agencies of all types)
8. Carry out regular impact assessments in the recipient countries to measure impact of legal and policy frameworks and inform planning of ongoing and future programming to support MDW. (Government, ILO, other implementing agencies of all types)
9. Assess the extent to which the pre-departure and receiving country training efforts (including materials) are effective and address all the issues MDW face. (Government, ILO, other implementing agencies of all types)
10. Include emphasis on identifying signs of imminent abuse and provide potential solutions to prevent such abuse in pre-departure and in recipient country training and ongoing support with MDW. (Government, ILO, other implementing agencies of all types)
11. Review, simplify and streamline processes along the financial disbursement approval chain in the implementing agency. (ILO)