



MID-TERM EVALUATION

OF THE AU-ILo-IoM JOINT LABOUR MIGRATION PROGRAMME (JLMP)

For Implementation Period

2021/22 - 2023



FINAL REPORT

Mid-term Evaluation of the “Catalytic Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP Action)” and the “Labour, Employment and Mobility Actions of the AU/ILO/IOM Joint Programme on Labour Migration Governance for Sustainable Development and Integration in Africa (JLMP Lead)

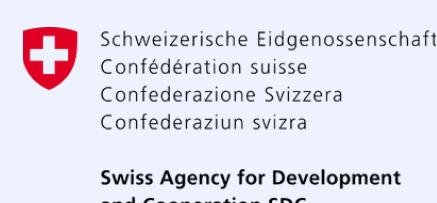
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The Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP), implemented by the African Union (AU), the International Labour Organization (ILO), and the International Organization for Migration (IOM), is structured to provide support / closely work with Regional Economic Communities (RECs), Member States, and other relevant actors in labour migration with the aim of enhancing labour migration governance across the African continent.

Our Objective: Contribute to improved labour migration governance to achieve safe, orderly, and regular, migration in Africa as committed in relevant frameworks of the African Union (AU) and Regional Economic Communities (RECs), as well as relevant international human rights, labour standards and other cooperation processes.

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List of Acronyms

AUC	African Union Commission
BRMM	Better Regional Migration Management
CSOs	Civil Society Organisations
EAC	East African Community
EAC	Evaluation Advisory Committee of JLMP Projects
ECCAS	Economic Community of Central African States
FGDs	Focus Group Discussion
GCC	Gulf Cooperation Council
ILO	International Labour Organisation
IOM	International Organization for Migration
IPs	Implementation Partners
JLMP	Joint Labour Migration Programme
KII	Key Informant Interview
LMAC	Labour Migration Advisory Committee
LMIS	Labour Market Information System
MPFA	Migration Policy Framework for Africa
MSs	Member States
MTE	Midterm Evaluation
OECD	Organization for Economic Cooperation and Development
PSC	Project Steering Committee
PSU	Programme Support Unit
PTC	Programme Technical Committee
RECs	Regional Economic Communities
SAMM	Southern Africa Migration Management
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SIDA	Swedish International Development Cooperation Agency
THAMM	Towards a Holistic Approach to Labour Migration Governance & Mobility in North Africa
UNDESA	United Nations Department of Economic and Social Affairs
UNECA	United National Economic Commission for Africa
UNSDCF	United Nations Sustainable Development Cooperation Framework

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Executive Summary

In 2019, the UNDESA^[1] estimated the stock of international migrants worldwide to be 272 million, 245 million of which are working age (aged 15 and over), while in Africa, the number of international migrants steadily rose from 17.2 million (9.2 males, 7.9 females) to 26.3 million (14.5 males, 11.9 females).

Conversely, international migrants in the labour force, commonly referred to as “migrant workers”, grew from 9.5 million in 2010 to 14.5 million in 2019. Out of these 14.5 million international migrant workers, 6.7 million were young people (aged between 15 and 35 years) and young women who often face multiple forms of discrimination, and are disproportionately at risk of exploitation, abuse and trafficking.

In response to the eminent need to manage intra and inter-African labour migration, mobility protection and promotion of human and labour rights of African migrant workers, African Union Commission (AUC) and its partners (International Labour Organization (ILO) and International Organisation for Migration (IOM)) have been implementing Catalytic Actions of the Joint Labour Migration Programme (JLMP Action) and the Labour, Employment and Migration Actions of the Joint Labour Migration Programme (JLMP Lead) for the past 30 months (June 2021 – December 2023) and 20 months (April 2022 – December 2023) respectively, sequel to JLMP Priority, a pilot project, which was implemented from 2018-2021.

The overall objective of the two JLMP Projects is derived from the JLMP Strategic Framework (2020-2030), thus they aim “to contribute to strengthening effective governance, and regulation of labour migration and mobility, for enhanced sustainable development, inclusive economic growth and regional integration within the African Continent”. Thus, the desired outcomes of the two projects are strategic objectives of the JLMP Strategic Framework:

Outcome 1: Strengthened effective governance and regulation of labour migration and mobility for women and men migrant workers in Africa;

Outcome 2: Women and men migrant workers in both the formal and informal sectors enjoy safe and secure working environments, access to social protection, and mutual recognition of skills and educational levels;

Outcome 3: Increased utilization of labour migration disaggregated data and statistics by MS and RECs for evidenced-based decision-making, policy planning, formulation, and application; and

Outcome 4: Strengthened governance and accountability of the JLMP.

Evaluation Methodology

Within the implementation framework of the two projects, the AUC and its partners commissioned an independent Mid-Term Evaluation (MTE). The objective of the MTE was to effectively capture lessons learnt and provide information on the relevance, coherence, effectiveness, efficiency, prospect of impact and sustainability of the projects. Furthermore, the MTE will serve the purpose of accountability and learning for the key stakeholders (resource partners, implementing agencies and direct beneficiaries) and inform implementation, management and steering of the remaining periods of the projects.

The MTE was home based consultancy and data collection from stakeholders in Member States (MSs and RECs, and Project Support Unit (PSU) was mainly online, which were used to assess progress towards output indicator targets as they relate to the key intervention areas. The consultancy mainly used the following method to collect data: Literature reviews of project documents, reports, and key publications on labour migration governance, online questionnaire for all stakeholders, participatory qualitative data collection approaches, such as Focus Group discussions (FGDs) and Key Informant Interview (KII) with the project teams including IPs and beneficiaries (MSs, RECs, and Social Partners). These different sources of information allowed for systematic data analysis and triangulation aimed at obtaining the most reliable information possible.

[1] ILO Global Estimates on International Migrant Workers Results and Methodology Third edition, 2021, <https://www.ilo.org/media/383586/download>

The online questionnaires used for collecting quantitative data were processed and analysed using Microsoft Excel, compared with the indicator targets on the logical framework, and triangulated with the project documents. The MTE used multiple units to analyse qualitative data (individual perspective, groups, and organization) – depending on the indicator, to build up a composite picture of the midterm situation, based on the six evaluation criteria of Organization for Economic Cooperation and Development (OECD) to assess the project:

Relevance: "The extent to which the projects are aligned to AUC strategies, REC's and MS's policies and responding to needs and priorities of intermediate of direct beneficiaries and continue to do so if circumstances change".

Coherence: "The compatibility of the projects with other interventions in the RECs and MSs on labour migration governance."

Effectiveness: "The extent to which the projects are progressing towards achieving their targets".

Efficiency: "The extent to which the projects are delivering, or likely to deliver the outputs in an economic and timely way as compared to feasible alternatives".

Impact: "The extent to which the projects are generating or expected to generate significant intended or unintended benefits, higher-level effects".

Sustainability: "The extent to which the benefits of the interventions will continue or are likely to continue. The assessment involved analysis of resilience, risks and potential trade-offs".

Key Findings

Evaluation Criteria: Relevance of Design and Approach

According to Africa Migration Report 2024, 1.9 percent of 1.3 billion who live in Africa are living outside the country in which they were born. These number of people makes JLMP relevant to the development aspirations of the continent. Furthermore, JLMP is aligned with several policy and institutional frameworks at continental, regional, and global levels. Such as Agenda 2063, AU Protocol on Free Movement, Migration Policy Framework for Africa (MPFA), Treaty of Establishing the African Economic Communities, Global Compact for Safe, and Orderly and Regular Migration.

Conversely, the strategic decision to expand JLMP Projects from three to five Regional Economic Committees (RECs) and inclusion of five Member States (MSs) of the African Union, one from each Region of Africa (East, West, North, South and Central) has increased the relevance of JLMP Projects in the realm of labour migration governance in the Continent.

Relevance: Needs and Priorities of Beneficiaries

The movement of people within the continent in search of better opportunities necessitates access to decent work, including social protection, thus the rationale of outcome 2 of JLMP Projects. While efforts and technical capacity to develop implementable social protection guidelines and frameworks to include migrant workers and ensure portability of benefits in countries of destination are relevant to the needs and priorities of migrant workers.

Protocols that facilitates mobility of persons including rights of residence and establishment, mirror important needs of migrants. Also, strengthening the capacity of labour and employment institutions to manage the movement of persons, and the adoption of policies and strategies to effectively protect the rights of migrant workers are strong needs of targeted MSs.

Conversely, the interventions are, however, at the policy level and strengthening institutional capacities for effective implementation, but information available shows that policies developed thus far have not yet been implemented.

Coherence

The JLMP Projects Lead and Action are based on the JLMP Strategic Framework and Monitoring and Evaluation Plan (2020-2030) following the AU's Migration Policy for Africa (MPFA) outcomes. The JLMP projects are building synergy with other similar projects such as as BRMM, SAMM, THAMM being implemented by ILO and IOM in Africa.

However, the development of Labour Market Information Systems (LMIS) in targeted MSs, though the usefulness of the system has been acknowledged, the respondents in Ethiopia were not obsoletely sure which of these above projects have established the LMIS.

Evaluation criteria: Effectiveness

Outcome 1

The MTE shows that labour migration policies have been completed for Cameroon and Malawi, and work is still ongoing in Cote d'Ivoire, Djibouti, and ECCAS, while the participation of social partners in the processes of developing labour migration policies in the MSs and RECs is evident and acknowledged.

However, by December 2023, MSs with finalised policies are still at the level of adoption or internal approvals by government. Similarly, the Labour migration policy of EAC and its Plan of Action have been approved by partner states Directors of labour and employment institutions of the bloc but not yet implemented.

Evidence shows that significant number of stakeholders in institutions responsible for labour migration governance have increased capacity on labour migration policy development, and administration, while tripartite discourse on cooperation and coordination for better labour migration governance has been initiated. However, the implementation of these legal instruments or frameworks would require actionable plans; thus, a lot remains to be done by JLMP, to attain the desired change in labour migration governance.

Outcome 2

The MTE found that support is being provided to RECs to develop regulations on social security benefits, and mutual recognition of skills and academic qualifications. Progress towards developing roadmaps by relevant stakeholders to expand social protection to migrant workers has advanced in ECCAS and initiated in COMESA.

Capacity strengthening of labour and employment institutions of MSs, RECs, and social partners on how to establish and implement Migrant Welfare Program (MWP) has started, through development of compendium of practice and facilitators guide. It is evident that EAC has finalised its regulation to operationalise Mutual Recognition of Skills (MRSs) but not much progress has been made in the other four targeted RECs and five MSs.

Conversely, an envisioned signing of a Memorandum of Understanding (MoU) between Nigeria, Togo, and Ghana on the harmonization of occupational standards in agriculture and construction sectors, would be a significant achievement.

Outcome 3

Progress has been made to establish Labour Migration Information System (LMIS) in Cote d'Ivoire, and its eventual implementation will help in the identification of skills gaps, forecast labour needs, and improve targeted workforce planning strategies in that country.

Furthermore, JLMP Projects with support from Statistics Sweden and Pan African Institute of Statistics, technical capacity of MSs has been strengthened on data collection and analysis which will contributed to finalisation and publication of subsequent African Labour Migration Statistics Reports. This capacity building of government focal points on labour migration statistics is laudable but would require the commitment of governments to institutionalise and produce labour migration statistics in the long run.

Outcome 4

Progress has been made in aligning the strategic plans of various partner organizations with the vision and goals of JLMP Strategic programming, and effective frameworks for collaboration between government agencies, international organisations, and other stakeholders have been established. Furthermore, JLMP is aligning legal instruments and legal frameworks of RECs and MSs with international standards.

For improved institutional capacity to steer, coordinate and build effective governance structures, as well as guide the JLMP Strategic Framework implementation, an efficient project governance arrangement (Program Support Unit - PSU[5]) was established within AUC. This structure is effectively building capacities at the continental, regional and national levels on labour migration management.

Furthermore, JLMP Projects have an inclusive Project Steering Committee (PSC) comprising of IPs, MSs, RECs and donors, which was constituted and meets biannually to provide strategic direction for programme implementation, strengthen alignment of all projects that contribute to the JLMP Strategic Objectives, resolve challenges and proffer recommendations to the Technical Committee. However, the challenges noted by the MTE is the non-inclusion of other projects such as BRMM, SAMM and THAMM of ILO and IOM in JLMP PSC to ensure consistency and complementarity.

The MTE concluded that monitoring and evaluation functions could be more efficiently and adequately conducted. The concerns observed are in completion of M&E systems/plans of the JLMP projects, to adequately capture programme results and outcome systematically as they are being delivered. The absence of a succinct baseline report on the indicators of the JLMP Projects in selected RECs and MSs to compare attained indicators with targets and attribute change to projects. Also, the MTE found some of the indicators do not match with the targets, and/or incomplete.

Evaluation Criteria: Efficiency

By and large, the coordination arrangement of implementing partners could have been different because the two JLMP Projects with seemingly similar outcomes, outputs, and activities are funded by two different donors but implemented by the same partners and personnel with the exception of ILO which has two teams working on the two projects. However, the overall management of JLMP is the responsibility of PSU of the AUC.

For an efficient implementation, some of the over-ambitious outcomes, outputs, and indicators would need revision. For instance, outcome two, might not be attained despite all efforts by the projects because this is a strategic objective of JLMP Strategic Frameworks and should have been divided into two distinct outcomes (access to social protection/portability of social security; and harmonisation/mutual recognition of occupational skills and qualifications). Notwithstanding, EAC has finalized a Regulation on Social Security Benefits Coordination under the JLMP.

Thus, the MTE found that some of the outputs were not strategically thought through during the design of the projects to align the horizontal and vertical logic. For instance, output 1.1 and 1.2 of Action and Lead could have been written and numbered the same, instead of slightly different numbering and text, thus an evaluation would consider them as different, which is not very logical. Furthermore, to obtain decent and productive work in conditions of freedom, equity, security, and human dignity, could have been more of a progress output than concrete achievement.

Furthermore, some of the indicators defined as performance indicators are not SMART (Specific, Measurable, Achievable, Replicable, and Time-bound) enough as per OECD evaluation criteria of development interventions, e.g. degree to which social partner organizations participate in implementing policies, reads like an output, while quality of tripartite consultation and coordination is not time bound. Consequently, the MTE recommends some of the following indicators of JLMP Projects; development of a Practical Guide on rights-based and gender-responsive complaint mechanisms to be changed to either number of guides developed or number of people/institutions using the guidelines. Access to social security frameworks, harmonisation of skills and qualifications, data collection framework on migrant workers in the continent and LMIS that have progressed would require additional resources (time) to efficiently deliver.

While the secondment arrangement of staff at the RECs and AUC are seen both as beneficial, but less efficient measure, because in the long run when funding of project ends, personnel either return to the institution that provided the seconded staff or they are disengaged.

The MTE found the resources allocated for the development of Labour migration policies in five RECs and MSs are insufficient, because the process involved is lengthy and requires wide range of consultation and stakeholder engagements, which can be expensive. To address this, the programme emphasises collaboration and cooperation with partners in order to create complementarities. In addition, implementing partners' cooperation with donors was evidenced, and considered as a supportive and contributing factor for efficient implementation of the projects. Furthermore, the political will demonstrated by MSs and RECs to address some of challenges migrant workers in Africa are grappling with, is another contributing factor to efficient implementation of JLMP Projects.

Evaluation criteria: Impact

Progress in developing rights-based and gender-responsive policies complemented with capacity building has created common understanding of labour migration governance amongst stakeholders, this will be impactful. The completion of labour migration policies and eventual implementation, coupled with capacity building of actors will create a conducive environment and enhance the socio-economic benefits of labour migration in the continent.

Member States interest in establishing bilateral agreements to coordinate labour migration among themselves has prospects of impacting the governing of labour migration in the continent. While Africa - Gulf Cooperation Council (GCC), would have a broad impact on coordination between the two regions on labour migration, enhance the conduct of fair and ethical recruitment, deployment of migrant workers and improve lives of migrant workers and their families in both regions.

The adoption and operationalisation of the legal frameworks on transferability and harmonisation of skills and qualification, will significantly improve the contribution of the JLMP Projects towards the needs and aspirations of migrant workers.

Evaluation criteria: Sustainability

There is evidence of conditions for sustainability in some of the activities, five to ten years after the projects have ended. These include policies and legal frameworks developed, capacities built, knowledge and skills transferred to stakeholders in MSs and RECs and the enabling environment to portability of social security, as well as assimilation of outputs of the projects into overarching initiatives of MSs and RECs in migration governance and regulation will continue to exist.

When the rights-based and gender-responsive policies aligned with international labour standards are eventually implemented, they will pave a sustainable pathway for labour migration governance in Africa. Furthermore, the Labour Migration Advisory Committee (LMAC) established by JLMP is an imperative strategic approach in coordinating labour migration efforts in the Continent, however, there remains the question of sustainability after the projects end.

Conversely the institutional sustainability of the projects through strengthening the capacities of stakeholders participating in training events is evident, but would need to be cascaded across organizations, while the financial sustainability of the technical aspects of labour migration governance is doubtful after the end of the projects.

Lessons Learnt

Formulation to Implementation

The process of moving from the formulation to the implementation of labour migration policies is multifaceted and prolonged. Several steps are involved, including drafting, consultations, approval, and enactment. Each step requires meticulous attention and sustained efforts from various stakeholders. Key institutions such as Regional Economic Communities (RECs), Member States (MSs), and non-state actors (e.g., social partners) play critical roles. Their dedication and commitment are vital to ensure that policies not only complete but also effectively transition into actionable frameworks.

Complementary Approach

The complementary approach in implementing JLMP is crucial in labour migration governance and regulation in Africa. Joint efforts, especially in the formulation of policy frameworks, showcase the importance of leadership and ownership by the African Union Commission (AUC). Strengthening the technical capacity within the AUC is essential to better coordinate and oversee implementation at both the regional and national levels. This coordination ensures that policies are not just created but are effectively executed.

Technical Expertise of UN Agencies

The involvement of UN agencies such as the International Organization for Migration (IOM) and the International Labour Organization (ILO) in the JLMP is noteworthy. These agencies bring onboard technical expertise that leverages build capacity within the AUC, RECs, and MSs. However, harmonisation of Standard Operating Procedures (S.O.Ps) of implementing partners (AUC, ILO and IOM) would have maximised efficiency and effectiveness of collaboration.

Emerging Good Practices

Collaborative Implementation Approach

The implementation of JLMP Projects within the framework of AU Migration Policy Framework for Africa and its Plan of Action (2018–2030), has fostered an enabling environment for collaboration. This approach has facilitated cooperation between the AUC and multiple partners, which is crucial for the success of labour migration governance projects. Achieving the long-term strategic objectives of the JLMP Projects will depend on the continued effectiveness of this collaborative approach.

Collaboration with the Gulf Cooperation Council (GCC)

The emerging cooperation agreement with the GCC is considered a good and promising practice. This partnership can significantly impact labour migration coordination between Africa and the Gulf region. Given that the Gulf region is either a transit or destination area for many African migrant workers, this collaboration is expected to yield impactful and sustainable results. It can address human and labour rights abuses, support migrant workers, and facilitate knowledge-sharing between the two regions.

Flexibility in Implementation

The flexibility of JLMP Lead in implementing project activities based on the needs and priorities of MSs is a good practice. This adaptability enhances stakeholder engagement and fosters a sense of ownership among the various parties involved. When the specific needs and priorities of stakeholders are addressed, they are more likely to commit to and support the project's goals.

Multilateral Coordination through LMAC

The coordination of labour migration through the Labour Migration Advisory Committee (LMAC) is a good practice. LMAC plays an advisory role to MSs and RECs, offering guidance on labour migration issues. If the AUC eventually transitions LMAC to a statutory unit within the commission, its influence and effectiveness could be further enhanced.

Selection of Key Recommendations

Short-term – 2 to 3 Years

- AUC should prioritise the implementation of the labour migration policy of the EAC, and one MS to serve as a guide, and inform processes and time required to formulate and implement labour migration policies in targeted RECs and MSs for the next phase of JLMP.
- For the remaining period of JLMP, AUC should consider including other projects being implemented by IOM, ILO and GIZ in the PSC of JLMP or invite their representatives to enhance complementarity.

- Evaluation Advisory Committee of JLMP should develop succinct output indicators for project management purposes to monitor performance toward milestones on policy development, protection of migrant workers, decent work, social security portability, labour migration statistics and labour market in MSs and RECs.
- Create an online M&E evaluation system which Evaluation Advisory Committee and IP's update on a regular basis.
- ILO should prioritize the implementation of the roadmap on the extension of social protection to migrant workers in ECCAS, and EAC and portability of social security across board to serve as lesson for other RECs.
- AUC should consider helping ECOWAS to review its migration policy and implement JLMP in the region because of the large number of migrant workers in region and willingness of the secretariat to implement its migration policy.
- AUC and its partners should continue and support formulation of labour migration policy in Cote d'Ivoire, formalization of private recruitment agencies.
- AUC and IPs should conduct the study to enhance knowledge on condition of work in agriculture, mining and construction sectors, assess capacity building to social partners to continue this support to establish fair recruitment process.
- ILO should continue to provide support to Federal Ministry of Labour and Private Employment agencies at federal and regional level for better regulation of private employment agencies to ensure fair recruitment and labour migration governance in Ethiopia.

Medium – 4 to 7 Years

- To avoid any seeming duplication of efforts stakeholders should consider merging the two projects into a single programme with unified outcomes, outputs, and indicators based on thematic areas of implementation partners and their core mandates and allocation of resources.
- Distribute the different thematic areas between implementation partners, creating harmonized sets of activities on which each IP can more exclusively focus on. This will include to have the budget allocated between IP's in such a way avoiding two or three IP getting budget for same activities/budget lines.
- IOM and ILO should support social partners with lobby and skills to interactions with national Governments RECs to enhance their abilities to influence systemic changes, adoption and implementation of labour migration policies and labour rights conventions.
- To ensure sustainability and continuity of activities post-project, AUC, IPs should develop an exit strategy before the end of the project implementation in any REC and MS. This strategy should outline steps for continued governance and regulation of labour migration by RECs and MSs.

Long-term – 8 -15 Years

- Implementing Partners (ILO and IOM) and Donors should set-up realistic timelines and match resources at the design stage of the project to ensure implementation of labour migration policies and frameworks, considering the extended time required between formulation and implementation of legal and policy frameworks.
- The AUC should consider further exploiting the possibilities of institutionalizing the JLMP within AUC by creating a permanent coordination unit that would be project-based but constantly funded preferably by internal, but also external resources to ensure sustainability.
- AUC and IPs should consider establishing migrant workers' information resource centre including labour market information at RECs and MSs level to serve as a resource and knowledge hub for migrant workers and labour migration service providers.

- AUC and its IPs should commission an independent baseline report before implementation of activities on the indicators in selected RECs and MSs to serve as benchmark for evaluation of attainment of project output indicators. During the baseline study there should be consultations with institutions that will be involved at RECs and MSs level in the project implementation to ensure realistically matching/comparison of the desired changes of the project intervention with attainment of project results/outputs.

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INTRODUCTION

JLMP Mid-term Evaluation
Report

For Implementation Period:
2021/22 - 2023



1.0 Introduction

The AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration (known as the Joint Labour Migration Programme, or JLMP) in Africa is a long-term joint undertaking among the African Union (AU), International Organization for Migration (IOM), International Labour Organization (ILO) and United National Economic Commission for Africa (UNECA), in coordination with other relevant stakeholders working on labour migration and human mobility in Africa, such as governments, regional economic communities (RECs), development cooperation actors, social partners (workers' and employers' organizations), private sector organisations and civil society. It is the instrument dedicated to the implementation of the 5th Key Priority Area of the Declaration and Plan of Action on Employment, Poverty Eradication, and Inclusive Development, which was adopted by the AU Assembly of Heads of States and Governments (AU/Assembly/AU/20(XXIV)/Annex 3, January 2015) in Addis Ababa, Ethiopia. Its strategy focuses on intra-African labour migration and supports achievements of the First 2023 Ten Year Plan of the African Union (AU) Agenda 2063 and of the Sustainable Development Goals (SDGs) 8 and 10.7 adopted by the UN in 2015. In addition, the JLMP is a critical instrument for implementing the Migration Policy Framework for Africa (MPFA) and Plan of Action (2018-2030), which names the JLMP as one of the critical operational programmes for implementing its labour and education strategic pillar.

JLMP supports the achievements of the overall policy objective of Agenda 2063 Second Ten Year Implementation Plan – Moonshots 1, 2 and 6 and ultimately will contribute to realizing “The Africa We Want” adopted by AU Member States and contribute to the African continent’s attainment of Sustainable Development Goals (SDGs). The JLMP Strategic Framework (2020-2030) was drafted to better position the programme for bigger and lasting results in line with labour migration aspects of several global and continental policy and strategic frameworks.

JLMP's strategy is primarily focused on intra-African labour migration and mobility, including protection and promotion of human and labour rights of African migrant workers within Africa. In addition, the programme also extends to key migration corridors such as Europe and the Gulf where there are large numbers of low skilled African migrant workers. This implies the importance of strengthening governance and management of labour migration and mobility in Africa, under the rule of law, through consultation and collaboration with a range of actors including RECs, Member States, social partners (employers' and workers' organizations), businesses, international organizations, and civil society organizations (CSOs).

1.2 Project Background Information

The JLMP Priority project (2018-2021) ensured a strong take-off of the JLMP which benefitted from financial support from SIDA, through coordinated and simultaneous interventions covering governance and operational aspects. The project was implemented over four outcomes which including strengthened effectiveness of labour migration actors, support to regulatory and policy systems, multi-stakeholder consultations and practical coordination as well as strengthening AUC's leadership of the programme.

Drawing from this project (JLMP Priority), the JLMP Strategic Framework (2020-2030) and M&E Framework, the African Union Commission (AUC), the International Organization for Migration (IOM) and the International Labour Organization (ILO) put together two programmes namely Catalytic Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP Action) and Labour, Employment and Mobility Actions of the AU-ILO-IOM Joint Programme on Labour Migration Governance for Sustainable Development and Integration in Africa (JLMP Lead). The Swiss Agency for Development and Cooperation (SDC) funds the JLMP Action, while the Swedish International Development Cooperation Agency (SIDA) funds the JLMP Lead.

Table 1: Project information of JLMP Projects

Information	JLMP Action	JLMP Lead
Implementer	AUC, ILO, IOM	AUC, ILO, IOM
Donor	SDC	Sida
Budget	USD 8,000,000	SEK 79,000,000
Duration	43 months (1 June 2021- 31 December 2024)	36 months (01 April 2022 to 31 March 2025)
Midterm Evaluation covers	(30 months) June 2021 – Dec 2023	(20 months) April 2022 – Dec 2023

The programmes are embedded within adopted international frameworks such as Sustainable Development Goals in 2015 (SDG 8,10 and 5), the Global Compact for Safe, Orderly and Regular Migration and the strategic frameworks of RECs on labour mobility, to enhance the global efforts of ensuring protection of rights of workers on the move, including for women migrant workers. In 2019, the UNDESA estimated the stock of international migrants worldwide to be 272 million, 245 million of which are working age (aged 15 and over)[6]. The number of international migrant workers was estimated at 169 million in the same year, which shows an increase of 5 million migrant workers (3.0 per cent) from the 2017 estimate of 164 million migrant workers, and an increase of 19 million (12.7 per cent) from the 2013 estimate of 150 million migrant workers.

In Africa the number of international migrants steadily rose from 17.2 million (9.2 million males, 7.9 million females) to 26.3 million (14.5 million males, 11.9 million females), which translates into an average annual growth rate of 4.8 per cent[7] and women accounting for around 38 per cent of international migrants during 2010-19. Conversely, international migrants in the labour force, commonly referred to as “migrant workers”, grew from 9.5 million in 2010 to 14.5 million in 2019, which also translates into an average annual growth rate of 4.8 per cent. The latter annual growth rate is higher than the population growth rate (2.36 percent[8]) in Africa. Out of these 14.5 million international migrant workers in 2019, 6.7 million were young (defined as those aged between 15 and 35 years). Many of them are young women who face multiple forms of discrimination, and disproportionately at risk of facing exploitation, abuse and trafficking. Consequently, AU indicated in its Strategy on Gender Equality and Women’s Empowerment (2018- 2018) the issue of migration as Key Pillar 2 on security, dignity and resilience.

JLMP Action & Lead are being implemented after the JLMP Priority piloted, which facilitated a solid start by a consortium of equal partners, under the leadership of the African Union Commission (AUC) alongside the International Organization for Migration (IOM), and the International Labour Organization (ILO). The programme is being implemented within international standards, continental commitments and sub-regional treaties on free movement and regional integration adopted at Regional Economic Communities (REC) level by governments of AU Member States.

JLMP Action is being implemented in 5 pilot African Union Member States (MS)[9], and 2 Regional Economic Commissions (RECs)[10].

On the other hand, JLMP Lead is being implemented in collaboration with JLMP Action in the same above-mentioned pilot MSs, and other Member States (e.g. Ghana, Djibouti, Lesotho, Uganda, Somalia, Burundi, Kenya) based on a flexible approach and demand driven requests, and 4 RECs. Both projects collaborate closely with social partners’ organizations, and migrant workers’ organisations, and other relevant partners[11].

[6] ILO, 2021 World Social Protection Report 2020–22: Social Protection at the Crossroads – in Pursuit of a Better Future. Geneva

[7] Report on Labour Migration Statistics in Africa, Third Edition, 2017: https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/documents/publication/wcms_761304.pdf

[8] <https://www.statista.com/statistics/1224179/population-growth-in-africa/>

[9] Cameroon, Cote d'Ivoire, Ethiopia, Malawi, Morocco

[10] COMESA and ECCAS

[11] EAC, ECOWAS, IGAD, SADC

Therefore, by end of December 2023, the Projects would have been implemented for a period of 30 months (JLMP Action) and 20 months (JLMP Lead), respectively. Thus, AUC and its partners, IOM and ILO, launched a midterm evaluation of these projects to ascertain what is working, what are the obstacles, and why, based on feedback against evidence, as well as gather information, collate and analyse lessons learnt, challenges faced, and opportunities available/harnessed during implementation period thus far to inform donors, stakeholders and implementing partners for the remaining implementation periods of the projects. The midterm evaluation intended to assess project performance, to serve both learning and accountability purposes for the donors and the implementing partners.

Project Goals and Objectives

Table 2: Objectives, Outcome and Output alignment of JLMP Projects

JLMP Action	JLMP Lead
Outcome I: Strengthened effective governance and regulation of labour migration and mobility in Africa for women and men migrant workers	Outcome I: African Member States/ RECs establish effective and gender sensitive and responsive governance and regulation of labour migration and mobility
Output 1.1. Increased adoption/implementation of coherent rights-based and gender-responsive labour migration policies and regulatory frameworks for labour migration developed at national level	Output 1.1. Increased capacity of labour migration institutions and social partners on gender sensitive and responsive labour migration governance, policy, and administration
Output 1.2: Increased capacity of labour institutions, social partners, and civil society to conduct labour migration governance, policy and administration	Output 1.2: Increased adoption/implementation of free circulation/movement regimes and coherent gender sensitive labour migration policies in MS & RECs
Output 1.3 Increased tripartite discourse/dialogue, cooperation, and coordination on labour migration law, policy, and practice in Africa	Similar with JLMP Action
Outcome 2: Migrant workers of all gender identities in both formal and informal sectors enjoy safe, humane, and secure working environments, access to and portability of social protection and social benefits, and mutual recognition of skills and qualifications/educational levels	
Output 2.1: Increased opportunities for women and men migrant workers in both formal and informal sectors to obtain decent and productive work in conditions of freedom, equity, security, and human dignity	Similar with JLMP Action
Output 2.2: Improved access to social protection for women and men migrant workers and their families	Similar with JLMP Action
Output 2.3: Increased availability of in-demand skills and competencies with considerations for mutual recognition of skills and qualifications in selected Member States and at the RECs level (COMESA and ECCAS)	Output 2.3: Defined processes for obtaining harmonized/compatible/mutually recognized of occupational qualifications, training, and experience
Outcome 3: Increased utilization of labour migration disaggregated data and statistics by MS and RECs for evidenced based decision-making, policy planning, formulation, and application	Output 3: Member States and RECs consistently access and use gender sensitive labour migration disaggregated data and statistics for evidenced based decision-making, policy planning, formulation, and application by 2025
Output 3.1: Improved Member states' capacity to produce and disseminate accurate and disaggregated labour migration data and statistics	Output 3.1 Key stakeholders have the knowledge and skills to maintain LMD-related data, information, and knowledge management systems
Outcome 4: Strengthened governance and accountability of the JLMP - Action & Lead	
Output 4.1 Improved institutional capacity to steer, coordinate and implement the JLMP	Similar with JLMP Action
Output 4.2 Improved monitoring, evaluation, learning and reporting of the JLMP	Similar with JLMP Action
	Output 4.3 Revised JLMP Communication Strategy Implemented

Programme Governance Structure

The governance structure of the JLMP constituted:

- The JLMP Programme Steering Committee (PSC)
- The JLMP Programme Technical Committee (PTC)
- The AUC Programme Support Unit (AUC-PSU)

The JLMP Programme Steering Committee (PSC)

The Programme Steering Committee(PSC) established within the JLMP Priority continues its role in providing strategic guidance and ensuring the follow up of the implementation of both JLMP Action and Lead. It meets twice a year, and information available shows that two PSC meetings were held within the period covered by MTE: April 2022 and March 2023. The PSC ensures increased ownership of the projects through annual rotational chair of members in alphabetic order. The PSC oversees and validates the overall direction and policy of the programme and ensures that activities of all components are in line with the AU's strategy on migration and RECs frameworks and common approaches. The PSC discusses and approve annual work plans presented by the technical committee, approve the transfer of funds to the participating agencies according to the budget, log frame and work plans, and review and approve all progress reporting of both narrative and financial. The PSC also reviews the mid-term evaluation report and follow up on any adjustments to project implementation strategy based on the recommendations. In addition to the representatives from RECs', the PSC include representatives of the five pilot Member States, Regional Social partners (Business Africa, ITUC-Africa and the Organization of African Trade Union Unity (OATUU)), donors including SIDA, SDC and GIZ. IOM, ILO and other implementing agencies will serve as observers, providing technical insights to the PSC as needed. The PSU serves as the Secretariat to the PSC.

The Project Technical Committee

The Project Technical Committee (PTC) which was set up for the JLMP Priority project has been used for the JLMP Lead and Action projects. It currently comprises of technical officers from the AUC, IOM, ILO and SIDA and has included SDC and the REC Liaison Offices in Addis Ababa as well as representatives of the five select Member States to further strengthen the committee.

It is responsible for the monitoring and the implementation of project activities, providing technical expertise and guidance to the implementing agencies throughout the execution of project activities as detailed in the project document and log frame. The PTC agrees on annual work plans, continuous monitoring of the project implementation and agreeing on ways forward in case of changes in outcomes and outputs. The AUC-PSU presents annual progress, reports, etc to the PTC.

The PTC's suggestions for ways forward must, in cases of substantial changes to the objectives and outcomes, outputs and indicators, be presented to and approved by the PSC. The PTC is accountable to the PSC for the achievements of the objectives and targets of the project. The PTC meets twice annually. The AUC ensures support to the Secretariat of the Committee.

AUC Programme Support Unit (AUC-PSU)

The African Union Commission Programme Support Unit (AUC-PSU) was established to manage the implementation of the JLMP Programme. The PSU is working under the supervision of the Labour, Employment and Migration Division of the Department of Health, Humanitarian Affairs and Social Development and is led by a Programme Coordinator. The AUC-PSU is housed at the AUC headquarters in Addis Ababa – Ethiopia. In addition to the Programme Coordinator, other staff members include: a Statistician, Legal Officer, Project Support Officer, a National Programme Officer, Administrative Assistant and a Communication and Knowledge Management Officer.

Emphasis has been placed on the strategic decision that all JLMP projects will be implemented through the same governance structure, involving the Steering Committee, the Technical Committee and the PSU. The synergy and complementarity between them will be identified and promoted by the PSU.

1.3 Independent Midterm Evaluation Background

1.3.1 Purpose and Objectives

The main objective of the Mid-term Evaluation (MTE) was to effectively capture lessons learnt and provide information on the relevance, coherence, effectiveness and efficiency of the projects. It also looked at, sustainability and potential impact of the JLMP Action and Lead. Furthermore, the evaluation process would serve the purpose of accountability and learning role to key stakeholders in their various capacities. Results would further inform the implementation, management and steering of the projects.

The analysis provides recommendations, lessons learned, and good practices generated through the JLMP Projects to inform the key stakeholders, partners and the project team, to improve implementation during the remaining periods. The conclusions, lessons learnt, good practices and recommendations include analysis and assessment of mainstream, cross-cutting issues in programme approaches and implementation, like human rights and protection principles, gender, social dialogue, and international labour standards. Consequently, the specific objectives of the MTE are to:

- Assess the extent to which the projects have achieved or are likely to achieve their stated objectives (outcome and impact levels) and outputs, while identifying the supporting factors and constraints that have led to them.
- Identify unexpected positive and negative results of the projects.
- Assess the effectiveness of the implementation strategy (i.e. implementation modalities, issues of coordination and partnership arrangements, and synergy between the projects as well as other initiatives/programmes).
- Assess the management and financial efficiency and effectiveness of the projects considering the different projects' set-up.
- Assess the programme management structures, independently and comparatively. Assess the extent to which the projects outcomes will be sustainable (without the need for external support) and contribute towards the objectives of the JLMP.
- Establish the relevance of the projects design and implementation strategies in relation to continental, regional and national development frameworks (i.e. SDGs, GCM, the MPFA, AU-FMP, AfCFTA, UNSDCF etc.), including assumptions. Identify lessons learned and potential good practices that can be applied further.
- Provide recommendations to stakeholders for learning and support further development of future projects.

Evaluation Criteria and Questions

In line with the results-based approach, the MTE focused on identifying and analysing results through addressing key questions in line with the evaluation criteria of Organization for Economic Cooperation and Development (OECD) to ascertain achievement of the outcomes/ objectives of the projects using as a central, but not the sole guidance, the indicators in the logical framework of the projects and of the JLMP MERL Framework. The consultant and stakeholders agreed on the questions before commencement of data collection. The consultant analysed the primary and secondary data collected from implementation partners, and stakeholders to answer evaluation questions on relevance and strategic fit, coherence, effectiveness of project to achieve the expected results, efficiency of implementation, impact prospects and sustainability.

1.4 Midterm Evaluation Methods and Limitations

1.4.1 Methodology

The orthodox methodology adopted for this MTE combined a review of records and stakeholder interviews/meetings to inform a systematic comparison of original intentions with achievements during the period covered by the Midterm Evaluation, in an analytical framework. The data collected was majorly qualitative, and participatory approaches were employed using selected participatory data collection techniques for extensive consultations with identified stakeholders in labour migration sector.

These different sources of information allowed for a systematic data collection and **triangulation** aimed at obtaining the most reliable information possible. Evidence gathered were only considered reliable and used for elaborating performance of JLMP Projects and conclusions of the midterm evaluation. When contradictory evidence is found, the midterm evaluation used the **convergence of evidence** approach for elaborating results.

1.4.2 Inception Phase

An inception report was drafted at the initial phase of the MTE based on the review of terms of reference and project reports for an in-depth understanding of the design, original intentions of the projects, management, and implementation strategies of JLMP projects, as well as the focus of the evaluation. The inception report and agreed methodology were the basis on which the MTE proceeded with the categorisation of respondents and data collection.

1.4.3 Literature Review

The consultant of the MTE conducted an extensive review of relevant internal and external documents on JLMP Projects provided by implementing partners as well as other related projects in the continent to discern current issues and trends on labour migration governance, to understand the different implementation approaches of the two projects (JLMP Action and Lead), including assessment of relevance and consistency of design to the African context and needs of the target beneficiaries. The internal documents reviewed include annual narrative reports, policies and frameworks, studies carried out by the implementing partners either during implementation of JLMP Priority and/or build-up to JLMP Action and Lead. Information gathered from the above literature were compared with JLMP Strategic Framework, the results frameworks of the two projects, to assess progress towards desired results and convergence with binding international framework documents. The consultant also reviewed relevant documents from social partners, migrant organizations, civil society organizations, and UN agencies (members of UN networks on migration) working in the labour migration realm to assess alignment with JLMP interventions. Management perspectives of the projects were derived directly from the coordination of the two projects, through consultations with the project implementation teams, seconded labour migration officers at EAC, COMESA, ECOWAS and ECCAS, and discussions with other key stakeholders. The preliminary interviews with the Evaluation Advisory Committee (EAC) and project teams (AU, ILO, IOM) guided interviews with relevant Member States (MS), labour institutions responsible for the formulation and implementation of labour migration policies and strategies to determine changes that can be attributed to the projects.

1.4.4 Data Collection

The consultant conducted online data collection from March to June 15th, 2024, following the submission and validation of the Inception Report. It included response to open-ended questions by IPs, RECs and MSs, followed by Focus Group discussions with each project team. Virtual discussions were held with key informants at IOM and ILO Headquarters, and implementers of projects doing similar interventions in Ghana to systematically collect and reflect answers, triangulate, analyse and compare with project documents. The focus group discussions were conducted with the guide (Annex 3) aligned to the evaluation matrix (Annex 2). Ethical considerations were considered throughout the data collection processes: i) consent of respondents to participate, and ii) confidentiality and anonymity was maintained when analysing the collected data.

Total number of respondents to the online questionnaires were 17 stakeholders, 6 Key Informant Interviews (KII), and 4 Focus Group Discussions were conducted with stakeholders (AUC, IOM, ILO) including staff members that had responded to online questions and Donor representatives, see table 3 below.

Table 3: Respondents to Online Questionnaires, Key Informants and FGD sessions

Sn	Data collection Instruments	Sampled[12]	Respondents/KII & FGDs
1	AUC, ILO, IOM	AUC - 4	2
		ILO - 5	4
		IOM - 5	3
		MSs - 15	1
		RECs - 5	5
		Social Partners - 4	2
		Evaluation Advisory Committee of JLMP - 3	0
2	Key informant Interviews	13 KII	6 KII[13]
3	Focus Group Discussions (FGDs)	7 FGD Sessions	4 FGDs[14]

The consultancy service was home-based. It commenced on 20th November 2023. The preliminary findings of the MTE should have been presented virtually to the Evaluation Advisory Committee (EAC) on July 18th, 2024, for their feedback, but due to delays during data collection and its consequential effect on analysis and reporting. The first draft report was presented at a pre-validation workshop in Addis Ababa on July 26th, online validation was held on September 18th and final report submitted on September 24th 2024.

1.4.5 Data Processing and Analysis

The main thrust of data analysis is to identify milestones attained towards output indicators and progress towards outcomes of the two labour migration programmes. Therefore, the MTE consultant systematically reviewed the response to the online questionnaires for stakeholders. The collected data was downloaded into Microsoft Excel for processing, and comparison with the indicators on the logical framework, triangulated with the project documents. The analysis was thematic and based on perspective of stakeholders in terms of if and how an indicator has been attained in comparison to their targets. This was analysed in the context of the overall improvement towards labour migration governance in targeted MSs and RECs. The consultant used multiple units of analysis (individual perspective, groups, and organization) of social research – depending on the indicator in question – to build up a composite picture of performance, thus establish progress towards impact and sustainability prospects of the projects.

The analysis covered the six OECD/DAC criteria (relevance, coherence, efficiency, effectiveness, impact, and sustainability) and cross- cutting issues (gender, non-discrimination and human rights, social dialogue, tripartism, and international labour standards), and built a composite picture of performance of JLMP projects, thus far, and progress towards impact and sustainability prospects of the projects. The analysis presented in the effectiveness section summarises the achievements of the project by outcome and output indicators.

1.4.6 Evaluation Management

The evaluation was supposed to be jointly managed by an Evaluation Advisory Committee composed of evaluation officers of each institution, AUC, IOM and the ILO, staff members that are not involved in the project; represented by three evaluation managers. The contractual responsibility of the evaluation was on GIZ. The EAC was responsible for ensuring an independent process, close with standards of each organisation, and approving the submitted deliverables.

[12] 2 per IP, 1 from each MS, 2 RECs and 1 Social Partner

[13] ILO-Headquarters, AUC-Director, AUC Programme Coordinator, Ethiopia, Morocco, and Cote d'Ivoire

[14] Five staff of AU, three of IOM, four ILO and two Donor Representative

Generally, the evaluation experienced significant delays and the initially identified EAC members were not available to support the MTE process, thus another set of core team was asked to support and assist the MTE Consultant. Their support was effective and enabled the consultant to conduct the assessment within the extension period; from 40 to 55 calendar days, due to expansion of the scope from June 2021 and April 2022 to December 2023 for JLMP Lead and Action respectively.

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1.4.7 Limitation of the Midterm Evaluation

For this evaluation, data collection was conducted online, which is generally time-consuming and led to delays and postponements; thus, new arrangements had to be made in order to get representative responses.

The MTE consultant assessed the baseline data indicated on the results framework of both projects, based on which change was evaluated. However, the information on the results framework was found to be limited, thus the final evaluation report of JLMP Priority was consulted, for additional baseline information. However, it was challenging to make effective comparison due to slight changes of the indicators, and expansion to MSs. This limitation shows the importance of a concise baseline situation report at the beginning of a programme intervention.

Furthermore, the MTE appreciates the fact that JLMP Projects are facilitating migrant workers access to decent and secure working environment, social protection and skills recognition, through structural changes, but feedback from the end beneficiary on effects of these structural changes on their lives would have added impetus on perspectives of progress towards the outcome.

FINDINGS

JLMP Mid-term Evaluation
Report

For Implementation Period:
2021/22 - 2023



2.0 Findings of the Midterm Evaluation

2.1 Relevance

Relevance is a measure of the extent to which intervention objectives and design respond to beneficiaries' global, country, and partner/institution needs, policies, and priorities and continue to do so if circumstances change (OECD).

EQ 1: To what extent is the design and approach of JLMP activities relevant to African context and aligned to Agenda 2063 Second Ten Year Implementation Plan (2024 – 2033)?

EQ 2: To what extent have the projects' results so far contributed to the identified challenges that the projects aimed to address?

EQ 3: Are the projects relevant to the related AU's, REC's, MS's strategies, policies and plans, as well as the implementing agencies' strategic frameworks?

Finding 1: Relevance of Design and Approach

The evidence of the enormous number of movements of people within Africa and beyond indicate requirements for effective governance, regulations and service provisions for migrants and their families. Hence, the objective of the JLMP Projects to strengthen governance and regulate movement particularly when it comes to labour migration, making it safe, orderly and regular.

The JLMP projects are aligned with the Sustainable Development Goals (SDGs) and the Global Compact for Migration on Safe, Orderly and Regular migration (GCM) which are indeed relevant to the development aspirations of the continent. JLMP is aligned with several policy and institutional frameworks at continental, regional and global levels namely the Agenda 2063 and the AU Protocol to the treaty establishing African Economic community relating to free movement of persons, right of residence and establishment.

One of the goals of JLMP is to improve access to social protection for women and men migrant workers, their families, and harmonise skills in line with AU's protocol on Human and Peoples' Rights and the Rights of Citizens to Social Protection, Social Protection Framework for Africa, the Yaoundé Tripartite Declaration on the Implementation of the Social Protection Floor, as well as the Addis Ababa Declaration on Transforming Africa through Decent Work for Sustainable Development. For the MTE the following findings on relevance below are specific to both JLMP Projects:

I.1 The decision to expand implementation of JLMP Priority from the initial RECs, such as EAC, ECOWAS and SADC to include the ECCAS, and COMESA was based on feedback from the final evaluation of JLMP Priority.

I.2 Furthermore, literature shows well managed labour migration can significantly improve the lives of migrant workers and their families, which is increasing in the continent. Conversely poor governance of labour migration brings about myriads of risks and challenges. For instance, weak knowledge of the legal and societal context could make migrant workers vulnerable to discrimination, abusive recruitment practices and precarious work and living conditions.

I.3 The above contextual analysis of labour migration in Africa, formed the basis on which the JLMP projects are designed to address, and improve the management of labour migration in the continent.

I.4 The design of JLMP Projects in selecting one MS from East, West, North, South and Central, considering the different administrative and political dynamics, was strategic. While the flexible and demand-driven (based on request) approach adopted has demonstrated the needs of MSs and RECs to address challenges of labour migration in the continent and thus has strengthened overall ownership of the projects.

I.5 JLMP is indeed relevant to strengthen governance and regulation of labour migration in Africa because migrants contribute to shaping the social and economic development of both origin and destination countries, as they bring new ideas, perspectives, skills, opportunities and socioeconomic benefits.

1.6 Largely, the overall objective of JLMP projects is aligned to the MPFA, which offers guidance to MSs and RECs on managing labour migration through policy recommendations across the eight thematic pillars and eleven cross-cutting issues. Also, the approach and design of JLMP Projects are relevant for attainment of Agenda 2063, and the four strategic objectives of JLMP strategic framework 2020- 2030. The Programme is logically and continuously advocating for economic integration, political union and free movement of people, capital, goods, and services in all regions of the continent.

1.7 Thus, the MTE concludes that JLMP Projects are therefore key interventions envisioned to contribute to Africa's integration and economic growths which are relevant to the context of Africa.

Finding 2: Relevance to needs and priorities of beneficiaries

EQ 4: Are the projects responding to the needs and priorities of the intermediate and final men and women beneficiaries?

EQ 5: Are specific needs of women, youths, and other vulnerable groups among migrants being addressed by JLMP projects?

2.1 The movement of people (women and men) within the continent in search of jobs and better living conditions, necessitates access to services such as social protection (social security) to ensure safe and secure work environments, and better working conditions.

Social protection is a fundamental human right, however its coverage across Africa remains low, with only 17.4 percent of the total population covered by at least one social protection benefit[15] and only 7.3 percent of the working-age population is legally covered by comprehensive social security systems that include the full range of benefits, from child and family benefits to old-age pensions. Very limited number of workers (mainly formal sector employees) are benefiting from social security, as social security frameworks do not effectively cover all citizens of African countries[16].

In most African countries, there are legal and financial obstacles to extending social protection to migrant workers and limited documentation among migrant workers limits their access to social protection programmes. Women are lagging behind significantly in terms of coverage, at barely 3.9 percent compared to 10.8 percent for men. Moreover, only 13.9 percent of Africa's labour force is affiliated with contributory social security institutions, where coverage also tends to be broader for men than women (ibid).

However, there is evidence of commitment of African countries demonstrated through various protocols and declarations (see annex 3 below) aiming to reach adequate coverage and benefits to combat poverty in all its forms by expanding social protection measures across an array of instruments which are in line with needs and priorities of migrant workers. Thus, JLMP Projects are responding to these specific needs and priorities of the target men and women beneficiaries. Specifically, the projects are strategically providing capacity building to labour and employment institutions to develop implementable social protection guidelines and frameworks to extend the services to men and women migrant workers.

2.2 JLMP Projects are also facilitating cooperation agreements between countries and within RECs to ensure adherence to international standards and laws of mobility of persons and their rights of residence and establishment. The cooperation agreements between countries and within RECs facilitates free mobility of persons and rights of residence and settlement mirror the important needs of migrants. This is because cooperation agreements have become increasingly popular as a tool for governance of labour migration, protection of migrant workers and fair migration between Member States to encourage free movement of persons. While free and fair migration have long been recognized as a key pillar of economic integration and development in regional economic integration processes, as it facilitates mobility of available skills and labour to promote investments and economic developments by drawing on diverse labour resources present in the Member States and regional economic communities.

[15] ILO, 2021 World Social Protection Report 2020–22: Social Protection at the Crossroads – in Pursuit of a Better Future. Geneva

[16] Advancing Social Protection in Rural Africa, FAO Accra, 2024

2.3 The capacity of labour and employment institutions to manage movement of migrants, and adoption of good practices to effectively protect the rights of migrant workers are needs of targeted MSs. Thus, capacity building of labour and employment institutions of MSs on labour migration principles and good practices to strengthen labour migration through rights-based and gender-responsive policies will better protect migrants in the countries of destination.

2.2 Coherence

Finding 3: Coherence with strategic frameworks and regional policies

EQ 6: How well are the projects (JLMP Action and JLMP Lead) coherent with strategic frameworks and regional policies?

EQ7. Assess the complementarity of the two projects towards supporting the JLMP strategic framework. The JLMP Projects (Action and Lead) are based on the JLMP Strategic Framework and Monitoring and Evaluation Plan (2020-2030) following the AU's MPFA outcomes and they complement each other, for example, the development of national and regional labour migration strategies and policies have been a joint activity of both projects.

3.1 Beside the coherence of JLMP Projects to several strategic frameworks mentioned above, the implementation of these projects represents complex inter-related activities to attain targeted results/outputs. To maximise results, avoid overlapping and add value to activities, JLMP Projects are being implemented in collaboration and complementarity with other similar on-going projects of ILO and IOM, such as Southern Africa Migration Management (SAMM), Towards a Holistic Approach to Labour Migration Governance and Mobility in North Africa (THAMM), and Better Regional Migration Management (BRMM), etc

3.2 The outcomes and outputs of JLMP Projects are related to labour migration governance, statistics, capacity development, and inter-regional cooperation. This includes effort to support AU's MSs in developing Labour Market Information Systems (LMIS) and thus two Key Informants interviewed have mentioned the support of ILO, but they were not sure which of the projects established LMIS in Ethiopia.

3.3 At the regional and member state levels, JLMP Projects are implementing similar activities on policy frameworks and capacity strengthening, but targeting slightly different outputs, as noted in the results frameworks. Inherently, most online respondents indicated the processes and durations to implement these capacity building interventions take too long. These long processes could be addressed by different implementing agencies focusing on strategic areas of capacity building relating to labour migration within a given period.

2.3 Effectiveness

Effectiveness measures the extent to which an intervention achieved, or is expected to achieve its results, including any differential results across groups, through comparison of what results have been obtained within the period; what was planned and analysing the factors that have contributed to the achievement and non-achievement of project objectives (OECD).

EQ 7: To what extent have the projects achieved their objectives in terms of stated targets and in a timely manner?

EQ 8: Have the achievements been attained through the planned outputs or have new ones been included, why and how effective have these been?

EQ9: To what extent are activities of JLMP projects effective in ensuring social security access and portability for migrant workers?

EQ10: How are the projects' strategies, tools or institutional requirements contributing to achieving or impeding the project desired results?

EQ11: Are there any challenging factors pertaining to the effectiveness of the projects and measures taken to mitigate the adverse effects of challenges?

Outcome I

Finding 4: Achieved outputs/results of JLMP Projects

According to the results framework of the Projects (Action and Lead), to attain strengthening of effective governance and regulation of labour migration and mobility in Africa for women and men migrant workers, three outputs (I.1 – I.3) were planned to be implemented by the partners within the different timeframes.

4.1 Largely the JLMP projects have performed well towards targeted outputs of outcome I, which can also be attributed to the political will demonstrated by RECs and MSs to formulate labour migration policies, strengthen governance, regulation and monitor the changing trends of labour migration in the continent.

MTE findings show that labour migration policies have been completed for Cameroon and Malawi, while work is still ongoing in Cote d'Ivoire, Djibouti, and ECCAS. These supports are in line with the aim and objectives of results framework of JLMP Projects and these policies can contribute to better labour migration governance and regulation in these MSs and RECs when the policies are eventually implemented.

4.2 The finalised policy has been handed over to government of Cameroon for subsequent political adoption. The MTE found that the process of developing the policy was participatory, as records shows that 33 persons (24-males and 9-females) were involved, including social partners. The MTE reviewed the labour migration policy of Cameroon and through triangulation with qualitative data collected, concluded that gender aspects have been adequately reflected in the mission statement of the document, and the specific objective levels, affirming it is a gender-sensitive policy. For instance, one of the mission statements is Promotion of equal opportunities and protection of the rights of migrant women by ensuring that labour migration practices are gender-specific and non-discriminatory. This achievement is consistent with output I.1 of JLMP.

4.3 Furthermore, JLMP implementation partners reviewed the existing National Labour policy of Malawi to ensure it incorporates gender responsiveness, and it is currently awaiting Cabinet approval. In a similar vein, the projects supported the Government of Malawi to develop its policy framework on Labour Export Regulations and ethical recruitment.

4.4 Conversely, in Cote d'Ivoire the progress of developing the Labour Migration Policy is ongoing with national consultations concluded as the first step, during the period under review. The process is anticipated to be completed before the end of the project. Equally, upon the request of the Government of Djibouti, JLMP Lead supported participants from the country at a national workshop to endorse the process for the ratification of the [ILO Convention on Private Employment Agencies \(C181\)](#), as well as review the roadmap for the development of a Labour Migration Strategy. It is envisaged that Djibouti will be supported to develop its strategy during the remaining months of the project.

4.5 At the levels of RECs, in addition to support provided by JLMP Projects for EAC to adopt and eventually implement its labour migration policy, ECCAS has finalised a Terms of Reference (ToR) for a consultancy service to develop a labour migration policy, which is awaiting publication. In ECOWAS not much progress has been made, despite being targeted by interventions of JLMP Priority. Recently ECOWAS has made a request for support to develop a Labour Migration Strategy in line with its long-term migration policy.

4.6 As for SADC, the JLMP has not implemented much because the region did not consider labour migration as a priority but gave approval for JLMP to work with its Member States directly, thus Malawi was engaged. It is worth noting that, through the support of SAMM, five MSs of SADC (Eswatini, Lesotho, Namibia, Seychelles and Zimbabwe) have already adopted national labour migration policies.

4.7 For Morocco and Ethiopia, the information available shows two different stages. Morocco is a country which has had support from different stakeholders on its labour migration initiatives. Consequently, some interventions have been made on ethical and fair recruitment of migrant workers, access to social protection, skills recognition by the JLMP.

Therefore, MTE found that two research studies on a) recruitment and working conditions of migrant workers in the construction sector with General Confederation of Moroccan Enterprises (CGEM), and b) baseline study on the activity of private employment agencies (focus on overseas placements) were launched in Morocco through a social partner (National Employment and Employers Association). The feedback to the MTE from a key informant with a respondent in Morocco indicated that the baseline survey will enable CGEM to take concrete actions with the confederations concerned and the stakeholders in the targeted sector, and put in place operational mechanisms to protect the rights and enhance access to decent working conditions for workers in construction sector as well as support employers in the process of regularisation of irregular and informal workers and promote equal treatment.

4.8 Conversely, in Ethiopia a Labour Migration Policy Gap Analysis was conducted and a Compendium of National Legislations and Policies relevant to labour migration have been compiled to inform the decision on whether the development of rights-based and gender-responsive labour migration policy or a simple proclamation of directive will suffice. An excerpt from the gap analysis, indicated that Labour migration is impeded by the multiple laws and regulations that govern admission, employment, and residence of migrant workers in Ethiopia. However, these documents are hard to obtain and navigate. Therefore, the analysis recommended that the procedures should be captured in one policy document.

4.9 Conclusively, the MTE found that an increase in the adoption/implementation of coherent rights-based and gender-responsive labour migration policies and regulatory frameworks, has progressed slightly, and the policies are being approved internally by governments of MSs and RECs. The Labour migration policy of EAC, developed in 2021 and Plan of Action have been approved by Directors of labour and employment institutions of the region, in the second quarter of 2024, as a framework for governing labour migration, thus resources and time would be needed to implement the policy in remaining months of the JLMP projects. Though, this regional policy document is not legally binding, but its operationalisation will have two prunes:

- provide guidelines for the development, strengthening, revision, and harmonisation of labour migration policies across the region.
- ensure equal/common standards in countries.

Therefore, the completion of the remaining targeted policies in the coming months of the JLMP Projects would be crucial, and their implementation would be a more significant achievement to attain the desired change in governance and regulation of labour migration and mobility of people in the continent.

4.10 To estimate the time between formulation and implementation of Labour Migration policy, the MTE resorted to the experience of Ghana. The Labour Migration Policy of Ghana was launched in 2016, and a five-year implementation Plan (2020-2024) was prepared in 2020, to facilitate operationalization of the strategies and activities formulated under the policy objectives in order to achieve the expected outputs and outcomes in the medium-term. An interview with stakeholders at the Ministry of Employment and Labour Relations, Government of Ghana, demonstrated that there are several steps, significant resources (human and time) required, as well as political commitment for effective formulation and eventual implementation of the Labour Migration policy. This is corroborated by evidence from EAC, which had its policy formulated in 2021 and for the past 20-30 months it is being prepared for adoption at MS levels.

4.11 Progress towards the attainment of output 1.2 and 1.1 of JLMP Action and Lead respectively, the number of stakeholders in institutions responsible for labour migration capacitated on labour migration governance, policy, and administration has reportedly increased based on assessment of the MTE and was acknowledged by respondents, especially the social partners. However, this was compared with the baseline situation on the results frameworks, and both projects indicated zero capacity of government personnel, which is an abnormal baseline situation for a capacity related indicator, furthermore, the targets for both projects were different, number of stakeholders and percentage for Action and Lead respectively.

4.12 Therefore, the MTE assessed the number of stakeholders capacitated thus far by the JLMP Projects. Precisely, capacity of 23 (9 females and 14 male) delegates from ECCAS and 9 Member States were built on labour migration policy development from the 21st to the 24th, March 2023. Furthermore, 33 (24 males and 9 female) officials participated in the validation meeting of the situation analysis of the labour

migration policy held in Cameroon on the 2nd of June 2023. In Ethiopia, the JLMP Projects in collaboration with BRMM established a technical working group (TWG) on labour migration to provide guidance to the Government of Ethiopia at Federal and Provincial levels on labour migration matters: regulations, ethical and fair recruitment, and re-integration of returnees. The TWG comprise of 27 participants (8 females and 19 males), which reviewed and adopted the ToR of the TWG. Furthermore, the TWG shall serve as a national coordination mechanism to enhance collaboration and effective coordination amongst stakeholders and interventions on labour migration in the country.

Furthermore, capacity of 66 members of different Permanent Committees^[17] of Parliament of the continent was built on migration and labour migration governance in Africa, in collaboration with PAP^[18] from 14th to 15th March 2023, on the margins of the first statutory meeting of the standing committees. Based on the above, 149 people (108 males and 41 females) in institutions responsible for labour migration and social partners have been capacitated on gender-sensitive labour migration governance and policy.

4.13 Further assessment of the number of stakeholders capacitated by the JLMP Projects, interviewees responses “What has been the role of social partners in policy development of RECs/MSs?” shows that social partners were crucial in providing technical advice and material support to MSs during policy development processes. Specifically, feedback from social partners indicated that they have been involved in meetings, advocacies, social dialogue mechanisms and capacity building. In addition to the involvement of social partners in consultative process during development of policy documents in Cameroon and Cote d'Ivoire, a Key Informant Interview (KII) with a representative of a Social Partner in Ethiopia indicated that series of consecutive consultations were held with the Confederation of Ethiopian Trade Unions (CETU) to identify and prioritise key areas of intervention. This has enhanced the contribution of CETU towards the recommendation for Ethiopia to include all relevant labour migration regulations in a single policy document, for easy access and implementation.

4.14 In terms of progress towards output 1.3 increased tripartite discourse/dialogue, cooperation, and coordination on labour migration law, policy, and practice in Africa, firstly, the MTE realised that tripartism is built in all policy level interventions. The following tripartite discourses/dialogues were initiated during the period covered by MTE: i) panel discussion held on the margins of the 2nd Business and Human Rights Forum and ii) inter-regional knowledge and experience sharing forum focused on labour migration and child labour for tripartite representatives from EAC, IGAD and SADC. These tripartite dialogues are good practice of cooperation and coordination on labour migration, enabling sharing of knowledge and experience. When the agreements are implemented, they will contribute to improvement of socioeconomic well-being of migrant workers in their countries of destination and origin. Though, the MTE could ascertain that the discussions/discourses have happened, however, no concrete agreements have been signed following the discussions.

4.15 Furthermore, JLMP Projects have strengthened coordination mechanisms of labour migration in MSs through the LMAC^[19], which ensures coherent and regional cooperation on governance and regulations, since LMAC is a tripartite consultation mechanism. Understandably, its composition excludes government representation because it is established to proffer advice to governments and consolidate result-oriented dialogue on labour migration among stakeholders for national and regional governance of free movement of people and labour migration.

During the period covered by the MTE, the LMAC has held one annual meeting, in March 2023, during which members were updated on initiatives they were involved in, especially related to providing support to protect and empower migrant workers. AUC seized the opportunity to provide a briefing on its plan to

[17] Committee on Trade, Customs and Immigration Matters; Committee on Health, Labour and Social Affairs; Committee on Transport, Industry, Communications, Energy, Science and Technology; Committee on Gender, Family, Youth and People with Disability; Committee on Justice and Human Rights; Committee on Rules, Privileges and Discipline; and the Committee on Education, Culture and Human Resources.

[18] Pan African Parliament

[19] Comprised of representatives of AU-RECs, Pan African Parliament, ECOSOCC, African Commission on Human and People's Rights, African Committee of Experts on the rights of Welfare of the Children, OATUU, ITUC-Africa, Business Africa, ILO, IOM, ECA, Universities and Research Institutions, two African Diaspora Organizations and Women in Cross-Border Traders.

transform/expand the mandate of LMAC into a Labour and Employment Authority.

4.16 Furthermore, the JLMP Projects organised the first-ever Africa Labour Migration Conference (ALMC), from the 18th to the 20th of October 2023 in Abidjan, which was attended by 73 participants (44 males and 29 females) representing governments, employers' organisations, workers' organizations, RECs, as well as bilateral and multilateral agencies. Key deliberations at the conference were on common priorities and action points to promote the protection of the rights of migrant workers and ensure their access to decent work. A key outcome of the ALMC was the adoption of a communique highlighting the common priority points and 40-points concrete recommendations for joint action. For effective participation, a preparatory meeting for representatives from workers' and employers' organisation was organized prior to the conference. The meeting participants identified common challenges and priorities across the various thematic issues related to labour migration governance in the continent and developed key messages for ALMC conference.

4.17 Conversely, efforts to establish a labour migration multilateral mechanism between Africa and the Gulf states, led by the AU, according to data collected during the MTE shows that progress has been made to launch a Multilateral dialogue in the 2nd quarter of 2024 (March – June). This will be significant for JLMP given the number of African migrant workers in the Gulf States, either in transit or established. Thus, initiating a cooperation mechanism between Africa and the Gulf Cooperation Council will have a significant effect on coordination in both regions and can assist migrant workers with necessary regulation frameworks to improve their access to better services, decent jobs, and humane treatment.

4.18 In summary, the MTE concludes that these policy instruments being developed for MSs and RECs, the capacity building provided for labour and employment institutions, combined with the political will demonstrated by the institutions to regulate and monitor the changing trends of labour migration, bilateral, multilateral and tripartite coordination mechanisms on labour migration would create the enabling environment and envisioned to be beneficial to migrant workers in future. Table 4 below shows performance of JLMP Projects towards target indicators of the outputs of outcome I.

Table 4: Performance of JLMP Projects towards indicator targets of outputs 1.1, 1.2 and 1.3

Project	Indicators	Target	Status of achievement against target, at Midterm
JLMP Action	I.1.1 Number of Member States/RECs that have developed or revised gender-responsive labour migration policies.	5 MSs & 2 RECs develop LM policy by Dec 2024	40 percent complete for MSs; RECs zero percent.
	I.1.2 Degree to which social partner organizations participate in developing or implementing gender-responsive labour migration policies and regulatory frameworks	High degree (61-80%) of participation of social partners and make notable contributions to policy development process by 2024	Medium degree, as 4 Social partners participated in development of Labour migration policy of Cameroon
	I.1.3 Status of Adoption and Effective Implementation of International Labour Standards on the protection of migrant workers	5 Member States	Two MSs incorporated international Labour Standards in their policy
	I.2.1 Number of representatives of labour migration institutions at the national level (male and female) actively engaged in labour migration governance, policy, and administration	At least 60 (30 F, 30 M) representatives actively engaged in labour migration governance, policy, and administration in the 5 target MS by December 2024	149 people involved in policy development
	I.2.2. Number of stakeholders (f/m) in institutions responsible for labour migration capacitated on labour migration governance, policy, and administration and efficiently respond to project demands	At least 350 stakeholders in institutions responsible for labour migration (175 M, 175 F) capacitated on labour migration governance, policy, and administration and efficiently respond to project demands in the 5 target MS	149 stakeholders involved in policy development
	I.3.1. Quality of tripartite consultative and coordination forums on labour migration participating in developing or implementing labour migration policies.	High quality tripartite consultative and coordination forums and implementation of many actions are underway by 2024	Medium quality-the tripartite consultative and coordination forums have incorporated labour migration in their work programmes and are implementing some actions
JLMP Action	I.3.2. Number of recommendations/agreements facilitated by JLMP through tripartite discourse, cooperation, and coordination on labour migration initiated/operationalised at continental, regional and national levels	At least 1 recommendation/agreement resulting from tripartite discourse, cooperation, and coordination on labour migration initiated/operationalised at continental, regional and national levels /yr	None operationalised yet as LMAC reform is still ongoing
	I.3.3. Number of initiatives implemented by LMAC	At least three initiatives per year implemented by LMAC & reports made to relevant AU Specialised Technical Committee	One annual meeting held; no initiative implemented

Project	Indicators	Target	Status of achievement against target, at Midterm
JLMP Lead	1.1.1 Number of male and female stakeholders representing labour institutions and social partners capacitated on gender sensitive and responsive labour migration governance, policy, and administration institutions and social partners, who report increased capacities because of JLMP interventions	50-60	149 people
	1.2.1 Number of Members States engaged in elaboration or strengthening of national labour migration policy frameworks	5 select Member States actively engage in labour migration policy development and implementation in a whole-of-government and civil society approach	3 MS have been engaged in elaboration of labour migration policy, there is no implementation yet
	1.2.2. Number of regional and national consultations on the ECCAS and IGAD labour migration policy and governance OR Number of EAC partner states that have mainstreamed the EAC Labour Migration Policy Framework into their national policies	2 out of 3 RECs & MS	Consultations initiated at ECCAS None of EAC partner states have mainstreamed EAC policy
	1.3.1 Number of continental, regional and national tripartite consultation and coordination forums on labour migration established or strengthened including the inter-REC knowledge sharing forum IGAD, EAC and SADC.	Strengthened existing social dialogue and tripartite engagement & the regional consultative processes EAC, ECOWAS & SADC	One coordination forum (LMAC), two bilateral discourses, one continental (PAFOM), one multilateral (Africa – GCC) and one inter-REC knowledge sharing forum IGAD, EAC and SADC
	1.3.2. Number of initiatives implemented by LMAC and reported to relevant AU organs	At least 3 initiatives per year implemented by LMAC & reports made to relevant AU Specialised Technical Committee	One annual meeting held, but no initiative implemented

Outcome 2

To achieve outcome 2, migrant workers of all gender identities in both formal and informal sectors enjoy safe, humane, and secure working environments, access to and portability of social protection and social benefits, and mutual recognition of skills and qualifications/educational levels, JLMP Projects planned to attain three outputs (2.1 – 2.3).

4.19 Migrant workers often face number of challenges in their migration cycle. These challenges include discriminatory attitudes and practices which impede access to decent working conditions, social protection, services, remedies, and social inclusion. Thus, these constraints leave migrant workers vulnerable to abuse and perilous work conditions, especially during health and/or other emergencies. Consequently, to address some of these constraints, JLMP is creating the enabling environment to expand opportunities for migrant

workers to access social protection, decent and productive work, and recognition of academic and professional qualifications.

4.20 To increase opportunities for women and men migrant workers in both the formal and informal sectors to obtain decent and productive work in conditions of freedom, equity, security, and human dignity, JLMP is developing a Continental Fair and Ethical Recruitment Strategy. The strategy will be informed by existing legal and policy frameworks to strengthen recruitment practices, processes and services to migrant workers within and from Africa. Furthermore, the development of a gender-responsive and rights-based continental guidelines for African member states to engage with the private sector is at an advanced stage. The guidelines, among others, are expected to boost the role of employers and businesses in promoting skills development, mobility, fair and ethical recruitment and dignified employment for migrant workers in all economic sectors. Similarly, JLMP organised a capacity building workshop for public and private employment agencies in Cote d'Ivoire on the normative and legislative framework for fair recruitment practices from 29 Nov – 1 Dec 2023. According to feedback from a key informant in Cote d'Ivoire, the legislative framework is expected to guide government and private sector stakeholders on recruitment of migrant workers in the country.

4.21 The performance of the programme towards output 2.2 (Improved access to social protection for women and men migrant workers and their families) includes the support to RECs in development of regulations on social security benefits, and Migrant Welfare Programme for MSs and tools and guidelines for migrant workers to facilitate access to justice. In particular, the development of roadmaps by relevant stakeholders to expand social protection services to migrant workers in ECCAS and COMESA was initiated. The intervention was initiated through a four-days capacity building and planning meeting held for 21 representatives (10 men and 11 women) of the targeted RECs, including African Union and IOM, in collaboration with International Training Centre of the ILO (ITCILO) from April 3 - 6 2023 in Turin, Italy.

4.22 The MTE noted that the capacity building meeting was preceded by an innovative approach; pre-course virtual learning, which included a series of webinars to address key concepts on how to extend social protection to migrant workers as well as the skills dimensions of labour migration. The MTE also found out that representatives of RECs at the training adopted a work plan, reviewed and validated a draft term of reference for a baseline study in RECs on social protection and skills recognition respectively, which commenced in June 2023 for ECCAS. However, feedback from a representative of ECCAS, indicated governments' preference to address social security for citizens instead of migrant workers.

4.23 To further initiate extension of social protection for migrant workers in Africa, JLMP projects in collaboration with BRMM and FAIRWAY organised a capacity building (e-learning) workshop for relevant stakeholders[20].

4.24 In addition, a study was commissioned to assess and identify collaboration mechanisms between African diplomatic representation in the Gulf region. The assessment concentrated in Gulf countries where some African member states do not have diplomatic or consular presence. The thrust of the study was to facilitate cooperation among African Member States in the Gulf to provide consular assistance and protection for African migrant workers, either on transit or destination country.

4.25 Also noted by the MTE is the regional guides, prepared in coordination with BRMM for Comprehensive Information and Orientation Programme (CIOP) on labour migration between the East and Horn of Africa (EHoA) and the Gulf countries, which was based on a needs assessment of migrant workers from EHoA to the Gulf region, carried out by JLMP Priority. The aim of the guide is to provide stakeholders with practical guidance and resources (tools) for establishing and effectively managing orientation programmes.

4.26 Furthermore, the MTE found that the JLMP Projects cooperated with the BRMM project-to initiate capacity building workshops on strategizing for deeper collaboration with trade unions in Gulf States, ITUC-Africa and ATUMNET. This culminated to the endorsement of an MoU between ITUC-Africa and

[20] Government agencies, workers' organizations, employers' organizations, private employment agencies government agencies, workers' organizations, employers' organizations, private employment agencies) from East Horn of Africa as well as representatives of EAC and ITUC-Africa.

and IOE-Business Africa. In addition to this, ITUC Africa solicited support to increase its campaign on migrant workers' rights through short videos disseminated in common African languages[21]. The MTE was able to contact representatives of these social partners directly and their feedback shows that progress is being made to execute the request.

4.27 The capacity strengthening for labour and employment institutions of MSs, and social partners on the establishment and implementation of Migrant Welfare Program (MWP) has been conducted. For instance, Facilitator's Guide, Compendium of Practices, and supporting PowerPoint materials were developed by IOM for stakeholders to support capacity development initiatives on migrant welfare programmes.

4.28 A feasibility study has been rolled out in Uganda to inform the establishment of a Migrant Welfare program. It has thus far assessed legal, policy, institutional frameworks, socioeconomic conditions of Ugandan's migrant workers, and social protection landscape available in the country and abroad. It further explored the feasibility of establishing a comprehensive MWP to address the challenges faced by migrant workers and their families in the country and identify its potential impacts. In addition, 33 representatives (15 males and 18 females) from the governments of four of the five targeted MSs[22] and Kenya, Niger, and Uganda, as well as social partners, AUC, and IOM have been trained on effective migration governance and establishing mechanisms to support and improve the welfare of migrant workers from 7 - 9 February 2023.

4.29 Inherently the ability within governments of MSs to deploy tools and guides for migrant workers' access to justice is salient. Consequently, JLMP conducted a comprehensive study on Gender-responsive Access to Justice and Reporting Mechanism for Migrant Workers. In addition to the study report, a Practical Guide on reporting mechanism was also developed. These two documents were presented at a consultative meeting held on 24 May 2023, which brought together delegates from Governments of four[23] out of the five targeted countries. The Practical Guide offers instructions and a step-by-step process to develop a State-led accessible, rights-based and gender-responsive reporting mechanism for women and men migrant workers and it is being piloted in Malawi. For an effective pilot implementation of the practical guide, the JLMP has provided technical support to Malawi, including a timeline of the deliverables, and roles and responsibilities of all stakeholders involved.

4.30 Performance of JLMP Projects towards output 2.3; (increased recognition of occupational skills, qualifications, training, and experience) the MTE found a High-Level Forum on skills-based Mobility in Africa was organised that brought together 49 participants to discuss ways to strengthen skills-based mobility for effective contribution and improve regular mobility pathways and positive outcomes for migrants, communities, labour markets and economies of both countries of origin and destination. The recommendation of the forum was to promote and institutionalise sector skills councils, involving employers, governments, and other relevant actors to enhance coordination between public and private sectors on training and employment.

4.31 The MTE found that East and Horn of Africa Members States (Burundi, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Somalia, South Sudan, Sudan, Tanzania and Uganda) during its Regional Ministerial Forum on Migration (RMFM) in February 2023 have taken two (2) recommendations each from the High-Level Forum on skills-based Mobility in Africa, to be implemented at the national level, through the technical Working Groups on Skills, Jobs Creation and Youth Employment. This is a demonstrated commitment of MSs to implement the recommendations from the forum that will be effective and beneficial to migrant workers and their families.

4.32 Another initiative towards the definition of processes to harmonise and recognise occupational qualifications, training, and experience (output 2.3) was the study of skills and qualifications in agriculture and mining sectors in the Republic of Congo, Democratic Republic of Congo and RECs (COMESA and ECCAS). At the time of MTE, not much progress has been made in Congo and DR Congo, because the consultancy services requested to map out current and future skills needs in agriculture and mining sectors

[21] Amharic, Wolof, Pidgin English, and Swahili

[22] Cameroon, Côte d'Ivoire, Malawi, Morocco

[23] Ethiopia, Malawi, Côte d'Ivoire, and Morocco

in the Republic of Congo, Democratic Republic of Congo and RECs (COMESA and ECCAS). At the time of MTE, not much progress has been made in Congo and DR Congo, because the consultancy services requested to map out current and future skills needs in agriculture and mining sectors to support skills transferability and equitable, demand-driven migration was not yet in place.

4.33 Conversely, the JLMP have followed-up processes to establish modalities for harmonisation and recognition of occupational qualifications, conduct training and experience sharing, promote recognition and harmonisation of occupational standards in the agriculture and construction sectors of Ghana, Nigeria, and Togo. The envisioned signing of a Memorandum of Understanding (MoU) between the three countries and followed by the piloting of joint activities would be a key achievement.

4.34 In addition, and jointly with BRMM, the projects have initiated the process of developing a competency standards framework for EAC, which will aid in recognition of skills and competencies for domestic workers, including migrant domestic workers. Furthermore, the support of the project to operationalise Annex VII of the Common Market Protocol of EAC will enable the expansion of mutual recognition of skills and qualifications beyond the already agreed four sectors (i.e., Accountancy, Engineering, Architecture, and Veterinary Science). The support was a meeting organised for sectoral council on legal and judicial affairs to consider and adopt the regulation. The meeting recommended amendment of laws that govern professions in respective MSs for mutual skills and qualifications recognition agreements to be developed and implemented. Though the regulations are yet to be approved by the Ministers and implemented in MSs, it will allow professionals in other fields of academic and occupational qualification to register and practice in MSs of EAC, within the principles of equal treatment.

4.35 In summary it is apparent that much has been done by JLMP on expansion of social protection to migrant workers, social security portability, harmonisation and mutual recognition of skills and qualification, but none of these frameworks have been implemented to make an impact on the lives of migrant workers in Africa. Thus, an overall conclusion of MTE on performance of JLMP Projects towards outcome 2 is insignificant, see table 5 for details

Table 5: Performance of JLMP Projects towards indicator targets of outputs 2.1, 2.2 and 2.3

Project	Indicators	Target	Status of achievement against target, at Midterm
JLMP Action	2.1.1 Number and type of measures aimed at expanding opportunities for decent and productive work for migrants implemented in the 5 target MS	5 Labour migration policies 5/5 ratifications for ILO conventions 97 and 143	One study launched in November 2023 for an assessment in Morocco and one capacity building in Cote d'Ivoire
JLMP Lead	2.1.1 Number of capacity building workshops for social partners, the private sector and civil society organizations on fair, ethical, and gender-responsive recruitment organized.	No target seen on Results framework	One conference organised (Africa Labour Migration Conference (ALMC))
JLMP Action	2.1.2 A Practical Guide on rights-based and gender-responsive complaint mechanisms developed	Continental guidelines on establishing rights-based and gender-responsive complaint mechanisms in place ToR for piloting a reporting mechanism in a MS developed	100 percent - One practical guide, and Malawi support for pilot implementation

Project	Indicators	Target	Status of achievement against target, at Midterm
JLMP Lead	2.1.2 Number of Member States and non-state actors developing and implementing gender-responsive and rights-based recommendations/actions that promote migrant workers' protection and access to decent work.	No target seen on Results framework	
JLMP Action	2.2.1. Number of roadmaps developed by relevant stakeholders at ECCAS, and COMESA aimed at extending social protection to migrant workers	At least two roadmaps developed by relevant stakeholders at ECCAS, and COMESA (one each) aimed at extending social protection to migrant workers by the end of the project	Roadmaps development was initiated within the period covered by MTE 32 (6 women) people from MS governments of EHOA, EAC, and social partners, etc attended capacity building workshop
JLMP Lead	2.2.1. Number of roadmaps developed by relevant stakeholders at RECs and MSs level aimed at extending social protection to migrant workers	At least two roadmaps for RECs	No Roadmaps for RECs has been developed within the period covered by MTE
JLMP Action	2.2.2. Number of social protection measures/initiatives to facilitate access to the portability of social security benefits, supported by COMESA and ECCAS	2 social protection measures /initiatives supported (1 per REC) by the end of the project	One consultation with Seven EAC Partner States have been initiated in EAC
JLMP Lead	2.2.2 Number of MSs piloting migrant welfare programmes for African male and female migrant workers with guidance from the feasibility study	3 of 6 select MS	One (Uganda) piloting MWP
JLMP Action	2.2.3 Availability of model migrant welfare programme, which takes into account gender perspectives.	A Migrant welfare programme agreed on by Africa Member States prepared	100 percent: Capacity Building Manual, its Facilitators' guide and Compendium of Practices on development and implementation of MWP developed
JLMP Action	2.3.1. Status of the processes for obtaining harmonized/compatible and mutually recognized qualifications, training, and experience in DRC and Congo	Process of skills and qualification matching, with considerations for the mutual recognition of skills and qualifications discussed and agreed among relevant stakeholders in (DRC) COMESA and Congo (ECCAS) by Dec 2024	Study in DRC and Congo was planned but not commenced
JLMP Lead	2.3.1. Processes for obtaining harmonized/compatible and mutually recognized qualifications, training, and experience in place in selected Member States and RECs	Process of skills and qualification matching, with considerations for the mutual recognition of skills and qualifications discussed and agreed among relevant stakeholders	Processes of skills matched initiated between Togo, Ghana and Nigeria

Project	Indicators	Target	Status of achievement against target, at Midterm
JLMP Action	2.3.2. Number of Regional/sectoral occupational profiles/ competency standards defined at RECs level	2 tripartite committees set up to define processes for mutual recognition of skills and qualifications by 2023	No Tripartite committee set up during period covered by MTE
JLMP Action	2.3.3. Number of initiatives on skills recognition at the COMESA and ECCAS and 5 selected Member States implemented	Support the implementation of 2 initiatives (1 per REC or MS) by the end of the project	Initiative has not commenced in COMESA and ECCAS

Outcome 3

In pursuit of outcome 3, Utilization of disaggregated data and statistics on labour migration for decision-making, policy planning and formulation, the JLMP Projects proposed to implement one output (3.1). As part of the MTE, the performance of the JLMP Project towards indicator targets of this output was assessed and reported in ensuing paragraphs.

4.36 Within the implementation framework of the JLMP Projects, it was planned to improve knowledge and capacities of key stakeholders (MSs and RECs) on labour migration-related data to produce and disseminate accurate and disaggregated labour migration data and statistics. The Projects proposed to support the establishment of well-functioning Labour Market Information Systems and train stakeholders (five targeted MSs, COMESA and ECCAS) on Labour Market Information, data collection, analysis, and dissemination. JLMP's support is based on the finding of the Report on Labour Migration Statistics in Africa (AUC, 2019), which stipulates that currently, only 18 per cent of African countries, mainly in East and West Africa, collect labour market data that is disaggregated by migratory status and gender. This indicates an urgent need for improvement of data on labour migration in Africa.

4.37 Regarding performance towards output 3.1, MTE found that JLMP Projects have got political commitment of five countries (Ethiopia, Cote d'Ivoire, Cameroon, Malawi and Morocco) to agree on modalities to establish a functional Labour Market Information System (LMIS). Following this commitment to establish LMIS, there was a technical capacity assessment of some MSs within the implementation period covered by the MTE. The assessment rated Cote d'Ivoire as "Strong" and while Malawi, Cameroon and Morocco were rated "Medium" capacity. This is because Cote d'Ivoire has developed a technical document to establish its LMIS, a focal agency is identified, and it has a good understanding of the purpose and its functioning. Cameroon and Malawi however are in the process of developing a technical document establishing LMIS, although a focal agency has been identified and they have a good understanding of about the purpose and functioning of LMIS.

4.38 Consequently, the JLMP supported the first phase of LMIS development in Cote d'Ivoire, through a feasibility assessment, which was validated by stakeholders (42 participants, including 14 females and 28 male) from July 24th to 28th 2023. The stakeholders included representatives from the General Directorate of Employment and General Directorate of Labour, Ministry of Employment and Social Protection, National Institute of Statistics (INS), Youth Employment Agency, Employment and Social Protection Ministry, and international agencies. Thus, the Ministry of Labour and Social Protection and the National Observatory for Employment and Training (ONEF) are in the process of finalising an implementation masterplan for the establishment of LMIS in the country. It is envisioned that eventual implementation of LMIS workplan and masterplan will inform the current National Development Plans (NDP) of Cote d'Ivoire and identify skills gaps, forecast labour needs, and improve targeted workforce planning strategies.

4.39 Furthermore, the JLMP organised a regional capacity building workshop from the 2nd to 4th August 2023 on Trafficking in Person (TiP) and labour migration statistics for 49 experts (11 females and 38 males)

for Member States of ECCAS, COMESA and SADC in collaboration with STATAFRIC and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). The focus of the training was on strategies to improve collection of data, analysis, and dissemination on trafficking in persons and disaggregation of labour migration data to feed into the Labour Migration Statistics Report.

4.40 Additionally, the JLMP in collaboration with Statistics Sweden and Africa Institute of Statistics, have provided technical capacity building support to MSs in data collection processes, through standardised instruments, data analysis and report writing, At the time of MTE the data collection for the Edition 4 of Labour Migration Statistics report in Africa, had ended. The labour migration statistics report in Africa is a widely consulted document and facilitates development of policies for effective governance of migration in the continent.

4.41 Furthermore, the MTE found that the JLMP and other similar projects being implemented by the IPs are strengthening capacities on Labour Market Information System (LMIS) in five selected MSs, through technical workshops see table 6 below, to enhance understanding of the need to establish well-functioning, demand driven integrated LMIS. The provision of regular, accurate, reliable, and timely labour market data is crucial to inform policies, programmes, and serve management decision making. For instance, Ethiopian Labour Market Information System (ELMIS) funded by BRMM, is being used to collect bio-metric data on migrant workers in Middle East Countries. MTE found that the system is remarkably useful for Ethiopian recruitment agencies and Federation Government to track migrant workers in Middle East Countries, in terms of employment, rights-abuse and/or repatriation.

In summary, the MTE concludes that these capacity building activities and ability to collect and disseminate accurate data on labour migration will leverage future instruments on labour migration governance and administration in future. Table 6 below shows performance of JLMP Projects towards target indicators of output 3.1 of outcome 3.

Table 6: Performance of JLMP Projects towards indicator targets of output 3.1

Project	Indicators	Target	Status of achievement against target, at Midterm
JLMP Action	3.1.1 Status of establishment/development of well-functioning Labour Market Information Systems	2/5 Target MS at Medium capacity; 3/5 Target MS at Strong capacity by the end of the project (4 years)	One MS with is a strong capacity[24]
JLMP Lead	3.1.1 Number of Member States that have agreed on modalities for establishing a functional Labour Market Information System	At least 3 of the 6 selected countries develop 'Strong Capacity' to establish a functional and effective/efficient LMIS	4 countries agreed[25] One has strong capacity[26]
JLMP Action	3.1.2. Status of technical documentation for establishing labour market information system agreed on by stakeholders	Technical documents developed for ministries responsible for labour to use for the establishment of LMIS in the 5 target MS by the end of the first project year (2022).	Technical document for One country[27]
JLMP Lead	3.1.2. Number of annual national, regional and continental labour migration data reports produced/supported	No target seen on Results framework (It says, TBD)	Data for Africa Labour Migration Statistical report – Edition 4 were collected.

[24] 2/5 Target MS at Medium capacity; 3/5 Target MS at Strong capacity by the end of the project (4 years)

[25] Target indicated To be Determined - tbd

[26] At least 3 of the 6 selected countries develop 'Strong Capacity' to establish a functional and effective/efficient LMIS

[27] Technical documents developed for ministries responsible for labour to use for the establishment of LMIS in the 5 target MS by the end of the first project year (2022)

Project	Indicators	Target	Status of achievement against target, at Midterm
JLMP Action	3.1.3 Number of male and female experts from Member States and RECs (COMESA & ECCAS) trained under JLMP on Labour Market Information, data collection, analysis, and dissemination	At least 30 (15 M, 15 F) per Member State trained under JLMP on Labour Market Information, data collection, analysis, and dissemination by 2024	49 experts (11 females and 38 males from ECCAS, COMESA and SADC MSs), compared to 30 persons per MS[28]
JLMP Lead	3.1.3 Number of persons in Member States and RECs trained in maintaining LMD-related data and human trafficking data	At least 20 (10 M, 10 F) per Member State trained on LMIS by March 2025 At least 10 (5 M, 5F) per Member State trained on human trafficking data by March 2025	49 experts (11 females and 38 males from MSs of ECCAS, COMESA and SADC

Outcome 4

Furthermore, the MTE assessed the performance of the JLMP Projects against targets of output 4.1, 4.2. and 4.3, which were proposed at design stage to strengthen governance and accountability of the JLMP.

4.42 The performance of the JLMP Project towards the three proposed outputs include alignment of partners' strategic plans with the JLMP Projects' Strategic programming. This is critical for the coherent and effective management of labour migration policies. There is a medium level of alignment during the period covered by MTE for EAC, Cameroon, Cote d'Ivoire and Malawi because their workplans refer to the current JLMP Strategic programming but without a specific response.

4.43 There has been progress in finalising the performance frameworks of the JLMP which will serve as an efficient system for tracking the implementation of the projects. The interview with AUC indicates that there is a website in place, which includes indicators of JLMP Action and JLMP Lead. This system aims to facilitate tracking progress, documenting evidence and reporting, contributing to more effective program implementation. Establishing comprehensive (online) monitoring and evaluation (M&E) systems with input, process, output, outcome, and impact indicators will allow for a thorough assessment of program effectiveness at the end of implementation of the second phase of JLMP Projects. Engaging stakeholders as government institutions, social partners etc. in the M&E processes can provide valuable insights and ensure that programs meet their needs and expectations.

4.44 To improve institutional capacity to steer, coordinate and build effective governance structures to guide the JLMP Strategic Framework implementation, an efficient project governance arrangement (Program Support Unit - PSU[29]) was established within AUC. The PSU is the Secretariat of the JLMP ensures programmatic and technical coordination for coherence and quality assurance of the programme. The PSU oversees the day-to-day planning, execution and monitoring of the project activities and convenes regular meetings (monthly and quarterly) to ensure coordination and communication on activities of JLMP. The operational of the PSU is complemented by the different institutions involved in the JLMP which resonate with JLMP Strategic Framework. Nonetheless, the counter claiming of jointly delivered outputs by each agency, might inadvertently affect performance of PSU, as it strives to foster ownership of key deliverables of JLMP Projects.

4.45 However, ILO's extensive knowledge on social protection, labour standards and human rights can facilitate transfer of such knowledge to the RECs and MSs complemented by IOM's operative capacities and technical programming on human-mobility, while AUC could focus on providing leadership in strategic

[28] At least 30 (15 M, 15 F) per MS trained under JLMP on Labour Market Information, data collection, analysis, & dissemination by 2024

[29] Programme Coordinator, Programme Support Officer, Legal Officer, Statistics officer, Communications and Knowledge Management Officer, National Programme Officer and Administrative Assistant

policymaking. The strategic collaboration, including MSs and RECs, will facilitate exchange of knowledge on good practices on management of migrant workers, recognition of in-demand skills and qualifications, as well as development of policies and plans based on statistical evidence of countries and RECs. Nevertheless, continued efforts are needed to align national policy frameworks with regional and international labour migration standards, adopting best practices and ensuring coherence across borders.

4.46 Furthermore, a Programme Steering Committee (PSC) was constituted, and it is observed that most of the members from RECs and MSs are technical and middle level cadres, instead of senior level government personnel. The latter should ideally be members of the PSC meetings to oversee and coordinate the operations of JLMP Projects. The participation of technical and middle level cadre government personnel in coordination of JLMP projects, could be in the Technical Committee instead of PSC. According to records, the PSC meets biannually to guide strategic directions of programme implementation, strengthen alignment of all projects that contribute to the JLMP Strategic Objectives, resolve challenges and proffer recommendations. During the period covered by the MTE, two PSC meetings were held. It is eminent that the extensive membership of PSC facilitates discussion on the progress and challenges of projects, the broad constituency of the PSC may have its own challenges, such as hamper prompt strategic decisions making to change implementation trajectory of such a multifaceted programme, when there is a challenge.

Consequently, the MTE has viewed the annual reports to the donors and their narrative and descriptive aspects of achievement of the project, lessons learned as well as challenges. However, following engagement with some members of the PSC MTE found that the annual reports were not approved by PSC before submitting it to the donors.

4.47 Conversely, at the level of MSs and RECs, the Focal Persons have thus far been very instrumental in galvanising project implementation and coordinating actions, while Labour Migration Technical Officers (LMTO) seconded to RECs, have created opportunities for alignment of strategic plans of RECs with JLMP Strategic Programme Frameworks (2020-30). The seconding of these officers is viewed as a great opportunity, and they provide technical expertise and add value within the Secretariat of REC. However, according to representatives of RECs and MSs, labour migration governance programmes should create opportunities for RECs and MSs to directly implement project activities, as owners of the process, instead of participants, considering the long-term effects of donor funded project-based personnel retention.

4.48 The support of the donors (SDC and SIDA) for the overall JLMP project and during PSC, PTC and quarterly coordination meetings was acknowledged as encouraging, responsive to the needs of the programme.

4.49 The Mid Term Evaluation overall knowledge management, monitoring and evaluation functions and concludes that it could be more efficiently conducted. The concern at the Midterm-level is the incompleteness of an M&E systems/plans of the JLMP projects, to adequately capture programme results and outcome systematically as they are being delivered. The points below are deficient monitoring and evaluation issues, as both projects are approaching the final stage of implementation:

- The absence of a succinct baseline report on the indicators of the JLMP projects in selected RECs and MSs, to measure change that can be attributed to projects, was a concern of the midterm evaluation.
- More so, while comparing some of the indicators with the targets, the MTE realised that some of the targets did not match the indicators and in some cases the target was to be determined (tbd), which shows that the process of developing the M&E system for the project was incomplete by the midterm.
- No progress has been made at the midterm (December 2023) with regards to revision and periodic updating of the original results framework (log frame) of the JLMP Projects, as a basis for programme-level M&E activities. Therefore, the intervention might not be systematically monitored due to incomplete results frameworks.
- More specific concern of the midterm is coordination of IPs within JLMP as they carry out programme-level M&E functions, which is evidently fledgling, most of M&E staff interviewed are new to JLMP projects, thus the EAC did not function as envisaged.

4.50 To ensure effective dissemination and use of critical information, the JLMP projects have established robust communication structures and deepened internal understanding of the JLMP strategic framework in alignment with AU communication guidelines. Leveraging diverse communication channels and strategies, the projects have successfully enhanced media coverage, boosted brand visibility, and improved knowledge-sharing practices.

The Mid-Term Evaluation (MTE) reviewed JLMP's communication efforts, targeting a minimum of five press briefings, two donor briefings, and three social media campaigns annually. Results showed active donor engagement and effective press briefings and social media campaigns, which provided sufficient information for external stakeholders. Key activities included publishing quarterly newsletters, managing social media accounts on major platforms, running communication and advocacy campaigns, conducting capacity-building sessions for media professionals on labor migration coverage, and producing knowledge products like reports and training manuals. Branding efforts, such as designing banners and creating giveaway items, have also strengthened the program's presence among Member States and partners.

The JLMP communication team actively monitors social media to identify trends and optimize strategies, producing high-quality short videos, fliers, and graphics. With 17 press releases published—well above the target of five per year—and four blogs, JLMP's outreach led to five additional external media mentions, adding to a total of 62 mentions during the reporting period.

A capacity-building workshop for 42 senior editors and journalists (12 women and 30 men) resulted in the creation of the Africa Labour Migration Journalists Network, which will support JLMP's media relations. The program also ran two successful digital campaigns focusing on (1) the protection and needs of female migrant workers and (2) promoting JLMP's alignment with the Doha Declaration on Labor Mobility. Quarterly newsletters have kept audiences and partners updated, contributing to increased media interest and positive coverage. Additionally, JLMP has designed over 50 copies of visibility products to produce over 1,000 products, such as notebooks, folders, and banners, further elevating its presence in Member States and among partners.

Table 7: Performance of JLMP Projects towards indicator targets of output 4.1 - 4.3

Project	Indicators	Target	Status of achievement against target, at Midterm
JLMP Action	4.1.1. Extent of alignment of the partners' strategic plans with the JLMP Strategic programming	High level of alignment between JLMP and partners' strategic plans in all MS/RECs At least 5 out of 8 RECs and 3 out of 5 MS have incorporated JLMP Strategic Plan into their programming by Dec 2024.	Medium level of alignment because partners' (RECs and MSs) strategic plans might have reference to the current JLMP Strategic programming but the specific response is not clear
JLMP Lead	4.1.1. Extent of alignment of partners' (AUC, RECs, MSs & social partners) strategic plans with the JLMP Strategic programming	Similar to JLMP Action	Similar to above
JLMP Action	4.1.2. Number of meetings of PTC & PSC organised by PSU	2 PTC & 2 PSC meetings per year, with active participation of RECs, social partners, and 5 target MS	Two PSC meetings reportedly were held, 1 PTC/STC meeting held in 2024
JLMP Action	4.2.1. Status of JLMP Performance Framework	1 JLMP Performance Framework in place within the inception phase of the project	1 performance management system is in place (M&E system)

Project	Indicators	Target	Status of achievement against target, at Midterm
JLMP Action	4.2.2. Number of monitoring reports developed per annum	2 monitoring reports to the SDC per year	Two annual reports were produced
JLMP Lead	4.2.1. Number of recommendations of the JLMP Priority baseline assessment report implemented with MS, RECs & social partners	15 out of 50 recommendations implemented with RECs, MS, and social partners	Recommendations achieved not different from other outputs
JLMP Lead & Action	4.2.2. Number of evaluations conducted and presented to key stakeholders	One independent joint mid-term and final evaluation using mixed methods of collection – KII, document review, FGDs, surveys	One independent MTE being conducted
JLMP Lead	4.3.1. Number of mechanisms developed to advocate for the protection of migrants and widely inform the positive contributions migrants have played and can play to the development of countries of origin and destination	At least 5 press briefs, 2 donor briefings 3 social media campaigns annually, 2 key engagements with the media.	<p>17 press releases published Donors were fully engaged throughout the period under review 2 successful campaigns on female migrant worker protection and JLMP's alignment with the Doha Declaration.</p> <p>Held a capacity-building workshop with 42 journalists and editors.</p> <p>Formation of the Africa Labour Migration Journalists Network.</p> <p>62 media mentions recorded.</p> <p>Quarterly newsletters, designed over 1,000 visibility products</p>

2.4 Efficiency of Implementation

This section presents the extent to which progress of the projects is aligned to the logical framework, delivery within the intended timeframe, or a timeframe reasonably adjusted to the demands of the evolving context and resource utilisation.

EQ 9 To what extent are JLMP project activities implemented in the most efficient way? Is their progress aligned and within the scheduled timeline?

EQ 10 Are the processes of achieving outcomes and outputs efficient. Specifically did the actual or expected outputs justify the inputs (financial, human, time)? Were the resources efficiently utilized?

EQ 11 What factors are contributing to implementation efficiency?

EQ12 Do projects activities complement, overlap and/or duplicate other similar interventions (funded at REC, MS and /or by other donors)? Are there more efficient ways and means of delivering more and better results (outcomes and outputs) with the available inputs? Could a different approach have produced better results?

EQ 13 Assess the projects management and coordination structure operations: To what extent does the current coordination structure leverage partners' comparative advantages

Finding 5: Efficiency of Project Implementation

5.1 By and large the coordination arrangement of implementing partners could have been different. Given that JLMP Projects are funded by two different donors but implemented by the same partners, the outcomes, output and activities are very similar, thus, the role of each implementing partner in the overall management was not very clearly defined. For instance, annual reports of the JLMP Projects had indicated the same activities, meetings and conferences and of course both had spent resources collaboratively. Though, it clearly indicated in the project documents who leads or co-leading, it would be great to clearly specify on the results framework as monitoring and evaluation instrument. In terms of the implementation of JLMP Projects; AUC providing strategic leadership, ILO and IOM providing knowledge and expertise on labour migration governance is demonstrated during the monthly planning meetings of JLMP Projects.

5.2 Furthermore, IOM and ILO country, regional offices and Headquarters are contributing their expertise in advising the project administration, monitoring and evaluation, budget utilization and provide targeted advice on the implementation of activities. They are also active in facilitating access to external consultants in their respective fields of action. The technical expertise of ILO on employment and labour issues coupled with promotion of decent work and social justice through social dialogue and tripartism are significant. Also, specialists in the region on thematic areas such as employment, skills, social protection, labour statistics, international labour standards, fair and ethical recruitment, labour migration policy etc.) are being leveraged upon to implement JLMP.

5.3 Conversely, IOM has exploited its network of labour mobility and human development specialists at the regional offices in Africa and headquarters to provide technical input including on ethical and fair recruitment, expanding pathways for regular migration, skills mobility, evidence-based labour migration policy development and implementation, migrants protection and assistance, migrants orientation. IOM, in collaboration with the AUC is in charge of the recruitment of the experts of the PSU which serve as institutional support to the AUC and RECs, while both UN agencies engage and collaborate during the implementation of the other outcomes.

5.4 For an efficient way of implementing JLMP, there is a need to revise some of the over ambitious outcomes, outputs and indicators. For instance, outcome two, migrant workers in both formal and informal sectors enjoy safe, humane, and secure working environments, access to and portability of social protection and social benefits, and mutual recognition of skills and qualifications/educational levels, might not be attained despite all efforts by the projects. Improved access to social protection for women and men migrant workers and their families, is seemingly overwhelming and could have been more vertically linked to contributory function of social protection (social security). While the status of the processes for obtaining harmonized/compatible and mutually recognized qualifications, training, and experience in DRC and Congo, is not a SMART indicator.

5.5 Furthermore, most of the indicators of JLMP Projects defined as performance indicators are not SMART (Specific, Measurable, Adaptable Replicable and Time bound) enough as per OECD evaluation criteria of development interventions. For instance, the indicator that defines the degree to which social partner organizations participate in developing or implementing gender-responsive labour migration policies and regulatory frameworks, reads like an output statement; quality of tripartite consultative and coordination forums on labour migration participating in developing or implementing labour migration policies, are broad indicator categories, and not easy to measure. In general, qualitative indicators should be clear and specific to avoid perspective and subjective interpretation.

5.6 Also, development of a Practical Guide on rights-based and gender-responsive complaint mechanisms is an output statement. The indicator here could be number of people/institutions using the guide. Also, Availability of model migrant welfare programme, which takes into account gender perspective has all three aspects of logical framework; availability of something is an output aspect, while the portion on “takes into account gender perspective” is an outcome phrase. While processes for obtaining harmonized/compatible and mutually recognized qualifications, training, and experience in place in selected Member States and RECs, is more of an activity than an indicator, so to measure these types of indicators, an evaluation can only count the number of the activities. Furthermore, status of establishment/development of well-functioning Labour Market Information Systems was not clear but

further review of the documentation and compared with the target, the MTE realised the target strong and medium capacity was meant as status.

5.7 Conversely, JLMP projects have attained progress in formulation of policy to completion in two countries, while other countries and the RECs policy development are at an advanced stage. However, there are other major interventions, such as access to social security, harmonisation of skills and qualifications, establishment of data collection framework on migrant workers in the continent and LMIS that though are progressing but would require additional resources (time, human, and finance). The projects have experienced delays caused by both internal and external factors and no cost extensions to complete the planned interventions could be considered.

5.8 Despite these challenges, the project made positive human resource capacity adjustments. For example, the development of the Labour Market Information Systems and Statistical systems required more expertise, a statistician has been hired at the AUC, to coordinate all data, and statistics-related activities. This included coordination with AU STATAFRIC and national Focal Persons in the form of statistical officers at the National Institutes for Statistics.

5.9 Sequel to JLMP Priority final evaluation recommended capacity strengthening within RECs and MSs for sustainable implementation of JLMP Action and Lead, the projects provided resources for secondment of staff, but this might not be able to be maintained in the long run, as staff seconded are paid from project budget, which might not be available at the end of the funding. Similarly, the secondment of IOM staff to the AUC was seen both as beneficial, though acknowledging the importance of technical expertise but looking at the side effects of funding project-based personnel, it would have been better to build capacity of AUC employed staff.

5.10 Stakeholders' views about coordination and collaboration at the level of AUC, IOM and ILO units (Headquarters, Regional Offices, and Country Offices) show significant differences. Generally, interviewees unanimously indicated that coordination is slightly weak for the projects, because of complex requirement to coordinate all aspects of the projects. Conversely, the programme supported RECs and MSs to participate virtually during consultations for activity planning, conferences and meetings, thus reducing costs.

5.11 According to data collected for this MTE, the resource partners (SDC and SIDA) made contribution of USD 8,000,000 and SEK 79,000,000 respectively. Of these amounts, USD2,362,241 was allocated to ILO for implementation of JLMP Action and it spent USD974,173.38 (41%). Conversely, it spent only USD 488,806.78 (i.e. 20%) out of total income of USD2,478,154 for JLMP Lead, as at December 2023. Likewise, IOM had a total budget allocation of USD4,712,967 and USD5,886,945 for implementation of JLMP Action and Lead respectively and spent USD2,926,144 (i.e. 62.1%) and USD 1,904,117 (i.e 32%) respectively, in the same period. It is important to note that IOM's budget includes AUC for JLMP Lead and human resources for AUC for JLMP Action. For JLMP Action, AUC had USD 867,605 managed by GIZ, out of which it has spent approximately 49 percent during the period covered by the MTE. Therefore, MTE averred that IPs' expenditures were relatively higher for JLMP Action than Lead.

5.12 The assessment of these resources allocated for consultancy service to support the development of Labour migration policies (Activity 1.1.2) for JLMP (Action and Lead) to efficiently conclude delivery on the outcome is insufficient. This is because the process of policy development, being an initial step toward designing gender-sensitive policies in 5 MSs and RECs, with complementary capacity building, is lengthy and requires wide range of consultation and stakeholder engagement, which can be expensive. A budget amendment might be required for the remaining period to increase budget allocated for policy formulation. According to the overall target JLMP Action has to complete policy formulation for the remaining MSs (Cote d'Ivoire and Ethiopia) and RECs (ECCAS to be completed and commence for COMESA). The overall funds allocated for policy development could be increased while capacity building interventions are strategically integrated as complementary.

5.13 Financial management process and procedures of GIZ has offered positive impetus to institutional capacity for AUC, that is specifically being supported. The MTE took note of the positive impetus GIZ provides to the AUC to facilitate the implementation of JLMP Action supporting in the development and

execution of the different activities in offering technical support and assistance to the AUC. GIZ technically supports the AUC PSU in its role of overall project implementation, ensuring activities align with the program's objectives and monitoring implementation according to schedule. GIZ equally manages the disbursement of funds from the SDC allocated to the AUC, ensuring proper financial oversight, resource allocation and reporting. Additionally, they assist the AUC PSU with administrative, financial, and logistical procedures, facilitating the smooth implementation of JLMP Action activities led by the AUC.

Financial management process and procedures of ILO and IOM are dependent on their respective institutional level, which are solid and robust, based on review of the MTE and as UN agencies.

5.14 Key factors contributing to implementation efficiency are expertise and strength different organisations involved are positively contributing. These are building blocks being laid by the implementation strategic framework of JLMP Projects and represent the added value of working together. This collaboration and cooperation create complementarities. One of the key challenges for the project remains to be the scope of the activities and the corresponding budget allocated for the activities. The majority of the activities formulated, and the impact envisioned under the programmes are regional and continental in scope. Further, the programmes have been receiving increased number of requests for support, however, the budget allocated for the activities might not be sufficient to achieve the results envisioned or to address the emerging needs. Additionally, the budget for similar activities was also divided amongst two or all three different implementing partners leading to insufficient allocation per partner and complicated and unnecessary planning and coordination efforts. To address this budget gaps, the projects have proactively sought synergies and avenues of collaboration with related programmes such as BRMM, SAMM, FAIR-III and FAIRWAY which not only expanded outreach but also enhanced multi-donor engagement and cooperation. The MTE found evidence of policy development is more exclusively led by AUC at continental and regional levels, while social protection, skills and qualification harmonization, statistical data collection are being supported by ILO and IOM. This clear delineation of roles and responsibilities was crucial for efficient attainment of the key deliverables mentioned above.

5.15 The technical expertise being provided at regional levels by the Regional Offices is an opportunity and considered logical for process-oriented development interventions. However, the involvement of consultant services to conduct assessments and different studies at MSs and RECs level without proper coordination could erode the opportunities inherent in aligning regional and local expertise.

5.16 Cooperation with donors was evidenced based on their participation in regular Steering Committee meetings and conferences. The support of donors thus far is being provided in a responsive manner and considered imperative to address the demands in the labour migration governance in the continent. The external perspectives infused by the donors are acknowledged as supportive and contributing to efficient implementation of the projects.

5.17 The political will demonstrated by MSs and RECs to work with JLMP Projects and formulate policy documents to address some of challenges migrants in Africa are grappling with is another positive contributing factor to efficient implementation of the projects. More notable challenge of migrant workers has been gender discrimination, thus JLMP Project teams have made efforts to address gender dimensions adequately in policy document thus far developed, a case in mind is Malawi policy, which had been finalized but had to be reviewed again to ensure issues of gender are included adequately.

2.5 Prospects of Impact

The Impact is the extent to which the intervention has generated or is expected to generate significant and potentially transformative positive or negative, intended or unintended, higher-level effects. Impact seeks to identify “social, environmental and economic effects of the intervention that are longer-term or broader in scope than those already captured under the effectiveness criterion.

EQ 14 What steps are being or must be taken to realise the intended impact of the project?

EQ 15 Is Institutional capacity strengthening at individual and organisational level oriented to signify changes at impact level?

EQ 16 To what extent does the projects comply with international labour standards and instruments on rights of migrant workers (rights of migrant workers to employment and free movement, etc.) have

changed the economic lives of beneficiaries?

Finding 6: Impact of the Interventions

6.1 The strengthening of labour migration governance and regulation in the continent has progressed in terms of formulation of policies aligned with international labour standards, adaptation and adoption of guidelines in selected RECs and MSs. The development of Labour migration policy, thus far in two countries and one REC (Malawi, Cameroon and East African Community) are completed and Cote d'Ivoire is at an advanced stage. The programme is also supporting the development of a labour migration strategy in Djibouti. The policy development support to MSs and RECS is complemented with capacity building. This progress has created common understanding of labour migration governance amongst stakeholders in MSs and RECs and enhanced technical knowledge. The completion of policy development and implementation will create conducive environment and enhance the socio-economic benefits of labour migration in the continent for migrant workers. For instance, these achievements of JLMP projects have the prospect of paving the way for effective labour migration governance and regulation in the continent.

6.2 Strengthening coordination of labour migration in MSs through LMAC will enable coherent regional cooperation to support, protect and empower migrant workers, within the continent because of its tripartite nature, more so, when it is successfully transformed into the Continental Labour and Employment Authority. Participants of the FGDs, implementing partners, and representatives of MSs and RECs interviewed by MTE have confirmed that LMAC is an imperative strategic approach in coordinating labour migration efforts in the continent but quick to say, it might not operate after the programme's closure because it is operationally dependent on it. Conversely, interviewees perceived the increasing demand of support from MSs and RECs on labour migration governance as a demonstration of political will to address challenges of labour migration in the continent, thus LMAC could harness the opportunity to enhance coordination mechanism, support and protection of migrant, when it is fully functional.

6.3 There is a growing interest in establishing/adopting bilateral agreements between MSs of Regional Economic Communities to coordinate labour migration, especially in EAC, SADC, and IGAD. These agreements will have prospects of facilitating measures that can ease migrant workers' access to decent jobs, access to social security, and enhance free movement within the continent. Furthermore, the much-anticipated Multilateral Cooperation with Gulf Cooperation Council (GCC), can be a game changer, because of the broad impact on coordination between the two regions. **These coordination mechanisms (multilateral agreement) will have an impact on lives of migrants, their countries of origin and countries of destination.** In addition, the findings from the assessment of collaborative mechanisms among African diplomatic representation in the Gulf, especially where African MSs do not have diplomatic or consular service, will guide the development of interventions to better assist African migrant workers.

6.4 Capacity building initiatives including on Migrant Welfare Programme by the JLMP will not only create conducive environment for migrant workers to access decent and productive work but will also increase effectiveness of managing migrant workers in transit and destination countries.

6.5 Furthermore the extension of social security services to migrant workers through the development of legal frameworks regulations for portability of social security benefits for migrant workers moving within the EAC bloc and other regions is a pathway to impact. This is because when portability of benefits becomes a possibility it will impact the lives of migrant workers and their families. The increased understanding of policy measures, strategies, and international standards related to social security amongst MSs and RECs also has prospect of being impactful.

6.6 The adoption and operationalisation of the legal frameworks on transferability and harmonisation of skills and qualification, based on common market protocol of EAC, will significantly improve the contribution of the JLMP towards the needs and aspirations of migrant workers, as well as reduce abuse and exploitations.

Institutional Capacities

6.7 The JLMP has established a formidable PSU to provide technical coordination and coherence on the programme's areas of work to strengthen labour migration governance in the continent. The progress being made on capacity building by the project would slowly trickle down to institutional level of RECs and MSs, although more time will be needed to achieve this. Various tools developed during implementation of the JLMP Project e.g. Guidelines on development of BLMAs, Migrant Welfare Programmes, Practical Guide for Access to Justice and Gender-responsive Reporting Mechanisms for Migrant Workers, Guidelines on Establishing Integrated Labour Market Information Systems, etc., will significantly strengthen institutional capacities through enhancing processes.

6.8 Some progress has been made in establishing procedures for the harmonisation of the statistics on labour migration. However, FGDs of target MS officers averred that the capacities of MSs to sample and analyze data remain insufficient, which poses a risk to the production of unbiased statistics for evidence-based policy formulation on labour migration in the continent.

2.6 Sustainability Prospects

This subsection assesses the extent to which the interventions, achievements and deliverables of the project will continue beyond the duration of the project. The evaluation assessed the potential of the continuation of project benefits as opposed to maintaining the project investments by examining the measures taken to ensure that results initiated or catalysed by the project will be continued on cessation of donor support.

EQ 17 To what extent is it likely that the benefits of the projects will continue after work of AUC and partners' ceases, step being taken?

EQ 18 Identify and discuss gaps in the sustainability strategy. How can the stakeholders address these gaps?

EQ19 What are the key factors that will require attention to improve prospects of sustainability of the projects' outcomes and the potential for replication and scale-up of the approach?

Finding 7: Sustainability of JLMP Projects

7.1 The design of the JLMP projects ensured that some of the prerequisite conditions for sustainability are in place, some of which cannot be retracted, and when put in practice, they can only continue to be enhanced and strengthened extensively governance of labour migration in the continent. These included:

- the policy development and capacity building, knowledge and skills transferred to stakeholders in MSs and RECs,
- enabling environment to access social security, and
- assimilation of outputs of the projects into overarching initiatives of MSs and RECs in migration governance and regulation.

7.2 The JLMP Projects are strengthening the capacities of stakeholders on labour migration policy development and implementation and advocacy actions. These create favourable conditions for political engagement to formulate and implement labour migration policies. When rights-based and gender-responsive policies aligned with international labour standards are eventually implemented it will pave a sustainable pathway on labour migration governance in Africa.

7.3 Social security portability will be sustainable when guidelines are effectively implemented by RECs and MSs to ensure migrant workers maintain and transfer their social security benefits across countries, their social security rights is promoted, and they are treated fairly.

7.4 Conversely, capacity of AUC to provide the leadership and engage RECs and MSs to achieve the goals of JLMP projects, might have some challenges, because key staff are seconded from the United Nations, which presents problems of independence and institutional ownership of achievements/successes.

Furthermore, the AUC has a persuasion and advocacy role which is not a binding power on RECs and MSs. Thus, to sustain labour migration governance initiatives across the continent AUC cannot adopt an all-inclusive but rather a case-by-case approach for concrete results. For the RECs to implement policies and

protocols on labour migration, they are dependent on the willingness of MSs of the bloc to adopt and implement labour migration policies. Political engagement means that RECs must allocate adequate resources (expertise and financial) to improve the coordination of and assistance to MSs in formulating and implementing policies and legislation within the framework of future programming of JLMP. This situation has direct consequences on sustainability of results of JLMP projects, as limited resources will affect follow up and systemic replication across MSs.

7.5 With regards to institutional sustainability, the projects have strengthened the capacities of individuals participating at training events, but little progress has been presented to cascade knowledge gained across their respective organizations. The PSU established at AUC Department of Social Affairs and seconded expert at some RECs (EAC, ECOWAS, ECCAS and COMESA) to catalyse change, in parallel coordination of activities of different projects on labour migration, i.e. secretariat or focal point tasks, would need institutional plans and financial resources to maintain the services of these staff members after the end of the projects. In addition, the programme has launched a coaching and mentorship programme for focal points on labour migration.

7.6 The financial sustainability of JLMP is rather doubtful after the end of the projects, because of apparent lack of financial resources at MSs and RECs to continue work on aspects of labour migration governance. It will thus be a challenge for the institutional sustainability of outcomes of JLMP projects. Distinct financing modalities will be necessary to fund the political, secretarial and technical aspects of labour migration governance. For instance, it is unrealistic to expect that participants of coordination and advocacy events would contribute to the running of activities such as statistical and market information systems without having funds.

2.7 Cross-cutting Issues

Finding 8: Attainment of Cross-cutting Developmental Issues

Gender Equality

8.1 Women constitute approximately half of all international migrants, with clear differences in terms of factors that drive migration of women, as opposed to men, and in their experiences as migrants. Therefore, the commitment of AU's Migration Policy Framework for Africa and other continental and regional frameworks[30] to the formulation of gender-sensitive and inclusive labour migration policy, migrant welfare programmes, etc. respond to the specific needs of African migrant women and enhance their development contribution which is a pivotal area of JLMP projects. Consequently, the design of the projects proposed to ensure gender responsiveness in all trainings and studies, monitoring tools to track the participation of men and women and integrated gender perspectives in the labour migration policies, ensures the adoption of relevant international human rights and labour standards. A Gender Analysis was developed to examine structural and societal variables in the context of gender and labour migration as well as gender dimensions of relevant frameworks. The Analysis explored ways to integrate gender equality into JLMP's planning and programming in order to respond to the gendered nature of migration. A Gender Action plan was then developed serving as a follow on to the in-depth Gender Analysis to translate the findings into actionable and specific interventions that will respond to the gendered nature of labour migration in Africa. Some of the Gender Action Plan's recommendations were effectively integrated into the JLMP project implementation, ensuring that gender equality was a central consideration in labour migration policies. This integration was achieved by embedding gender-sensitive strategies into policy frameworks, engaging with stakeholders across Member States and Regional Economic Communities (RECs), and ensuring that gender considerations were consistently reflected in all aspects of the JLMP's work. As a result, the JLMP project not only adhered to but also advanced gender equality objectives, fostering more inclusive and equitable labour migration policies across Africa.

8.2 Based on MTE data, JLMP projects have a Gender Analysis and Action Plan to systematically mainstream gender in the activities, while the Log frame has gender-responsive being mentioned in all

[30] AU Strategy for Gender Equality and Women Empowerment (2018 – 2028), the Maputo Protocol, 2003, the SADC Protocol on Gender and Development (2016), the EAC Gender Equity and Development Bill (2005), the ECOWAS Supplementary Act on Equality and Rights between Men and Women for Sustainable Development (2015), the IGAD Gender Strategy and Implementation Plan (2016 – 2020).

outcome statements and indicators. Notwithstanding most activities of the JLMP project promoted gender responsiveness, e.g. labour migration policies, data collected for fourth edition of the Report on Labour Migration Statistics in Africa would be disaggregated by gender, and participants' list of most trainings (capacity building) have shown the number of female participants, see table 8 below.

Training Activity	Total	Male	Female
Project Launch on 4 & 11 May (Malawi and Cameroon) and Cote d'Ivoire June 21st 2022	248	154	88
Ethiopian labour and employment institutions on fair recruitment	48	36	12
Capacity building on labour migration policy development (co-organized with GIZ) - 21-24 March 2023	23	14	19
E-learning on extending social protection to migrant workers, Refugees and their families for Social Protection Focal Points from the ECCAS member states in the EHoa on 26 October – 1 December 2023	18	10	08
Capacity building workshop on the development of a migrant welfare program/system - 7-9 February 2023	31	12	19
Experts trained on Labour Market Information MSs and RECs (COMESA & ECCAS) on May 5 & 6th and 12 & 13th, 2022 in Malawi and Cameroon and Cote d'Ivoire June 22 & 23rd	63	50	13

Source: Project Annual Donor Reports

Human Rights and Non-discrimination

8.3 The projects are assisting the MSs and RECs in the development of policy commitment to ensure protection of human and labour rights of migrant workers. although no human-right organisation per se was engaged by MTE. Thus, the promotion of labour migration governance systems that enable the adaptation and adoption of right-based policies and international standards protecting migrant workers are fundamental approaches of the JLMP. Thus far the capacity building of stakeholders on development and implementation of labour migration policies have been organised, with the participation of social partners. These initiatives create an enabling environment for effective governance of labour migration.

8.4 The projects have specifically organised capacity strengthening workshops including on migrant welfare, extending coverage and portability of social protection, developing labour migration policy, promoting fair and ethical recruitment for migrant workers, and the formulation of Declaration on the Promotion and Protection of the Rights of Migrant Workers. For instance, in the labour institutions and employment agencies interviewees have reiterated a national level commitment to develop and produce evidence-based policies, as well as adopt good practices to protect the rights of migrant workers, within the exigencies of security or enforcement of border control regulation in the origin, transit and destination countries.

8.5 Conflicting priorities, not always explicit in the legal systems of the destination countries – that make access to work and social services even to local citizens - are among the main reasons that hinder the recognition of human rights of migrant workers. On the other side, the tripartite approach established at the continental level through the LMAC could strengthen coordination mechanisms to support and protect the fundamental rights of migrant workers as these responsibilities involve multiple actors.

8.6 The much-anticipated Multilateral agreement with Gulf States which shall increase cooperation between Africa and the Arab States, would require a close follow-up during eventual operationalisation as there are well-known capacity limitations for African migrant workers to negotiate and enjoy good work conditions, according to international labour standards and human right frameworks. It is important to acknowledge the power dynamics between employers and workers as well as countries of origin and destinations which can often create conditions that leave migrant workers vulnerable to abuse of their

human rights. The efforts of AUC, MSs, RECs to prepare, coordinate and harmonize their positions and expectations from the multilateral agreement are positive attempts to promote human rights of migrant workers abroad. The formulation and adoption/implementation of the agreement will require the commitment of stakeholders and the elaboration of a specific strategy for the Africa-GCC dialogue. Some African States such as Ethiopia have developed migrant workers' assistance initiatives (e.g, monitor and report migrants at risk of abuse, need health support, etc) in Gulf States in respond to the specific needs of citizens of their country.

Social Dialogue

8.7 Maximising development and potential of labour migration in Africa, requires a wide range of actors to be consulted and actively engaged in the design, monitoring and evaluation of international migration policies and standards, despite the fact that ultimate responsibility for creating the enabling environment lies with governments. The latter could be through the enactment and enforcement of effective laws, and policy formulation and implementation based upon widespread consultation with a diverse range of actors, particularly the social partners. Thus, social dialogue is crucial to establish support approach of MSs and RECs for an effective governance of labour migration in both origin and destination countries.

8.8 Consequently, the JLMP supports African institutions to mainstream social dialogue through the tripartite approach in addressing labour migration issues in the targeted MSs and RECs to enhance opportunities of dialogue among institutions, associations of employers and workers and trade unions. Feedback from social partners shows their involvement in meetings, advocacies, social dialogue mechanisms and capacity buildings. Specifically, the social partners are crucial in providing technical advice and material support to MSs during policy development processes.

8.9 Furthermore, the tripartite coordination of LMAC facilitates social dialogue by involving stakeholders including social partners to discuss and develop labour migration policies and actions and by linking labour migration topics to the broader dynamics of sustainable development. Social partners have particularly emphasised the importance of their participation in African Trade Union Migration Network (ATUMNET), with 60 and 40 percent male and female participation respectively.

International Labour Standards

8.10 There are existing legal frameworks of ECOWAS, EAC, SADC, IGAD and other regional blocs that allow for free circulation, establishment and access to the labour market for nationals of member countries. In this type of multilateral agreement, migration is treated as a key variable of the integration process. A few of these regional legal frameworks or agreements draw on relevant international standards, in particular ILO Conventions No. 97 and 143 as well as the fundamental conventions [31].

8.11 Thus, the implementing partners of the JLMP projects are promoting the adaptation of or alignment with the international labour standards of ILO within the premise of developing policies and frameworks for RECs, MSs and at continental level, as well as through other intervention approaches of projects, capacity building, social security access, and skills and qualifications harmonisation. The adaptation of international standards within the framework of strengthening labour migration governance in the continent will ensure contribution to international treaties and adoption of several key ILO conventions (No. 97, 143, 157, 180, 181, 190, 205, etc) on labour migration. The thrust of these three are the foundation of JLMP (migration for employment, social security and decent and productive employment opportunities. However, the inadequate capacities and the diversified conditions of MSs require careful assessments in influencing labour related decisions in each MS. Thus, to make progress in the realm of labour migration, there is need for an extensive political advocacy, commitment and building of capacities.

8.12 JLMP projects have thus far performed significantly well in the realm of labour migration anchored on international labour standards. The capacity building of institutions and individuals are accomplished through adaptation of international labour standards related to migration.

[31] <https://normlex.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12000:0::NO::>

The participation of MSs and RECs in the implementation of JLMP projects provide insights on needs to understand issues at stake in labour migration governance. Thus, sequential implementation of activities that are related to international standards of ILO, will help RECs and MSs to coordinate and harmonise policies across Africa. For instance, there was a specific support to Djibouti to ratify and implement convention 181.

CONCLUSIONS

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3.1 Conclusions

Relevance

The JLMP Projects are indeed relevant to strengthen labour migration governance in African context and aligned with MPFA, Agenda 2063 and AU protocol to the treaty concerning free movement of persons, and Ouagadougou declaration on labour, employment and social development. Similarly, the projects are in line with other international frameworks on labour migration such as the SDGs, Global Compact for Safe, Orderly and Regular Migration and realisation of international labour and human right instruments including International Labour Standards. The projects are also in line with the aspirations and policy instruments of regional economic communities concerning labour, employment and labour migration issues.

JLMP is a key instrument for implementation of some of the global, continental, regional and national policy frameworks and legal instruments, and thus relevant to the mobility of labour within the continent and beyond, which continue to increase. By and large, people moving, leave behind social protection and welfare services, thus these services are needed in destination countries. Consequently, technical capacities being provided for RECs and MSs to develop implementable social security guides and welfare frameworks are needs of the beneficiaries.

However, there is evidence of commitment of African countries demonstrated through various protocols and declarations aiming to reach adequate coverage and benefits to combat poverty in all its forms by expanding social protection measures across an array of instruments which are in line with needs and priorities of migrant workers

Effectiveness

The JLMP projects have effectively attained the formulation of right-based and gender sensitive labour migration policy in two countries (Cameroon, and Malawi) and one REC (EAC), the latter have been adopted by member states of the bloc ensuring equal common standards in member countries, when eventually implemented. The implementation of the labour migration policy of EAC, would require succinct and actionable strategies and/or action plans, to be preceded by several steps.

The MTE concludes that the support of the projects in terms of capacities of RECs and labour and employment institutions of MSs and other stakeholders will contribute to effective labour migration governance in the continent. While the secondment of labour migration officers has assisted in creating synergies with similar labour migration initiatives, enhanced coordination and collaboration of governance structures within RECs and MSs are necessary.

Several officials of labour and employment institutions including social partners benefitted from capacity building on labour migration governance, thus increased knowledge of individuals on labour migration governance, and improved management capabilities of labour and employment institutions in MSs and RECs.

For coherence and regional cooperation on labour migration governance and regulations, the projects have made progress in MSs through the LMAC, which proffer advice to Governments and consolidate result-oriented dialogue among stakeholders. Furthermore, tripartite discourse/dialogue, are increasing cooperation, and coordination on labour migration laws, policy, and sharing of practices in Africa. The establishment of multilateral coordination mechanism in Africa and Gulf states could significantly impact the lives of migrant workers in transit and/or those heading for Middle East countries.

Conversely, more work is needed to increase attributable effects on needs, priorities, and aspirations of migrant workers, during the next few months of the projects. For instance, eventual implementation of social protection (social security) action plan within the MSs of ECCAS would be contributing more to needs of migrant workers on extension of coverage and portability of social security benefits. The eventual implementation of the Directives in EAC at national level will change the dynamics of social security portability.

Specifically, in Morocco, the recommendations of a recruitment study, when implemented, might be expanding opportunities for decent and productive work for migrant workers, while the piloting of the Practical Guide on Access to Justice and Gender-responsive Reporting Mechanism for Migrant Workers, in Malawi might take few more years to be attained. Furthermore, the different capacity building activities implemented thus far, will enhance knowledge of individual participants and create conducive environments for increased opportunities for migrant workers to obtain decent and productive work in conditions of freedom, equity, security, and human rights.

The Manual and Facilitator's Guide developed on the establishment and implementation of a Migrant Welfare Programme (MWP) would support and guide Member States to design and implement migrant welfare programming tools, with emphasis on access to social security and increase welfare support.

The support thus far, provided to EAC on development of regulation for mutual recognition of professional qualifications is significant, while the implementation of the recommendation of council meeting, i.e. amendment of laws that govern professions in respective MSs of EAC would be further impact on lives of migrants in the bloc.

Data is very important when planning for public services and basic needs of populace of a country, thus, collaborative work with Statistics Sweden and Africa Institute of Statistics on capacity building support to MSs in data collection, analysis of labour migration will facilitate the development of evidence-based policies for effective governance of migration in the continent. Equally significant would be the usage of information analysed within the framework of LMIS in the 5 selected MSs.

Efficiency

The logical framework of both projects is solid, robust and consistent with labour migration governance in the continent. The collaborative approach within the MPFA for AUC to cooperate with ILO, IOM and other UN agencies as source of knowledge and innovation is working in favour of the JLMP projects. Both UN agencies are providing solid technical programming guide on labour migration and human-mobility, while AUC steers the process of development and strategic policymaking to address labour migration issues in the larger context of African development. At the level of MSs and RECs the Focal Persons have been very instrumental in galvanising project implementation and coordinating actions, supported by the Labour Migration Technical Officers seconded to RECs. Furthermore, labour migration officers directly implementing project activities foster government and REC's ownership of the process.

Given that JLMP Projects are funded by two different donors but implemented by the same partners, the outcomes, output and activities are very similar, but there is claim that it is clear in the project document who leads or co-leading, it would be great to clearly specify this clarity in the results framework as monitoring and evaluation instrument.

The views of stakeholders about coordination and collaboration at the level of AUC, IOM and ILO units (Headquarters, Regional Offices, and Country Offices) show significant differences. Generally, coordination is slightly weak for the projects, mainly because of unrealistic timelines and complex arrangement in place to coordinate all aspects of the projects. For more efficiency JLMP Projects supports representatives of RECs and MSs to participate virtually during consultations for activity planning, conferences and meetings, thus reducing cost implications.

The constituted PSC has provided strategic directions during implementation of JLMP projects and strengthen alignment with similar projects that contribute to the JLMP Strategic framework. This is noticeably because of the extensive membership of the PSC, which has facilitated discussions on the objectives and challenges of JLMP projects. The support of the donors (SDC and SIDA) for the overall

JLMP programme was acknowledged as encouraging, responsive to the needs in the continent and thus imperative to address some of the demands in Africa's labour migration and mobility landscape.

Despite the progress thus far, there are major interventions, such as access to social protection and portability of benefits, harmonisation of skills and qualifications, establishment of data collection framework on migrant workers in the continent and LMIS that will directly affect the lives of migrant workers in the continent and thus resources would be critical to their implementation.

Monitoring and evaluation functions could be more efficiently and adequately conducted. The M&E systems/plans of JLMP projects is incomplete, after 20-30 months of implementation. This includes the absence of a succinct baseline report on the indicators in selected RECs and MSs, periodic revision of original results framework (log frame) due to a fledgling M&E system, for overall knowledge management of the JLMP projects. Nonetheless, the dissemination of information from the projects has been seamless.

A key challenge remains to be the lack of compatibility between design of the project as well as the scope of the activities and the project budget. Majority of the activities formulated, and the impact envisioned under the programme are regional and continental in scope. However, the budget allocated for the same is not sufficient to achieve the results envisioned. To address this, the projects have benefited significantly from the gains in reach and effectiveness through extensive collaboration with other projects which has enhanced the efficiency as well as outreach of the projects. The projects have proactively sought synergies and avenues of collaboration with related programmes such as BRMM, SAMM, ARMP, FAIR-III, FAIRWAY and AGRIDOM.

The strengthening of labour migration governance and regulation through formulation of policies aligned with international labour standards, adaptation and adoption of guidelines in selected RECs and MSs has created common understanding of labour migration governance amongst stakeholders and enhanced technical knowledge. The completion and implementation of policy development will create conducive environment and enhance the economic benefits of labour migration in the continent.

The establishment of LMAC for coordination, regulation, supervision of labour migration measures and sharing of experience within the continent, has a prospect of being impactful. MTE interviews of participants have averred that LMAC is an imperative strategic approach in the continent. Conversely, interviewees perceived the increasing demand of support from MSs and RECs on labour migration governance as a demonstration of political will to address the challenges of labour migration in the continent, thus LMAC could harness the opportunity to enhance coordination mechanism, support and protection of migrant, when it is fully functional.

The establishment of bilateral, tripartite and multilateral agreements within the continent, between the continent and relevant Continental Communities/groups to coordinate labour migration will have prospect of impact in sharing of good practices and knowledge on effectiveness of measures that can ease migrant workers' access to decent jobs, access to social security, and enhance free movement.

The extension of social security and welfare services to migrant workers through the development of legal frameworks, regulations for portability of social security benefits of migrant workers moving within the continent, will impact the lives of migrant workers and their families, especially when portability of benefits becomes a possibility. Substantial progress has been made in establishing procedures for collecting and analysing statistical data on labour migration, but the capacities at RECs and MSs to sample and weigh data are still insufficient.

Sustainability

The strengthening of capacities on labour migration policy development and advocacy actions are establishing a favourable political engagement to formulate policies. When eventually these policies are adopted and implemented, they will pave a sustainable pathway on labour migration governance in Africa. Furthermore, because AUC can only influence RECs and MSs on the adaptation/formulation of labour migration policies and other tools and guidelines across the continent, the eventual implementation of these tools and legal instruments can be attained on a case-by-case approach.

The political commitment of MSs of RECs will improve the harmonisation of labour migration policies, and the sharing of good practices and experiences. These would affect the lives of migrant workers and enhance sustainability and systemic replication across MSs of the AU. Institutional capacity strengthening cascaded will be sustainable when knowledge gained can be shared within respective organisations of labour and employment over time, because of natural staff attritions.

Financial sustainability of the technical aspects of labour migration governance is doubtful after the end of the projects. This is because there is an absence of a business model to address budget allocation and disbursement in MSs and RECs to continue work on aspects of labour migration governance. The above challenge will also affect institutional sustainability of the outcomes of the JLMP projects, unless distinct financial models are established to fund the political, secretarial and technical aspects of labour migration governance.

Cross-cutting Issues

The policy commitment to gender-responsive and inclusive labour migration policies respond to the needs and priorities of African migrant women and men. Therefore, the projects have to developed Gender Analysis and Action Plan to systematically mainstream gender in the activities, as an important milestone of the Log frame.

Nonetheless, policies developed thus far, are gender responsive, and data collected for the fourth edition of the Report on Labour Migration Statistics in Africa would be disaggregated by gender, while participants' list of most trainings conducted have shown the number of female participants.

The projects are assisting the MSs and RECs in the development of policy commitment to ensure protection of human and labour rights of migrant workers. Thus, the promotion of labour migration governance systems that will enable the adaptation and adoption of right-based policies and international standards will ensure non-discrimination of migrant workers. However, attention has to be given to conflicting priorities, not always explicit in the legal systems of the destination countries, that can hinder the recognition of human rights of citizen and migrant workers.

The support of JLMP Projects to African institutions to mainstream social dialogue through the coordination approaches in addressing labour migration issues in their targeted MSs and RECs is formidable. This includes social dialogue among institutions, associations of employers and workers and trade unions. The existence of legal frameworks in some of the RECs allows for free circulation, establishment and access to the labour market for nationals of member countries. Consequently, the JLMP projects are promoting the adaptation of international labour standards and conventions of ILO within the premise of developing policies for RECs and MSs, as well as through other intervention approaches of projects, capacity building, social security access, skills and qualification harmonisation.

LESSONS LEARNT

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4.1 Lessons Learnt and Emerging Good Practices

Lessons Learnt

Formulation to Implementation

The process involved from formulation to implementation of labour migration policies is multifaceted and prolonged. Several steps are involved, including drafting, consultation, approval, adoption and enactment. Each step requires meticulous attention and sustained effort from various stakeholders. Key institutions such as Regional Economic Communities (RECs), Member States (MSs), and non-state actors (e.g., social partners) play critical roles. Their dedication and commitment are vital to ensure that policies do not only reach completion but also transition effectively into actionable frameworks.

Complementary Approach

The complementary approach in implementing JLMP Projects is crucial in labour migration governance and regulation in Africa. The joint efforts of JLMP stakeholders, especially in the formulation of policy frameworks, showcased the importance of leadership and ownership of the African Union Commission (AUC) at the continental level. Thus, strengthening the technical capacity within the AUC is essential to better coordinate and oversee implementation at both the regional and national levels. This coordination ensures that policies are not just created but are effectively executed.

Technical Expertise of UN Agencies

The involvement of UN agencies such as the International Organization for Migration (IOM) and the International Labour Organization (ILO) in the JLMP Projects is noteworthy. These agencies bring technical and operational expertise that is leveraged to build capacity within the AUC, RECs, and MSs. This collaborative approach should be maintained in future projects. However, tasks assigned to each agency should align with their core mandates and areas of expertise to maximize efficiency and effectiveness.

Emerging Good Practices

Collaborative Implementation Approach

The JLMP Projects' implementation approach, within the framework of the AU Migration Policy Framework for Africa and its Plan of Action (2018–2030), has fostered an enabling environment for collaboration. This approach has facilitated cooperation between the AUC and multiple partners, which is crucial for the success of labour migration governance projects. Achieving the long-term strategic objectives of the JLMP strategy will depend on the continued effectiveness of this collaborative approach.

Collaboration with the Gulf Cooperation Council (GCC)

The emerging collaboration and cooperation with the GCC is considered a promising good practice. This partnership can significantly impact labour migration coordination between Africa and the Gulf region. Given that the Gulf region is either a transit or destination area for many African migrant workers, this collaboration is expected to yield impactful and sustainable results. It can address human rights abuses, support migrant workers, and facilitate knowledge-sharing between the two regions for future projects.

Multilateral Coordination through LMAC

The multilateral coordination of labour migration through the Labour Migration Advisory Committee (LMAC) is a good practice. LMAC plays an advisory role to MSs and RECs, offering guidance on labour migration issues. If the AUC eventually transitions LMAC to a statutory unit within the commission, its influence and effectiveness could be further enhanced.

Flexibility in Implementation

The JLMP Lead's flexibility in implementing project activities based on the needs and priorities of MSs is a unique approach. Its adaptability enhances stakeholder engagement and fosters a sense of ownership

among the various parties involved. When stakeholders feel that their specific needs and priorities are addressed, they are more likely to commit to and support the project's goals.

5.1 Recommendations

Short-Term

AUC should prioritise the implementation of the labour migration policy of the EAC, and one MS to serve as a guide, and inform processes and time required to formulate and implement labour migration policies in targeted RECs and MSs for next phase of JLMP.

For the remaining period of JLMP, AUC should consider including other projects being implemented by IOM, ILO and GIZ in the PSC of JLMP or invite their representatives PSC meeting to enhance complementarity.

Evaluation Advisory Committee of JLMP should develop succinct output indicators for project management purposes to monitor performance toward milestones on policy development, protection of migrant workers, decent work, social security portability, labour migration statistics and labour market in MSs and RECs.

Create an online M&E evaluation system which Evaluation Advisory Committee EAC and IPs would update on a regular basis.

ILO should prioritize the implementation of a roadmap on the extension of social protection to migrant workers in RECs particularly in ECCAS and EAC to understand practicability of portability of social security across board and serve as lesson for other RECs.

AUC should consider helping ECOWAS to review its migration policy and implement JLMP in the region because of the large number of labour migrant workers in region and willing of secretariat to implement its migration policy.

ILO should continue and support formulation of labour migration policy in Cote d'Ivoire, formalization of private recruitment agencies.

AUC and IPs should conduct the study to enhance knowledge on condition of work in agriculture, mining and construction sectors, assess capacity building to social partners to continue this support to establish fair recruitment process.

ILO should continue to provide support to Federal Ministry of Labour and Private Employment agencies at federal and regional level for better regulation of private employment agencies to ensure fair recruitment and labour migration governance in Ethiopia.

The need for external funding of technical aspects of Labour Migration Governance in Africa would continue beyond the implementation of the current phase of JLMP, thus the continuous support of SIDA and SDC as resource partner would be strategic, while seeking the contribution of other resources partners like the European Union.

Medium-Term

To avoid any seeming duplication of efforts stakeholders should consider merging the two projects into a single programme with unified outcomes, outputs, and indicators based on thematic areas of implementation partners and their core mandates and allocation of resources.

Distribute the different thematic areas between implementation partners, creating harmonized sets of activities on which each IP can more exclusively focus on. This will include to have the budget allocated between IP's in such a way avoiding two or three IP getting budget for same activities/budget lines.

IOM and ILO should support social partners with lobby and skills to interactions with national Governments RECs to enhance their abilities to influence systemic changes, adoption and implementation of labour migration policies and labour rights conventions.

To ensure sustainability and continuity of activities post-project, AUC, IPs should develop an exit strategy before the end of the project implementation in any REC and MS. This strategy should outline steps for continued governance and regulation of labour migration by RECs and MSs.

AUC and Implementing Partners should assess and better understand the institutional structures of RECs and MSs on labour migration governance and administration for an effective operation of seconded Labour Migration Officers and their collaboration with stakeholders.

For another phase of JLMP, AUC and IPs should create a comprehensive business model for RECs and MS on labour migration governance that is based on a well-thought-out sequencing of processes of formulating legal documents relation labour migration to implementation.

Long-Term

Implementing Partners (ILO and IOM) and Donors should set-up realistic timelines and match resources at the design stage of the project to ensure implementation of labour migration policies and frameworks, considering the extended time required between formulation and implementation of legal frameworks.

The AUC should consider further exploiting the possibilities of institutionalizing the JLMP within AUC by creating a permanent coordination unit that would be project-based but constantly funded preferably by internal, but also external resources to ensure sustainability.

AUC and IPs should consider establishing migrant workers` information resource centre including labour market information at RECs and MSs level to serve as a resource and knowledge hub for migrant workers and labour migration service providers.

AUC and its IPs should commission an independent baseline report before implementation of activities on the indicators in selected RECs and MSs to serve as benchmark for evaluation of attainment of project output indicators. During the baseline study there should be consultations with institutions that will be involved at RECs and MSs level in the project implementation to ensure realistically matching/comparison of the desired changes of the project intervention with attainment of project results/outputs.

AUC should ensure alignment of output and outcome indicators to OECD criteria and formulate realistic and achievable outputs (i.e. if implementation of labour migration policies takes a lot of time avoid using this exclusively as an output).

Another phase of JLMP, AUC and IPs should develop indicators that are SMART for project management purposes to show achievable milestones for monitoring project performance in labour migration and regulations.

AUC and IPs should consider establishing migrant workers` information resource centre including labour market information at RECs and MSs level to serve as a resource and knowledge hub for migrant workers and labour migration service providers.

In addition to a programme gender officer, AUC and its IPs should consider involvement of gender/women-focused social partners in the implementation of the JLMP Projects as well as build the capacities of these institutions on labour migration to ensure addressing emerging gender and development issues adequately. This will ensure that gender aspects are adequately reflected in labour migration policies.

For other phases of JLMP, the PSU should ensure that representatives of other projects being implemented on labour migration governance by IOM, ILO and/or GIZ are integral part of the PSC to strengthen complementarity.

Maintain flexible work with the MSs and RECs on demand outside of focus countries/RECs to enhance need-based implementation of Labour Migration Governance Project in the continent.

Reference

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6. Annual Reports to Donors (2, 3rd and 4th)
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10. Arribat – International Journal of Human Rights Volume: 1, Issue: 1, 31 May 2021 | Published by the CNDH Morocco
11. <https://www.statista.com/statistics/1224179/population-growth-in-africa/>
12. <https://normlex.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12000:0::NO>
13. AUC-ILO Social Protection Project Final Evaluation report 2020.

Annexure

Annex I: Terms of Reference for the Midterm Evaluation

Consultancy for an independent Joint Mid -Term Evaluation of the “Catalytic Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP Action)” and the “Labour, Employment and Mobility Actions of the AU/ILO/IOM Joint Programme on Labour Migration Governance for Sustainable Development and Integration in Africa (JLMP Lead).

0. Context

The AU-ILO-IOM-ECA “Joint Programme on Labour Migration Governance for Development and Integration in Africa -JLMP (known as the Joint Labour Migration Programme,) is a long-term joint undertaking among the four organizations in coordination with other relevant partners operating in Africa, development cooperation actors, private sector organizations and civil society representatives. It is the instrument dedicated to the implementation of the 5th Key Priority Area of the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development which was adopted by the Assembly of Heads of States and Governments (AU/Assembly/AU/20(XXIV)/Annex 3, January 2015) in Addis Ababa, Ethiopia. Its strategy focuses on intra-African labour migration and supports achievements of the Agenda 2063 First Ten Year Implementation Plan, (FTYIP) 2014 - 2023 of the African Union (AU) and of the Sustainable Development Goals (SDGs) adopted by the UN. In addition, the JLMP is a critical instrument of implementing the Migration Policy Framework for Africa (MPFA) and Plan of Action (2018-2030) adopted by the AU Executive Council on 25-26 January 2018 in Addis Ababa.

The JLMP is currently being supported by two development partners, Switzerland and Sweden, through two complementary but separate projects: the JLMP Action and the JLMP Lead:

Project No 1 Title	Catalytic Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa
Implementer	AU, ILO, IOM
Donor	SDC
Budget	USD 8,000,000
Duration	43 months (1 June 2021- 31 December 2024)
Planned evaluation	October 2023 – February 2024

Project No 2 Title	Labour, Employment and Mobility Actions of the AU/ILO/IOM Joint Programme on Labour Migration Governance for Sustainable Development and Integration in Africa (JLMP Lead Project)
Implementer	AU, ILO, IOM
Donor	Sida
Budget	SEK 79,000,000
Duration	36 months (01 April 2022 to 31 March 2025)
Planned evaluation	October 2023 – February 2024

The overall objective, outcomes, outputs, and activities of the two JLMP Projects are derived from the JLMP Strategic Framework (2020-2030).

Specifically, the two JLMP Projects focus on four specific objectives namely:

Outcome 1: Strengthened effective governance and regulation of labour migration and mobility for women and men migrant workers in Africa;

Outcome 2: Women and men migrant workers in both the formal and sectors enjoy safe and secure working environments, access to social protection and mutual recognition of skills and educational levels.

Outcome 3: Increased utilization of labour migration disaggregated data and statistics by MS and RECs for evidenced based decision-making, policy planning, formulation and application;

Outcome 4: Strengthened governance and accountability of the JLMP.

In 2021, the JLMP Project “Catalytic Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP Action)” was launched with the support of Switzerland. JLMP Action aims to strengthen effective governance and regulation of labour migration and mobility for enhanced sustainable development for inclusive economic growth and regional integration of the African Continent. It built on and complemented the Sida-funded “Priority Implementation Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP Priority)” which was implemented from July 2018 – March 2022.

The JLMP Actions targets the following groups: (a) 5 African Union Member States namely Cameroun, Cote d'Ivoire, Ethiopia, Malawi and Morocco (b) 2 RECs Secretariats namely COMESA and ECCAS (c) Social Partners' organizations (including African Regional Organization of the International Trade Union Confederation (ITUC-Africa), Organization of African Trade Union Unity (OATUU) and Business Africa and regional/national workers and employers' organizations to be identified) (d) Labour Migration Advisory Committee (LMAC). The final beneficiaries of the project are African migrant workers and members of their families.

In 2022, the “Labour, Employment and Migration Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP Lead) project was launched with the support of Swedish International Development Cooperation Agency (Sida). JLMP Lead contributes to improving labour migration governance portfolios of the AUC, targeted RECs and MSs towards contributing to the sustainable development and integration of the African continent.

The JLMP Lead targets six African Union Member States; four Regional Economic Communities (RECs), namely East African Community (EAC), Economic Community of West African States (ECOWAS), Intergovernmental Authority on Development (IGAD), and Southern Africa Development Community (SADC); Social Partners' organizations, namely African Regional Organization of the International Trade Union Confederation (ITUC-Africa), Organization of African Trade Union Unity (OATUU), Business Africa, the International Organization of Employers (IOE) and regional/national workers and employers' organizations; the private sector and six pilot Member States.

Both projects respond to the four JLMP outcomes as outlined in the JLMP Strategic Framework. The project provides policy development, capacity building, advisory services, advocacy, and technical assistance, collection of disaggregated and comprehensive data on labour migration, and other relevant data, which will then be analysed for evidence-based development/revision of gender responsive policies and programmes. Xenophobic attitudes and stigmatization against migrants, will be addressed through media-based anti-prejudice campaigns and public education initiatives and other interventions organized. The projects also facilitate cooperation, coordination and experience sharing among RECs towards improved labour migration governance.

In terms of modalities, IOM is the administrative and convening agent for the JLMP Lead, in line with the United Nation Sustainable Development Group (UNSDG) Guidelines while for the JLMP Action, the AUC serves as the convening agent, proving coordination and programmatic leadership, while the budget is disbursed to the various implementing agencies separately. However, coherence and coordination between both projects is enhanced through the established governance structures including through the project support unit based at the AUC. GIZ manages the SDC's funds for AUC for JLMP Action and also contributes financially to the AUC's labour migration initiatives.

As of May 2023, key milestones as reported by both JLMP Action and JLMP Lead projects are as follows:

- 64 participants (34 M, 30 F) participated in the virtual continental launch of the project on 10 Feb, 2022. 328 people participated in the project launch in 5 pilot Member States organized from May to October, 2022. The events were an opportunity to raise the visibility of the project, enhance knowledge of the expected outcomes of the project and strengthen ownership among project partners (JLMP Action).
- 131 people participated in the workshop on labour migration governance and administration in Cameroun, Ethiopia, Malawi and Morocco (JLMP Action).
- Strengthened the capacity of 41 people from the National Partnership Coalition of Ethiopia on labour migration (JLMP Action).
- 359 private recruitment agents have been reached with workshop on fair and ethical recruitment (JLMP Action).
- Peer learning among Ethiopia, Kenya and Tanzania has been facilitated through 2 learning exchanges (both projects).
- Capacity of 32 people have been strengthened on migrants' welfare programmes. Compendium of Practices, Facilitator's Guide, training modules on migrant welfare programme has been developed (both projects).
- 75 people in 4 MS have been reached with workshop on Labour Market Information Systems from May to October 2022 (JLMP Action).
- Supporting the East African Community in developing the Implementation Plan of the Regional Labour Migration Policy and the Council Directive on Coordination of Social Security Benefits (JLMP Lead).
- 18 people (10F, 8M) from COMESA, EAC, ECOWAS, IGAD, Cameroon, Cote d'Ivoire, Malawi, AUC, IOM, ILO, GIZ, ITUC-Africa and OATUU were trained on the principles and application of Monitoring, Evaluation, Reporting and Learning (MERL) at the ACBC in Moshi (Tanzania) from 6-8 September 2022 (both projects).
- Finalized the JLMP Gender Analysis and Gender Action Plan (JLMP Action).
- 2 Steering Committee and 1 Technical Committee Meeting has been organized from 2022-2023 (both projects)

The AUC is the lead agency for the JLMP Programme and is responsible for providing overall vision and political perspective, for organizing, supervising and reporting on operations, for mobilizing consultation with and participation of the respective Regional Economic Community officials and for facilitating communication and coordination with concerned entities in member states' governments. IOM and ILO provide technical and institutional expertise to support the AUC in the implementation of the JLMP. Both JLMP projects builds up on previous collaboration of the ILO and the IOM in the area of labour migration governance, such as the production of the Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination; the EU and ECOWAS funded FMM West Africa project (2013-20), which is driven by the ECOWAS Commission and implemented by the IOM, the ICMPD and the ILO.

By December 2023, the JLMP Projects would have been implemented for a period of 30 months (JLMP Action) and 20 months (JLMP Lead) respectively. Both projects envisage a mid-term evaluation.

In order to manage the midterm independent evaluation of the projects, the AU, ILO, IOM and SDC have organized an Evaluation Advisory Committee (EAC) composed of evaluation officers of each institution, not involved in the project. This Committee is therefore looking for a consultant to undertake the mid-term evaluation of the JLMP Action and Lead projects. The mid-term evaluation of these two projects ought to be in line with the JLMP M&E Framework.

Tasks to be performed by the Contractor

The contractor is responsible for providing the following services which define the scope and objective of the mid-term evaluation:

Scope:

The mid-term evaluation will cover 30 months of the project Action implementation (June 2021 – December 2023) and the 20 months of the project Lead implementation (April 2022 – December 2023) assessing all the outputs and progress towards outcomes that have been produced since the start of the projects.

The evaluation will follow the OECD-DAC criteria for evaluation. It will assess the relevance, complementarity and coherence (including the two JLMP projects and other relevant projects), performance and success of the activities implemented so far and will analyse the progress made towards the achievement of the projects' objectives. For all practical purposes, this ToR and the three institutions' evaluation policies and guidelines 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 have a strong focus on what worked, what did not work, and why, based on feedback against evidence. It will further collate and analyse lessons learnt, challenges faced, and good practices obtained during implementation period which will inform the remainder of implementation of the projects (July 2023 – December 2024 and July 2023 – March 2025).

The evaluation will integrate human rights, gender equality and no-discrimination, social dialogue and international labour standards as crosscutting concerns throughout its deliverables and process.

Objective

The main objective of the mid-term evaluation will be to effectively capture lessons learnt and provide information on the relevance, coherence, effectiveness and efficiency of the projects. It will also look at, sustainability and potential impact of the JLMP Action and Lead. Furthermore, the evaluation process will serve the accountability and learning role to key stakeholders in their various capacities. Results will inform the further implementation and management and steering of the projects.

Specific Objectives of the Mid-term Evaluation

The specific objectives of the evaluation are:

- Assess the extent to which the projects have achieved or is likely to achieve their stated objectives (outcome and impact levels) and outputs, while identifying the supporting factors and constraints that have led to them.
- Identify unexpected positive and negative results of the projects.
- Assess the effectiveness of the implementation strategy (i.e. implementation modalities, issues of coordination and partnership arrangements, and synergy between the projects as well as other initiatives/programmes)
- Assess the management and financial efficiency and effectiveness of the projects considering the different projects' set-up.
- Assess the programme management structures, independently and comparatively
- Assess the extent to which the projects outcomes will be sustainable (without the need for external support) and contribute towards the objectives of the JLMP.
- Establish the relevance of the projects design and implementation strategies in relation to continental, regional national development frameworks (i.e. SDGs, GCM, the MPFA, AU-FMP, AfCFTA, UNSDCF etc.), including assumptions behind it.
- Identify lessons learned and potential good practices that can be applied further.
- Provide recommendations to projects stakeholders for improvements and learning and support further development of the project's outcomes.

- Assess the coherence and complementarity of the two projects towards supporting the JLMP strategic framework.

Cross-cutting issues of gender, non-discrimination and human rights, social dialogue, and international labour standards will be addressed throughout all the objectives as relevant.

Evaluation Questions

The evaluation will cover the following evaluation criteria

- relevance and strategic fit,
- validity of the project design,
- project effectiveness,
- efficiency,
- impact orientation and sustainability
- value for money analysis

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, 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 projects using as a central, but not the only one guidance, the indicators in the logical framework of the projects and of the JLMP MERL Framework.

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

Relevance and strategic fit – (The design and focus of the projects)

- To what extent have the projects results so far contributed to the identified challenges that the projects aimed to address?
- Are the projects responding to the needs and priorities of the intermediate and final beneficiaries?
- Were the strategies adopted and inputs identified, realistic, appropriate and adequate for achievement of the results?
- Assess the usefulness of the project's results framework (M&E) for learning and accountability among projects implementers and stakeholders
- Are the projects relevant to the related AU, RECs, MS' strategies, policies and plans, as well as to the implementing agencies' strategic frameworks?
- How well have the projects complemented each other and fit with other ongoing programmes for instance SAMM, THAMM, BRMM, etc.
- Have the projects addressed specific needs of women, youths, and other groups among migrants?

Validity of the Design

- Have the designs clearly defined outcomes, outputs and performance indicators with baselines and targets?
- Were the projects design realistic?
- Did the projects design include an integrated and appropriate strategy for sustainability?
- Were the implementation approaches valid and realistic?

- Have the projects addressed gender, non-discrimination and human rights issues in the project strategies and outcomes?

Effectiveness of project to achieve the expected results

- To what extent have the projects progressed towards achieving their stated targets?
- Has this been done through the planned outputs or new ones have been included, why and how effective have been?
- Is there a suitable M&E framework to monitor and support the implementation of the targeted results?
- How are the projects' strategies, tools or institutional requirements contributing to achieving or impeding the project outcomes?
- Are there any challenging factors that have been identified so far?

Efficiency of project Implementation

- Are the processes of achieving outputs efficient? Specifically did the actual or expected outputs justify the inputs (financial, human, time)? Were the resources effectively utilized?
- What factors are contributing to implementation efficiency?
- Do projects activities overlap and duplicate other similar interventions (funded at REC, MS and /or by other donors)? Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs? Could a different approach have produced better results?
- Assess the projects management & coordination structure operations: To what extent does the current coordination structure speak to the partners' comparative advantages?
- How efficient are the management and accountability structures of the projects?
- Have the projects created good relationship and cooperation with relevant continental, regional and national government authorities, social partners and other relevant stakeholders, including the implementation partners, to achieve the projects results?
- Have the projects received adequate administrative, technical and - if needed - policy support from the implementing organizations/institutions (AU, ILO and IOM)?
- How did the projects financial management processes and procedures affect its implementation?
- What are the strengths, weaknesses, opportunities and threats of the project's implementation process?

Impact orientation and Sustainability

- Assess whether projects outcomes will be sustainable and identify the steps projects are taken towards it. What is the likelihood of sustainability of outcomes? What steps must be taken to the intended impact of the project?
- Is the capacities' strengthening at the individual and organizational level oriented to significant changes at impact level?
- Identify and discuss gaps in the sustainability strategy. How can the stakeholders address these gaps?
- What are the key factors that will require attention in order to improve prospects of sustainability of the project's outcomes and the potential for replication and scale-up of the approach?

Regarding the post-COVID19 context

- Assess continued relevance of the objectives and strategy of the project in the post COVID-19 context.
- To what extent has the projects adapted its approach to respond to the COVID-19 crisis and what have the implications been on nature and degree of achievement of the projects?

Key Stakeholders

The findings and recommendations of the mid-term evaluation will inform the key stakeholders of the project namely the implementing partners (AU, ILO, and IOM) and donors (SDC, SIDA) and other contributing donors such as GIZ. By extension, it will also be useful to policymakers and managers in relevant Regional Economic Communities (RECs) and African Union Member States' (MS) labour administrations responsible for the formulation and implementation of labour migration policies and programmes and strategies, e.g. World of Work actors (Ministries of labour, and employers' and workers' organizations) relevant government Ministries, diaspora associations, migration organizations and associations, women associations, academia.

Methodology of the mid-term Evaluation

The evaluation will be carried out through two main data collection activities:

Desk review, including the following information sources:

a. Review of documents

- Projects documents
- Projects budgets and related financial reports
- Interim reports
- M&E Frameworks
- Reports from various activities (including trainings, workshops, task force meetings, video conferences etc.)
- Others as required

All documents will be made available by the Projects Management Team comprising AUC, IOM, ILO, in coordination with the EAC, in a shared drive at the start of the evaluation.

b. Preliminary interviews with the evaluation managers, the project managers and the donors

The desk review may suggest a number of preliminary findings that could be useful in reviewing or fine-tuning the evaluation questions.

Virtual contact with stakeholders and target groups individuals (Online/email questionnaires and telephone and video interviews)

The evaluation will employ various data collection techniques including email/online questionnaires, focus group discussions and virtual interviews. The consultant(s) are to propose suitable approaches based on the tasks described. An indicative list of persons to be interviewed will be shared and will include:

- JLMP Action and Lead implementing partners
- RECs Secretariats
- Social partners (including employers' and workers' representatives)
- Members of Labour Migration Advisory Committee (LMAC)
- Others to be agreed by the consultant and the EAC

Roles and responsibilities:

- The Evaluation Advisory Committee (EAC): will be the contact point for the consultant (s) and responsible for approving the deliverables from this consultancy and will be composed of 4 M&E Experts from AUC, IOM, ILO and SDC. The EAC will be responsible for interfacing with the consultants and approving the deliverables after consultation with the project team.
- The project team comprises staff working on the JLMP project and will be led by the Projects Coordinators from AUC, IOM and ILO. They will be responsible for providing documentation to the consultant(s), contacts, feedback on the deliverables and providing logistical support.
- The AUC Programme Coordinator will facilitate feedback from SDC and SIDA.
- There is possibility for a face-to-face stakeholder's workshop to discuss the final evaluation findings.
- SIDA, SDC and GIZ will also provide feedback to the deliverables.

Timeframe for the Mid-Term Evaluation

The evaluation will be conducted from November 20th, 2023 – September 30th, 2024, for an estimated 55 working days, as detailed below:

	Task	Estimated consultant working days	Time	Deliverable
1	Kick of meeting with the reference group, consultations and preliminary desk review	12	20 November 2023 – 28 March 2024	Inception report
2	Preparation of data collection tools: Questionnaires, Key informant interview guides	06	01 – 15 April	
3	Data collection including interviews	20	16 April – 15 May	
4	Collation and analysis of collected data	05	16 May – 07 June	
5	Preparation of and debriefing on findings with reference group	02	Week of June 10	
6	Produce draft report	04	17 June – 26 June	Draft mid-term report
7	Methodological review and circulation of the draft report among stakeholders	00	27 June – 05 July	

	Task	Estimated consultant working days	Time	Deliverable
8	Exchanging with stakeholders and Incorporation of feedback and finalization of report	04	08 July – 03 September	
9	Preparation of and validation workshop of the final M&E report with partners	02	Week of 16 September 2024	Final report
	Total number of days	55		

2. Concept

In the tender, the tenderer is required to show how the objectives defined in Chapter 0 (Tasks to be performed) are to be achieved, if applicable under consideration of further method-related requirements (technical-methodological concept). In addition, the tenderer must describe the project management system for service provision.

Note: The numbers in parentheses correspond to the lines of the technical assessment grid.

Technical-methodological concept

Strategy (1.1): The tenderer is required to consider the tasks to be performed with reference to the objectives of the services put out to tender (see Chapter 1 Context) (1.1.1). Following this, the tenderer presents and justifies the explicit strategy with which it intends to provide the services for which it is responsible (see Chapter 0 Tasks to be performed) (1.1.2).

The tenderer is required to present the actors relevant for the services for which it is responsible and describe the cooperation (1.2.2) with them.

The tenderer is required to describe its contribution to the results-based monitoring system and the associated challenges (1.3.2).

The tenderer is required to describe the key processes for the services for which it is responsible and create an operational plan or schedule (1.4.1) that describes how the services according to Chapter 0 (Tasks to be performed by the contractor) are to be provided. In particular, the tenderer is required to describe the necessary work steps and, if applicable, take account of the milestones and contributions of other actors (partner contributions) in accordance with Chapter 2 (Tasks to be performed) (1.4.2).

The tenderer is required to describe its contribution to knowledge management for the partner (1.5.1) and GIZ and to promote scaling-up effects (1.5.2) under learning and innovation.

3 . Personnel concept

Qualifications of key expert

- Education/training (2.1.1): university degree (Master) in Law, Public Policy Development/Management, Policy Dialogue, Public Administration, Development studies, Migration, International Development, or any other relevant university degree.
- Language (2.1.2): C2-level language proficiency in English and French

·General professional experience (2.1.3): 10 years of professional experience in the of labour migration governance, inclusive participation, access to justice, human rights promotion, gender or programme formulation/management sector.

·Specific professional experience (2.1.4): 10 years' experience in conducting evaluations with the AU, RECs or international organizations such as ILO and IOM or other agencies of the UN System (covering Africa will be an asset)

4. Costing requirements

Assignment of personnel and travel expenses

Per-diem and overnight accommodation allowances are reimbursed as a lump sum up to the maximum amounts permissible under tax law for each country as set out in the country table in the circular from the German Federal Ministry of Finance on travel expense remuneration (downloadable at <https://www.bundesfinanzministerium.de>).

Accommodation costs which exceed this up to a reasonable amount and the cost of flights and other main forms of transport can be reimbursed against evidence.

All business travel must be agreed in advance by the officer responsible for the project.

Sustainability aspects for travel

GIZ would like to reduce greenhouse gas emissions (CO2 emissions) caused by travel. When preparing your tender, please incorporate options for reducing emissions, such as selecting the lowest-emission booking class (economy) and using means of transport, airlines and flight routes with a higher CO2 efficiency. For short distances, travel by train (second class) or e-mobility should be the preferred option.

If they cannot be avoided, CO2 emissions caused by air travel should be offset. GIZ specifies a budget for this, through which the carbon offsets can be settled against evidence.

There are many different providers in the market for emissions certificates, and they have different climate impact ambitions. The [Development and Climate Alliance \(German only\)](#) has published a [list of standards \(German only\)](#). GIZ recommends using the standards specified there.

Fee Days	Number of experts	Number of days per expert	Total	Comments
Designation of TL/key expert/short-term expert pool	01	55	55	
Fixed travel budget A budget is earmarked for travel cost as per below I International flight (to and from) to one Africa country, probably Ethiopia. These costs include Overnight accommodation, Per diem, local transport and VISA fee.	01	EUR 3,834.00	EUR 3,834	Please incorporate this budget into the price schedule. These costs are reimbursed against provision of evidence

Other Costs	Number	Price	Total	Comments
Flexible remuneration for unforeseen costs of software licenses and last-minute workshops	01	EUR 569	EUR 569	A budget of EUR 3000 is foreseen for flexible remuneration. Please incorporate this budget into the price schedule. Use of the flexible remuneration item requires prior written approval from GIZ.

Requirements on the format of the tender

Applications:

Two relevant evaluation reports showing proof of completion of two multi-country M&E assignments on behalf on international donors covering REC, UN agencies or international donor organizations in which the consultant has been the team leader or sole evaluator.

The structure of the tender must correspond to the structure of the ToRs. In particular, the detailed structure of the concept (Chapter 3) should be organised in accordance with the positively weighted criteria in the assessment grid (not with zero). The tender must be legible (font size 11 or larger) and clearly formulated. It must be drawn up in English (language).

The Technical-methodological concept must not exceed 10 pages including work plan. If one of the maximum page lengths is exceeded, the content appearing after the cut-off point will not be included in the assessment. External content (e.g. links to websites) will also not be considered.

The CVs of the personnel proposed in accordance with Chapter 4 of the ToRs must be submitted using the format specified in the terms and conditions for application. The CVs shall not exceed 4 pages each. They must clearly show the position and job the proposed person held in the reference project and for how long.

Please calculate your financial tender based exactly on the parameters specified in Chapter 5 Quantitative requirements. The contractor is not contractually entitled to use up the days, trips, workshops or budgets in full. The number of days, trips and workshops and the budgets will be contractually agreed as maximum limits. The specifications for pricing are defined in the price schedule.

Annex 2: Summary of Intervention Logic of JLMPs and Evaluation Matrix

Project Impact	To contribute to strengthening effective governance, and regulation of labour migration and mobility, for enhanced sustainable development for inclusive economic growth and regional integration of the African Continent	
Indicators	<ul style="list-style-type: none"> Number of migrant workers (M, F) benefiting from the Continental Labour Migration Multilateral Cooperation (CLMMC) on labour migration Extent to which RECs and MSs demonstrate increased capacity to implement their priorities on labour migration, Number of individuals (M, F) (students, researchers, scientists, and migrant workers) benefiting from harmonised qualifications and training standards established at COMESA and ECCAS Number of migrant workers (M, F) that have been assisted to access productive work in 5 & 6 selected Member States Number of Regional Economic Communities (RECs) that implement their respective priorities on labour migration 	<p>1)What progress are being made on migrants, students, researcher/scientist (M&F) benefiting from CLMMC harmonisation of qualification training standards by COMESA & ECCAS?</p> <p>2)What capacity improvement have been imparted and can be demonstrated by RECs?</p> <p>What priorities were identified by RECs for implementation thus far?</p>
Outcome 1	<p>Strengthened effective governance and regulation of labour migration and mobility in Africa for women and men migrant workers- JLMP Action</p> <p>African Member States/ RECs establish effective and gender sensitive and responsive governance and regulation of labour migration and mobility-JLMP Lead</p>	
Indicators	<ul style="list-style-type: none"> Number of MSs/RECs who have enacted gender sensitive and responsive national/regional laws and formulated policies. based on international/ continental/ regional protocols/ principles for the management of labour migration Number/Percentage of Member States who are implementing well-managed labour migration policies as committed in the SDGs The Continental Labour Migration Multilateral Cooperation Mechanism (CLMMC) with the GCC led by the AUC is in place. 	<p>1.What kinds of capacity training are being provided for MSs, and RECs on LM policy before the JLMP? – baseline.</p> <p>2.How many MSs are being supported with formulation of labour migration policies.</p> <p>3.What capacity buildings support are being conducted for policy makers, social partners, and labour institutions?</p> <p>4.What progress is being made towards establishing the CLMMC with GCC led by AUC?</p>
Output 1.1	<p>Increased adoption/implementation of coherent rights-based and gender-responsive labour migration policies and regulatory frameworks for labour migration developed at national level – JLMP Action . Increased capacity of labour migration institutions and social partners on gender sensitive and responsive labour migration governance, policy, and administration -JLMP Lead</p>	
Indicators	<ul style="list-style-type: none"> Degree to which social partner organizations participate in developing or implementing labour migration policies Quality of tripartite consultative and coordination forums on labour migration participate in developing or implementing labour migration policies Number of M&F stakeholders representing labour institutions and social partners capacitated on gender sensitive and responsive labour migration governance, policy, and administration institutions and social partners, who report increased capacities because of JLMP interventions 	<p>1.What has been the role of social partners and relevant stakeholders in development of labour migration policies in MSs?</p> <p>2.What has been the extent of M&F participation in formulation of LM policies.</p> <p>3.What gender aspects are being reflected sampled labour migration policies?</p> <p>4.How are coordination forums (LMAC) being involved in development of LM policies,</p> <p>5.What evidence of equal participation exists in LM institutions of MSs/RECs?</p> <p>6.What capacity building training are being implemented for M&F stakeholders representing labour institutions and social partners</p>
Output 1.2	<p>Increased capacity of labour institutions, social partners, and civil society to conduct labour migration governance, policy and administration-JLMP Action</p> <p>Increased adoption/implementation of free circulation/movement regimes and coherent gender sensitive labour migration policies in MS & RECs-JLMP Lead</p>	
Indicators	<ul style="list-style-type: none"> Number of social partners at the national level representatives (male and female) engaged in labour migration governance, policy, and administration Number of labour migration focal points (male and female) in labour institutions established/capacitated on labour migration governance, policy, and administration, Number of EAC partner states that have mainstreamed the EAC Labour Migration Policy Framework into their national policies 	<p>1.What has been the role of social partners in LM policy implementation LM in MSs in MSs where LM polices are finalised, (by gender?)</p> <p>2.What initiatives are being undertaken by focal points that involves social partners?</p> <p>3.What capacities building, trainings are being conducted for social partners and focal points, disaggregated by sex?</p> <p>4.What capacities have changed for relevant stakeholders on labour institutions that can be attributed to JLMP projects?</p> <p>5.EAC MSs that have mainstreamed LM of EAC into national policies?</p>
Output 1.3	<p>Increased tripartite discourse/dialogue, cooperation, and coordination on labour migration law, policy, and practice in Africa – JLMP Action & Lead</p>	
Indicators	<ul style="list-style-type: none"> Number of recommendations/agreements resulting from tripartite discourse, cooperation, and coordination on labour migration initiated/operationalised at continental, regional and national levels Number of initiatives implemented by LMAC and reported to relevant AU organs Number of AU MS, RECs and other stakeholders that support results of the consultations towards establishment of the Continental Labour Migration Multilateral Cooperation Mechanism 	<p>1.Which MSs/RECs, social partners are being supported to develop/operationalise strategic recommendations, policy options/proposals, on Labour Migration</p> <p>2.How are strategic recommendations being operationalised?</p> <p>3.What are the challenges thus far on operationalisation of strategic recommendations?</p> <p>4.What initiatives being supported by LMAC</p> <p>5.How are these initiatives contributing to improved labour migration governance?</p> <p>6.Which of the MSs are contributing towards the establishment of the CLMMC</p>
Outcome 2	<p>Increased tripartite discourse/dialogue, cooperation, and coordination on labour migration law, policy, and practice in Africa – JLMP Action & Lead</p>	
Indicators	<ul style="list-style-type: none"> Number of Member States which are implementing measures aimed at increasing opportunities for decent work and productive work for migrants Number of initiatives on social security implemented by COMESA and ECCAS Number of initiatives on skills recognition at the COMESA and ECCAS and 5 selected Member States Number of M&F migrant workers benefitting from defined processes for obtaining harmonized/compatible or mutually recognized occupational qualifications, training and experience 	<p>1.What social protection initiatives are being supported/implemented at MS and REC level that will increase access of migrant workers?</p> <p>2.Which agency/ies are providing the services</p> <p>3.What initiatives on skills recognition are in place or ongoing at MS/RECs,</p> <p>4.What benefits are migrants accessing that can be attributed to JLMP projects</p>

Output 2.1	Increased opportunities for women and men migrant workers in both formal and informal sectors to obtain decent and productive work in conditions of freedom, equity, security, and human dignity – JLMP Action and Lead	
Indicators	<ul style="list-style-type: none"> Adoption and Effective Implementation of International Labour Standards on the protection of migrant workers Reporting mechanism against discrimination and xenophobia in place in select countries Number of capacity building workshops for social partners, the private sector and civil society organizations on fair, ethical, and gender-responsive recruitment organized Number of Member States and non-state actors developing and implementing gender-responsive and rights-based recommendations/actions that promote migrant workers' access to decent work 	<ol style="list-style-type: none"> Which LM standards are being implemented in MSs/RECs? How are migrant workers being protected segregated by gender? Which Member States are offering opportunities for migrants to report and seek redress in MSs/RECs? What are the most common complaints by migrant workers in host MSs? Which of these institutions have attended or will attend training workshop Which MSs and non-state actors are developing and implementing these recommendations/actions that promote access to decent work
Output 2.2	Improved access to social protection for women and men migrant workers and their families - JLMP Action & Lead	
Indicators	<ul style="list-style-type: none"> Number of roadmaps developed by relevant stakeholders at ECCAS, and COMESA aimed at extending social protection to migrant workers Number of MSs piloting migrant welfare programmes for African M&F migrant workers with guidance from the feasibility study 	<ol style="list-style-type: none"> What frameworks/roadmaps are being supported by JLMP to extend social protection to migrant workers at MS/RECs level? What are the challenges and lessons for, for future considerations? How many MSs are being supported to pilot welfare prog for M&F migrant workers
Output 2.3	Increased availability of in-demand skills and competencies with considerations for mutual recognition of skills and qualifications in selected Member States and at the RECs level (COMESA and ECCAS)-JLMP Action Defined processes for obtaining harmonized/compatible/mutually recognized of occupational qualifications, training, and experience- JLMP Lead	
Indicators	<ul style="list-style-type: none"> Processes for obtaining harmonized/compatible and mutually recognized qualifications, training, and experience in place in selected member states in COMESA and ECCAS Regional occupational profiles/ competency standards defined at RECs level 	<ol style="list-style-type: none"> How are skills of migrant workers being recognised in MSs/RECs where JLMP projects is being implemented compared to non – project MSs (if data is available) What frameworks/initiatives are being supported to harmonised skills recognition in COMESA/ECCAS or RECs What are the competency standards being supported by JLMP projects the level of REC
Outcome 3	Increased availability of in-demand skills and competencies with considerations for mutual recognition of skills and qualifications in selected Member States and at the RECs level (COMESA and ECCAS)-JLMP Action Defined processes for obtaining harmonized/compatible/mutually recognized of occupational qualifications, training, and experience- JLMP Lead	
Indicators	<ul style="list-style-type: none"> Number of policies/legislations/guidelines utilising data generated from labour migration and development research in 5 and 6 selected MSs/RECs Institutional setup supports systematic data collection and management of labour migration information systems Number of Member States implementing the international standards for administrative data on trafficking in persons 	<ol style="list-style-type: none"> What information collection system are being supported by JLMP on migrants' flows in MSs/RECs? What progress are being made on information systems setting-up, challenges and lessons learn? What are the key lessons for future implementation? What policies frameworks or guidelines exists on LM to ensure synergy? What progress has been made to support MSs on int, stds for administrative data on trafficking in person
Output 3.1	Improved Member states' capacity to produce and disseminate accurate and disaggregated labour migration data and statistics -JLMP Action Key stakeholders have the knowledge and skills to maintain LMD-related data, information, and knowledge management systems – JLMP Lead	
Indicators	<ul style="list-style-type: none"> Number of Member States with functional Labour Market Information System Number of Member States that have agreed on modalities for establishing a functional Labour Market Information System Technical documentation for establishing labour market information system agreed on by stakeholders Number of male and female experts from Member States and RECs trained on Labour Market Information, data collection, analysis, and dissemination, Number of annual national, regional and continental labour migration data reports produced/supported Number of persons in MSs and RECs trained in maintaining LMD-related data and human trafficking data 	<ol style="list-style-type: none"> Which of MSs are being supported by JLMP to establish functional labour market information system? What improvements are being undertaken if information systems existed before the projects? What technical documentations on establishing LMIS are available and used by stakeholders and beneficiaries? What capacity building support are being provided by JLMP on labour market information systems? Who benefitted from the trainings by (by gender) on labour market information system in MSs, RECs? How is labour migration data currently being collected, analysed, disseminated and audience? National/regional or continental LM data being made available How many people have been trained on LM-related and human trafficking data thus far and lessons learnt?
Outcome 4	Strengthened governance and accountability of the JLMP - Action & Lead	
Indicators	<ul style="list-style-type: none"> Level of satisfaction by key stakeholders on the relevance and effectiveness of the JLMP on labour migration and development in Africa Status of the implementation of the revised JLMP communication strategy 	<ol style="list-style-type: none"> What is the level of stakeholders' satisfaction on JLMP projects in targeted MS/RECs How are the achievements of JLMPs communicated/shared? How effective have these channels been in reaching the target audience? To what extent are the revised JLMP communication strategy being utilized / used / implemented by JLMP project stakeholders? What progress has been made in aligning IP's strategic plans with JLMP's
Output 4.1	Improved institutional capacity to steer, coordinate and implement the JLMP – Action & Lead	
Indicators	<ul style="list-style-type: none"> Extent of alignment of the partners' strategic plans with the JLMP Strategic programming Number of meetings of PTC & PSC organised by PSU & IPs 	<ol style="list-style-type: none"> What other labour migration project/programme are being implemented by AUC/RECs/MS, How are the different projects aligned with JLMP? What has been the role of PSC, how often has it met, what were key strategic decisions that supported JLMP? What progress has been made in aligning IP's strategic plans with JLMP's

Output 4.2	Improved monitoring, evaluation, learning and reporting of the JLMP Action & Lead	
Indicators	<ul style="list-style-type: none"> · JLMP Performance Framework in place · Number of monitoring reports developed per annum · # Of recommendations of the JLMP Priority baseline assessment report implemented with MS, RECs & social partners # evaluations conducted and presented to key stakeholders 	<ul style="list-style-type: none"> I.Extent of establishment of the JLMP M&E framework
Output 4.3	Revised JLMP Communication Strategy Implemented – JLMP Action & Lead	
Indicators	<p>Number of mechanisms developed to advocate for the protection of migrants and widely inform the positive contributions migrants have played and can play to the development of countries of origin and destination</p>	<ul style="list-style-type: none"> I.What kinds of advocacy mechanisms have been developed thus far What themes of migrants' contribution are being showcased

Annex 3: Important Regional Declarations and Frameworks on Social Protection

AUC	The AU Protocol of the African Charter on Human and Peoples' Rights on the Rights of Citizens to Social Protection was adopted in February 2022. The Protocol reaffirms social protection as a right for everyone, over their entire life cycle, and includes all components of social protection, as well as a range of essential basic services, such as housing, nutrition, and access to water. The Protocol represent a key achievement for extending social protection to rural workers, as it will be a binding instrument mandating governments to prioritise investment in and expansion of social protection systems, in line with international labour standards. These include allocating sufficient national resources
ECOWAS	The ECOWAS Regional Social Protection Framework and Operational Plan for West Africa was adopted on 24 November 2023 by the Ministers in charge of Social Protection, with support from FAO, and is now being forwarded to the ECOWAS Council of Ministers for adoption. The Framework is a key milestone for Member States and partners to intensify efforts and investments around social protection in the region. The mission of the Framework is to promote the implementation of robust social protection systems and its key principles and guidelines among Member States across the ECOWAS region.
AUC	The Yaoundé Tripartite Declaration was adopted in 2012 by 47 African States and highlights the urgent need to implement a Social Protection Floor for all Africans. The declaration underlined the importance of extending social security coverage, especially to those without any, recognizing its significance for workers' well-being, productivity, and overall economic development. The African Union Commission's Ouagadougou + 10 Declaration and Plan of Action, adopted in January 2015, further identified "Social Protection and Productivity for Sustainable and Inclusive Growth" as one of its key priority policy areas. Within this framework, two notable instruments were adopted: the Programme on Upgrading the Informal Economy and the Social Protection Plan for the Informal Economy and Rural Workers (SPIREWORK).
Agenda 2063	The Addis Ababa Declaration on Transforming Africa through Decent Work for Sustainable Development , adopted in 2015, set continent-wide policy priorities that included extending social protection by establishing national Social Protection Floors based on the Social Protection Floors Recommendation of 2012. The AU's Agenda 2063, also adopted in 2015, is a strategic framework outlining the socioeconomic transformation of Africa over the next 50 years. It targets ensuring affordable social security and protection for all, with specific objectives under its First Ten Year Implementation Plan, such as providing at least 20 percent of the informal and rural population with access to social security by 2023.

Annex 4: **List of Stakeholders Interviewed**

Institutions	Name and Designation
AUC	1.Odette Bolly - Programme Coordinator 2.Adaeze Molokwu - JLMP Programme Support Officer 3.Amohelang Ntsobo - Project Legal Officer 4.Brian Okengo - JLMP Statistician
International Labour Organization- ILO	1.Samia Kazi Aoul - Labour Migration Specialist and Social Protection of Migrant Workers, ILO Geneva 2.Ephrem Getnet - Project Manager JLMP Lead 3.Uche Hilary-Ogbonna -Technical Officer- JLMP Action 4. Mohamed Belarbi - JLMP Action-Project manager 5. Neha Choudhary - Technical Officer-Migration, JLMP-Lead 6. Solomon Abebe - National Project Coordinator, JLMP
International Organization for Migration- IOM	1. Fabio Jimenez - Head Labour Mobility and Markets 2. Youdit Tadesse - JLMP Programme Associate 3. Edwin Righa - Programme Coordinator – JLMP
RECs	Nyasha Muchichwa- SADC, Ajara Jallow & Dr. Aves d'Almada – ECOWAS, Maxime Ekani- ECCAS, Niyonzima Stephen-EAC
MSs	Amsalu-Ethiopia, Morocco, Wafwile Musukwa-Malawi
Social Partners' Organization	Joel Odigie- ITUC Africa, and Valentine Udeh - OATUU
Donor Representative	Lars Johannesson – Sida & Asmir Elshadai Hailu EDA ASMEL-SDC

