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INDEPENDENT JOINT FINAL EVALUATION OF THE SOUTHERN AFRICAN MIGRATION MANAGEMENT PROJECT (SAMM)

ILO DC/SYMBOL: RAF/18/05/EUR

Type of Evaluation: **Joint**

Evaluation timing: **Final**

Evaluation nature: **Independent**

Project countries: **Southern African Region, targeting 16 countries:** Angola, Botswana, Comoros, the Democratic Republic of the Congo (DRC), Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, the Seychelles, South Africa, Tanzania, Zambia and Zimbabwe

P&B Outcome(s): 6.4

SDG(s): SDG 8 (Decent work and economic growth) and SDG 10 (Reduced inequalities)

Date when the evaluation was completed by the evaluator: 30 June 2025

Date when evaluation was approved by EVAL: 07 August 2025

ILO Administrative Office: ILO Regional Office for Africa

ILO Technical Office(s): MIGRANT HQ

Joint evaluation agencies: International Organisation for Migration (IOM), United Nations High Commissioner for Refugees (UNHCR) and United Nations Office on Drugs and Crime (UNODC)

Project duration: January 2020 – December 2024

Donor and budget: European Union, €25.675.395

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Evaluation budget: USD 158,400.00

Key Words: [labour migration](#), [migrant](#), [migration](#), [migration policy](#), [irregular migration](#).

Contents

| | |
|--|-----------|
| LIST OF ABBREVIATIONS | II |
| ACKNOWLEDGEMENTS | IV |
| EXECUTIVE SUMMARY | 1 |
| 1. INTRODUCTION | 10 |
| 1.1. DESCRIPTION OF THE PROJECT | 10 |
| 1.2. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION | 13 |
| 1.3. METHODOLOGY AND LIMITATIONS | 14 |
| 2. EVALUATION FINDINGS | 19 |
| 2.1. RELEVANCE | 19 |
| 2.2. COHERENCE | 23 |
| 2.3. EFFECTIVENESS | 25 |
| 2.4. EFFICIENCY | 29 |
| 2.5. IMPACT ORIENTATION | 30 |
| 2.6. SUSTAINABILITY | 30 |
| 3. CONCLUSIONS | 31 |
| 4. RECOMMENDATIONS | 33 |
| 4.1. OVERALL STRATEGIC RECOMMENDATIONS | 33 |
| 4.2. OVERALL OPERATIONAL RECOMMENDATIONS | 35 |
| 5. LESSONS LEARNT AND GOOD PRACTICES | 36 |
| 5.1. LESSONS LEARNT (SEE ALSO ANNEX 7) | 36 |
| 5.2. GOOD PRACTICES | 37 |
| ANNEXES | 39 |
| ANNEX 1: TERMS OF REFERENCE | 39 |
| ANNEX 2: EVALUATION MATRIX | 57 |
| ANNEX 3: DATA TABLE ON PROJECT PROGRESS IN ACHIEVING TARGETS BY INDICATORS WITH COMMENTS | 62 |
| ANNEX 4: EVALUATION SCHEDULE | 72 |
| ANNEX 5: DOCUMENTS REVIEWED | 73 |
| ANNEX 6: LIST OF PEOPLE INTERVIEWED | 77 |
| ANNEX 7: LESSONS LEARNT AND GOOD PRACTICES | 80 |

LIST OF FIGURES

| | |
|---|----|
| FIGURE 1: PHASES OF THE EVALUATION PROCESS | 15 |
| FIGURE 2: SURVEY INFORMANTS AND RESPONDENTS | 18 |
| FIGURE 3: THEORY OF CHANGE OF SAMM PROJECT | 20 |
| FIGURE 4: RELEVANCE OF TRAINING TO CURRENT ROLES OF TRAINING PARTICIPANTS | 22 |
| FIGURE 5: TRAINING CONTRIBUTION TO POLICY CHANGES OR PRACTICES | 22 |

List of Tables

| | |
|--|----|
| TABLE 1: MIGRANT POPULATION, DISAGGREGATED BY SEX (THOUSANDS), MIGRANT POPULATION AS A SHARE OF TOTAL POPULATION (PER CENT) AND REFUGEES/ASYLUM SEEKERS AS A SHARE OF MIGRANT POPULATION, SADC MEMBER STATES, 1990-2024. | 10 |
| TABLE 2: THE EU AND UN BUDGET CONTRIBUTION, EUR | 13 |
| TABLE 3: EVALUATION QUESTIONS INCLUDED IN THE EVALUATION MATRIX | 14 |
| TABLE 4: : DATA COLLECTION TOOLS AND THE NUMBER OF INFORMANTS | 17 |

LIST OF ABBREVIATIONS

| | |
|----------|--|
| APR | Annual Progress Report |
| AS | Asylum seeker |
| AVRR | Assisted Voluntary Return and Reintegration |
| BLMAs | Bilateral Labour migration agreements |
| COMESA | Common Market for Eastern and Southern Africa |
| CSO | Civil Society Organisation |
| DRC | Democratic Republic of the Congo |
| DWCP | Decent Work Country Programme |
| EMC | Evaluation Management Committee |
| EQ | Evaluation Question |
| ET | Evaluation Team |
| FFTUZ | Federation of Free Trade Unions of Zambia |
| FGD | Focus Group Discussion |
| GBV | Gender-based Violence |
| GCM | UN Global Compact on Safe, Orderly and Regular Migration |
| GCR | UN Global Compact on Refugees |
| IDPs | Internally Displaced Persons |
| ILO | International Labour Organisation |
| IOC | Indian Ocean Commission |
| IOM | International Organisation for Migration |
| JCs | Judgement Criteria |
| KRA | Key Results Area |
| LTA | Long-term Agreement for the provision of evaluation services for the ILO |
| MTE | Mid-term Evaluation |
| NGO | Non-Governmental Organisation |
| OECD DAC | Development Assistance Committee of the Organisation for Economic Co-operation and Development |
| PoCs | Persons of Concern |
| PLWD | Persons Living with Disabilities |
| PUNOs | Participating United Nations Organisations |
| RECs | Regional Economic Communities |
| ROM | Result-Oriented Monitoring |
| SA | South Africa |
| SADC | Southern African Development Community |
| SAMM | Southern African Migration Management Project |
| SATUCC | Southern African Trade Union Coordination Council |
| SDG | Sustainable Development Goal |

| | |
|--------|--|
| SO | Specific Objective |
| SOM | Smuggling of Migrants |
| TCLM | Technical Committee on Labour Migration |
| THB | Trafficking of Human Beings |
| TIP | Trafficking in Persons |
| ToC | Theory of Change |
| ToR | Terms of Reference |
| UN | United Nations |
| UNHCR | UN High Commissioner for Refugees |
| UNODC | UN Office on Drugs and Crime |
| UNSDCF | United Nations Sustainable Development Cooperation Framework |

ACKNOWLEDGEMENTS

This report was prepared by an Independent team of evaluators provided by GDSI's consortium. The team consisted of Dr. Landis MacKellar (Team Leader), Anna Ohannessian-Charpin (Evaluator), Padil Salimo (Evaluator) and Anna Lobanova (Contract Manager).

The evaluation team worked under the supervision of the ILO Evaluation Office (EVAL) and was guided by the Evaluation Management Committee consisted of Adam Adrien Kirby, Lead Evaluation Manager (ILO), Rachael Tembo (IOM), Mukandi Herzel and Malene Nielsen (UNHCR) and Katherine Aston and Moritz Schuberth (UNODC).

The evaluation team would like to express its gratitude to the SAMM project staff, the ILO Regional Office for the Southern African region, as well as to Participating UN Organisations (PUNOs) and their staff members in the covered countries, who took the time to contribute to the evaluation.

Special thanks are also due to the project implementing partners and project stakeholders who dedicated their valuable time to sharing documentation and participating in the interviews and surveys that were conducted.

EXECUTIVE SUMMARY

SUMMARY OF THE PROJECT PURPOSE, LOGIC AND STRUCTURE

The Southern Africa Migration Management (SAMM) project (full name “Strengthening institutional mechanisms for migration management in the Southern Africa Region”), aimed to improve migration governance and management in the Southern Africa and Indian Ocean region, covered 16 Southern Africa Development Community (SADC) member countries and ran from 1 January 2020 to 31 December 2024.

The project concentrated on the two principal components of migration, labour migration and mixed migration. The first of these consists of movement across borders in search of employment and higher income. The second, more complex, covers a wide range of flows including but not limited to undocumented migrants, children separated from their parents or otherwise in an irregular situation, asylum seekers, refugees, stateless persons, victims of human trafficking, smuggled migrants (who are at elevated risk of being trafficked), and other migrants in vulnerable situations. Both are related to the Sustainable Development Goals (SDGs), most directly SDG 8 on decent work and economic growth and SDG 10 on reducing inequalities. Labour migration falls under the UN Global Compact on Safe, Orderly and Regular Migration (GCM), and mixed migration falls under both the GCM and the UN Global Compact on Refugees (GCR). Labour migration is primarily the concern of the SAMM project’s Strategic Objective 1 (SO1), while mixed migration is primarily the concern of Specific Objective 2 (SO2).

The Project was distinguished by its One-UN implementation modality. Under a Multi-Partners Contribution Agreement, four UN agencies with sectoral expertise were the Implementing Partners. These were the International Labour Organisation (ILO) as lead agency and responsible for SO 1; the International Organization for Migration (IOM) with a role under both SOs 1 and 2, the UN High Commissioner for Refugees (UNHCR) with responsibilities falling under SO2, and the UN Office on Drugs and Crime (UNODC), also with responsibilities falling under SO2.

The SAMM project was funded by the European Commission under the European Union Regional Indicative Programme (11th European Development Fund) for Eastern Africa, Southern Africa, and the Indian Ocean (2014–2020). The focus of the project was on migration management and governance. The beneficiaries were essentially relevant government departments and, in the case of labour migration, the social partners (workers’ and employers’ organisations). The project was not designed to provide direct assistance to vulnerable groups, but rather to contribute to policies whose implementation would allow public authorities (and social partners) to better address the needs of migrants, especially vulnerable groups.

PRESENT SITUATION OF THE PROJECT

The project ended in December 2024. There will be no follow-on phase. An exit strategy meeting of the PUNOs and stakeholders was held in Harare, Zimbabwe, in October 2024.

PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The overall objective of this independent evaluation assignment was to review the implementation of the SAMM project, to identify strengths and weaknesses, lessons, and good practices which can be applied in similar or related initiatives, and to provide actionable recommendations for the Participating United Nations Organisations (PUNOs) and other stakeholders as they pursue work on migration in southern Africa. These agencies and stakeholders are expected to use the evaluation findings to inform decision-making, improve future programming, and ensure accountability.

The primary clients of the evaluation are the Participating United Nations Organisations (PUNOs), namely the ILO, UNHCR, UNODC, and IOM. The secondary clients include national and regional stakeholders, the donor (EU), and other relevant actors engaged in or affected by the project.

METHODOLOGY OF EVALUATION

The design of the evaluation was guided by the ILO Evaluation Policy and aligned with the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation, UNEG Guidelines for Integrating Human Rights and Gender Equality in Evaluations, and UNEG Ethical Guidelines for Evaluation. The evaluation was Theory-of-Change based, meaning that project activities, outputs, outcomes, and likely impacts were evaluated applying six key OECD-DAC evaluation criteria of Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability. The evaluation also incorporated cross-cutting dimensions, including gender equality, disability inclusion, human rights, protection, and climate change, by examining how these were represented in activities and project governance. The Evaluation Team engaged with a wide and diverse group of stakeholders, cross-checking and triangulating the data and information collected.

The evaluation has followed the conventional sequence of

- an Inception Phase during which the Evaluation Team and Evaluation Management Committee arrived at a shared understanding of objectives and approach;
- a Data Collection Phase, including field visits to six countries (Botswana, Mauritius, Namibia, Seychelles, South Africa and Zambia), following which preliminary findings were discussed at a stakeholder virtual workshop (with ~40 participants), and
- a Synthesis Phase during which draft and final evaluation reports were developed.

This was a “mixed methods” evaluation, meaning that the Evaluation Team utilised a blend of primary and secondary sources, quantitative and qualitative evidence. The evaluation team collected data through four main channels: desk review of project documents, secondary data review, key informant interviews (in-person and remote), and an E-survey focusing on participants in capacity-building and training activities. The evaluation used a mix of data analysis methods, including synthesis of programme documents, including the project final Annual Narrative Report, Progress Reports, analysis of actual versus intended results and influencing factors and analysis of performance against the OECD/DAC criteria.

Limitations encountered were not exceptional for an evaluation of this scale and scope. Limitations encountered included:

- Sampling for field missions strategically covered a diversity of contexts, including major migration hubs, Regional Economic Communities (RECs), and Island States with unique migration dynamics. The evaluation engaged national and regional officials, UN staff, representatives of social partners and civil society, as well as ultimate beneficiaries of training and policy support, the government institutions' representatives. However, due to resource constraints, only six countries were visited in the field, for five workdays apiece in the first wave of countries visited and four apiece (due to the Good Friday holiday) apiece in the second wave.
- The unexpectedly long Inception Phase significantly compressed the Data Collection and Synthesis Phases.
- The E-survey response rate, ~30%, was low, but this was as anticipated in the Inception Report. Cited with caution, the survey results are still suggestive. Geographic coverage demonstrated strong regional engagement, spanning 15 countries. This diverse representation strengthens the validity of regional insights while highlighting areas of concentrated program impact.
- Positive E-survey responses to some questions – e.g., project adaptation to COVID conditions, relevance of training to line duties – were so overwhelmingly positive that respondent bias (“telling them what they want to hear”) must be suspected. The usual mitigation strategy of follow-up probing, often through interviews, was not feasible.
- Positive responses to requests for remote interviews in countries not visited in the field were lower than hoped for. Overall, however, the target of 78 interviews (virtual and in person) has been met, as has the need for language balance.

The need for originally envisaged Focus Group discussions was reconsidered as it became apparent that the project actions overwhelmingly targeted agencies and organisations involved in migration governance and management, not migrants themselves. Logistical challenges - short time in the field, travel distance to refugee centres, ethical considerations, scheduling difficulties in some cases, were also identified.

MAIN FINDINGS AND CONCLUSIONS

Relevance:

SAMM's design was highly relevant to the evolving migration landscape of Southern Africa, responding to needs for technically sound, rights-based migration policy and capacity development. Its dual focus on labour migration and mixed migration was essential, given the region's complexity: most countries are simultaneously origin, transit and destination for migrants of varying statuses. Despite the difficulties posed for implementation (particularly the need to coordinate four implementing UN agencies), dealing with both dimensions at the same time was critical to relevance. The project's interventions were aligned with SADC and COMESA priorities and broadly compatible with national development frameworks and UN-supported cooperation strategies. Despite these strengths, assessment found that pre-implementation needs assessment was at times insufficient, resulting in generic solutions or gaps in responding fully to national heterogeneity, particularly for the Island States.

Coherence:

The project demonstrated substantial coherence in aligning with international obligations (GCM, GCR), SADC and REC strategies, and the priorities of the participating UN agencies. In the area of labour migration, the project was fully coherent with SADC strategies and international ILO conventions and priorities. While coherent with IOM, UNHCR, and UNODC strategies, alignment with national strategies was more difficult simply because many participating countries did not yet have policies applicable to the wide range of mixed migrants. Nonetheless, by working through these agencies, the project ensured that countries were supported to move towards strategies and policies consistent with international standards, conventions, and good practice.

Gender equality was pursued by balancing participation in project activities; in addition to this, the project had an explicit gender strategy. In all activities involving the development of policies, action plans, etc., the gender aspect was taken into account. Few activities or strategies specific to persons with disabilities were found. Climate change was not a major theme in any activities reviewed. The cross-cutting theme of human rights was integrated in all activities across the project; the rights of migrant workers in the labour migration component and human rights more generally in the mixed migration component.

There were occasional issues of overlap and failure to achieve complementarity between the PUNOs. While the collaboration between the PUNOs brought together diverse expertise, the implementation revealed coordination difficulties that affected project delivery. Efforts to link with the work of UN country teams, regional bodies and civil society varied by country, and meaningful, formalised cooperation beyond the PUNOs was documented only sporadically. These coordination issues affected the pace and overall consistency of project implementation.

Effectiveness:

The SAMM Project advanced substantially towards its objectives of institutional capacity strengthening, improved migration governance frameworks, and the promotion of policy dialogue. Prominent achievements included the development and adoption of labour migration action plans, data systems (notably regional migration observatories), and the institutionalisation of task forces and national strategies across multiple SADC countries. The project was credited with progress on regional policy harmonisation, the establishment of new dialogue fora for labour migration, the implementation of targeted training (including on trafficking in persons and data management), and

fostering SADC-wide engagement on diaspora policy. All of this contributed to progress towards the two main Strategic Objectives.

However, this was largely a training and capacity-building, institution-strengthening project. After the development of policies, the process of their adoption and implementation requires time. The translation of policy and institutional frameworks into concrete, lived improvements for migrants and refugees proved more elusive. While training and capacity building increased knowledge and technical capacity among front-line agencies, these did not always lead to tangible service improvements or policy implementation at scale. Resource constraints, government staff turnover, and delays in legislative adoption contributed to this lag. The evaluation did not find substantive evidence of widespread, direct effects on individual migrants' experiences, underscoring the "funnel effect" where regional and national reforms yield diminishing returns closer to the level of ultimate beneficiaries. With scattered exceptions (e.g., making funds available to shelter migrants stranded by the COVID crisis), the evaluation team has little evidence that the project had a concrete effect on the migrant experience.

The project has not had major unintended consequences, either negative or positive. Whatever forces hostile to labour (im)migration and mixed migrants exist at the national level in SADC countries – and these are formidable – were not worsened by the project and its activities; i.e., by dealing with migration as a development, regional integration, and human rights issue, the project did not generate backlash. The project brought countries together, creating opportunities for sharing experiences and sometimes developing agreements.

The ILO project management team was faced with a difficult task due to the complexity of the project. The project team reacted by adopting a programming, coordination and reporting strategy of "decentralisation" – making PUNOs largely independent, including in their interactions with national partners. National-level participants, whether PUNOs or beneficiaries, had only limited contact with Pretoria project staff. Coordination between regional and country-level offices was sometimes problematic. However, despite the fact that the project was mostly implemented at the country level, a decentralised approach, with coordination carried out at the regional level by the project coordinators of the 4 PUNOs, was appropriate.

Efficiency:

At the highest thematic level, the project's allocation of resources to capacity building, technical support, and institutional development was sound. Some country-level interviewees expressed the view that budget control in Pretoria caused delays in decision-making and fund disbursement for local partners, but these problems were related to donor requests. Some national country partners faced ongoing staff shortages that compromised both project implementation and long-term sustainability. While the project provided funding for activities, it did not include resources for additional staff positions necessary to ensure lasting impact. Others objected that financial allocations disproportionately favoured regional over local implementation, creating procedural bottlenecks that impeded country-specific interventions. Regional approaches delivered promise and challenges. While regional bodies like COMESA and SADC were successfully engaged, harmonising implementation across countries with widely different capacities and policy priorities was uneven.

The macro-distribution of resources, i.e., between the UN agencies, was uneven. The large issue was the advantage of ILO (labour migration) and IOM (aspects of both labour migration and mixed migration) relative to UNODC (TIP, SOM) and UNHCR (protection). This led, when combined with the strength of the ILO's tripartite system, to a project largely perceived to be a labour migration project with a mixed migration add-on. The One-UN joint approach of partnering the four agencies was well-conceived, but in implementation, became one of four agencies pursuing programmes that were more often several than joint. The evaluation team did not emerge with a strong sense of inter-agency partnership.

Impact orientation:

There was substantial progress at the policy level, but less on actual practices, that is, implementation. Government officials interviewed expressed some degree of frustration with the slow pace of progress from an idea to a policy, from an action plan to actual adoption and implementation. This frustration arose from a combination of project-level challenges and broader political dynamics. From the project perspective, key limitations included insufficient budget allocations to meet government expectations, as well as coordination and communication difficulties. Engagement with government institutions proved essential yet challenging across all project countries. In some countries, the development of migration-related legislation faced delays due to competing government priorities and lengthy approval processes. At the same time, a number of country' labour migration policies and action plans were developed with project support.

SAMM's principal impact lies in durable improvements in migration policy frameworks, capacity expansion, and the nascent development of regional coordination mechanisms. The project contributed to the knowledge base via studies, databases, and the establishment of technical bodies, particularly in areas such as labour migration information systems and diaspora engagement. These advances provide a foundation for future interventions, though the absence of reliable mechanisms for tracking downstream impacts and the limited systematic collection of outcome data confined project assessments largely to output and immediate outcome levels.

Sustainability:

The project's interventions have put in place the foundations for improved migration management and governance and have contributed to developing skills for implementation. Some of these are to be continued under other interventions with other funds. The integration of project components into some national action plans and government structures represented important steps toward sustainability.

Among other outcomes requiring continued attention and sustained support are the labour migration strategies, in general, approved in the last period of the project. Further efforts are needed to implement diaspora engagement policies. Enhanced regional coordination is critical for addressing cross-border issues like trafficking and smuggling, necessitating greater collaboration with neighbouring countries.

Finally, securing reliable financial support will be vital for sustaining these outcomes; therefore, a solid and clear phasing-out plan was needed to manage and ensure ongoing access to knowledge and tools developed during the project. However, sustainability planning was an overlooked aspect of project implementation. Training and workshop plans often had no follow-up component. While an exit strategy was prepared in the final months of the project, there is no evidence that it was actually implemented.

The need for continued capacity building and technical support was a consistent theme among stakeholders, who called for a shift from once-off training to comprehensive institutional strengthening. Tellingly, the final stages of the project were marked by confusion among partners regarding project closure and the sustainability of results, highlighting gaps in communication and transition planning. Plans for the transfer of knowledge, responsibility, and ongoing funding to national institutions were often insufficiently operationalised or communicated.

These findings have been synthesised into four basic Conclusions:

- **Conclusion 1:** The project was highly relevant to the needs shared by countries in the Southern Africa and Indian Ocean region, although more oriented towards the continent than the Island States. *[Based on Findings related to Relevance and Coherence.]*
- **Conclusion 2:** Despite the fact that all four PUNOs contributed and there were scattered examples of joint or complementary actions, the project was largely perceived as a labour migration project. *[Based on Findings related to Coherence, Effectiveness and Efficiency.]*

- **Conclusion 3:** While the project has strengthened the foundation for improved migration management and governance, prospects for sustainability are mixed despite generally adequate political will. *[Based on Findings on Effectiveness, Impact Orientation, and Sustainability.]*
- **Conclusion 4:** Actual implementation of policies and frameworks developed has been limited, but especially in the area of labour migration, it has established valuable dialogue fora. The evaluation has not found a concrete impact on individual migrants' lives. *[Based on Findings related to Effectiveness and Impact Orientation.]*

RECOMMENDATIONS, LESSONS LEARNT AND GOOD PRACTICES

Recommendations

As the SAMM project is at an end with no future activities foreseen, and as this is its final evaluation, the evaluation team is not in a position to make project-level recommendations as it would, say, in a mid-term evaluation. Moreover, it is a project-as-a-whole evaluation, not a bundle of four PUNO evaluations. However, it is in a position to recommend to UN agencies and stakeholders directions that should be taken in future actions related to migration in the SADC region. These are divided into two groups: overall strategic recommendations and operational ones that are more closely tied to individual PUNOs and what we have termed the “project exit and consolidation” phase. As a result, these may be more suited to PUNOs' management response.

Overall strategic recommendations

Recommendation 1: Future migration initiatives should invest significant time in conducting thorough baseline assessments and developing detailed project documents with clearly articulated goals, activities, and expected outcomes to ensure all partners share a common understanding. Prior to project implementation and beyond the Country Dialogues, this requires clear needs and capacities assessments at country and regional levels, identifying needed support and analysing implementation methods. In other words, a project of this scale and scope needs a short identification/formulation phase.

Recommendation 2: To avoid coordination challenges and to enhance collaboration and complementarities among PUNOs, it is recommended that future multi-agency initiatives have clear Terms of Reference that take into account the differences of mandates, intervention methods and processes for each implementing UN agency. This, within a clear general work plan, should articulate complementary competences and activities in order to avoid duplications and confusion, and should propose coordination processes to guide implementation. More structured mechanisms for joint planning, resource allocation, and activity implementation would enhance coherence, effectiveness, and efficiency.

Recommendation 3: Strengthen coordination among UN country and regional offices to better support agencies and enhance inter-agency collaboration. Similarly, plan for more involvement of UN country offices (e.g., the role of the Resident Coordinator) in supporting the agencies and coordination among PUNOs in the countries. Establishing clear leadership roles while maintaining collaborative decision-making processes would significantly improve project efficiency. Balance resource allocation between regional and local implementation to avoid procedural bottlenecks and ensure effective country-specific interventions.

Recommendation 4: Move beyond policy development to ensure practical implementation of initiatives, with clear pathways from concept to execution. For projects of this magnitude, covering 16 countries and 3 RECs that do not always share the same challenges, it is necessary to have two levels of implementation: the first an overall regional and general level ensured by workshops and trainings; the second a sub-regional and topic-specific one to bring together countries facing similar challenges in order to exchange and share experiences, especially on concrete progress. Future

projects should balance individual skill development with institutional strengthening, ensuring that knowledge is embedded within organisational structures and processes rather than residing solely with trained individuals who may leave their positions or have little opportunity to apply developed skills. They should prioritise developing user-friendly data systems, training statisticians and planners in data analysis, and establishing clear protocols for data sharing among government departments and regional bodies to enhance the quality and utility of migration-related information.

Recommendation 5: The implementing UN agencies should work more closely with local/national partners to ensure continuity and sustainability. Successful engagement requires identifying and working with high-level officials, particularly Permanent Secretaries, who could facilitate decision-making. Future projects should allocate more time for government processes and develop strategies to secure early buy-in from key decision-makers to accelerate implementation. Future initiatives should strengthen regional mechanisms while respecting national contexts, perhaps through differentiated implementation timelines based on country readiness. Future migration initiatives should incorporate sustainability planning from the outset, including strategies for transferring responsibilities to national institutions, securing ongoing funding, and maintaining momentum on policy implementation after external support ends.

Overall operational recommendations

Recommendation 6: Capture and Communicate Unresolved Gaps and Challenges. It is recommended that all PUNOs in the SAMM project provide a consolidated report highlighting unresolved issues and gaps, particularly in areas of mixed migration, protection, and national government ownership. This report should be formally submitted to the donor and regional stakeholders to register the dissatisfaction with shortfalls in protection outcomes, policy implementation, and coordination, ensuring a transparent record for institutional learning and advocacy.

Recommendation 7: Institutionalise Lessons Learned and Shortcomings in Inter-Agency Approaches. Participating agencies should conduct an internal debrief and produce a management note that clearly details lessons learned, but also explicitly documents shortcomings in inter-agency coordination, division of responsibilities, and mandates. This is not for future project design, but to formally acknowledge the limitations experienced and to inform organisational reform across UN agencies.

Recommendation 8: Submit Recommendations for Regional and National Follow-up. With the project concluded, and recognising gaps in implementation and sustainability, it is practical for all agencies to submit targeted recommendations to the SADC Secretariat, RECs, and relevant national governments calling for continued attention and resources to unresolved priorities (such as vulnerable migrant protections and continued cross-border coordination). This serves as both an advocacy tool and a closure activity, demonstrating due diligence in ensuring that outstanding needs are not left unaddressed.

Recommendation 9: Establishment of a Standing Multi-Agency Learning Exchange. Although SAMM will not be continued, PUNOs can propose, as a closure outcome, the establishment of a periodic regional multi-agency learning exchange on migration management. This low-cost, practical mechanism would ensure continued discussion of migration challenges, revisit outstanding issues raised by the project, and provide a channel for ongoing advocacy. Management responses can use this recommendation both to acknowledge unresolved dissatisfaction and signal a constructive way forward for institutional voice and learning.

Main lessons learned and good practices

Lessons learned from the SAMM project experience include the following:

1. **Increased complexity in multi-agency, multi-country, and multi-thematic projects.** A basic lesson learned from the SAMM project is that complexity matters. Four agencies (ILO, IOM, UNODC, UNHCR), three RECs (SADC, COMESA, IOC), two themes (labour migration and mixed migration, the latter covering multiple vulnerable populations with different specific needs), and sixteen countries covered, raised challenges to administration and management. Adding, IOM-UNODC-UNHCR relations are largely agency-to-Government (without neglecting civil society and agency-to-ultimate beneficiary); whereas the ILO's institutional structure is strongly articulated by its tripartite structure. The four PUNOs have not only distinct institutional structures but, more importantly, distinct institutional styles and different stakeholders.
2. **The value and cost of coordination in complex regional initiatives.** That the project was able to contribute to regional progress on migration management and governance, with tangible benefits for all stakeholders (moreover, in the face of COVID-19) is a tribute to the strength of project management. Nonetheless, as illustrated by examples of overlap and duplication at the activity level, coordination was not always successful. As important, coordination is not costless. A lesson is that the costs of necessary coordination need to be taken into account at the project formulation stage.
3. **Need for early harmonisation and tailored approaches in multi-stakeholder projects.** A closely related lesson is that, as the number of stakeholders multiplies, heterogeneity increases. One conclusion of this evaluation is that more effort needed to be put, for example, into tailoring country-level actions to country-level needs and priorities; perhaps in a first, pre-Description of Action, project formulation phase document. The same could be said for the division of resources between major areas of action (labour and mixed migration) and between the implementing agencies according to their remits and technical competences.
4. **Bridging the gap between policy reform and tangible impact on beneficiaries.** A fourth lesson is that the time lag between policy and framework development, institution-strengthening (essentially capacity-strengthening), and ground-level impact on ultimate beneficiaries is long. The tangible contributions of this project have been credibly documented in this evaluation, yet the evaluation team was unable to find much evidence of actual change in migrants' lives as lived. It could be argued that a more ambitious evaluation design could have discovered this. But the metaphor of a funnel is useful: Much reform at the policy level, leading to smaller reforms at the implementation level, leading to yet-smaller impacts at the individual level. Some institutional and resource constraints (e.g., bureaucracy, budget, staff retention) are canonical and can be criticised with impunity by external observers, such as evaluators. But others are inherent in democratic deliberative processes. All, the good and the bad, narrow the funnel at every point.
5. **Importance of high-level government engagement to enhance project effectiveness.** The SAMM project could have done better at overcoming delays and reducing confusion if it had more aggressively engaged with senior government officials at the Permanent Secretary and deputy levels. These are the government counterparts who can break down institutional barriers and overcome institutional inertia. However, an overall assessment is that the SAMM project contributed to progress in migration management and governance in a region where migration is a driving force.
6. **Future preparedness requires a stronger justification of agency value and coordination.** Lessons learned beg the question of what lessons will need to be learned in the future. Good (and bad) practices past also impose the question "What about in the future?" It is no secret that the donor funding available for both agency core and project development support is shrinking. Several agencies involved in SAMM are experiencing deep budget cuts; some due to bilateral donor targeted withdrawal, and some due to a geopolitical context of pressing security and defence spending concerns. Agencies will increasingly compete for still-available funding, with the effect that demonstrating coordination, complementarity, efficiency, and value added (roughly speaking, "What can this agency accomplish that we could not accomplish on our own bilaterally?") will take on greater urgency.
7. **A lack of early exit strategies placed long-term success at risk.** It is vital to have the project's sustainability and exit strategies prepared at the onset of the project, with action plans ensuring that both strategies are owned and understood by all stakeholders and communicated to stakeholders throughout project implementation.

The SAMM project also pointed to a number of good practices relevant to future work:

- **Adopting a broad regional and thematic scope to reflect the realities of migration.** One good practice, despite the difficulties it imposed, was the design of the project as one of broad scale and scope. As to scale, especially geographic scale, the fact that migration is an inherently cross-border phenomenon strongly calls for the regional approach, as did the regional integration programme of the RECs. All evidence is that dealing with migration as a whole, instead of bit by bit, contributed to the overall strength and potential impact of the project. There was no dilution effect.
- **Establishing intensive coordination mechanisms to navigate complexity and crisis.** With scale and scope came coordination issues, and a good practice was the project's team coming to grips with this under difficult circumstances. The intense (weekly) coordination mechanism introduced by the project team in the early days of the project, which was darkened by the COVID emergency, contributed significantly to keeping the project on track, even with drastically altered modalities and timelines. The decision by the donor to grant a one-year no-cost extension was entirely justified.
- **Decentralised programming and reporting as a practical response to institutional complexity.** In view of what has been here referred to as the dimensionality, the decentralisation approach of the project team to both programming and reporting was a justifiable good practice; far from perfect, but good. It led, admittedly, to instances of duplication and overlap, but to some degree, that was because of factors internal to the PUNOs, some having country offices, some not, with differing institutional relations between regional and country levels. It is a given that One-UN must take agency institutional mandates, structures, and cultures as found. Coordination, time intensive as it is, is the only feasible response.

1. INTRODUCTION

1.1. DESCRIPTION OF THE PROJECT

Southern Africa has experienced strong migratory flows for decades, mostly intra-regional, but in recent years increasingly in the form of refugee inflows from Southern and Southeastern Ethiopia and from the Democratic Republic of the Congo (DRC). In 2024, the most recent year for which UN estimates are available, there were 3.25 million male and 2.76 million female migrants present. The numbers have been stable since 2000, having fallen significantly between 1990 and 2000. The dominant country of destination is South Africa, with a migrant population of 1.7 million males and 1.2 million females; 4.9 and 3.4% of the total population, respectively. Male migrants in South Africa account for about half of all male migrant residents in the region; female migrants for just less than half of all female migrants.

Migration data are notoriously difficult to estimate with precision because a significant number of migrants are in an irregular situation. However, most migration in the SADC region, whether regular or irregular, is for purposes of employment and work. This accounts for the large migrant populations of states, such as South Africa (SA), Botswana, Namibia, and Angola.

The full complexity of migration in the SADC region is captured in Table 1 below, which reveals that countries are variously origin, destination and transit. Flows are heterogeneous, ranging from economic migrants (some legal, some irregular; some unskilled, some highly skilled) to refugees and asylum seekers, to returned emigrants, to victims of trafficking, and more. While most originate from within Africa (often on the so-called Southern Route from the Eastern Horn of Africa), some migrants come from as far away as South and East Asia, with a few from Europe relocating to the countries of the region. As indicated by the fact that many countries are classified as Tier 2 by the U.S. State Department of State's Trafficking in Persons (TIP) Report¹ – making progress, but not fully compliant with U.S. standards in the area – human trafficking is a serious and persistent problem in the region.

Table 1: Migrant population, disaggregated by sex (thousands), migrant population as a share of total population (per cent) and refugees/asylum seekers as a share of migrant population, SADC Member States, 1990-2024.

| Country | Data Type | 1990 M | 1990 F | 2000 M | 2000 F | 2010 M | 2010 F | 2020 M | 2020 F | 2024 M | 2024 F |
|------------------------|--|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Angola | Migrant Stock | 18.1 | 15.4 | 23.4 | 22.7 | 162.3 | 174.0 | 331.4 | 325.0 | 341.5 | 335.0 |
| | Migrant Stock: Total Population (%) | 0.3 | 0.3 | 0.3 | 0.3 | 1.4 | 1.5 | 2 | 2 | 1.8 | 1.8 |
| | Refugees/Asylum seekers: migrant stock (%) | 35.8 | | 27;3 | | 5.8 | | 8.5 | | ~ | |
| Botswana | Migrant Stock | 16.6 | 10.9 | 43.8 | 31.1 | 54.0 | 40.8 | 62.8 | 47.5 | 66.3 | 50.1 |
| | Migrant Stock: Total Population (%) | 2.7 | 1.6 | 5.5 | 3.7 | 5.6 | 4 | 5.5 | 3.9 | 5.3 | 4.0 |
| | Refugees/Asylum seekers: migrant stock (%) | 4.4 | | 4.7 | | 3.4 | | 1.1 | | ~ | |
| Comoros | Migrant Stock | 6.7 | 7.4 | 6.5 | 7.3 | 6.1 | 6.6 | 6.0 | 6.5 | 6.0 | 6.4 |
| | Migrant Stock: Total Population (%) | 3.3 | 3.6 | 2.4 | 2.7 | 1.7 | 1.9 | 1.4 | 1.5 | 1.4 | 1.5 |
| | Refugees/Asylum seekers: migrant stock (%) | ~ | | 0.1 | | ~ | | ~ | | ~ | |
| Democratic Republic of | Migrant Stock | 363.1 | 391.1 | 365.1 | 379.3 | 284.7 | 305.2 | 459.1 | 493.8 | 522.7 | 562.3 |
| | Migrant Stock: Total Population (%) | 2.1 | 2.2 | 1.6 | 1.6 | 0.9 | 0.9 | 1 | 1.1 | 1.0 | 1.0 |

¹ <https://www.state.gov/reports/2024-trafficking-in-persons-report/>

| | | | | | | | | | | | |
|------------------------|--|-------|-------|-------|-------|--------|-------|--------|--------|--------|--------|
| the Congo (DRC) | Refugees/Asylum seekers: migrant stock (%) | 50.2 | | 44.7 | | 28.4 | | 55.3 | | ~ | |
| Eswatini | Migrant Stock | 39.9 | 35.1 | 17.9 | 16.2 | 16.8 | 15.8 | 16.9 | 15.9 | 17.1 | 16.1 |
| | Migrant Stock: Total Population (%) | 10.2 | 8.1 | 3.7 | 3.1 | 3.3 | 2.8 | 3 | 2.7 | 2.8 | 2.6 |
| | Refugees/Asylum seekers: migrant stock (%) | 56.1 | | 2 | | 2.3 | | 5.8 | | ~ | |
| Lesotho | Migrant Stock | 4.3 | 3.9 | 3.3 | 2.8 | 3.5 | 2.9 | 6.5 | 5.5 | 8.2 | 6.9 |
| | Migrant Stock: Total Population (%) | 0.6 | 0.4 | 0.3 | 0.3 | 0.4 | 0.3 | 0.6 | 0.5 | 0.7 | 0.6 |
| | Refugees/Asylum seekers: migrant stock (%) | 27.1 | | ~ | | ~ | | 1.9 | | ~ | |
| Madagascar | Migrant Stock | 13.3 | 10.6 | 13.3 | 10.3 | 16.4 | 12.5 | 20.3 | 15.3 | 22.0 | 16.6 |
| | Migrant Stock: Total Population (%) | 0.2 | 0.2 | 0.2 | 0.1 | 0.2 | 0.1 | 0.1 | 0.1 | 0.1 | 0.1 |
| | Refugees/Asylum seekers: migrant stock (%) | ~ | | 0.2 | | ~ | | 0.7 | | ~ | |
| Malawi | Migrant Stock | 546.5 | 581.2 | 111.5 | 121.1 | 103.9 | 113.9 | 93.6 | 97.8 | 91.3 | 95.4 |
| | Migrant Stock: Total Population (%) | 11.7 | 12.3 | 2 | 2.1 | 1.5 | 1.5 | 1 | 1 | 0.9 | 0.9 |
| | Refugees/Asylum seekers: migrant stock (%) | 77.6 | | 1.7 | | 6.9 | | 23.2 | | ~ | |
| Mauritius | Migrant Stock | 1.8 | 1.9 | 5.7 | 9.8 | 13.2 | 11.6 | 16.0 | 12.9 | 16.1 | 13.0 |
| | Migrant Stock: Total Population (%) | 0.3 | 0.3 | 1 | 1.6 | 2.1 | 1.9 | 2.6 | 2 | 2.5 | 2.0 |
| | Refugees/Asylum seekers: migrant stock (%) | ~ | | ~ | | ~ | | 0.1 | | ~ | |
| Mozambique | Migrant Stock | 66.1 | 56.3 | 103.2 | 92.5 | 148.1 | 158.4 | 165.5 | 173.4 | 172.5 | 180/7 |
| | Migrant Stock: Total Population (%) | 1.1 | 0.8 | 1.2 | 1 | 1.3 | 1.3 | 1.1 | 1.1 | 1.0 | 1.0 |
| | Refugees/Asylum seekers: migrant stock (%) | 0.3 | | 0.1 | | 3.3 | | 7.6 | | ~ | |
| Namibia | Migrant Stock | 63.7 | 56.9 | 73.2 | 62.4 | 55.8 | 48.0 | 59.0 | 50.4 | 62.6 | 53.4 |
| | Migrant Stock: Total Population (%) | 9.2 | 7.7 | 8.5 | 6.7 | 5.4 | 4.4 | 4.8 | 3.8 | 4.2 | 3.4 |
| | Refugees/Asylum seekers: migrant stock (%) | ~ | | 21 | | 8.4 | | 4.7 | | ~ | |
| Seychelles | Migrant Stock | 2.2 | 1.5 | 3.8 | 2.7 | 7.8 | 3.6 | 9.1 | 3.9 | 9.3 | 4.0 |
| | Migrant Stock: Total Population (%) | 6.3 | 4.3 | 9.5 | 6.7 | 16.6 | 8.2 | 18.1 | 8.2 | | |
| | Refugees/Asylum seekers: migrant stock (%) | ~ | | ~ | | ~ | | ~ | | ~ | |
| South Africa | Migrant Stock | 717.2 | 446.7 | 607.6 | 409.4 | 1221.7 | 893.1 | 1627.3 | 1233.2 | 1683.4 | 1228.4 |
| | Migrant Stock: Total Population (%) | 3.9 | 2.4 | 2.7 | 1.8 | 4.8 | 3.4 | 5.6 | 4.1 | 4.9 | 3.4 |
| | Refugees/Asylum seekers: migrant stock (%) | 7.7 | | 3 | | 10.9 | | 9.7 | | ~ | |
| Tanzania | Migrant Stock | ~ | ~ | ~ | ~ | ~ | ~ | ~ | ~ | ~ | ~ |
| | Migrant Stock: Total Population (%) | ~ | ~ | ~ | ~ | ~ | ~ | ~ | ~ | ~ | ~ |
| | Refugees/Asylum seekers: migrant stock (%) | ~ | | ~ | | ~ | | ~ | | ~ | |
| Zambia | Migrant Stock | 143.0 | 136.4 | 175.1 | 168.6 | 75.9 | 74.0 | 97.6 | 90.4 | 129.3 | 119.9 |
| | Migrant Stock: Total Population (%) | 3.6 | 3.4 | 4.1 | 3.2 | 1.1 | 1.1 | 1.1 | 1 | 1.2 | 1.1 |

| | | | | | | | | | | | |
|----------|--|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| | Refugees/Asylum seekers: migrant stock (%) | 49.4 | | 73.1 | | 32.1 | | 33.3 | | ~ | |
| Zimbabwe | Migrant Stock | 356.2 | 278.4 | 233.9 | 176.2 | 227.2 | 171.1 | 236.6 | 179.6 | 243.9 | 185.2 |
| | Migrant Stock: Total Population (%) | 6.9 | 5.3 | 4 | 2.9 | 3.8 | 2.6 | 3.3 | 2.3 | 3.1 | 2.1 |
| | Refugees/Asylum seekers: migrant stock (%) | 30.1 | | 1 | | 1.2 | | 4.9 | | ~ | |

Source: UN Population Division, Department of Economic and Social Affairs
<https://www.un.org/development/desa/pd/content/international-migrant-stock>

The Southern Africa Migration Management (SAMM) project (full name “Strengthening institutional mechanisms for migration management in the Southern Africa Region), aimed to improve migration governance and management in the Southern Africa and Indian Ocean region, covered 16 Southern Africa Development Community (SADC) member countries and ran from 1 January 2020 to 31 December 2024.

The project concentrated on the two principal components of migration, labour migration and mixed migration.² The first of these (often referred to as legal labour migration) consists of movement across borders, in accordance with laws in place, in search of employment and higher income. The second, more complex, covers a wide range of flows including but not limited to undocumented migrants, children separated from their parents or otherwise in an irregular situation, asylum seekers, refugees, stateless persons, victims of human trafficking, smuggled migrants (who are at elevated risk of being trafficked), and other migrants in vulnerable situations. Both are related to the Sustainable Development Goals (SDGs), most directly SDG 8 on decent work and economic growth and SDG 10 on reducing inequalities. Labour migration falls under the UN Global Compact on Safe, Orderly and Regular Migration (GCM),³ and mixed migration falls under both the GCM and the UN Global Compact on Refugees (GCR).⁴ Labour migration is primarily the concern of the SAMM project’s Strategic Objective 1 (SO1), while mixed migration is primarily the concern of Specific Objective 2 (SO2).

The SAMM project was funded by the European Commission under the European Union Regional Indicative Programme (11th European Development Fund) for Eastern Africa, Southern Africa, and the Indian Ocean (2014–2020), focusing on the links between regular and irregular South-South migration and its effects on regional integration and economic development in Southern Africa and specifically in the sixteen SADC states.

Under a Multi-Partners Contribution Agreement, four UN agencies with sectoral expertise were the Implementing Partners. These were the International Labour Organization (ILO) as lead agency and responsible for SO 1; the International Organization for Migration (IOM) with a role under both SOs 1 and 2, the UN High Commissioner for Refugees (UNHCR) with responsibilities falling under SO2, and the UN Office on Drugs and Crime (UNODC), also with responsibilities falling under SO2. This arrangement was an example of the One-UN approach. The ILO strategy is multi-dimensional (fair recruitment, portability of social security qualifications, harmonisation of qualifications, and more) but closely tethered to labour migration.⁵ IOM’s 2024 Continental Strategy has an overall focus on migration as a force for sustainable development, and is accompanied by a regional strategy for southern Africa.⁶ UNHCR does not have a formal migration policy, but through its work focuses on protection and displacement issues in the context of its 2007 10-Point Action Plan.⁷ Under the

² All migration terms used here are consistent with the IOM Glossary (https://publications.iom.int/system/files/pdf/iml_34_glossary.pdf)

³ The Global Compact for Safe, Orderly and Regular Migration by the United Nations General Assembly on 19 December 2018, <https://www.iom.int/global-compact-migration>

⁴ Global Compact on refugees, <https://globalcompactrefugees.org/about-digital-platform/global-compact-refugees>

⁵ <https://www.ilo.org/sites/default/files/2025-02/GB353-POL-1-%5BWORKQ-241220-001%5D-Web-EN.pdf>

⁶ https://www.iom.int/sites/g/files/tmzbd12616/files/documents/iom-continental-strategy-for-africa_2020-2024.pdf

⁷ <https://www.unhcr.org/what-we-do/protect-human-rights/asylum-and-migration/10-point-plan-action>

umbrella of its global strategy,⁸ UNODC hews to its comparative advantage in the fight against smuggling of migrants and trafficking in persons, with emphasis on prevention and protection. Relevant across the project was the continental-level, African Union Revised Migration Policy Framework for Africa and Plan of Action (2018-2030),⁹ providing a strategic framework to guide AU Member States and Regional Economic Commissions in managing migration.

The financial structure of the project is presented in Table 2 below.

Table 2: The EU and UN budget contribution, EUR

| Implementers | EU Contribution | UN Contribution | TOTAL, EUR | Percentage of budget share |
|--------------|-------------------|------------------|-------------------|----------------------------|
| ILO | 8,208,813 | 1,166,795 | 9,375,608 | 36.52% |
| IOM | 7,407,012 | 3,068,600 | 10,475,612 | 40.80% |
| UNODC | 3,135,037 | 1,000,000 | 4,135,037 | 16.11% |
| UNHCR | 1,249,138 | 440,000 | 1,689,138 | 6.58% |
| Total | 20,000,000 | 5,675,395 | 25,675,395 | 100.00% |

1.2. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The objective of this independent evaluation assignment is to review the design and implementation of the SAMM project, to identify strengths and weaknesses, lessons, and good practices which can be applied in similar or related initiatives, and to provide actionable recommendations for the Participating United Nations Organisations (PUNOs). Drawing on the Terms of Reference (ToR, Annex 1) for this evaluation assignment, the specific objectives are as follows:

1. Assess the relevance and coherence of project's design to the country needs and those of beneficiaries across the region and how the project is perceived and valued by the target groups (including beneficiaries), including the contributions of the project to Labour Migration and Mixed Migration regarding SADC and national policy frameworks such as National development plans and Decent Work Country Programmes (DWCPs), the United Nations Sustainable Development Cooperation Frameworks (UNSDCFs), the SDGs targets, and the PUNOs strategic frameworks.
2. Analyse the implementation strategies of the project and how recommendations from mid-term were applied to enhance effectiveness for mixed migration and labour migration separately, and for beneficiaries disaggregated by needs, sex, disability and other relevant criteria.
3. Assess the implementation efficiency of the project.
4. Review the institutional set-up, capacity for project implementation, coordination mechanisms between inter-agencies and with other stakeholders and the use and usefulness of management tools, including the project M&E methodology.
5. Analyse the implemented strategies for outcomes' sustainability and orientation to impact.
6. Assess the extent to which the recommendations articulated in the mid-term evaluation have been addressed.
7. Identify lessons learned and potential best practices for key stakeholders.
8. Provide strategic and realistic recommendations with responsibilities clearly outlined for the different PUNOs to improve the attainment and sustainability of project outcomes and impacts.

⁸ <https://www.unodc.org/unodc/strategy/index.html>

⁹ <https://au.int/sites/default/files/documents/35956-doc-au-mpfa-executive-summary-eng.pdf>

The primary clients of the evaluation are the Participating United Nations Organisations (PUNOs), namely the ILO, UNHCR, UNODC, and IOM. These agencies are expected to use the evaluation findings to inform decision-making, improve future programming, and ensure accountability. The secondary clients include national and regional stakeholders (see the ToR, Annex 1 for an enumeration), the donor (European Union), and other relevant actors engaged in or affected by the project. These stakeholders may utilise the evaluation outputs as relevant to inform policy, coordination efforts, and programming at various levels.

This evaluation takes account of the experiences of a wide variety of stakeholders at different levels -- Governments of 16 countries, two Regional Economic Communities (SADC and the Common Market for East and Southern Africa or COMESA) as well as one Regional Commission (Indian Ocean Commission or IOC), regional and national agencies, trade unions, employers organisations, non-governmental organisations (NGOs) active in protection of the human and labour rights of migrants, and also indirect beneficiaries (migrant workers, refugees, asylum seekers and other persons of concern).

1.3. METHODOLOGY AND LIMITATIONS

2.3.1. Methodology

The evaluation was Theory-of-Change based, meaning that project activities, outputs, outcomes, and likely impacts were evaluated applying logical chain reasoning and the six key OECD-DAC evaluation criteria of Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability. These have been integrated into the Evaluation Matrix (Annex 2), which lists 17 Evaluation Questions (EQs) agreed during the Inception Phase.

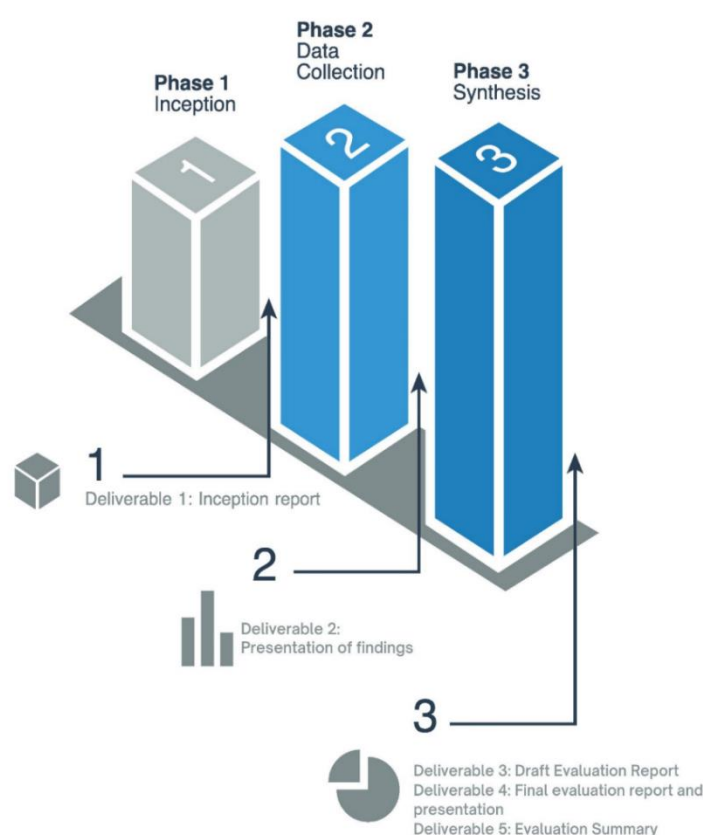
Table 3: Evaluation Questions included in the Evaluation Matrix

| DAC Criterion | Evaluation Questions (EQs) |
|----------------------|--|
| Relevance | <p>Are the project and its theory of change based on clearly identified needs and challenges of/for the target groups?</p> <p>Was the Project adjusted to reflect changing context, evolving needs, and challenges identified?</p> |
| Coherence | <p>Was the project coherent with the UN, implementing PUNO, regional, and national strategies and objectives?</p> <p>Were the links established with other activities of the UN and/or other cooperating partners operating in the Countries in the area of Labour Migration and Mixed Migration?</p> <p>Has the project integrated UN cross-cutting themes (as well as those specific to the PUNOs) in design and implementation?</p> <p>How did the ILO's role as lead agency affect the coherence of the project?</p> |
| Effectiveness | <p>What progress has been made towards achieving the overall project objectives/outcomes, and what have been the main contributing and challenging factors?</p> <p>What unintended results of the project have been identified, if any?</p> <p>To what extent has the management and governance structure put in place worked strategically internally (among PUNOs) and with all key stakeholders and partners in targeted countries, UN agencies and the donor to achieve project objectives? Does this governance structure take gender and inclusivity dimensions into consideration?</p> <p>How has the project affected the experience of different categories of migrants moving through the migration corridors relevant to the project?</p> <p>How did the ILO's role as lead agency affect the effectiveness of the project?</p> |

| DAC Criterion | Evaluation Questions (EQs) |
|---------------------------|---|
| Efficiency | <p>To what level has the project allocated resources (financial, human, technical support, etc.) strategically and operationally in terms of expected outputs, outcomes, and impact, including performance?</p> <p>To what extent have resources been allocated to address UN cross-cutting themes (such as human rights, gender equity, inclusiveness of people with disabilities and other vulnerable groups, climate change), as well as those specific to the PUNOs towards the project outputs and outcomes?</p> <p>How did the ILO's role as lead agency affect the project's efficiency of resource use?</p> |
| Impact orientation | <p>What level of influence has the project had on labour migration and mixed migration governance policies and practices at national and RECs¹⁰ levels?</p> <p>Is the project contributing to expand the knowledge base and build evidence regarding the project outcomes and impacts? If so, how is such knowledge managed and/or made available to others in an effective and efficient manner?</p> |
| Sustainability | <p>How is the project strategy and project management steering towards sustainability? Does the project implement systematically an exit strategy?</p> |

The evaluation has followed the conventional sequence of an Inception Phase during which the Evaluation Team and Evaluation Management Committee arrived at a shared understanding of objectives and approach; a Data Collection Phase including field visits to six countries following which Preliminary Findings were discussed at a stakeholder virtual workshop (with ~40 participants), and a Synthesis Phase during which Draft and Final Evaluation Reports are being developed. The present document represents the Draft Evaluation Report and has been disseminated for comment and review.

Figure 1: Phases of the evaluation process



The evaluation assessed project activities, outputs, outcomes, and likely impacts against the six key OECD-DAC evaluation criteria of Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability. These have been integrated into the Evaluation Matrix (Annex 2), containing 17 Evaluation Questions (EQs) with only very minor differences from those proposed in the evaluation ToR.

The Evaluation Matrix proposes Judgment Criteria (JCs) or sub-questions through which the EQs are answered, as well as relevant Indicators and data sources. This is a “mixed methods” evaluation, meaning that the Evaluation Team has utilised a blend of primary and secondary sources, quantitative and qualitative evidence.

Discussions with the Evaluation Management Committee revolved around a credible narrative, one identifying lessons learnt and informing actionable recommendations. To the extent that high-

¹⁰ The three RECs covered by SAMM project are: the Southern African Development Community (SADC), the Common Market for Eastern and Southern Africa (COMESA) and the Indian Ocean Commission (IOC).

level outcomes and impacts are difficult to ascertain with confidence in a context of institutional inertia – especially delays in policy formulation and implementation – the Evaluation Team employed the ideas of “impact orientation” and “contribution” to judge whether the project is likely to translate into results and to what extent the project’s actions are likely to have contributed to progress towards objectives. In addition to assessing progress towards planned SAMM project outputs and outcomes, the evaluation assessed the effectiveness of the SAMM project coordination and implementation mechanisms and whether or not they contributed to the achievement of results. This included M&E systems and practices, and whether they allowed lessons to be learned and contributed to project flexibility in light of the evolving context and emerging gaps or needs. The evaluation also incorporated cross-cutting dimensions, including gender equality, disability inclusion, human rights, protection, and climate change, by examining how these were represented in activities and project governance. As ILO was the lead PUNO, due attention was paid to issues of special concern to that agency – international labour standards, tripartism and social dialogue. The Evaluation Team engaged with a wide and diverse group of stakeholders, facilitating the cross-checking and triangulation of the data and information collected.

Data Collection

The evaluation team employed a mixed-methods approach, integrating multiple sources of evidence and diverse analytical techniques. A multilevel approach was adopted to facilitate data triangulation, ensuring the robustness and credibility of findings. There were five basic sources of evidence: a) desk review of project documents and relevant reports (Annex 5); b) in-person (field) interviews, c) online interviews, d) an online E-survey, and e) an online stakeholder workshop to review and discuss preliminary findings

Document review included the project common reports, such as the four Annual Progress Reports and the Annual Narrative Report of April 2025, the SAMM action document (DoA-Dec 5th 2019) and its 2 Addenda, and the revised theory of change together with the consolidated workplan and budget. The team consulted the EU Regional Indicative Programme for Eastern Africa, Southern Africa and the Indian Ocean (EA-SA-IO), 2014 to 2020. It worked on the different logframes and more specifically on the last one from August 2024 in understanding cumulative results vs. targets of the project.

Monitoring and evaluation reports have been reviewed. These included the Comprehensive Monitoring and Evaluation Strategy, the 2021 Evaluability Review and ROM report, as well as the October 2024 Exit Strategy. The project Inception Workshop Report, as well as the mid-term evaluation report and its recommendations, were consulted. Minutes of project Steering Committee and Technical Implementation Committee meetings were reviewed for a better understanding on a daily basis of the project’s progress. The Evaluation Team reviewed the Gender Mainstreaming Strategy and Action Plan to better understand the project’s approach to gender issues.

The evaluation team reviewed REC reports and policy documents together with regional reports, assessments, newsletters, roadmaps and studies. The list of websites the Team consulted, including the project’s website, is included in the corresponding annex. Together with the country-specific documentation, the desk review has been essential in understanding the project’s main approach, its stakeholders, implementation process and provided a foundation for interviews and meetings online or during the field visits.

The main targets for **interviews** were

- Project staff: Chief Technical Adviser, Monitoring and Evaluation Officer, Labour Migration Specialist, Finance Officer, and PUNO National Project Coordinators.
- PUNO regional, national and project-level staff.
- Regional partners: Representatives from COMESA, IOC, SADC, and the EU.
- National-level Government stakeholders: Government representatives (e.g., Ministry of Labour, Ministry of Justice) and other relevant ministries in the sampled countries.

- **Partner Organisations:** Civil society organisations (CSOs/NGO), especially those involved in mixed migration issues such as protection and human rights groups, trade unions, employers' organisations, and research and academic institutions.





Six of the 16 countries that benefited from the project were selected for field study and analysis. Choosing which countries to visit is a classic case of multicriteria analysis. The criteria included those that were suggested in the project ToR and other relevant criteria:

- Complementing, not duplicating, data collection and analysis from the MTE concluded at the end of 2023 (published February 2024),
- Countries where multiple PUNOs were present and implemented significant activities.
- Presence of REC Secretariats: Botswana (SADC), Zambia (COMESA), and Mauritius (IOC) and presence of EU Delegations cooperating with REC secretariats.
- Countries covering differing contexts:
 - significant destination countries due to their relatively high living standard and stability.
 - significant refugee population (Zimbabwe is a major transit country for refugees and is also a major source of irregular labour migrants).
 - Malawi is a transit country for refugees from the Horn of Africa on the "Southern Route," as well as a country of origin and destination.
 - Mozambique is simultaneously a country of destination, origin, and transit.

Taking these factors into account, the following countries were selected for field visits. Countries marked with an asterisk were visited during the MTE.

- South Africa* (Reasons for inclusion: major destination, SAMM Project Office, PUNO Regional Project Officers, ROM);
- Botswana* (Reasons for inclusion: major destination, significant refugee population, 3 PUNOs present, SADC Secretariat, ROM, EU Delegation);
- Zambia* (Reasons for inclusion: all PUNOs present, COMESA Secretariat, EU Delegation, ROM);
- Mauritius* (Reasons for inclusion: major destination, 3 PUNOs present, IOC HQ);
- Namibia (Reasons for inclusion: major destination incl. migrants from Angola displaced by drought, all PUNOs present);
- Seychelles: (Reasons for inclusion: Francophone (and Anglophone) country, all PUNOs present, significantly increased and more diverse migrant population since 1990).

Table 4: : Data collection tools and the number of informants

| Data Collection Tools | | Total informants | Women | | Men | |
|---|---|------------------|--------|--------------------|--------|--------------------|
| | | | Number | Proportional value | Number | Proportional value |
|  | Online semi-structured interviews | 32 | 24 | 75% | 8 | 25% |
|  | In-person semi-structured interviews | 57 | 34 | 60% | 23 | 40% |
|  | Online Survey | 131 | 62 | 47% | 69 | 53% |
|  | Online workshop to present preliminary evaluation results | 32 | 29 | 69% | 13 | 31% |

The evaluation team conducted semi-structured interviews in the six field-visit countries. For gap-filling purposes and to ensure thematic coverage of countries with mixed migration, virtual interviews were conducted with stakeholders in Angola, Mozambique, Eswatini, Malawi, Lesotho and Zimbabwe.

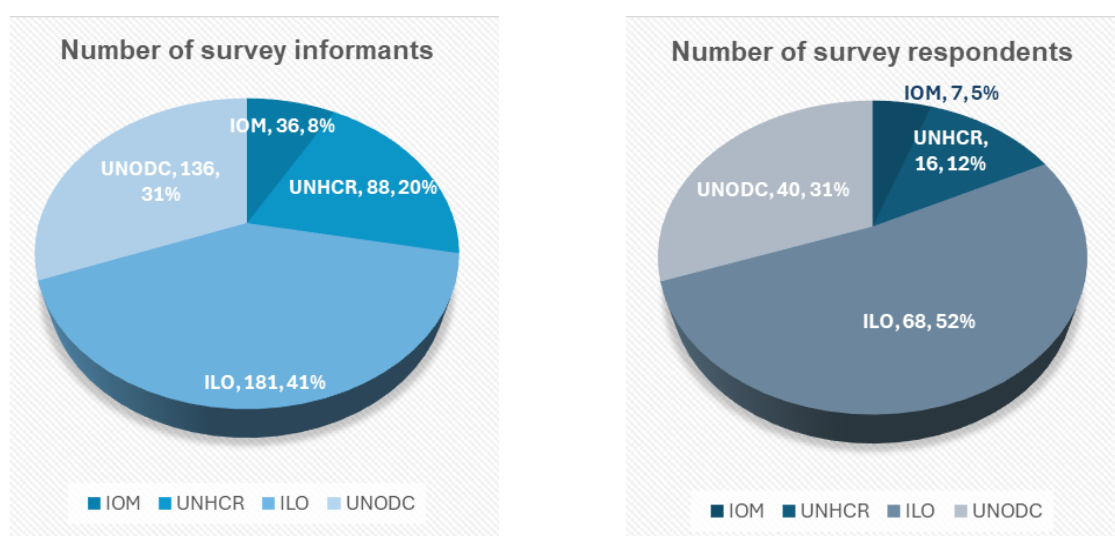
The online E-survey was distributed to individuals who participated in the project's capacity-building and training activities, delivered by each organisation both on-site and virtually. Each UN organisation provided the list of recipients. The questionnaire was made available in English, French, and Portuguese. Participation was anonymous. The survey was sent to 441 constituents. After review, 131 completed questionnaires were retained for analysis.

2.3.2. Limitations

While constraints and limitations were encountered, these did not seriously divert the evaluation process from the course set in the Inception Report. The Inception Phase revealed a few evaluability issues that were not discussed in the ILO's 2021 Evaluability Review. Some that have received subsequent attention from the Evaluation Team were:

- The broad scope of the evaluation, covering not only two major migration streams but, especially in the mixed-migration stream, a highly heterogeneous population.
- The fact that, due to resource constraints, only six countries were visited in the field, for five workdays apiece in the first wave of countries visited and four apiece (due to the Good Friday holiday) apiece in the second wave.
- The unexpectedly long Inception Phase, which significantly compressed the Data Collection and Synthesis Phases.
- The E-survey response rate, ~30%, was low, but this was as anticipated in the Inception Report. Of more concern, the raw numbers of responses received and percentage response rates varied widely between respondents (beneficiaries from capacity building and training workshops) suggested by each of the four PUNOs. This prevented any comparison of results by PUNO. The response of the evaluation team was to aggregate all responses (441) and examine proportional responses (strongly agree, agree, etc.).

Figure 2: Survey informants and respondents¹¹



¹¹ Informants are the training participants that were invited to participate in the online survey. Respondents are those who responded to the invitation and provided answers to the survey questionnaire.

This overweights the sample with respondents suggested by ILO and UNODC, but is unavoidable under the circumstances. Cited with caution, the survey results are still suggestive. Geographic coverage demonstrated strong regional engagement, spanning 15 countries with notable participation from Zambia, Zimbabwe, and Madagascar. This diverse representation strengthens the validity of regional insights while highlighting areas of concentrated program impact.

- Positive E-survey responses to some questions – e.g., project adaptation to COVID conditions, relevance of training to line duties – were so overwhelmingly positive that respondent bias (“Telling them what they want to hear”) must be suspected. The usual mitigation strategy of follow-up probing, often through interviews, was not feasible.
- Positive responses to requests for remote interviews in countries not visited in the field were lower than hoped for. Overall, the target of 78 interviews (virtual and in person) has been met.
- The need for originally envisaged Focus Group Discussions was reconsidered as it became apparent that the project actions overwhelmingly targeted agencies and organisations involved in migration governance and management, not migrants themselves. Logistical challenges-- short time in the field, travel distance to refugee centres, ethical considerations, scheduling difficulties in some cases (e.g., getting four or five trade union representatives in the same room at the same time) were also identified.
- The evaluation team has not addressed the last evaluation question in the Evaluation Matrix -- whether the recommendations of the MTE were addressed and, if not, why. This was primarily due to the limited time between the approval of the MTE and the project’s closure, which was significantly shortened owing to delays in the formal approval process of the MTE report.

2. EVALUATION FINDINGS

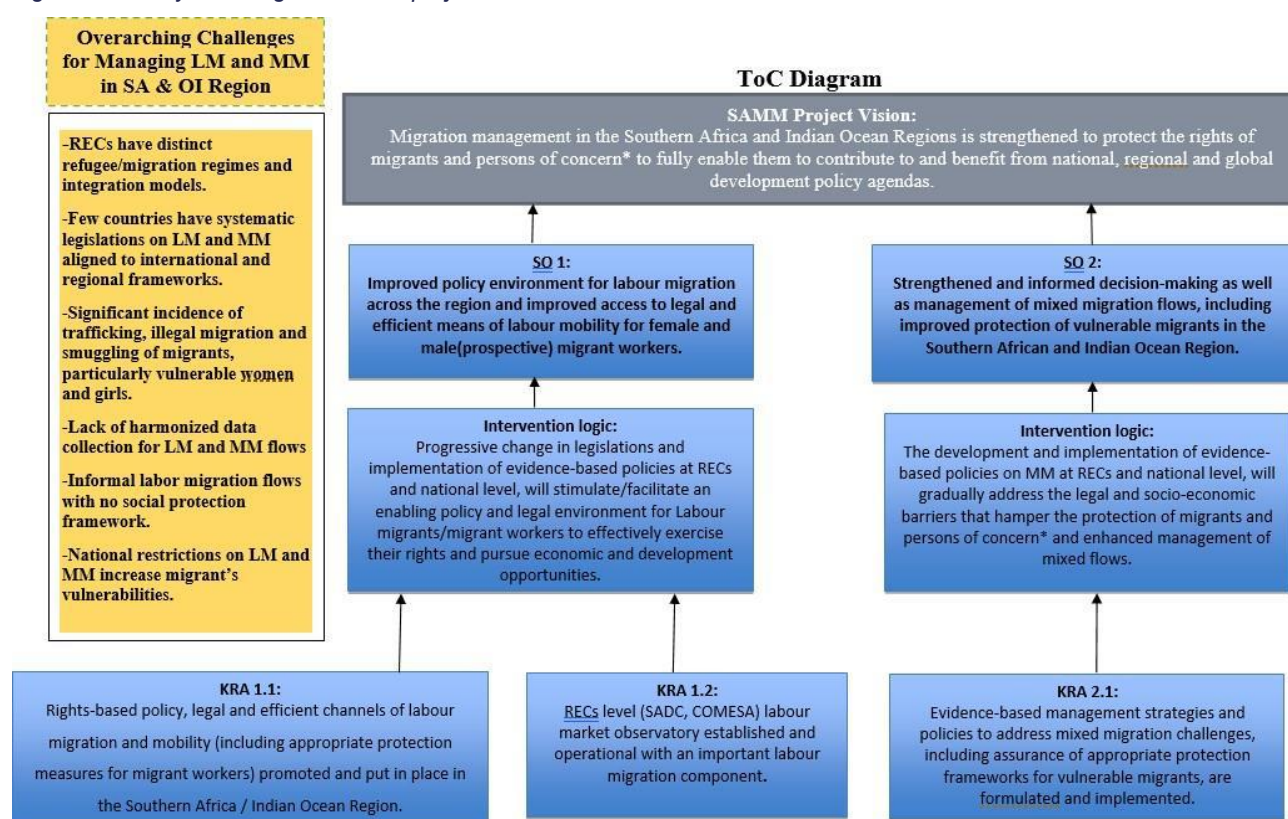
2.1. RELEVANCE

| | |
|------------------------------|---|
| Evaluation questions: | <ol style="list-style-type: none"> 1. Are the project and its theory of change based on clearly identified needs and challenges of/for the target groups? 2. Was the project adjusted to reflect the changing context, evolving needs, and challenges identified? |
|------------------------------|---|

The SAMM project covered 16 SADC member states from the Southern Africa and Indian Ocean region. It also covers three Regional Economic Communities (RECs), including the IOC. It identified critical needs and challenges regarding migration across multiple countries. The essence of the project was, in addition to its regional focus, its emphasis on migration as a whole, distinguishing labour migration from mixed migration but dealing with both at the same time. Stakeholders interviewed were unanimously of the view that, despite the difficulties posed for implementation (particularly the need to coordinate four implementing UN agencies), dealing with both dimensions at the same time was critical to relevance.

The focus of the project was on migration management and governance, and it responded to a clearly identified need for better public policies and improved implementation of policies. The beneficiaries were essentially relevant government departments and, in the case of labour migration, the social partners (workers’ and employers’ organisations). The project was not designed to provide direct assistance to vulnerable groups, but rather to contribute to policies whose implementation would allow public authorities (and social partners) to better address the needs of vulnerable groups, including forcibly displaced and stateless persons, stranded migrants, children in an irregular situation, victims of trafficking, victims of sexual and gender-based violence, etc. Thus, with some exceptions pointed out when relevant, the project did not significantly finance direct assistance to ultimate beneficiaries. However, the training provided to beneficiaries enhanced their skills when involved in front-line work.

Figure 3: Theory of change of SAMM project



The revised Theory of Change presents the project vision. Two components (or specific objectives/outcomes) with their related intervention logics, together with three sets of Key Result Areas (KRAs), explain this vision. The ToC recognises five major challenges for managing labour migration and mixed migration.

The technical inputs rely on the Multi-Partners Contribution Agreement, between four UN agencies, as an application of the One-UN approach. The approach is global, and hence, the specific thematic areas of each agency are not explicitly reflected in the ToC.

Three KRAs are identified, two for the first component and one for the second. Five outputs cover evidence-based policies and protection of migrant workers' rights and legal channels for labour migration in KRA 1. They address relevant institutions' formulation and implementation capacities at the regional and national levels.

The second KRA for the first component mentions the establishment of a labour market observatory at the RECs' level, for policies to be better implemented and monitored with international and regional standards. Five outputs are designed, including the Labour Market Information System (LMIS) database, migrants profiling and reports, comparable migration modules in national/regional labour force surveys, as well as exchanging data.

The third KRA corresponding to the second component also counts 5 outputs. The intervention logic underlines that effective mixed migration management policies will provide protection of migrants and Persons of Concern (PoCs). While the ROM report¹² suggested in 2021, clear definitions and distribution of targets per areas of control, influence and interests of the ToC a number of further weaknesses are identified :

¹² Consolidated ROM report, 10/12/2021.

- All the outputs of the 3 KRAs and their respective indicators are not mentioned in the ToC. Hence, we cannot see how the outputs lead to the KRAs and to the outcomes and how each outcome is linked to the Global Compact for Safe, Orderly and Regular Migration (GCM) or to the Global Compact on Refugees (GCR). This absence makes it difficult to understand the order of interventions, their complementarities and how an output is built upon another to reach the expected outcome.
- The stakeholders' and beneficiaries' level is missing, and outputs are not related to them. Beneficiaries are mentioned as migrant workers, migrants and Persons of Concern (PoCs) to UNHCR. But direct beneficiaries are line ministries, tripartite constituents and social partners, the RECs and their secretariats, and other regional organisations. The ToC does not make any distinction between these two groups of beneficiaries and hence, does not clearly show how the outputs of the project will benefit each.
- The ToC does not identify complementarities between the two components, their outcomes and outputs.
- A cross-cutting themes level is missing. There is no mention in the ToC of how the project considers gender issues and inclusion of the vulnerable. There is no mention of any environmental or climate change issues, although these are broadly held to be a cause of displacement in countries of origin.

While the cross-cutting themes are not in the ToC, the project had an explicit gender strategy in achieving the vision of "Leave no one behind" in the 2030 Agenda and to meet all the Sustainable Development Goals (SDGs), especially Goals 5, 8, 10. It aligns with the UN System-wide Action Plan on Gender Equality and the Empowerment of Women (UN-SWAP) and the EU Gender Equality Strategy 2020-2025.¹³ In line with GCM and GCR objectives, both components worked on gender-sensitive policies and/or strategies to eliminate gender gaps.

While the Theory of Change sets forth a number of assumptions and risks, a reference is missing to the fact that labour migration is controversial in a context where unemployment is high and the willingness to promote labour emigration for skills acquisition and remittances is greater than the willingness to permit labour immigration to fill skills gaps.

Because of its high-on-demand approach to training, capacity building, and support for policy formulation, the project was flexible to meet emerging demands and changing circumstances. For example, in Zambia, statisticians and planners received specialised training in labour migration statistics, enabling the launch of the country's first dedicated migration statistics report. When gaps in fair recruitment were identified, the project delivered practical, targeted workshops for stakeholders involved in migrant worker recruitment. Law enforcement in Namibia benefited from hands-on training in tackling human trafficking cases, while Zambian data collectors enhanced their skills through computer-assisted personal interviewing.

The project also empowered trade unions and employers in Namibia to better implement labour migration policies and supported new police recruits in Zambia with curriculum updates on trafficking and migrant smuggling. This agile approach to meeting training needs ensured relevance to local priorities and challenges. The reaction to the COVID crisis, essentially moving to virtual meetings and reallocating resources, affecting implementation timelines and modalities, was laudable but suffered from technical difficulties experienced by partner institutions. E-survey responses on how well the project adapted to COVID were overwhelmingly positive, so much so that they raised concerns of respondent bias, as project staff reported that many beneficiary institutions did not have the IT infrastructure necessary to take full advantage of the switch to remote approaches.

¹³ <https://www.ilo.org/publications/ilo-action-plan-gender-equality-2022-25> and <https://ec.europa.eu/newsroom/just/items/682425/en>

Over 80% of capacity-building and training workshop participants out of 131 survey respondents confirmed the relevance of the training to their roles and responsibilities. The regional workshops and trainings gave possibilities to stakeholders to broaden their understanding of migration management, even if not all of the issues discussed or covered were necessarily relevant to their countries. This global approach was necessary to give an overview and understanding of broad issues. The practical application of training content demonstrated positive outcomes, though slightly lower agreement rates in policy implementation suggest some challenges in translating knowledge into institutional change, indicative of gaps between training and actual practice.

Figure 4: Relevance of training to current roles of training participants

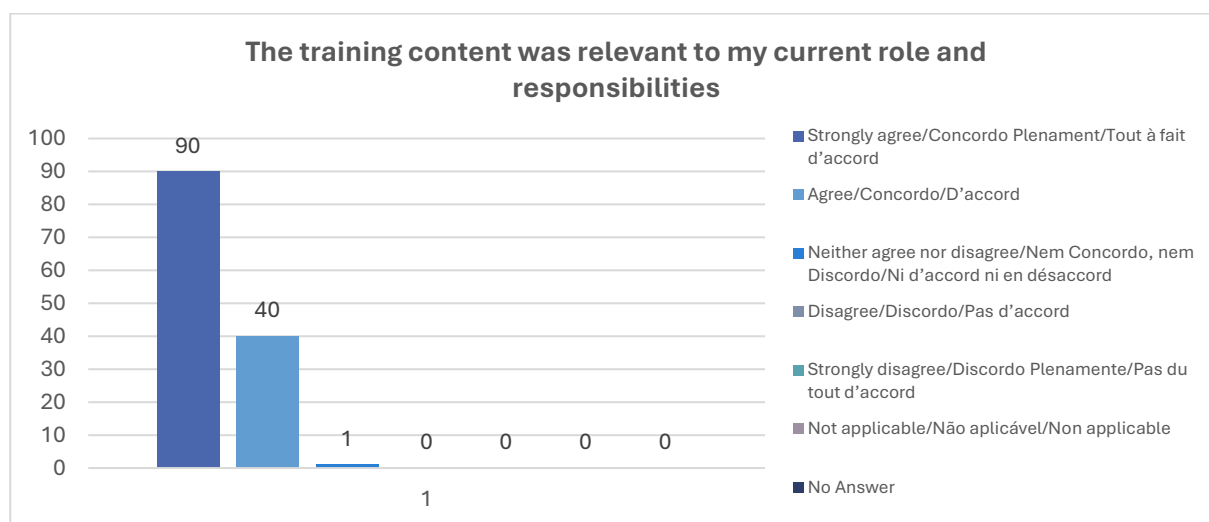
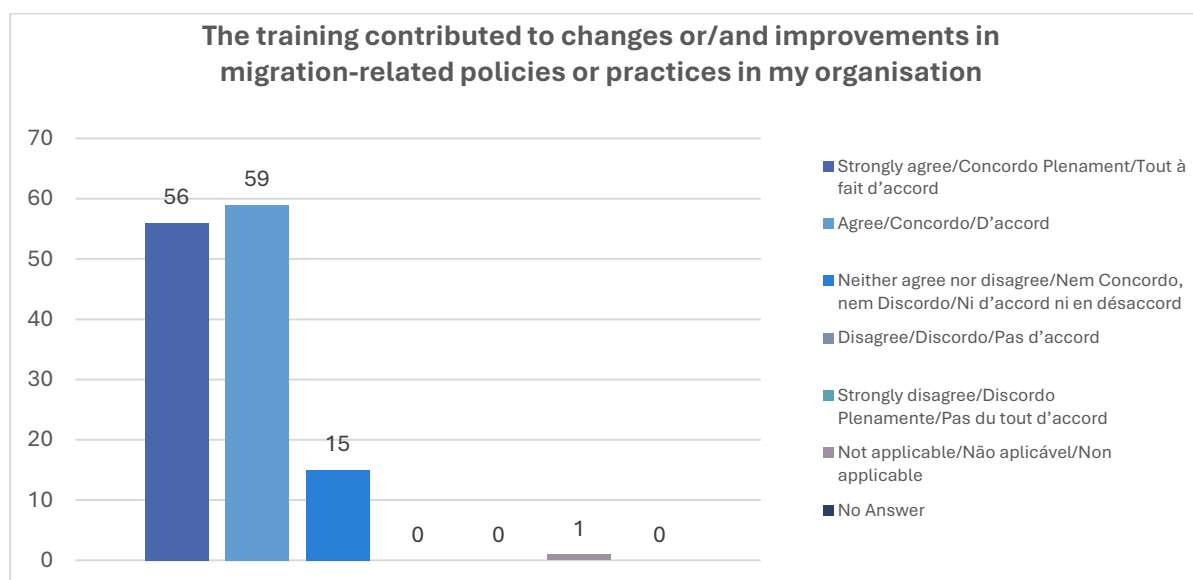


Figure 5: Training contribution to policy changes or practices



At the same time, project relevance would have benefited from a more thorough country-level needs assessment. Constraints on pre-implementation planning included a tight donor timeline and the scale and complexity of the project, as did the immediate challenge of COVID-19. This gap affected the ability to define concrete objectives and engage stakeholders.

Not all countries covered by the project share the same issues and challenges for migration management related to the two components of the project. This is notably the case for the Island States, where the migration context is far different from that of SADC members on the continent. The field interviews and meetings in Mauritius and Seychelles underlined issues rarely encountered on

the Continent, such as brain-drain and depopulation for Mauritius and receiving Asian labour migrants. The Island States were approached mainly for the labour migration component, where there were relevant intervention policies and action plans that were drafted based on evidence and data. Although the prevalence of irregular migration and/or informal labour of irregular migrants was attested to by the regional baseline assessment report,¹⁴ Island country migration profiles, and has been underlined during interviews, these were not identified as specific topics in the project. Rather, the project tackled them under components to ensure a fair and effective governance of migration and access to protection of vulnerable irregular migrants. In accordance with the Regional Indicative Programme¹⁵ policy frameworks facilitating orderly intra-regional migration, enhancing capacities and dialogues in managing migration at regional and national levels, together with the development of skills and labour agreements, diaspora engagement and domestication of conventions contributed altogether to reduce irregular movements and increase integration of migrants. Irregular migrants, trafficked or smuggled as well, have been supported as vulnerable migrants with access to protection and voluntary return facilities.

2.2. COHERENCE

| | |
|------------------------------|---|
| Evaluation questions: | <ol style="list-style-type: none"> 3. Was the project coherent with UN, implementing PUNO, regional, and national strategies and objectives? 4. Were the links established with other activities of the UN and/or other cooperating partners operating in the Countries in the area of Labour Migration and Mixed Migration? 5. Has the project integrated UN cross-cutting themes (as well as those specific to the PUNOs) in design and implementation? 6. How did the ILO's role as lead agency affect the coherence of the project? |
|------------------------------|---|

In the area of labour migration, the project was fully coherent with SADC strategies and international ILO conventions and priorities. While coherent with IOM, UNHCR, and UNODC strategies, alignment with national strategies was more difficult because many participating countries did not yet have policies applicable to the wide range of mixed migrants. Nonetheless, by working through these agencies, the project ensured that countries were supported to move towards strategies and policies consistent with international standards, conventions, and good practice. Conformity with the SDGs, as well as African Union policies (e.g., the Migration Policy Framework) related to migration, was never an issue. The project was in line with the EU 11th RIP (2014-2020)¹⁶, especially for its Specific Objectives 1 and 2 on building capacities to improve migration governance, facilitating labour migration and preventing irregular migration.

The project contributed to regional integration objectives of SADC by supporting the development of a regional approach to mixed migration issues and facilitating cross-border labour agreements. COMESA representatives confirmed that the project helped mainstream labour migration into their annual action plans and established a joint committee of ministers responsible for immigration and labour migration, demonstrating coherence with regional economic community objectives. The inclusion of vulnerable groups was evidenced by efforts to address gender considerations and develop policies for people living with disabilities in the labour market.

¹⁴ Regional Baseline Assessment Report on Forced Labour, Unfair and Unethical Recruitment Practices in the Southern African and IOC Region, IOM, March 2022

¹⁵ Regional Indicative Programme for Eastern Africa, Southern Africa and the Indian Ocean (EA-SA-IO) 2014 to 2020

¹⁶ https://www.eeas.europa.eu/eeas/2014-%E2%80%932020-regional-indicative-programme-eastern-africa-southern-africa-and-indian-ocean_en

Only scattered examples of activity linkages outside the core project implementing partners have been identified, and these have not been consolidated into lasting structures. An exception is Zambia, where there were examples of cooperation with UNDP and UNICEF, as well as an institutional mechanism for collaboration beyond the four core SAMM Project agencies. The four PUNOs sometimes worked together. Examples include IOM and UNHCR on registering asylum seekers in Mauritius and joint IOM-UNODC workshops on identifying persons trafficked into forced labour. Differing terminologies, mandates, and organisational structures occasionally affected joined-up work.

Gender equality was pursued by balancing participation in project activities. In addition to this, the project had an explicit gender strategy as mentioned above. In all activities involving the development of policies, action plans, etc., the gender aspect was taken into account. No activities or strategy specific to persons with disabilities were found, apart from Zambia, where the project supported the Federation of Free Trade Unions of Zambia (FFTUZ) in advocating for a quota approach to including disabled workers. The FFTUZ worked on policies to incorporate people with disabilities into the workforce, proposing that 10% of every company's workforce should include persons with disabilities, addressing it at the point of recruitment, recognising that different disabilities require different accommodations. Furthermore, the Commission for Refugees in Zambia included "vulnerable migrant groups" as part of their "others of concern" category, seeking durable solutions for those who were neither refugees nor asylum seekers but required protection. Climate change was not a major theme in any activities reviewed. The cross-cutting theme of human rights was integrated in all activities across the project; the rights of migrant workers in the labour migration component and human rights more generally in the mixed migration component.

There were occasional issues of overlap and failure to achieve complementarity between the PUNOs. In the formative phase of the project, there was debate between ILO and IOM as to who would be the preferred lead agency. IOM felt, with some justification, that its broad migration remit would place it at an advantage over ILO, with its more limited mandate. IOM's deep field presence, with an office in every country in the region, was also a point of discussion. In the event, relations between the two agencies became harmonious, and there were, by the project's end, no vestiges of the original dispute.

In budgetary terms, ILO and IOM dominated (Table 2 above), with the result that mixed migration was perceived by some stakeholders as largely an add-on to a labour migration project. Experiences in ILO-IOM coordination were mixed (e.g., overlapping and/or duplicative workshops in the Island States), with some examples of overlap, such as proposing workshops on the same themes or topics. The independence of IOM country offices may have been a contributing factor.

There was, in the first months of the project, reluctance on the part of SADC to participate because it felt that, in view of its convening power to bring together all beneficiary countries, it should have been an implementing partner with equal accountability for results. However, this issue was coterminous with far more serious delays due to COVID, so it cannot be said that it significantly held back project performance.

There is broad agreement that during the initial months of the project, with COVID disruptions in full force, the ILO-convened weekly coordination meetings between the PUNOs played a significant role in ensuring progress towards objectives. Under the 2024 No Cost Extension, as the number of project activities diminished, the frequency of coordination meetings was reduced accordingly.

While the collaboration between the PUNOs brought together diverse expertise, the implementation revealed coordination difficulties that affected project delivery. These challenges had noticeable effects on the implementation and delivery throughout the project. Unclear roles and responsibilities among stakeholders led to some confusion about participation and accountability, which at times slowed progress. In some instances, inter-agency collaboration proved difficult, with agencies sometimes working separately and duplicating efforts, as seen in the coordination between IOM and ILO in Zambia, as well as in the Island States. Staffing limitations also made it more difficult to

manage workloads and maintain the timely delivery of some project components. Moreover, the handover processes between implementing partners were not always smooth, resulting in occasional gaps and inefficiencies and highlighting the value of regular communication and structured transitions. These coordination issues affected the pace and overall consistency of project implementation.

2.3. EFFECTIVENESS

| | |
|------------------------------|--|
| Evaluation questions: | <ol style="list-style-type: none"> 7. What progress has been made towards achieving the overall project objectives/outcomes, and what have been the main contributing and challenging factors? 8. What unintended results of the project have been identified, if any? 9. To what extent has the management and governance structure put in place worked strategically internally (among PUNOs) and with all key stakeholders and partners in targeted countries, UN agencies and the donor to achieve project objectives? Does this governance structure take gender and inclusivity dimensions into consideration? 10. How has the project affected the experience of different categories of migrants moving through the migration corridors relevant to the project? 11. How did the ILO's role as lead agency affect the effectiveness of the project? |
|------------------------------|--|

The SAMM project contributed to progress towards the two main Strategic Objectives:

1. an improved policy environment for migration management and
2. strengthened and informed decision-making as well as management of mixed migration flows.

This was largely a training and capacity-building, institution-strengthening project. As the end -end-of-project Cumulative Results vs. Targets table (Annex 3) indicates, the project has contributed significantly to progress towards improved migration management in the region. For example, through its partnership with SADC, the project advanced labour and mixed migration governance across Southern Africa. Notable achievements include introducing the SADC Labour Migration Action Plan monitoring tool in 2022, contributing to the revision of the COMESA Task Forces on free movement of persons, developing a migration data platform (Regional Migration Data Hub); finalizing the stocktaking of mixed migration data and policy development in SADC and the IOC region, and supporting the formulation of national labour migration strategies in several SADC countries. Additionally, the project made important contributions to protecting women migrant domestic workers and provided assistance to stranded and vulnerable migrants via voluntary return programs.

The adoption of policies developed and their implementation is, however, a process that requires time. The policy development process, involving drafting (often with project support), Cabinet and legislative review, and final adoption, can take years. Institutional staff turnover is also an issue. Multiple government interviewees expressed the view that continued capacity building and support are necessary to implement policies when they are adopted, a view echoed by persons involved in planning and implementing capacity building activities. A process underway, or accelerated, is not an outcome achieved. While progress has been made, it cannot be said that other, more concrete, aspects of the two SOs – improved access and efficient means of labour migration and improved protection of vulnerable migrants – have been fully achieved.

With scattered exceptions (e.g., making funds available to shelter migrants stranded by the COVID crisis), the evaluation team has little evidence that the project had a concrete effect on the migrant experience. As stated, the project was a capacity-building and training one with a strong policy and governance development, institution-strengthening orientation; it provided little direct assistance. E-survey respondents who were front-line workers responded that their training had improved their

knowledge and skills, but this is a step removed from saying that it actually increased their effectiveness. The project was foundational; it put frameworks, sometimes skills, in place.

The project strengthened the capacity of law enforcement institutions, such as prosecution services, to deal with migration-related issues under their remit. Data collection and management emerged as a critical component of effective migration governance. Several countries¹⁷ developed specialised systems, including labour migration information systems and trafficking in persons databases, to improve evidence-based decision-making. However, challenges in data collection, analysis, and sharing persisted across countries. While one of the goals of the project was to encourage harmonised national statistical migration databases merging migration data with administrative data (especially labour force surveys, but other household surveys, as well), there was only scattered progress. For example, a Labour Market Information System was implemented in Zambia. Multiple workshops and trainings proved useful in defining basic concepts in labour and mixed migration, but actual application lagged behind. The lack of capacity at many SADC country statistical offices persists. Persons who had been active in providing training and capacity building across the region expressed doubts on progress in regional harmonisation of migration data and the merging of migration data with other administrative data.

Covering 16 countries, several cross-border initiatives took place aiming to strengthen collaboration between neighbouring countries, exchange and manage data and develop joint assistance and protection frameworks to vulnerable migrants, refugees and asylum seekers. Seven cross-border platforms aimed to strengthen collaboration, exchange best practices and develop joint action plans,¹⁸ with another seven cross-border collaboration forum meetings on protection and assistance to vulnerable migrants.¹⁹ More specifically, a cross-border forum between Namibia and Zambia aimed to improve the bilateral cooperation on migration management and brought together migration management and border authorities.²⁰ Addressing trafficking in persons and smuggling of migrants, Eswatini and Mozambique were addressed for the establishment of Cross-Border Bilateral engagement.²¹ Two cross-border fora between Lesotho and South Africa aimed to agree on a collaboration framework on crime Prevention.²² The project also aimed to install or upgrade Border Management Information Systems (BMIS), and capacitate the officials on data collection, analysis, and data protection.²³ Furthermore, a cross-border collaboration forum between Zimbabwe and South Africa focused on the protection of 'children on the move' operations within the of Migration Information Data Analysis Systems (MIDAS).²⁴

¹⁷ With regard to the latter, all SADC countries have signed the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (the Trafficking Protocol). With exception being Comoros, all other countries signed it before implementation of SAMM Project. Under the SAMM Project, UNODC in coordination with SADC Secretariat and SADC member states, a SADC Regional Trafficking in Persons Data Collection System has been rolled out, leading to a more coordinated collection and compilation of trafficking in persons data. The system was established only in 8 countries, namely:

1. South Africa
2. Namibia
3. Malawi
4. Zambia
5. Zimbabwe
6. Lesotho
7. Madagascar
8. Botswana

¹⁸ These collaborations took place between Malawi and Tanzania, Malawi and Zambia, Zambia and Zimbabwe. ANNUAL PROGRESS REPORT 1 1st January 2020 – 31 December 2020, and ANNUAL PROGRESS REPORT 4 1 January 2023 – 31 December 2023

¹⁹ These collaborations took place between Mozambique and Zimbabwe, Zambia and Zimbabwe, Zimbabwe and South Africa, Zambia and Namibia and Mozambique and Tanzania.

²⁰ Followed by a workshop led to the development of 14 Action Points and concrete recommendations to strengthen collaboration on border management, including the development of transnational National Referral Mechanism (NRM) between the two countries.

²¹ ANNUAL PROGRESS REPORT 3, 1st January 2022– 31 December 2023

²² ANNUAL PROGRESS REPORT 1 1st January 2020 – 31 December 2020

²³ ANNUAL PROGRESS REPORT 3, 1st January 2022– 31 December 2023

²⁴ ANNUAL PROGRESS REPORT 3, 1st January 2022– 31 December 2023, and ANNUAL PROGRESS REPORT 2, 1st January 2021– 31 December 2022, and ANNUAL PROGRESS REPORT 4 1 January 2023 – 31 December 2023

At the regional level, SADC Guidelines on cross-border portability of social security were adopted by 5 SADC Member States.²⁵ These bilateral initiatives enhanced collaboration between countries on migration and border management, and also inter-regional dialogues. Resulting from SADC Guidelines on the Portability of Social Security Benefits, the Seychelles Pension Fund announced its intention to extend social protection to migrant workers in 2024.²⁶

Regional diaspora engagement was brought to the forefront by the SAMM project, particularly through the Southern Africa Regional Diaspora Engagement and Investment Forum held in Mauritius (October 2022)²⁷. This event convened SADC Member States, the AU, financial institutions, and partners to encourage partnerships, sustainable investment, and skills transfer. This built on a 2020 SAMM regional study on remittances and informed policy dialogue. Mozambique played a key role, hosting the 2021 Ministerial Dialogue for Southern Africa²⁸ (MIDSA) Ministerial meeting in Maputo, where the Maputo Diaspora Declaration was endorsed. The project also helped establish the Southern Africa Diaspora page for mapping and engagement. Mozambique recently strengthened its national efforts with the October 2024 approval of the Diaspora Policy and Implementation Strategy²⁹ (PDMEI). The ILO (2023) report “Study to Review Existing Practices in Southern Africa Development Community Member States on Diaspora Engagement and Productive Use of Remittances in the Region” focused on issues such as the use of remittances, data, networking, brain circulation and others was conducted under the project.

The project has not had major unintended consequences, either negative or positive. Whatever forces hostile to labour (im)migration and mixed migrants exist at the national level – and these are formidable – were not worsened by the project and its activities; i.e., by dealing with migration as a development, regional integration, and human rights issue, the project did not generate backlash. The project brought countries together, creating opportunities for sharing experiences and sometimes developing agreements. For example, Seychelles with Eswatini and Lesotho are to draft Memoranda of Understanding (MoUs) or Bilateral Labour migration agreements (BLMAs). Eswatini and Seychelles had their National Labour Migration Plans (NLMP) already in place before the SAMM project, but the project contributed to identifying gaps, drafting action plans, and suggesting improvements. Labour Migration Units were strengthened. More precisely, the project redrafted Eswatini’s NLMP, which was adopted in August 2023.³⁰

All interviewed recognised that the ILO project management team was faced with a difficult task due to the high dimensionality of the project, with two dimensions (labour and mixed migration, the latter itself extremely heterogeneous), four PUNOs, three RECs, and sixteen countries. The project team reacted by adopting a programming, coordination and reporting strategy of “decentralisation” – making PUNOs largely independent, including in their interactions with national partners. National-level participants, whether PUNOs or beneficiaries, had only limited contact with Pretoria project staff. Coordination between regional and country-level offices was sometimes problematic. However, despite the fact that the project was mostly implemented at the country level, a decentralised approach, with coordination carried out at the regional level by the project coordinators of the 4 PUNOs, was appropriate.

To give an example of decentralisation, reporting largely began with PUNO national (or REC) focal points, was consolidated by PUNO regional focal points or project coordinators at Pretoria level, and

²⁵ These are: Eswatini, Lesotho, Malawi, South Africa and Zimbabwe.

²⁶ SAMM 2024 Annual Narrative Report ILO 10th April 2025.

²⁷ Southern Africa Regional Diaspora Engagement and Investment Forum Report. 17-19 October 2022, Belle Mare, Mauritius.

²⁸ International Organisation for Migration (IOM) (2023). *Study to Review Existing Practices in Southern African Development Community Member States on Diaspora Engagement and Productive Use of Remittances in the Region*. IOM, Geneva.

²⁹ Resolução n.º 67/2024, de 5 de Dezembro. Aprova a Política da Diáspora de Moçambique e Estratégia de sua Implementação, abreviadamente designada por PDMEI.

³⁰ Eswatini launches National Labour Migration Policy (10 May 2025). <https://www.ilo.org/resource/article/eswatini-launches-national-labour-migration-policy>

then was bundled together by the project M&E team. Combined with inter-agency coordination meetings, especially during the difficult COVID phase of the project, this system worked acceptably well. However, a downside was that it inevitably meant that project Annual Narrative Reports tended to be an inventory of outputs and activities (workshops, trainings, policy advisory consultations, etc.) and lacked an outcome-impact dimension. This persisted despite an October 2021 “Results-based Management Training” SAMM partners workshop devoted to M&E.

The project took gender equality and women’s empowerment, and inclusivity into account, but there is no evidence that the project governance structure was explicitly designed to promote these. As described in the project’s action plan, SAMM project follows the SADC Protocol on Gender and Development (2008) revised in 2015, adopted in 2016, the COMESA Gender policy adopted in 2002, which is mainstreamed in all COMESA programmes and the EU Gender Action Plan 2016-2020.

During its implementation, the SAMM project drafted a Gender Mainstreaming Strategy and Action Plan³¹ aligned with Agenda 2030 and with the main SDGs 5 and 8. The Action Plan takes into account gender-specific vulnerabilities, disabilities, youth and children. It ensures the upgrading of the global and regional gender frameworks to align with existing protocols and conventions.³² With SAMM, gender considerations are being integrated into migration legislation, policies and practices. For example, the Mauritius National Employment Policy (NEP) 2024-2028 is taking over the implementation of the Skills Mobility Framework.³³ The framework, finalised in 2023, ensures alignment between labour market supply and demand with a gender-sensitive approach.³⁴ Another example is Eswatini’s NLMP dating from 2019 that had no gendered approach to labour migration.³⁵ The Policy Area Three of the implementation plan developed by SAMM is dedicated to “Decent work for migrant women and men”.³⁶

SAMM has also developed a Media Toolkit on labour migration in the SADC region, with a paragraph dedicated to gender.³⁷ Gender issues, together with human rights, are systematically followed in all action plans, road maps and assessments developed by the project.³⁸ Special attention is given to the inclusion of gender in data management.³⁹ As well as in the Guidelines⁴⁰ to develop comprehensive social protection frameworks to mitigate the risks of exploitation and abuse. Additionally, gender equity was ensured in all capacity-building activities provided by the 4 PUNOs with around 50% of women’s participation.⁴¹

³¹ Gender Mainstreaming Strategy and Action Plan, Purpose of the Gender Mainstreaming Strategy and Action Plan

³² The Convention on Elimination of all Forms of Discrimination Against Women (CEDAW, 1979)

https://asiapacific.unwomen.org/sites/default/files/Field%20Office%20ESEA/Docs/Publications/2020/03/ap-1-Convention-Text_Eng.pdf. The Beijing Platform and Declaration for action (BPfA, 1995)

https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/CSW/PFA_E_Final_WEB.pdf. The Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa, better known as the Maputo Protocol (2005)

https://au.int/sites/default/files/treaties/37077-treaty-charter_on_rights_of_women_in_africa.pdf

³³ Ministry of Labour, Human Resource Development and Training, Report on ILO SAMM Project: Skills Mobility Framework: Mauritius, SAMM, ILO, April 2023

³⁴ The drafting of the framework started with a study commissioned by the ILO/SAMM on behalf of the Ministry of Labour, Human Resource Development and Training (MLHRDT). Jonathan Crush and Vincent Williams MAURITIUS: LABOUR MIGRATION REVIEW S, <https://www.sammproject.org/wp-content/uploads/download-manager-files/English-Mauritius-Labour-Migration-Review-Digital.pdf>

³⁵ Interview with Labour Migration focal point.

³⁶ ESWATINI LABOUR MIGRATION POLICY – IMPLEMENTATION PLAN Objective: To effectively regulate labour migration, ensuring safe, orderly and regularised immigration and emigration for work. <https://www.sammproject.org/wp-content/uploads/download-manager-files/Eswatini-Implementation-Plan-NLMP-2023-final.pdf>

³⁷ Reporting on Labour Migration in the SADC Region Media Toolkit, A. Gender And Labour Migration In The SADC Region, ILO 2024.

³⁸ Examples are, the Road Map on The Eradication of Statelessness 2022– 2024, on Improving Asylum Systems, Capacity Support And Comprehensive Solutions In Southern Africa 2022-2023, or in the Assessment of Migration Policy And Institutional Framework in Botswana, Comoros, Eswatini, Madagascar, Seychelles, Namibia, South Africa, Zambia and Zimbabwe (2022).

³⁹ An example: Mixed Migration Data and Policy Development In The Southern African Region

⁴⁰ For example, the Fair and Ethical Recruitment Guidelines for the SADC Region, Final Report September 2024

⁴¹ A calculation of 3 training workshops per PUNO shows an average of 50% of gender equity for UNODC, 51.6% for IOM and 56.1% for ILO, while UNHCR’s assessments of vulnerabilities of refugees and asylum seekers represent 50%.

2.4. EFFICIENCY

Evaluation questions:

12. To what level has the project allocated resources (financial, human, technical support, etc.) strategically and operationally in terms of expected outputs, outcomes, and impact, including performance?
13. To what extent have resources been allocated to address UN cross-cutting themes (such as human rights, gender equity, inclusiveness of people with disabilities and other vulnerable groups, climate change), as well as those specific to the PUNOs towards the project outputs and outcomes?
14. How did the ILO's role as lead agency affect the project's efficiency of resource use?

At the highest thematic level, the project's allocation of resources to capacity building, technical support, and institutional development was sound. Some country-level interviewees expressed the view that budget control in Pretoria caused delays in decision-making and fund disbursement for local partners. Delays in the disbursement of funds arose due to the European Union's decision to suspend payments in 2023 and 2024 until it received the reports on disbursements and clarification regarding the No-Cost Time Extension process. The ILO undertook efforts to address these concerns and to facilitate the prompt resumption of project activities. Some national country partners faced ongoing staff shortages that compromised both project implementation and long-term sustainability. While the project provides funding for activities, it did not include resources for additional staff positions necessary to ensure lasting impact. Others objected that financial allocations disproportionately favoured regional over local implementation, creating procedural bottlenecks that impeded country-specific interventions.

Regional approaches to migration management demonstrated both promise and limitations. The involvement of regional bodies like COMESA facilitated engagement with member states and promoted harmonised approaches to migration governance. However, varying national priorities and capacities complicated regional implementation. The development of regional migration databases and joint committees of ministers responsible for immigration and labour migration represented positive steps toward regional coordination.

The macro-distribution of resources, i.e., between the UN agencies, was uneven. The large issue was the advantage of ILO (labour migration) and IOM (aspects of both labour migration and mixed migration) relative to UNODC (TIP, SOM) and UNHCR (protection). This led, when combined with the strength of the ILO's tripartite system⁴², to a project largely perceived by interviewees to be a labour migration project with a mixed migration add-on. The lack of a work plan specifying partnerships among the four agencies and of ToR for each agency hampered complementarity and coordination, affecting the efficiency of the project. The One-UN joint approach of partnering the four agencies was well-conceived, but in implementation, became one of four agencies pursuing programmes that were more often several than joint. The evaluation team did not emerge with a strong sense of inter-agency partnership.

Gender equality and inclusivity have been addressed under EQs related to Coherence and Effectiveness. The PUNOs showed varying levels of commitment to cross-cutting themes in their resource allocation (e.g., in the area of migrant rights), IOM focused more on the protection of trafficking victims, and UNODC emphasised legal frameworks and law enforcement capacity building. However, several stakeholders expressed the view that, even when cross-cutting themes

⁴² The ILO's tripartite system is a unique structure within the United Nations, where governments, employers, and workers' representatives are all equally represented and have a voice in shaping policies and setting standards. This structure is designed to foster social dialogue and ensure that the diverse perspectives of these three groups are considered in the formulation of labour policies. For more information <https://www.ilo.org/about-ilo/structure#:~:text=ILO%20Tripartite%20Constituency&text=This%20tripartite%20structure%20makes%20the,elaborate%20labour%20standards%20and%20policies>

were acknowledged in project documents and training materials, the financial resources specifically earmarked for addressing them were insufficient for implementation at the local level, where tangible benefits to vulnerable beneficiaries were needed.

2.5. IMPACT ORIENTATION

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| Evaluation questions: | <p>15. What level of influence has the project had on the labour migration and mixed migration governance on policies and practices at national and RECs' levels?</p> <p>16. Is the project contributing to expand the knowledge base and build evidence regarding the project outcomes and impacts? If so, how is such knowledge managed and/or made available to others in an effective and efficient manner?</p> |
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As discussed under Effectiveness, the end-of-project progress report on cumulative results versus targets reports substantial progress at the policy level, but less on actual practices; that is, implementation. Government officials interviewed expressed some degree of frustration with the slow pace of progress from an idea to a policy, from an action plan to actual adoption and implementation. This frustration arose from a combination of project-level challenges and broader political dynamics. From the project perspective, key limitations included insufficient budget allocations to meet government expectations, as well as coordination and communication difficulties. Engagement with government institutions proved essential yet challenging across all project countries. In some countries, the development of migration-related legislation faced delays due to competing government priorities and lengthy approval processes. At the same time, a number of country' labour migration policies and action plans were developed with project support. A particularly notable event, in South Africa at the end of May 2025, was Cabinet approval of the White Paper on the National Labour Migration Policy, clearing the way for parliamentary consideration of the bill to regulate employment of foreign nationals.⁴³ The commitment, at both SADC and Member State levels, as well as at COMESA, to better migration management to protect migrants' rights while addressing the economic and social dimensions of migration is evident and can be attributed in part to project support.

The project contributed significantly to the knowledge base through studies, migration databases, country migration profiles, special studies on statelessness, etc. The establishment of labour migration task forces, technical committees, labour market information systems, the promotion of ethical recruitment practices, etc. has strong potential to eventually benefit labour migrants. The development of data in areas such as Trafficking in Persons has the potential to produce positive benefits for both prevention and the protection of victims, as does institution-strengthening in agencies concerned with refugees and asylum seekers.

2.6. SUSTAINABILITY

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| Evaluation questions: | 17. How is the project strategy and project management steering towards sustainability? Does the project implement systematically an exit strategy? |
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The project's interventions, although not always closed or finalised, have put in place the foundations for improved migration management and governance, and have contributed to developing skills for

⁴³ Examples include

- SADC Labour Migration Action Plan (LMAP) (2020-2025)
- National Labour Migration Policy (NLMP): Namibia (2020), Zimbabwe (2020), Eswatini (2023). Other countries in the process of developing their NLMP were Botswana and Mozambique
- National Labour Migration Implementation Plan for Zambia (2022)
- National Labour Migration Strategy for Zambia (2024)
- National Migration and Development Policy for Lesotho (2022).

implementation. Some of these are to be continued under other interventions with other funds.⁴⁴ The integration of project components into some national action plans and government structures represented important steps toward sustainability.

Among other outcomes requiring continued attention and sustained support are the labour migration strategies; in general, approved in the last period of the project. Further efforts are needed to implement diaspora engagement policies. Enhanced regional coordination is critical for addressing cross-border issues like trafficking and smuggling, necessitating greater collaboration with neighbouring countries.

Finally, securing reliable financial support will be vital for sustaining these outcomes; therefore, a solid and clear phasing-out plan was needed to manage and ensure ongoing access to knowledge and tools developed during the project. However, sustainability planning was an overlooked aspect of project implementation. Training and workshop plans often had no follow-up component. Stakeholders consistently emphasised the need for exit strategies and phasing-out plans to ensure the continuation of positive results after project completion.

While an exit strategy was prepared in the final months of the project, there is no evidence that it was actually implemented. Multiple stakeholders, including UN agency staff, expressed confusion about the project's conclusion. Although a regional meeting was held in Harare, Zimbabwe, in October 2024, to discuss project closure, partners reported never receiving formal documentation about sustainability plans or continuation strategies. According to project management, the sustainability report was shared with all stakeholders a month after the conclusion of the meeting in Zimbabwe, but no comments were received. Some institutional frameworks were established, such as embedding human trafficking curriculum in police and immigration training schools and creating labour migration task forces, but there is little evidence of a systematic exit strategy. Despite the institutional structures put in place, the absence of a clear, well-communicated exit strategy raises concerns about the long-term viability of project achievements.

The call by interviewees for continued capacity building and Technical Assistance was near-universal. While numerous training sessions were implemented, stakeholders emphasised the need for more comprehensive capacity building that creates sustainable institutions capable of managing migration issues effectively. The development of labour migration task forces, information systems, and governance structures represented positive steps toward institutionalisation, but institutionalisation remains far from achieved.

3. CONCLUSIONS

Conclusion 1: The project was highly relevant to the needs shared by countries in the Southern Africa and Indian Ocean region, although more oriented towards the continent than the Island States. [Based on Findings related to Relevance and Coherence.]

The focus of the project was on migration management and governance. Through its two dimensions, labour migration and mixed migration, the project implemented a global approach

⁴⁴ For example, in Mauritius, the Code of Conduct was finalised with SAMM. The relevant Ministry to the CC also applies to labour migrants, and IOM is continuing to work on this under Swiss funding. In Zambia, the labour migration strategy (2024-2028) is now being implemented by the government with trade union involvement despite budget challenges. They decided to move into integrating specific activities in their annual plan and budget. In Namibia, the Ministry of Labour has secured financial contributions through government mandates to ensure the implementation of labour migration, and a Labour Migration Division were created within the Ministry to continue the work initiated by under project. There is, in Zambia and Namibia, no evidence that any intervention is undergoing under the PUNOs.

responding to a demonstrated need for better public policies and improved implementation of policies. The migration challenges in the Southern Africa and Indian Ocean region addressed are indeed critical and reflected in the frameworks and policies of, notably, SADC and COMESA (migration in the Island States is heterogeneous, so there is no relevant IOC policy). Through training, capacity building, and support for policy development, the project addressed institutional and governance gaps and established frameworks across participating countries to respond to the regions and countries' positions as origin, transit, and destination. Overall, however, the project was oriented more towards the continental than the Island States.

Conclusion 2: Despite the fact that all four PUNOs contributed and there were scattered examples of joint or complementary actions, the project was largely perceived as a labour migration project. [Based on Findings related to Coherence, Effectiveness and Efficiency]

The project was coherent with UN policies related to migration, notably the GCM and GCR, as well as SADC strategies and ILO international conventions. The project aligned with the competences and priorities of all four PUNOs. At the same time, although an architecture for inter-agency collaboration was established—evidenced by joint committees between the four UN agencies and including regional bodies like SADC and COMESA—the project's implementation revealed disconnects between strategic vision and operational reality. As a result, the project was perceived as largely a labour migration project. The presence at the country and regional levels of strong tripartite structures and well-established social dialogues contributed to this. In the mixed migration component, there was a strong emphasis on refugees, asylum seekers, Trafficking in Persons, and Smuggling of Migrants, while the broader themes of irregular migration (largely an IOM mandate), informal work, and abuses of migrants' rights were less represented. The project integrated UN cross-cutting themes, particularly gender equality and human rights. Other themes, disability and environment, were less represented.

The project contributed to improved collaboration between UN agencies despite the initial tensions between PUNOs, which were overcome through coordination fora and processes. While there was occasional overlap and duplication among PUNO activities, coordination and the “decentralised” project management structure largely functioned smoothly. Limiting the project's contribution, the policy development process is slow, meaning that many initiatives supported by the project have not yet gone into full implementation, raising sustainability concerns.

Conclusion 3: While the project has strengthened the foundation for improved migration management and governance, prospects for sustainability are mixed despite generally adequate political will. [Based on Findings on Effectiveness, Impact Orientation, and Sustainability.]

The project contributed to establishing robust migration frameworks, enhancing institutional capabilities, implementing data systems, and providing training, although the latter sometimes went little beyond defining basic concepts, particularly in the area of mixed migration. These results were achieved despite the broad scope of the project, headwinds from inter-agency coordination complexities, and pandemic-related disruptions. Success stemmed from vigorous governmental commitment and expert UN technical guidance, while progress was hampered by budget and staff resource constraints. The project made progress in building capacities and deepening understanding of the migration phenomenon. However, even where institutional structures with clear mandates and adequate resources are in place, sustainability will require continued and prioritised capacity building and focused technical support. The project lacked, until its very end, an exit strategy.

SAMM continued and often finalised many interventions that had started prior to its implementation, or completed policies developed with action plans or filling in gaps. This continuity bodes well for the sustainability of the interventions. However, the project's sustainability requires strengthening local

ownership through comprehensive capacity building that extends beyond limited training sessions to include sustained technical support for government agencies and civil society organisations.

Conclusion 4: Actual implementation of policies and frameworks developed has been limited, but especially in the area of labour migration, it has established valuable dialogue fora. The evaluation has not found a concrete impact on individual migrants' lives. [Based on Findings related to Effectiveness and Impact Orientation.]

Despite substantial progress at the policy and framework level, there has been much less on implementation. Actual practices remain little changed, and the evaluation team struggled to find concrete impacts on the migration experience as lived. Yet, particularly in the area of labour migration, the SAMM Project has delivered key institutional impacts through the establishment of governance structures and policy frameworks for labour migration management. The creation of platforms of dialogue brought together trade unions, employer organisations, government ministries, and regional bodies, breaking down traditional barriers and building trust. This network formation has enabled a more coordinated approach to addressing complex migration challenges and has created pathways for continued cooperation beyond the project's timeframe.

4. RECOMMENDATIONS

As the SAMM project is at an end with no future activities foreseen, and as this is its final evaluation, the evaluation team is not in a position to make project-level recommendations as it would, say, in a mid-term evaluation. Moreover, it is a project-as-a-whole evaluation, not a bundle of four PUNO evaluations. However, it is in a position to recommend to UN agencies and stakeholders directions that should be taken in future actions related to migration in the SADC region. These are divided into two groups: overall strategic recommendations and more operational ones that are more closely tied to individual PUNOs and what we have termed the “project exit and consolidation” phase. As a result, these may be more suited to PUNOs' management response.

4.1. OVERALL STRATEGIC RECOMMENDATIONS

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| Recommendation 1 | Future migration initiatives should invest significant time in conducting thorough baseline assessments and developing detailed project documents with clearly articulated goals, activities, and expected outcomes to ensure all partners share a common understanding. Prior to project implementation and beyond the Country Dialogues, this requires clear needs and capacities assessments at country and regional levels, identifying needed support and analysing implementation methods. In other words, a project of this scale and scope needs a short identification/formulation phase. |
| Recommendation for | ILO and PUNO regional and country offices |
| Priority | High |
| Time implication | Project identification phase |
| This recommendation is based on | Conclusion 1, Conclusion 3, Conclusion 4 |
| Resources implication | High |

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| Recommendation 2 | To avoid coordination challenges and to enhance collaboration and complementarities among PUNOs, it is recommended that future multi-agency initiatives have clear Terms of Reference that take into account the differences of mandates, intervention methods and processes for each implementing UN agency. This, within a clear |
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| | general work plan, should articulate complementary competences and activities in order to avoid duplications and confusion, and should propose coordination processes to guide implementation. More structured mechanisms for joint planning, resource allocation, and activity implementation would enhance coherence, effectiveness, and efficiency. |
| Recommendation for | Implementing UN agencies/project management team |
| Priority | High |
| Time implication | At the stage of drafting the Description of Action, prior to signature and implementation. |
| This recommendation is based on | Conclusion 2 |
| Resources implication | Medium |

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| Recommendation 3 | Strengthen coordination among UN country and regional offices to better support agencies and enhance inter-agency collaboration. Similarly, plan for more involvement of UN country offices (e.g., the role of the Resident Coordinator) in supporting the agencies and coordination among PUNOs in the countries. Establishing clear leadership roles while maintaining collaborative decision-making processes would significantly improve project efficiency. Balance resource allocation between regional and local implementation to avoid procedural bottlenecks and ensure effective country-specific interventions. |
| Recommendation for | UN agencies' country offices |
| Priority | Middle |
| Time implication | Project implementation phase. |
| This recommendation is based on | Conclusion 2 and Conclusion 3 |
| Resources implication | Medium |

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| Recommendation 4 | Move beyond policy development to ensure practical implementation of initiatives, with clear pathways from concept to execution. For projects of this magnitude, covering 16 countries and 3 RECs that do not always share the same challenges, it is necessary to have two levels of implementation: the first an overall regional and general level ensured by workshops and trainings; the second a sub-regional and topic-specific one to bring together countries facing similar challenges in order to exchange and share experiences, especially on concrete progress. Future projects should balance individual skill development with institutional strengthening, ensuring that knowledge is embedded within organisational structures and processes rather than residing solely with trained individuals who may leave their positions or have little opportunity to apply developed skills. They should prioritise developing user-friendly data systems, training statisticians and planners in data analysis, and establishing clear protocols for data sharing among government departments and regional bodies to enhance the quality and utility of migration-related information. |
| Recommendation for | UN agencies |
| Priority | High |
| Time implication | Description of the Action and Implementation Phase |
| This recommendation is based on | Conclusion 2 and Conclusion 3 |
| Resources implication | Low |

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| Recommendation 5 | The implementing UN agencies should work more closely with local/national partners to ensure continuity and sustainability. Successful engagement requires identifying and working with high-level officials, particularly Permanent Secretaries, who could facilitate |
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| | decision-making. Future projects should allocate more time for government processes and develop strategies to secure early buy-in from key decision-makers to accelerate implementation. Future initiatives should strengthen regional mechanisms while respecting national contexts, perhaps through differentiated implementation timelines based on country readiness. Future migration initiatives should incorporate sustainability planning from the outset, including strategies for transferring responsibilities to national institutions, securing ongoing funding, and maintaining momentum on policy implementation after external support ends. |
| Recommendation for | PUNOs |
| Priority | High |
| Time implication | All through the implementation phase |
| This recommendation is based on | Conclusion 3 |
| Resources implication | Low |

4.2. OVERALL OPERATIONAL RECOMMENDATIONS

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| Recommendation 6 | Capture and communicate unresolved gaps and challenges. It is recommended that all PUNOs in the SAMM project provide a consolidated report highlighting unresolved issues and gaps, particularly in areas of mixed migration, protection, and national government ownership. This report should be formally submitted to the donor and regional stakeholders to register the dissatisfaction with shortfalls in protection outcomes, policy implementation, and coordination, ensuring a transparent record for institutional learning and advocacy. |
| Recommendation for | PUNO regional and country offices |
| Priority | High |
| Time implication | Project exit and consolidation phase |
| This recommendation is based on | Conclusion 1, Conclusion 2, Conclusion 3 |
| Resources implication | Medium |

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| Recommendation 7 | Institutionalise lessons learned and shortcomings in inter-agency approaches. Participating agencies should conduct an internal debrief and produce a management note that clearly details lessons learned, but also explicitly documents shortcomings in inter-agency coordination, division of responsibilities, and mandates. This is not for future project design, but to formally acknowledge the limitations experienced and to inform organisational reform across UN agencies. |
| Recommendation for | PUNO regional and country offices |
| Priority | High |
| Time implication | Project exit and consolidation phase |
| This recommendation is based on | Conclusion 2 |
| Resources implication | Medium |

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| Recommendation 8 | Submit recommendations for regional and national follow-up. With the project concluded, and recognising gaps in implementation and sustainability, it is practical for all agencies to submit targeted recommendations to the SADC Secretariat, RECs, and relevant national governments calling for continued attention and resources to unresolved priorities (such as vulnerable migrant protections and continued cross- |
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| | border coordination). This serves as both an advocacy tool and a closure activity, demonstrating due diligence in ensuring that outstanding needs are not left unaddressed. |
| Recommendation for | PUNO regional and country offices |
| Priority | High |
| Time implication | Project exit and consolidation phase |
| This recommendation is based on | Conclusion 3 |
| Resources implication | Medium |

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| Recommendation 9 | Establishment of a standing multi-agency learning exchange. Although SAMM will not be continued, PUNOs can propose, as a closure outcome, the establishment of a periodic regional multi-agency learning exchange on migration management. This low-cost, practical mechanism would ensure continued discussion of migration challenges, revisit outstanding issues raised by the project, and provide a channel for ongoing advocacy. Management responses can use this recommendation both to acknowledge unresolved dissatisfaction and to signal a constructive way forward for institutional voice and learning. |
| Recommendation for | PUNO regional and country offices |
| Priority | High |
| Time implication | Project exit and consolidation phase |
| This recommendation is based on | All conclusions |
| Resources implication | Medium |

5. LESSONS LEARNT AND GOOD PRACTICES

5.1. LESSONS LEARNT (SEE ALSO ANNEX 7)

- Increased Complexity in Multi-agency, Multi-country, and Multi-thematic Project.** A basic lesson learned from the SAMM project is that complexity matters. Four agencies (ILO, IOM, UNODC, UNHCR), three RECs (SADC, COMESA, IOC), two themes (labour migration and mixed migration, the latter covering multiple vulnerable populations with different specific needs), and sixteen countries covered, raised challenges to administration and management. Adding, IOM-UNODC-UNHCR relations are largely agency-to-Government (without neglecting civil society and agency-to-ultimate beneficiary); whereas the ILO's institutional structure is strongly articulated by its tripartite structure. The four PUNOs have not only distinct institutional structures but, more importantly, distinct institutional styles and different stakeholders.
- The Value and Cost of Coordination in Complex Regional Initiatives.** That the project was able to contribute to regional progress on migration management and governance, with tangible benefits for all stakeholders (moreover, in the face of COVID-19) is a tribute to the strength of project management. Nonetheless, as illustrated by examples of overlap and duplication at the activity level, coordination was not always successful. As important, coordination is not costless. A lesson is that the costs of necessary coordination need to be taken into account at the project formulation stage.
- Need for Early Harmonisation and Tailored Approaches in Multi-Stakeholder Projects.** A closely related lesson is that, as the number of stakeholders multiplies, heterogeneity increases. One conclusion of this evaluation is that more effort needed to be put, for example, into tailoring country-level actions to country-level needs and priorities; perhaps in a first, pre-Description of Action, project formulation phase document. The same could be said for the division of resources between major areas of action (labour and mixed migration), and between the implementing agencies according to their remits and technical competences.

4. **Bridging the Gap Between Policy Reform and Tangible Impact on Beneficiaries.** A fourth lesson is that the time lag between policy and framework development, institution-strengthening (essentially capacity-strengthening), and ground-level impact on ultimate beneficiaries is long. The tangible contributions of this project have been credibly documented in this evaluation, yet the evaluation team was unable to find much evidence of actual change in migrants' lives as lived. It could be argued that a more ambitious evaluation design could have discovered this. But the metaphor of a funnel is useful: Much reform at the policy level, leading to smaller reforms at the implementation level, leading to yet-smaller impacts at the individual level. Some institutional and resource constraints (e.g., bureaucracy, budget, staff retention) are canonical and can be criticised with impunity by external observers, such as evaluators. But others are inherent in democratic deliberative processes. All, the good and the bad, narrow the funnel at every point.
5. **Importance of High-Level Government Engagement to Enhance Project Effectiveness.** The SAMM project could have done better at overcoming delays and reducing confusion if it had more aggressively engaged with senior government officials at – Permanent Secretary and deputy levels. These are the government counterparts who can break down institutional barriers and overcome institutional inertia. However, an overall assessment is that the SAMM project contributed to progress in migration management and governance in a region where migration is a driving force.
6. **Future Preparedness Requires Stronger Justification of Agency Value and Coordination.** Lessons learned beg the question of what lessons will need to be learned in the future. Good (and bad) practices past also impose the question “What about in the future?” It is no secret that the donor funding available for both agency core and project development support is shrinking. Several agencies involved in SAMM are experiencing deep budget cuts; some due to bilateral donor targeted withdrawal, and some due to a geopolitical context of pressing security and defence spending concerns. Agencies will increasingly compete for still-available funding, with the effect that demonstrating coordination, complementarity, efficiency, and value added (roughly speaking, “What can this agency accomplish that we could not accomplish on our own bilaterally?”) will take on greater urgency.
7. **A Lack of Early Exit Strategies Placed Long-term Success at Risk.** It is vital to have the project's sustainability and exit strategies prepared at the onset of the project, with action plans ensuring that both strategies are owned and understood by all stakeholders and communicated to stakeholders throughout project implementation.

5.2. GOOD PRACTICES

1. **Adopting a Broad Regional and Thematic Scope to Reflect the Realities of Migration.** Despite the challenges of scale and scope, good practices emerged. One was the design of the project as one of broad scale and scope. As to scale, especially geographic scale, the fact that migration is an inherently cross-border phenomenon strongly calls for the regional approach, as did the regional integration programme of the RECs. All evidence is that dealing with migration as a whole, instead of bit by bit, contributed to the overall strength and potential impact of the project. There was no dilution effect.
2. **Establishing Intensive Coordination Mechanisms to Navigate Complexity and Crisis.** With scale and scope came coordination issues, and a good practice was the project's team coming to grips with this under difficult circumstances. The intense (weekly) coordination mechanism introduced by the project team in the early days of the project, which was darkened by the COVID emergency, contributed significantly to keeping the project on track, even with drastically altered modalities and timelines. The decision by the donor to grant a one-year no-cost extension was entirely justified.
3. **Decentralised Programming and Reporting as a Practical Response to Institutional Complexity.** In view of what has been here referred to as the combinatorial challenge, the decentralisation approach of the project team to both programming and reporting was a justifiable

good practice; far from perfect, but good. It led, admittedly, to instances of duplication and overlap, but to some degree, that was because of factors internal to the PUNOs, some having country offices, some not, with differing institutional relations between regional and country levels. It is a given that One-UN must take agency institutional mandates, structures, and cultures as found. Coordination, time intensive as it is, is the only feasible response.

ANNEXES

ANNEX 1: TERMS OF REFERENCE

INDEPENDENT JOINT FINAL EVALUATION OF THE SOUTHERN AFRICAN MIGRATION MANAGEMENT PROJECT (SAMM)⁴⁵

Version 4 September 2024

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|---------------------------------|--|
| Project Title: | Southern African Migration Management Project (SAMM) |
| Project Code | FED/2019/413-278 |
| Implementation agencies | International Labour Organisation (ILO) lead agency, International Organisation for Migration (IOM), United Nations High Commissioner for Refugees (UNHCR) and United Nations Office on Drugs and Crime (UNODC). |
| Administrative Unit | ILO Regional Office for Africa |
| Donor | European Union |
| Budget | 25,675,395 EUR |
| Implementation period | Start date: 01 January 2020 End date: 31 December 2024 |
| Coverage | Southern African Region, targeting 16 countries: Angola, Botswana, Comoros, the Democratic Republic of the Congo (DRC), Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, the Seychelles, South Africa, Tanzania, Zambia and Zimbabwe |
| Type of evaluation | Independent Joint Final Evaluation |
| Date of the evaluation | 7 October – 31 December 2024 |
| Evaluation Management Committee | <ul style="list-style-type: none"> Adam Adrien-Kirby, Lead Evaluation Manager (ILO) Rachael Tembo (IOM) Fiona Wambui Gatere (UNHCR) Moritz Schuberth and Katherine Aston (UNODC) |

⁴⁵ Full name: Strengthening institutional mechanisms for migration management in the Southern Africa Region

1. Introduction

These terms of reference describe the activities to be undertaken as part of the final independent evaluation of the Southern African Migration Management Project (SAMM), implemented by the ILO, UNODC, UNHCR and the IOM, and which is scheduled to end at the end of 2024. This evaluation is commissioned by the ILO as the lead agency.

Background

The Southern Africa Migration Management (SAMM) project is a four-year project that aims to improve migration management in the Southern African and Indian Ocean region. The project duration is 4 years, running from January 2020 to December 2023. The project has been granted a no-cost extension from 01 January – 31 December 2024. The SAMM project is a model of a ONE-UN approach with collaboration between four UN agencies: The International Labour Organization (ILO) as the lead agency, the International Organization for Migration (IOM), United Nations High Commissioner for Refugees (UNHCR) and United Nations Office on Drugs and Crime (UNODC). The SAMM project is funded by the European Commission and forms part of the European Union Regional Indicative Programme (11th EDF RIP) for Eastern Africa, Southern Africa, and the Indian Ocean (2014–2020), which includes among its objectives the facilitation of safe, orderly, and regular migration and the prevention of irregular migration. It focuses on South-South migration flows, identifying positive spill-over effects of international migration on regional integration and regional economic development.

The Project Objective

The SAMM Project's overall objective is to improve migration management in the Southern African and Indian Ocean region guided by, and contributing to the realization of, the 2030 Sustainable Development Agenda, especially Sustainable Development Goal (SDG) 8 on decent work and economic growth and SDG 10 on reducing inequalities.

The project comprises of two main project components: 1. Labour Migration; and 2. Mixed Migration. The first component supports the implementation of the UN Global Compact on Safe, Orderly and Regular Migration (GCM) and the second one the application of the UN Global Compact on Refugees (GCR), as well as of the GCM.

The specific objectives (SO) and key results areas (KRA) of this intervention, also detailed in the Theory of Change in the annex, are as follows. The responsible PUNOs for each SO and KRA will be communicated as required.

SO1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for (prospective) labour migrants. (ILO / IOM)

KRA1.1: Rights-based legal and efficient channels of labour migration and mobility (including appropriate protection measures for migrant workers) promoted and put in place in the Southern Africa / Indian Ocean region. (ILO / IOM)

KRA1.2: A Southern African and Indian Ocean migration observatory established and fully operational. (ILO / IOM)

SO2: To strengthen informed decision-making on and management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean region. (IOM / UNHCR / UNODC)

KRA2: Evidence-based management strategies and policies to address mixed migration challenges, including assurance of appropriate protection frameworks for vulnerable migrants, are formulated and implemented. (IOM / UNHCR / UNODC)

Purpose, Objectives and Scope of the Joint Final Independent Evaluation

The purpose of the final evaluation of the SAMM project is to review the implementation of the project to identify strengths and weaknesses, lessons, and good practices to be learned, and provide actionable recommendations for the PUNOs to be applied in similar or related initiatives.

The evaluation objectives are as follows:

1. Assess the relevance and coherence of project's design to the country needs and those of beneficiaries across the region and how the project is perceived and valued by the target groups (including beneficiaries), including the contributions of the project to Labour Migration and Mixed Migration regarding SADC and national policy frameworks such as National development plans and DWCPs, the UNSDCF, the SDGs targets, and the PUNOs strategic frameworks.
2. Analyse the implementation strategies of the project and how recommendations from mid-term were applied to enhance effectiveness for mixed migration and labour migration separately and for beneficiaries disaggregated by needs, sex, disability and other relevant criteria.
3. Assess the implementation efficiency of the project.
4. Review the institutional set-up, capacity for project implementation, coordination mechanisms between inter-agencies and with other stakeholders and the use and usefulness of management tools including the project M&E methodology.
5. Analyse the implemented strategies for outcomes' sustainability and orientation to impact.
6. Assess the extent to which the recommendations articulated in the mid-term evaluation have been addressed.
7. Identify lessons learned and potential best practices for key stakeholders.
8. Provide strategic and realistic recommendations with responsibilities clearly outlined for the different PUNOs to improve attainment and sustainability of project outcomes and impacts.

Given the temporal proximity of the mid-term (completed in December 2023)⁴⁶ and final evaluation, the latter will complement the former by not duplicating data collection and analysis but rather identifying aspects that were not as developed and incorporating them into the scope of the final evaluation. This should include a more focused selection of countries, the inclusion of data collected from beneficiaries, progress updates and more in-depth analysis of aspects treated in the mid-term evaluation or others absent.

Recommendations emerging from the evaluation will clearly identify the PUNO(s) responsible for their implementation. These recommendations will also provide clear guidance to the concerned stakeholder / PUNO on how to address the gaps and recommendations.

The Targeted Countries and Project Stakeholders

The project focuses on the Southern African Region, and targets the following 16 SADC countries: Angola, Botswana, Comoros, the Democratic Republic of the Congo (DRC), Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, the Seychelles, South Africa, Tanzania, Zambia and Zimbabwe.

⁴⁶ Available at i-eval Discovery (ilo.org)

1. The key SAMM project stakeholders are:

- Governments of the 16 supported countries,
- Regional Economic Commissions' secretariats (secretariats of SADC, COMESA and IOC),
- National administrations of the targeted member states of the Common Market for Eastern and Southern Africa (COMESA), the Indian Ocean Commission (IOC) and the Southern African Development Community SADC regions,
- UN Agencies, particularly the ILO, IOM, UNODC and UNHCR,
- Migration Dialogue for Southern Africa (MIDSA) and the COMESA Regional Consultative Process on Migration (RCP) are mechanisms to strengthen policy dialogue on the areas and issues addressed by the programme.
- Academic institutions, research think tanks, other relevant non-state actors and International Cooperating Partners involved in migration, migration research and transnational crime,
- Civil Society Organisations,
- Workers' organisations and their members,
- Employers' organisations.

2. The key SAMM indirect beneficiaries are:

- Migrant workers
- Refugees
- Asylum seekers
- Other persons of concern

Institutional and Management Arrangements

The project is led by a Chief Technical Adviser (CTA), responsible for overall project management based in Pretoria, South Africa. The CTA is supported by a Monitoring and Evaluation Officer, a Communication Officer, a Finance Officer and an Administrative Assistant. The project is located mainly in ILO Pretoria and has been working closely with the Decent Work Team based in Pretoria. The project has been backstopped by the labour migration specialist, who has also been participating in all meetings of the TIC and PSC.

At the country level, there are two National Project Coordinators (Seychelles and Zambia). The implementing agencies are the ILO, IOM, UNHCR and UNODC. Each agency has a National Project Coordinator based in Pretoria, South Africa.

The project management includes a Technical Working Group comprising of project staff members from all four partner agencies that meets once weekly. Other representatives and technical experts from the respective agencies attend as well, depending on the topics for discussion.

Furthermore, the Technical Implementation Committee (TIC) is in place and meets at least twice a year. Its overall objective is to provide strategic guidance and support on the implementation of the project as well as to review project documents such as the progress narrative and financial reports, M&E systems and Communications. Participation in the TIC includes representatives from COMESA, IOC and SADC and the EU.

Above and beyond this, the project also has a Project Steering Committee (PSC) in place, which also meets twice a year. Its overall objective is to act as a governing body and provide strategic leadership, general policy and overall guidance and oversight on the implementation of the project. It also provides recommendations regarding the focus, agenda, and outcomes of the SAMM project based on the changing external factors.

3. Evaluation Background

The implementing agencies consider evaluation as an integral part of the implementation of technical cooperation activities. Evaluation should be conducted for the purposes of accountability, learning, planning and building knowledge.

Two independent joint evaluations, ILO-led, are conducted: to date, the project has conducted the midterm (MTE) in July-December 2023 and is now planning to conduct the final evaluation.

The evaluation will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, including the UNEG guidance on Joint Evaluation, the Glossary of key terms in evaluation and results-based management developed by the OECD's Development Assistance Committee (DAC), the UNEG Integrating Human Rights and Gender Equality in Evaluations guidance (<http://www.unevaluation.org/document/detail/1616>) and the UNEG Guidance on Disability Inclusive Evaluations <http://www.uneval.org/document/detail/3050>.

The ILO Evaluation Office (ILO/EVAL) evaluation policies and technical guidance will guide the process (<https://www.ilo.org/eval/Evaluationguidance/lang--en/index.htm>), as well as ILO Evaluation guidelines and those of the other partner UN agencies.

This evaluation will follow the ILO policy guidelines for results-based evaluation; and the ILO EVAL Policy Guidelines Checklist 3 "Preparing the inception report"; Checklist 4 "Validating methodologies"; Checklist 5 "Preparing the evaluation report" and Checklist "6 Rating the quality of evaluation report" and will undergo external quality assurance of all evaluation deliverables (inception, draft and final report) provided by UNHCR.⁴⁷

For all practical purposes, this ToR and ILO Evaluation policies and guidelines define the overall scope of this evaluation.

Moreover, the project conducted an Evaluability Assessment in accordance with ILO policy governing technical cooperation projects. The assessment was conducted between October-November 2021 to support results-based management of ILO projects and programmes. The process helped to refine the project Comprehensive M&E Strategy (CMES) to address its purposes of supporting accountability, management, learning and building knowledge. Furthermore, the EU commissioned a Results Oriented Monitoring (ROM) Mission that took place in October-November 2021 focusing on a sample of 5 countries (Mauritius, South Africa, Zambia and Zimbabwe) out of the 16 supported countries to assess:

1. REC's involvement in the country: the intensity of relations of respective agencies with
2. RECs in and for the specific country.
3. Budget priority: the importance of the country for each agency in terms of committed and planned budget.
4. Strategic priority: additional to the budget, these criteria ascertain the existence of other relevant factors of the work of the agencies in this country.
5. Results already achieved: consideration of the activities already implemented and the results whether output or outcomes level.
6. Type of beneficiaries: the variety of actions addressed at different target groups (government officials, CSOs, targeted populations, etc.)

The recommendations of the ROM Mission were addressed.

Also, as mentioned above, the SAMM project has also conducted the independent Mid-Term Evaluation from July -December 2023.

7. Scope of the Evaluation

⁴⁷ Available at www.ilo.org/eval/Evaluationguidance/lang

The final evaluation will cover the period from January 2020 to the date of the evaluation (expected August 2024). The evaluation will cover all countries (with a focus on some countries chosen in a way that complements the mid-term evaluation) and regional planned outputs and outcomes under the project, with particular attention to synergies between the components and contribution to continental and national policies and programmes. All PUNOs' activities and results will be included. Where interviews are used as the primary method of data collection, interviewees will be at least 18 years of age.

The evaluation will also assess how the project is addressing the cross-cutting themes including human rights, gender equality and inclusivity (i.e. people with disabilities), social dialogue and tripartism, international labour standards and fair transition on environment, human rights concerns and other relevant areas as outlined by the project document.

The evaluation will seek to establish how and why the project has achieved or not achieved the intended results and other unexpected ones that could have arisen.

8. Audiences

The primary clients of the evaluation are the PUNOs (ILO, UNHCR, UNODC, IOM). The secondary clients of the evaluation are the national and regional stakeholders, the donor as well as other relevant stakeholders. The Office and stakeholders involved in the execution of the project would use, as appropriate, the evaluation findings, recommendations, lessons learnt and best practices, and lessons to be learned identified. The PUNOs will address, each one and in a coordinated manner as applies, the evaluation findings, conclusions, and recommendations.

9. Review Criteria and Key Evaluation Questions

The evaluation should address the overall OECD-DAC evaluation criteria⁴⁸: relevance, coherence, effectiveness, efficiency, sustainability, and impact as defined in the ILO Policy Guidelines for results-based evaluation, 2020 4th edition⁴⁹. The findings and conclusion should be presented based on these criteria.

In line with the results-based approach applied the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation criteria and the achievement of the outcomes/objectives of the project using the indicators in the logical framework of the project but not limiting to them.

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

Analysis of concerns related to gender, human rights and disability inclusion will be based on the UNEG and ILO Guidelines. The evaluation will integrate gender equality and inclusivity⁵⁰ as a crosscutting concern throughout its deliverables and process. Furthermore, it should pay attention to issues related to social dialogue, international labour standards and fair environmental transition.

9.1 Key Evaluation Questions

⁴⁸ https://www.ilo.org/eval/WCMS_744068/lang-en/index.htm

⁴⁹ https://www.ilo.org/sites/default/files/wcmsp5/groups/public/@ed_mas/@eval/documents/publication/wcms_571339.pdf

⁵⁰ This dimension includes all vulnerable groups such as women, migrants, youth, cultural-ethnic groups, etc.

The evaluator shall examine the following key areas:

1. Relevance

1. To what extent are the project and its theory of change based on clearly identified needs and challenges of/for the target groups regarding migration in the Southern Africa and Indian Ocean region (considering key stakeholders and applying relevant disaggregation involvement in the formulation and implementation)?

2. Coherence

1. To what extent is the project coherent with the SADC and Governments objectives, National Development Frameworks, UNDSCFs and DWCPs, ILO Programme and Budget 2020-24, beneficiaries' needs (i.e., men and women, boys and girls and other vulnerable groups), and does it support the targets of the relevant SDGs and African Union action plan?

2. What links have been established so far with other activities of the UN or other cooperating partners operating in the Countries in the area of Labour Migration and Mixed Migration?

3. To what extent has the project integrated UN cross cutting themes (including human rights, gender equity, inclusiveness of people with disabilities and other vulnerable groups, climate change) as well as those specific to the PUNOs in the design and implementation?

4. How did the ILO's role as lead agency affect the coherence of the project?

3. Project Effectiveness

1. What progress has been made towards achieving the overall project objectives/outcomes and what have been the main contributing and challenging factors?

2. What unintended results of the project have been identified, if any?

3. To what extent has the management and governance structure put in place worked strategically internally (among PUNOs) and with all key stakeholders and partners in targeted countries, UN agencies and the donor to achieve project objectives? Does this governance structure take gender and inclusivity dimensions into consideration?

4. How has the project affected the experience of different categories of migrants moving through the migration corridors relevant to the project?

5. How did the ILO's role as lead agency affect the effectiveness of the project?

4. Efficiency of resource use

1. To what level has the project allocated resources (financial, human, technical support, etc.) strategically and operationally in terms of expected outputs, outcomes, and impact, including performance?

2. To what extent have resources been allocated to address UN cross cutting themes (such as human rights, gender equity, inclusiveness of people with disabilities and other vulnerable groups, climate change), as well as those specific to the PUNOs towards the project outputs and outcomes?

3. How did the ILO's role as lead agency affect the project's efficiency of resource use?

5. Impact orientation

1. What level of influence has the project had on the labour migration and mixed migration governance on policies and practices at national and RECs' levels?

2. Is the project contributing to expand the knowledge base and build evidence regarding the project outcomes and impacts? If so, how is such knowledge managed and/or made available to others in an effective and efficient manner?

6. Sustainability

1. How is the project strategy and project management steering towards sustainability? Does the project implement systematically an exit strategy?

7. Crosscutting

1. To what extent have the recommendations of the mid-term review been implemented, if not why?

10. Evaluation Methodology

The evaluation is an independent evaluation, and it will comply with evaluation UNEG norms and standards and follow ethical safeguards as well as to the OECD/DAC Evaluation Quality Standards, as mentioned above.

The evaluation primary method will be a theory-based approach. It will be conducted using mixed methods, including triangulation to increase the validity and rigor of the evaluation findings, engaging with key stakeholders of the project, as much as feasible, at all levels during the design, data collection and reporting stages. The evaluators will outline a clear sampling strategy that will show how participants were selected and provide an indication of how representative the findings will be. The evaluation will seek to apply a variety of evaluation techniques – desk review, electronic surveys, meetings with stakeholders, focus group discussions, and observation during the field visits as applicable. Triangulation of sources and techniques should play a central role. All evaluation questions should be answered systematically and with adequate disaggregation where applicable. Evidence and analysis should be clearly traceable from data collection to findings, conclusions and recommendations. There should also be evident use of triangulation of data.

Field visits for the final evaluation will be carried out in countries where the participating United Nations Organizations were most active. Other countries will be analysed through desk review, virtual interviews and surveys. In the interest of limiting stakeholder fatigue, evaluation teams will be encouraged to propose other modalities that serve to streamline the final evaluation while maintaining an approach based on the Theory of Change and while complementing the scope of the mid-term evaluation. Annex 1 presents a table with levels of effort of the project dedicated to each country.

In operationalising the TORs, the inception report will allow for data to be collected in a way that reflects human rights-based and gender sensitive approaches, e.g. data disaggregated by sex, ethnicity, age, disability etc.

Adjustments to the methodology, sampling strategy and evaluation questions including countries selection will be determined by the consultant based on clear rationale and in consultation with the Evaluation Management Committee (EMC) during the inception phase.

Inception Phase

During the inception phase, the evaluation team will conduct initial literature review and data analysis plan, and proposed changes to the questions, scope, or methodology. This will also ensure that the evaluation team has a good understanding of the project before commencing interviews. The literature review will be used as a basis for outlining the evaluation tools (questionnaires and interview guides). Virtual interviews with the project staff, UN agencies and the donor will also be undertaken. The objective of the consultation is to reach a common understanding regarding expectations and available data sources. The theory of change can also be developed further in consultation with the project staff and the EMC.

The inception report will cover status of logistical arrangements, project background and materials, evaluability assessment, key evaluation questions and evaluation indicators, evaluation matrix, analysis plan, detailed work plan, detailed stakeholders mapping, approaches to responsible data management⁵¹, outline of the stakeholders' workshop and of the final report, and all data collection tools following EVAL Checklist 3 (see Annex 1).

⁵¹ This should outline approaches to responsible data management including data storage and access, protecting the confidentiality of participants and ensuring that personally identifying information is not collected unnecessarily,

The evaluators' technical proposals should include suggested selection criteria and countries to consider during the evaluation with different emphasis in data collection. The selection may include criteria such as presence of the different PUNOs, cases with value for learning from work conducted by the project, strategic balance in the selection, value per se of field visit versus virtual data collection, etc.

The inception report should be approved by the EMC before moving on to the data collection phase at field level. As part of the EMC review, the draft inception report will be shared with the project team and the donor for their feedback.

The evaluation team leader will receive a list of key stakeholders from the Project CTA. If the Evaluation Team needs to contact other stakeholders that are not on the list of key stakeholders, this can be discussed with the Evaluation Manager and project staff during the preparation of the inception report.

10.1 Desk Review

The desk review will include the following information sources:

- Project document.
- Monitoring and Evaluation Related Project Documents (Theory of Change, Log Frame, M&E Strategy, Annual Work Plan).
- Evaluability Assessment Report.
- Project monitoring plans and tools
- Mid-Term Evaluation Report
- Progress reports.
- Project budget and related financial reports.
- Reports and products from various activities (including trainings, workshops, task force meetings, video conferences etc.).
- Communications Plan.
- Other relevant documents as required.

All documents will be made available by the Project CTA, in coordination with the evaluation manager, in a drop-box (or similar) at the start of the evaluation.

10.2 Data Collection/Field Visits

The evaluation data collection methodology will combine remote/virtual and fieldwork data collection.

The evaluators will undertake group and/or individual discussions during field visit when necessary and feasible. The project will provide all its support in organization of these virtual interviews to the best extent possible. The evaluators will ensure that opinions and perceptions of women are equally reflected in the interviews and that gender-specific questions are included.

The field visits should consider a qualitative representative number of countries proposed under the framework of the number of working days proposed in the section 12.4 below, and the intensity of work of the project in countries presented in Annex 2.

Preliminary findings workshop

A trilingual stakeholders' workshop (or three separate workshops) in English, French and Portuguese will be conducted by the evaluators with the participation of the ERG and the EMC members to discuss initial findings and complete data gaps. The workshop will be facilitated by the EMC. It will be logistically supported by the project implementing agencies and programmatically managed by the evaluation team. The evaluation team leader will conduct the workshop virtually or based in

Pretoria (HQ of the project). The details of it should be stated clearly in the Inception report for further preparation during the data collection phase.

10.3 Report Writing

Based on the inputs from desk review, interviews with key stakeholders, electronic questionnaires and other data collection tools applied and crosschecked through triangulation, the evaluation team will draft the evaluation report. The report should be presented by evaluation criteria and consequent evaluation questions, ensuring all evaluation questions are answered with evidence clearly stated and data sources adequately triangulated. The conclusions and lessons learnt should be clearly linked to the findings. The recommendations should be clearly linked to the conclusions and be realistic, considering contextual issues such as limited funding.

The initial/zero draft evaluation report in English, French and Portuguese will be shared with and presented to the EMC in English for a review of the methodology used and preliminary recommendations. It will concurrently be shared with the external quality assurance for technical evaluation comments. The evaluators will then address these comments and reshare with the EMC indicating how the comments were addressed. Once the EMC has approved it, it will be shared with the ERG in English for 10 working days for clarification and factual errors related comments. After that, the EMC leader will consolidate the comments and share them with the evaluators.

Then, the evaluators will develop the final version of the report in English, French and Portuguese. This version will be shared with the EMC for a final review, and upon addressing any further comments from the EMC, a final version will be developed in all three languages. This final version should be approved by the PUNOs Evaluation offices. Later on, beyond it the PUNOs will produce a management response for all recommendations linked to their respective interventions.

11. Deliverables

Inception report in English (not more than 20 pages excluding the annexes) with detailed work plan (including dissemination workshops) and data collection instruments following EVAL Checklist 3 – see annex).

- Presentation of preliminary findings at three stakeholders' workshops to be held in English, French and Portuguese.
- A concise draft evaluation report in English plus annexes (maximum 30 pages), French and Portuguese, following EVAL Checklists 5 and 6 - see Annex, as per the following proposed structure:
 - Cover page with key project and evaluation data (using ILO EVAL template)
 - Executive Summary
 - Acronyms
 - Description of the project
 - Purpose, scope, and clients of the evaluation
 - Methodology and limitations
 - Clearly identified findings for each criterion (integrating questions per criterion)
 - Conclusions
 - Recommendations (10-12 maximum in total, per each one: for whom, priority, timing and resources)
 - Lessons learned and good practices (briefly in the main report, and under ILO EVAL template in the annexes)
 - Lessons to be learned
 - Annexes:
 - TOR

- Evaluation questions matrix
 - Data Table on Project Progress in achieving its targets by indicators with comments
 - Evaluation schedule
 - Documents reviewed
 - List of people interviewed
 - Lessons learned and good practices (using ILO-EVAL template)
 - Any other relevant documents
- Final evaluation report in English, French and Portuguese (same outline as the draft report) and a comments log (preferably in tabulated form in Microsoft Excel) on how the comments received have been addressed.
 - Evaluation Summary using the ILO/EVAL template.

All draft and final outputs, including supporting documents, analytical reports and raw data, as applicable, should be provided to the evaluation manager in electronic version compatible with Word and are copyrighted by ILO.

12. Management Arrangements, Work Plan and Timelines

12.1 Composition of the Evaluation Team

The evaluation will be conducted by an evaluation team that would include a minimum of 3 team members (including Anglophone, Francophone and Lusophone members), one of whom would be designated the Team Leader. The Team Leader will be the point of contact with the EMC through the ILO Evaluation Manager, and the person responsible for the report. The evaluation team will agree on the distribution of work and schedule for the evaluation.

The role of the Team Leader will consist of:

- Initial familiarization with the project through briefing with Evaluation Manager and project staff.
- Further familiarization through project and background documents.
- Development of inception report, sharing with Evaluation Manager for approval.
- Communication with Evaluation Manager about practical arrangements and progress.
- Division of roles and responsibilities with the other team members.
- Leadership throughout the evaluation process.
- Responsible for the development the draft report and sharing with the ILO.
- Responsible for the development of the final report.

By way of guidance, the following are suggested responsibilities for the evaluation team members:

Evaluation team leader responsibilities:

- a. Desk review of programme documents
- b. Briefing with EMC
- c. Preliminary interviews with the UN agencies and programme officers
- d. Development of the inception report including the evaluation instrument
- e. Undertake interviews with stakeholders (virtual)
- f. Facilitate the virtual stakeholders' workshop
- g. Draft evaluation report
- h. Finalise evaluation report

Evaluation team member responsibilities

- a. Support the desk review of programme documents

- b. Undertake interviews with stakeholders
- c. Support the facilitation of the stakeholders' workshop
- d. Provide inputs in the draft and final evaluation reports.

12.2 Evaluation Management

The final evaluation will be managed by an Evaluation management committee (EMC) integrated by the evaluation managers of the Participating United Nations Organizations (PUNOs) who are not involved in the implementation of the joint programme. The EMC will be led by the ILO evaluation manager as the lead agency. The evaluation team leader will report to the Evaluation Management Committee (EMC) led by the ILO evaluation manager and should discuss any technical and methodological matters with them, should issues arise.

The EMC is composed by an evaluation officer from each agency, not linked to the programme and led by ILO. All officers will have evaluation background and work on this area in the agency they represent. The officer can be based anywhere, as the work will be virtual. The ILO evaluation manager, with support from ILO/EVAL, will provide the highest quality control, using ILO/EVAL checklists (see section 13).

The EMC function is to take full responsibility for the supervision of the evaluation teamwork, particularly the deliverables and assure a good relationship between them and the programme, acting as broker between both key actors for the evaluation. A major role is quality assurance and approval of the evaluation deliverables (inception report, draft report, and final report) following UNEG and UN agencies evaluation standards and making sure to receive feedback from the Evaluation Reference Group (see below). The EMC assures the independence, credibility and transparency of process and its outcome. The EMC is the highest evaluation decision body, under the supervision of the UN agencies evaluation offices.

Upon approval of the inception report, the data collection will begin. After the data collection phase, a project level stakeholders' workshop (virtual and face-to-face combined) will be conducted to present preliminary results and recommendations, with participation of key stakeholders of the different countries and regional stakeholders.

The evaluation process will be participative and will involve all relevant programme stakeholders and partners. The evaluation results will be disseminated among government, development partners, civil society, and other stakeholders. A management response will be produced by each PUNO in relation to each recommendation addressed to that UN agency. This management response will be produced upon completion of the evaluation process and will be made publicly available according to each PUNO policy.

The evaluation will be carried out with full logistical support of the programme staff led by the Project CTA, with the administrative support of the ILO Country Office in Pretoria (with support from the other UN agencies as necessary). The EMC, particularly through the ILO lead evaluation manager, will oversight the administrative and logistical support.

12.3 Evaluation Reference Group

The PUNOs and key project stakeholders (such as national and RECs stakeholders, implementing partners, etc.) constitute the Evaluation Reference Group (ERG). These stakeholders ERG members were identified at the planning step of this evaluation. The draft ToR have been shared with all of them for their comments. The ERG has no management role. Its function is to provide technical advice to the EMC and through them to the evaluation team to improve the quality of the evaluation based on their knowledge of the context and the programme. In detail, the ERG has the following functions:

Planning

- Review draft TORs and provide feedback ensuring that the TOR leads to a useful evaluation output and provide any additional key background information to inform the finalization of the ToR.
- Identify source documents for the evaluation team.

Data Collection

- Act as key informants during the data collection stage. Assist the evaluation team by providing sources of the information and facilitating data access.
- Attend the end of data collection workshop to discuss preliminary findings.

Data Analysis and Reporting

- Review and comment on the draft evaluation report, specifically focusing on accuracy, quality, and comprehensiveness of the basis against which the findings are presented, and conclusions and recommendations are made.
- Particular attention should be given to ensuring that the recommendations are relevant, targeted, realistic, and actionable.
- The ERG must respect the decision of the independent evaluators regarding the extent of incorporation of feedback provided to them by the ERG and other stakeholders, as long as there is sufficient transparency in how they have addressed the feedback, including clear rationale for any feedback that has not been incorporated.

Disseminate and Follow-up Phase (led by project management)

- After the EMC lead deliver the final evaluation report to the PUNOs,
- Disseminate the final evaluation report internally and externally, as relevant.
- Share, as relevant, evaluation findings within the respective units, organizations, networks and at key events.
- Provide input to the PUNOs management response and its implementation as appropriate by each PUNO.
- Apply the learning extensively as appropriate.

12.4 Work Plan and Timelines

The total duration of the evaluation process is estimated to 57 working days for the team leader and 43 for each team member.

| N. | Activity | Responsible | Team leader No days | Team member No days | Team member No days | Dates |
|----|--|-------------------------------------|------------------------|------------------------|------------------------|----------------|
| 1 | Evaluation process planning: <ul style="list-style-type: none"> • Agencies designate Evaluation Management Committee (EMC) members and Evaluation Reference Group (ERG) • List of stakeholders to share the TORs draft for comments • Draft ToR shared with ERG and EMC, the donor, and other parties as relevant, for feedback and finalization | Evaluation Management Committee EMC | 0 | 0 | 0 | February 2024 |
| 2 | Selection and contracting of evaluation team: <ul style="list-style-type: none"> • Publication of the Call for expression of interest • Selection • Contracting process | EMC | 0 | 0 | 0 | September 2024 |
| 3 | Evaluation process: | | | | | |

| | | | | | | |
|--|--|---|-----------|-----------|-----------|------------------------|
| a | Briefing to the Evaluator | EMC | 1 | 1 | 1 | October 2024 |
| b | Desk-review phase and Inception report development | Evaluation team (ET) with project support | 15 | 10 | 10 | October 2024 |
| c | QA and Approval of the Inception report | EMC | 0 | 0 | 0 | October 2024 |
| d | Data collection (virtual and face-to-face) | ET with programme support | 20 | 20 | 20 | November 2024 |
| e | Stakeholders' workshop (preliminary findings and recommendations and fill information gaps) | ET with programme support | 1 | 1 | 1 | November 2024 |
| f | Data analysis | ET | 5 | 2 | 2 | November 2024 |
| g | Draft report development | ET | 10 | 7 | 7 | November-December 2024 |
| h | Methodological review and approval of the draft before circulation | EMC | 0 | 0 | 0 | December 2024 |
| i | Circulate the draft report to ERG | EMC | 0 | 0 | 0 | December 2024 |
| j | Consolidate comments from stakeholders and share with the Evaluator | EMC | 0 | 0 | 0 | December 2024 |
| k | Incorporate comments from programme team and key stakeholders (possibly including a brief conversation with key stakeholders to present | Evaluation team | 3 | 2 | 2 | December 2024 |
| l | Review of revised draft by EMC and UN agencies evaluation offices | EMC/ERG | 0 | 0 | 0 | December 2024 |
| m | Finalization of the report according to comments by EMC, ERG and UN agencies' evaluation offices | Evaluation team | 2 | 0 | 0 | December 2024 |
| n | Approval of the evaluation by PUNOs evaluation offices | EMC | 0 | 0 | 0 | December 2024 |
| o | <u>Dissemination:</u> <ul style="list-style-type: none"> Upload the report in the ILO/EVAL public website and other PUNOs Management response UN agencies and other stakeholders learning use of the evaluation report | PUNOs and Project management | 0 | 0 | 0 | January 2025 |
| Total number of days for evaluation | | | 57 | 43 | 43 | |

12.5 Resources

Estimated resource requirements at this point:

- Evaluator consultancy fee for 57 days for the team leader consultant and 43 for each of the two team members consultants.
- Field missions as per ILO travel regulations (DSA and travel support).
- Translation and interpretation (this cost will be covered by the team of consultants).
- Stakeholders' workshop (interpreters if needed).

12.7 Calendar of payment

- Approval of the inception report 20%

- Presentation of the preliminary findings (PowerPoints at the stakeholders' workshop) and approved draft report 40%
- Final report approved 40%

12.8 Qualifications and Experience Team leader

1. Master's degree in social sciences, Monitoring and Evaluation, Development Studies or related field.
2. A minimum of 10 years of professional experience specifically in evaluating multi-country and regional development initiatives and programmes (as team leader in some cases), preferable in Africa; and comprising human rights, gender, and inclusiveness.
3. Proven experience with logical framework and theory of change approaches and other strategic planning approaches on M&E methods, information analysis and report writing. extensive knowledge of, and experience in applying qualitative and quantitative research methodologies.
4. Evaluation experiences in Labour migration, mixed Migration, and/or refugee fields on institutional settings and capacity building will be an asset.
5. In-depth knowledge of the local context, national policies in terms of development and existing national and international support programs the in the Southern Africa region countries covered by the project.
6. Knowledge and experience of working with the UN System will be an asset.
7. Excellent communication and interview skills.
8. Demonstrated excellent report writing and speaking skills in English. French and Portuguese will be an asset (it may be complemented by the team members).
9. Demonstrated ability to deliver quality results within strict deadlines.
10. No prior involvement with this project.

Evaluator team members 1 and 2

1. Degree in Social Sciences, Development studies, or related graduate qualifications.
2. A minimum of 7 years of professional experience specifically in evaluating multi-country and regional development initiatives and programmes, preferable in Africa; and comprising human rights, gender and inclusiveness.
3. Experience in Labour Migration and/or Mixed Migration field and/or Migration and refugees, including evaluation, on institutional settings and capacity building will be an asset (the evaluation team leader and/or the evaluation team member should have this experience).
4. Proven experience with logical framework and theory of change approaches and other strategic planning approaches on M&E, information analysis and report writing. extensive knowledge of, and experience in applying, qualitative and quantitative research methodologies.
5. In-depth knowledge of the local context, national policies in terms of development and existing national and international support programs in the Southern Africa region countries covered by the project.
6. Knowledge and experience of working in the UN System will be an asset.
7. Excellent communication and interview skills.
8. Demonstrated excellent report writing and speaking skills in English. French and Portuguese and other national and local languages in the region will be an asset will be an asset.
9. Demonstrated ability to deliver quality results within strict deadlines.
10. No prior involvement with this project

Note: The consultants can propose other team arrangements that address the above requirements.

13. Evaluation process and criteria

The companies should apply as per instructions in the invitation documents. The criteria to assess the proposals received are the following:

1. Technical and methodological approach and understanding of the terms of reference: 20 points

- Demonstration of understanding of the purpose of the assignment
- Demonstrated experience with logframe approaches, theory of change, M&E methods and approaches, and information analysis
- Extensive knowledge and experience in applying qualitative and quantitative research methodologies

2. Specific experience and relevant expertise of the firm in connection with the mission: 20 points

- Description of skills, qualifications and experience of the firm showing suitability for the assignment.
- Demonstrate the expertise and capacity of the firm to conduct the project evaluation, particularly within the United Nations system and/or with international development organizations.

3. Specific experience of the evaluation team and relevant expertise related to the mission: 15 points

- Evidence of qualification/certification of proposed staff
- Evidence of previous work experience and good performance in similar assignments for the ILO or UN agencies or multilateral and bilateral organizations.
- Evidence of previous experience of the proposed team in evaluating similar projects, preferably in Southern Africa
- Solid experience on issues related to migration management policies in Africa, as well as in human rights-based programming and results-based management will be an asset.

4. Relevance of the engagement implementation and management plan: 15 points

- Does the implementation plan include all deliverables with a tentative timeline?
- Are the number and responsibility of key personnel involved in the mission defined?
- Does the proposed number of people and the implementation plan allow the consultant to complete the work within the timeframe?
- Does the approach to responsible data management include adequate data storage and access, and the protection of participants' confidentiality? Does the approach ensure that personally identifying information is not collected unnecessarily?

Technical Score Total: 70 points financial score: 30 points

Annexes**Annex 1: Relevant Documents and Tools on the ILO Evaluation Policy**

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
2. Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
3. Checklist 5 Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
4. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
5. Template for lessons learned and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

6. Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
7. Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
9. Template for evaluation summary:

Annex 2: Current SAMM project implementing agencies active work by country

| COUNTRY | ILO | IOM | UNODC | UNHCR |
|--------------|-----|-----|-------|-------|
| Angola | × | × | ✓ | × |
| Botswana | × | ✓ | ✓ | ✓ |
| Comoros | × | × | × | ✓ |
| DRC | × | × | ✓ | × |
| Eswatini | ✓ | ✓ | ✓ | ✓ |
| Lesotho | ✓ | ✓ | ✓ | ✓ |
| Madagascar | × | × | × | ✓ |
| Malawi | × | ✓ | ✓ | ✓ |
| Mauritius | ✓ | ✓ | × | ✓ |
| Mozambique | × | ✓ | ✓ | × |
| Namibia | ✓ | ✓ | ✓ | ✓ |
| Seychelles | ✓ | ✓ | ✓ | ✓ |
| South Africa | ✓ | ✓ | ✓ | ✓ |
| Tanzania | × | × | × | × |
| Zambia | ✓ | ✓ | ✓ | ✓ |
| Zimbabwe | × | ✓ | ✓ | ✓ |

- ✓ Country in which the PUNO work is more intense.
- × Country in which the PUNO work is less intense.

Annex 3 Project Theory of Change

Project vision: “Migration management in the Southern Africa and Indian Ocean Regions is strengthened to protect the rights of migrants and persons of concern* to fully enable them to contribute to and benefit from national, regional and global development policy agendas”

Key assumptions within the Theory of Change of the proposed project:

1. Rapid recovery from Covid-19 impacts leads to the removal of restrictions on movement and public engagements.
2. Low level of disruption associated with conflict and disaster-related risks in SAMM project countries.
3. Continuous political buy-in and commitment from partner countries and Regional Economic Communities (RECs) to Labour Migration (LM) and Mixed Migration (MM).
4. Sufficient human and financial resources from partners and institutions, RECs, national government agencies, private sector, civil society and local communities.

Intervention logic for attaining SOIs

SO1: Progressive change in legislation and implementation of evidence-based policies at RECs and national level will stimulate/facilitate an enabling policy and legal environment for Labour migrants/migrant workers to effectively exercise their rights and pursue economic and development opportunities.

SO2: The development and implementation of evidence-based policies on MM at RECs and national level, will gradually address the legal and socio-economic barriers that hamper the protection of migrants and persons of concern* and enhanced management of mixed flows.

Intervention logic for realizing KRAs

Key result area 1.1: Effective implementation of LM legislations and policies at regional and national level, will enhance the ability of relevant institutions to provide opportunities for efficient channels and protection measures that incrementally reduce the incidence of rights abuses and non-compliance to international and regional standards with regard to migrant workers.

Key result area 1.2: The provision of quality data and knowledge products on LM will enable better implementation and monitoring of policies, as well as effective reporting on international and regional standards, thus facilitating decisions about which migration management strategies protect the rights of migrants and persons of concern*

Key result area 2.1: The generation, analysis, dissemination and utilization of data on effective mixed migration management strategies and policies, will provide opportunities for appropriate protection frameworks, targeted at migrants and persons of concern*.

ANNEX 2: EVALUATION MATRIX

| DAC Criterion | Evaluation Questions (EQs) | Judgment Criteria / Sub-questions | Indicators | Data Sources |
|------------------|---|--|--|---|
| Relevance | <p>Project and its theory of change based on clearly identified needs and challenges of/for the target groups?</p> <p>Project adjusted to reflect changing context, evolving needs, and challenges identified?</p> | <ul style="list-style-type: none"> Project documents reflect a credible Theory of Change. The project is based on relevant needs assessments and consultations. Project design and implementation flexibly responded to evolving context and emerging partner and beneficiary needs. | <ul style="list-style-type: none"> ✓ Project documents and ToC accurately represent assumptions, risks, and mitigation measures. ✓ ToC and resource allocations (human and financial) adjusted as needed over the project lifetime ✓ Project programming and intervention design have benefited from solid monitoring and learning mechanisms permitting flexible adjustment to changing contexts and evolving needs. ✓ Project strategy and implementation responded constructively to findings of Evaluability Review, ROM, and MTE. | <ul style="list-style-type: none"> i. Document review ii. Project beneficiary interviews iii. Project staff interviews iv. PUNO interviews v. REC interviews vi. Evaluability Review vii. ROM report viii. eSurvey ix. MTE |
| Coherence | <p>Project coherent with UN, implementing PUNO, regional, and national strategies and objectives?</p> <p>Links established with other activities of the UN and/or other cooperating partners operating in the Countries in the area of Labour Migration and Mixed Migration?</p> <p>Project integrated UN cross-cutting themes (as well as those specific to the PUNOs) in design and implementation?</p> | <ul style="list-style-type: none"> Project documents aligned with <ul style="list-style-type: none"> ○ SADC and Governments' objectives ○ National development frameworks, ○ UNSDCFs and DWCPs, ○ GCM and GCR ○ ILO Programme and Budget 2020-24 ○ Relevant SDGs, African Union Action Plans, ○ RECs frameworks and needs. Major donor (EU) strategies and policies; e.g. Gender Action Plan III (GAP III). Project governance structure assured effective cooperation between <ul style="list-style-type: none"> ○ ILO ○ IOM, UNHCR, UNODC | <ul style="list-style-type: none"> ✓ Frameworks for cooperation with PUNOs and country- and regional-level partners established and functioned effectively. ✓ Partnerships with PUNOs for information sharing and joint actions established and effectively implemented. ✓ Improved alignment of SADC and national policy frameworks with international standards and agreements | <ul style="list-style-type: none"> i. MTE ii. SADC-, regional-, and country-level document review iii. APRs iv. Minutes of coordination meetings v. Project staff interviews |

| DAC Criterion | Evaluation Questions (EQs) | Judgment Criteria / Sub-questions | Indicators | Data Sources |
|----------------------|--|---|--|---|
| | How did the ILO's role as lead agency affect the coherence of the project? | <ul style="list-style-type: none"> Regional and national partners National and regional-level tripartite social partners CSOs/NGOs Project design and implementation reflected cross-cutting themes <ul style="list-style-type: none"> Gender PLWDs, Youth Climate change Human rights | ✓ ILO, as lead agency, operated effectively in its convening and coordination role. | vi. REC interviews |
| Effectiveness | <p>Progress made towards achieving overall project objectives/outcomes? Main contributing and challenging factors?</p> <p>Management and governance structure put in place worked strategically internally (among PUNOs) and with all key stakeholders and partners in targeted countries, UN agencies and the donor to achieve project objectives?</p> <p>Governance structure takes gender and inclusivity dimensions into consideration.</p> <p>How has the project affected the experience of different categories of migrants moving through the migration corridors relevant to the project?</p> | <ul style="list-style-type: none"> Labour migration <ul style="list-style-type: none"> Project has contributed to strengthening normative (legal) and institutional (Governments, workers and employers' organisations) frameworks The project has contributed to strengthening the capacity of agencies responsible for managing labour mobility within and to the SADC region; <ul style="list-style-type: none"> With tangible benefits for labour migrants, including protection of workers' and employers' rights and ethical recruitment. With project support, stigmatisation of labour migrants reduced. With project support, fair and ethical recruitment by employment agencies and private firms promoted. BLMA negotiations facilitate portability of skills and qualifications | ✓ Labour migration <ul style="list-style-type: none"> With project support, strengthened voice of CSOs/NGOs, Government agencies, workers and employers' organisations in dialogue related to legal labour migration. With project support, streamlined and more secure border-crossing procedures With project support, SADC and national labour migration policies embed gender and PLWD policies aligning with international standards and frameworks. With project support, portability of social insurance benefits facilitated. With project support, recognition of qualifications facilitated. With project support, firms and employment agencies increasingly practice fair and ethical recruitment. | i. MTE ii. Document review iii. APRs iv. Minutes of coordination meetings v. Project staff interviews vi. REC interviews |

| DAC Criterion | Evaluation Questions (EQs) | Judgment Criteria / Sub-questions | Indicators | Data Sources |
|---------------|--|--|--|--------------|
| | How did the ILO's role as lead agency affect the coherence of the project? | <ul style="list-style-type: none"> ○ With project support, portability of social insurance benefits facilitated. • Mixed migration <ul style="list-style-type: none"> ○ Project has contributed to strengthening normative (legal) and institutional (judiciary and law enforcement) frameworks ○ Project has contributed to strengthening capacities of agencies responsible for managing mixed migration within and to the SADC region; <ul style="list-style-type: none"> - With tangible benefits for members of mixed migration flows, including protection in line with international law, the Assistant Voluntary Return and Reintegration (AVRR) and human rights. - With project support, the stigmatisation of migrants in an irregular situation is reduced. • COVID-19 response and adjustments <ul style="list-style-type: none"> ○ Across all areas and themes the project adjusted flexibly to preserve effectiveness in response to the unexpected and unforeseeable COVID-19 pandemic. | <ul style="list-style-type: none"> - With project support, increased awareness of development benefits of labour migration in destination and (SADC) origin countries. ✓ Mixed migration <ul style="list-style-type: none"> - THB: <ul style="list-style-type: none"> ▪ With project support, improved cross-border information-sharing. ▪ With project support, improved investigative and prosecutorial capacity. ▪ With project support, victims' rights are defended. ▪ With project support, awareness of risks of being trafficked raised. ▪ With project support, RECs are increasingly aware of mixed migration. ▪ With project support, protection of victims is strengthened. - SoM: <ul style="list-style-type: none"> ▪ With project support, improved cross-border information-sharing ▪ With project support, improved investigative and prosecutorial capacity ▪ With project support, criminal networks are disrupted. | |

| DAC Criterion | Evaluation Questions (EQs) | Judgment Criteria / Sub-questions | Indicators | Data Sources |
|---------------------------|---|---|---|---|
| | | | <ul style="list-style-type: none"> ▪ With project support, awareness of risks of being smuggled and opportunities for legal migration were raised. - Refugees ▪ With project support, refugee rights defended ▪ With project support, asylum application procedures streamlined and brought into alignment with international strategies and good practices ▪ With project support, AVRRC supported. | |
| Efficiency | <p>Project allocated resources (financial, human, technical support, etc.) strategically and operationally in terms of expected outputs, outcomes, and impact, including performance?</p> <p>Resources allocated to address UN cross-cutting themes, as well as those specific to the PUNOs towards the project outputs and outcomes?</p> <p>How did the ILO's role as lead agency affect the project's efficiency of resource use?</p> | <ul style="list-style-type: none"> • Planned and actual project outputs delivered without excessive delays and reasonably in line with budget. • Reasoned distribution of resources (financial, human, technical support) across thematic areas (legal and mixed migration) and across PUNOs. • Capacity constraints at regional and national partners taken into account. • Choice of Implementing Partners (PUNOs) reflects a reasoned balancing of capacity, field presence, and cost. | <ul style="list-style-type: none"> ✓ Planned and actual deliverables ✓ Timely delivery ✓ Admin costs | <ul style="list-style-type: none"> i. MTE ii. Document review iii. APRs iv. Minutes of coordination meetings v. Project staff interviews vi. REC interviews |
| Impact orientation | Level of influence of the project on labour migration and mixed migration governance policies and | <ul style="list-style-type: none"> • Project was oriented towards leveraging ILO, PUNO, and national/ REC-level expertise, credibility, and capacities to | <ul style="list-style-type: none"> ✓ Legislation/policies / regulatory measures enacted | <ul style="list-style-type: none"> i. MTE |

| DAC Criterion | Evaluation Questions (EQs) | Judgment Criteria / Sub-questions | Indicators | Data Sources |
|-----------------------|--|---|--|--|
| | <p>practices at national and RECs' levels?</p> <p>Project contribution to expand the knowledge base and build evidence regarding the project outcomes and impacts? Knowledge managed and/or made available to others in an effective and efficient manner?</p> | <p>promote legal labour migration as a contributor to sustainable development.</p> <ul style="list-style-type: none"> Project was oriented towards leveraging ILO, PUNO, and national/REC-level expertise, credibility, and capacities to manage irregular migration with a rights-based approach. BLMA negotiations have ensured recognition of skills and qualifications Project developed and disseminated knowledge gained and lessons learned to serve as a foundation for post-project work. | <ul style="list-style-type: none"> ✓ Legislation / policies / regulatory measures implemented. ✓ Capacity-building beneficiaries' views on impact (real or potential) effectiveness of training. | <ul style="list-style-type: none"> ii. Document review iii. APRs iv. Minutes of coordination meetings v. Project staff interviews vi. REC interviews vii. E-survey viii. FGDs |
| Sustainability | <p>Project strategy and management steering towards sustainability? Exit strategy systematically implemented?</p> | <ul style="list-style-type: none"> Project strategy includes explicit provisions for sustainability and risks thereto. Phase 2 (post-MTE) saw marked increase in PUNO and beneficiary attention devoted to sustainability. | <ul style="list-style-type: none"> ✓ Project strategic documents contain sustainability analysis and risk mitigation measures ✓ Minutes of Steering Committee meetings ✓ Retention of trained staff | <ul style="list-style-type: none"> i. Project strategic documents ii. APRs iii. Minutes of Steering Committee meetings iv. Staff and beneficiary interviews |

ANNEX 3: DATA TABLE ON PROJECT PROGRESS IN ACHIEVING TARGETS BY INDICATORS WITH COMMENTS

The Table below was developed based on information presented in the Annual Progress Report 5 and the final version of the Data Table on Cumulative Values/Results Logical Framework of the Southern Africa Migration Management (SAMM) Project.

| Outputs/Outcome | Indicators | Planned | Achieved | Comments |
|---|---|---------|----------|---|
| Strategic Objective (SO) 1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for female and male(pro prospective) migrant workers. | | | | |
| Improved migration management in Southern Africa and Indian Ocean Regions. | Number of countries and RECs across the SADC region with a comprehensive and gender responsive migration governance framework in place, comprehensive meaning it includes labour and mixed migration policies, strategies or mechanisms * | 8 | 18 | Total 18 (eighteen): 14 (fourteen) countries + 2 (two) RECs (SADC & COMESA) + 2 (two) baselines. Overall, 64 either National-level or REC-level Labour or Mixed Migration Policies/Strategies or Mechanisms were supported as follows: 56 National-level Labour or Mixed Migration Policies, strategies or mechanisms + 8 REC-level Labour or Mixed Migration policies/strategies/mechanisms formulated, adopted or implemented: |
| | Number of countries and RECs across the SADC region where migration is embedded in national development plans and/or that have developed specific mixed migration-related policies or strategies* | 11 | 16 | Total 16 (sixteen): 12 (twelve) countries + 1 (one) REC (SADC) + 3 (three) baselines. 48 either National-level or REC-level Mixed Migration Policies/Strategies or Mechanisms as follows: 42 National-level Mixed Migration Policies/Legislation/Mechanisms either formulated, adopted, activated or implemented: IOM - 13 Mixed Migration Policies, Legislation or Implementation Mechanisms supported |
| | Number of countries and RECs across the SADC region that have developed, adopted a gender responsive labour migration and or have launched implementation plans/ monitoring frameworks * | 8 | 16 | Total 16 (sixteen): 11 (eleven) countries + 2 (two) RECs: SADC & COMESA) + 3 (three) baselines. 14 National-level and 2 REC--level Labour Migration Policies/Strategies or Mechanisms supported |
| | Number of NGOs provided with Capacity development to improve the availability of quality and comparable labour and mixed migration data. | 16 | 16 | |

| Specific objective(s): | | | | |
|---|--|-----|--|---|
| SO 1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for female and male(pro prospective) migrant workers. | SO 1.1: Number of binding gender responsive policy measures on labour migration formulated, adopted, and implemented at the national level. | 11 | 17 | Total 17 (seventeen): 14 Labour Migration Policies, Legislation or Implementation Mechanisms formulated, adopted or implemented + 3 baseline. |
| | SO 1.2: Number of bilateral labour / circular migration agreements and or MoUs across the region and with third countries | 12 | 9 | Total 9 (nine): 0 (zero) BLMA concluded + 9 (nine) baselines. |
| SO 2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean Region. | SO 2.1: Number of policy instruments and/or strategies regulating mixed/irregular migration formulated, adopted, and implemented at the national level across the region. | 25 | 42 | 42 National-level Mixed Migration Policies/Strategies or Mechanisms formulated, adopted, implemented or activated |
| | SO 2.2: Number of institutional arrangements/coordinating mechanisms set up across the region with the aim to provide assistance and protection to vulnerable migrants, IDPs, asylum seekers and refugees | 10 | 14 | 14 Refugees, Asylum, Statelessness, or Displacement Policies, Legislation or Implementation Mechanisms supported |
| Key Result Area (KRA) 1: Rights-based policy, legal and efficient channels of labour migration and mobility (including appropriate protection measures for migrant workers) promoted and put in place in the Southern Africa and Indian Ocean region. | | | | |
| Output 1.1: REC's, Bilateral and National-level labour migration strategies and/or policies, agreements and regulatory frameworks formulated, consolidated and implemented. (ILO/IOM). | Indicator 1.1.1: Number of countries with labour migration policies and/or strategies designed and or implemented in alignment to regional and international standards and frameworks | 11 | 16 12 by the project | Total 17 (seventeen): 14 Labour Migration Policies, Legislation or Implementation Mechanisms formulated, , adopted or implemented and action plans drafted + 3 baseline. |
| | Indicator 1.1.2: Number of countries and RECs' structures strengthened on labour migration capacity, coordination and engagement. | 13 | 19 18 by the project | TOTAL 19 (nineteen): 16 (sixteen) SADC Member States + 2 (two) RECs (SADC + COMESA) strengthened on labour migration + 1 (one) baseline |
| | Indicator 1.1.3: Number of bilateral labour migration agreements under, formulation, negotiation and/ or adoption across the region, disaggregated by country and partner countries. | 10 | 10 No BLMA concluded by the project | TOTAL 10 (ten): 4 (four) under formulation, and 0 (zero) additional BLMAs concluded + 6 (six) baselines. |
| | Indicator 1.1.4: Number of Conferences organised on Gender-sensitive Labour Migration issues at the SADC-level. | 2 | 3 | Total 3 :1 (one) assessment more than the targeted ones, which were 3 (three) with zero baseline. |
| | Indicator 1.1.5: Number of awareness-raising activities and advocacy tools produced on labour migration in the SADC region. | 30 | 91 | Total of 94 (ninety-four) while the target was 64 (sixty-four). Zero baseline...a website was created, 2 (two) media and 91 (ninety-one) labour migration advocacy tools. |
| Output 1.2: Enhanced capacities of regional and national social partners to promote fair recruitment and decent | Indicator 1.2.1: Number of national and regional stakeholders provided with capacity development events and knowledge on fair and ethical recruitment and decent employment for migrant workers. | 150 | 356 | A total of 356 stakeholders were trained on fair and ethical recruitment and decent employment for migrant workers. Exceeds the target by 156 (hundred fifty-six), while the baseline was zero. |

| Specific objective(s): | | | | |
|---|--|----|--------------------------------------|--|
| SO 1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for female and male(pro prospective) migrant workers. | SO 1.1: Number of binding gender responsive policy measures on labour migration formulated, adopted, and implemented at the national level. | 11 | 17 | Total 17 (seventeen): 14 Labour Migration Policies, Legislation or Implementation Mechanisms formulated, adopted or implemented + 3 baseline. |
| | SO 1.2: Number of bilateral labour / circular migration agreements and or MoUs across the region and with third countries | 12 | 9 | Total 9 (nine): 0 (zero) BLMA concluded + 9 (nine) baselines. |
| SO 2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean Region. employment for migrant workers. (ILO/IOM) | SO 2.1: Number of policy instruments and/or strategies regulating mixed/irregular migration formulated, adopted, and implemented at the national level across the region. | 25 | 42 | 42 National-level Mixed Migration Policies/Strategies or Mechanisms formulated, adopted, implemented or activated |
| | SO 2.2: Number of institutional arrangements/coordinating mechanisms set up across the region with the aim to provide assistance and protection to vulnerable migrants, IDPs, asylum seekers and refugees | 10 | 14 | 14 Refugees, Asylum, Statelessness, or Displacement Policies, Legislation or Implementation Mechanisms supported |
| | Indicator 1.2.2: Number of employers 'organisations having designed and/ or implemented a policy, developed a charter, or other instruments and mechanisms on the recruitment and employment of migrant workers. | 3 | 74 | A total of 74 (seventy-four) employers' organisations and private recruitment agencies, exceeding by 71 seventy-one) the target, showing a real involvement of these stakeholders. |
| | Indicator 1.2.3: Number of Guidelines on Fair and Ethical Recruitment at the SADC-level. | 1 | 1 | 1 (one) guideline has been drafted, which is the first. |
| | Indicator 1.2.4: Number of policy instruments and mechanisms formulated, negotiated and or implemented by Southern African Trade Union Coordination Council (SATUCC) and Commission des Syndicats de Travailleurs de l'Océan Indien (CSTOI) on decent employment for migrant workers, including gender-relevant elements. | 5 | Total 7 4 achieved by the project | Total of 7 (seven) policy instruments are present, while the target was 5 (five) and 3 (three) existed already. This means the project could achieve 4 (four), not meeting the target. |
| | Indicator 1.2.5: Number of visibility and information tools produced on migrant workers' rights, remediation in the SADC region. | 2 | 6 | Total of 6 (six) of visibility infographics, factsheets for SADC and brochures, where none existed. The project did 4 more than the target. |
| Output 1.3: Social protection for migrant workers improved through the implementation of SADC frameworks for cross-border portability of accrued social security benefits as well as through improved labour migration administration, diaspora engagement and the | Indicator 1.3.1: Number of countries piloting the SADC guidelines on portability of social security benefits. | 5 | 11 | Total 11 (eleven) countries, while the baseline was 0 (zero). The project exceeded by 6 (six) its target. |
| | Indicator 1.3.2: Number of countries extending social protection to migrant workers and number of advocacy tools produced on the portability of social security benefits. | 2 | 3 2 by the project | The total is 3 (three) countries while the target was 1 (one) and 1 existed already. |
| | Indicator 1.3.3: Evidence to strengthen the use of remittances in SADC countries produced. | 1 | 1 | One document on remittances produced. |
| | Indicator 1.3.4: Number of countries improving labour migration administration through the creation or | 6 | 6 2 by the project | A total of 6 countries has labour migration units. 4 (four) existed already and the project could put in place 2(two). It did not meet the target. |

| Specific objective(s): | | | | |
|--|---|-----|-----------------------|---|
| SO 1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for female and male(pro prospective) migrant workers. | SO 1.1: Number of binding gender responsive policy measures on labour migration formulated, adopted, and implemented at the national level. | 11 | 17 | Total 17 (seventeen): 14 Labour Migration Policies, Legislation or Implementation Mechanisms formulated, adopted or implemented + 3 baseline. |
| | SO 1.2: Number of bilateral labour / circular migration agreements and or MoUs across the region and with third countries | 12 | 9 | Total 9 (nine): 0 (zero) BLMA concluded + 9 (nine) baselines. |
| SO 2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean Region. reduction of remittances' transfer cost. (ILO/IOM) | SO 2.1: Number of policy instruments and/or strategies regulating mixed/irregular migration formulated, adopted, and implemented at the national level across the region. | 25 | 42 | 42 National-level Mixed Migration Policies/Strategies or Mechanisms formulated, adopted, implemented or activated |
| | SO 2.2: Number of institutional arrangements/coordinating mechanisms set up across the region with the aim to provide assistance and protection to vulnerable migrants, IDPs, asylum seekers and refugees | 10 | 14 | 14 Refugees, Asylum, Statelessness, or Displacement Policies, Legislation or Implementation Mechanisms supported |
| | strengthening of labour migration units and labour migration committees. | | | |
| | Indicator 1.3.5: Support the implementation of the Regional Declaration on Diaspora Engagement and Remittances Use. (IOM) | 6 | 7 | A total of 7 (seven) support to the implementation of the Regional Declaration on Diaspora Engagement and Remittances Use was achieved. This exceeded the target. |
| Output 1.4: Capacity of member states and RECs enhanced to strengthen portability and recognition of skills of migrant workers, including through alignment with existing RQFs, the planned ACQF and other systems/tools. (ILO). | Indicator 1.4.1: Level of compliance to international standards within RECs level actions/recommendations on recognition of migrant workers' qualifications. | 40% | Moderate | While 40% was considered as showing a strong level of compliance, the project reached a "moderate" level. |
| | Indicator 1.4.2: Number of action plans adopted at the national level in line with international standards on recognition of migrant workers' qualifications, including the alignment to regional and continental qualifications frameworks, among others. | 1 | 2 | Total 2 (two), while 6 have been validated because 8 (eight) were already being piloted. |
| Output 1.5: The protection of migrant workers is enhanced through the ratification and implementation of International Labour Standards, knowledge sharing, capacity development, and regular REC's level consultations on existing Labour Migration Frameworks. (ILO/IOM). | Indicator 1.5.1: Number of tripartite+ stakeholders provided with capacity development courses to obtain the Diploma for Labour Migration Experts and Practitioners. | 300 | 417 | Total of 417 (four-hundred and seventeen) tripartite stakeholders have been capacitated for the first time as the baseline was zero. This exceeded the target by 117 (one-hundred and seven) persons. |
| | Indicator 1.5.2: Number of recommendations and guidelines on labour migration officially adopted by COMESA, IOC and/or SADC + Level of implementation of the SADC Labour Migration Policy Framework and Labour Migration Action Plan and the COMESA protocol on the free movement of persons, labour, services, rights of establishment and residence. | 6 | 5 2 by the project | The total is 5 and there were already 3 such tools and the target was 6. |
| | Indicator 1.5.3: Number of countries considering the ratification of the key ILO conventions on migrant workers | 12 | 12 | The total is 12 (twelve): 3 (three) countries ratified, 4 (four) are considering and while the baseline was 6 (six). |

| Specific objective(s): | | | | |
|--|--|----|------------------|--|
| SO 1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for female and male(pro prospective) migrant workers. | SO 1.1: Number of binding gender responsive policy measures on labour migration formulated, adopted, and implemented at the national level. | 11 | 17 | Total 17 (seventeen): 14 Labour Migration Policies, Legislation or Implementation Mechanisms formulated, adopted or implemented + 3 baseline. |
| | SO 1.2: Number of bilateral labour / circular migration agreements and or MoUs across the region and with third countries | 12 | 9 | Total 9 (nine): 0 (zero) BLMA concluded + 9 (nine) baselines. |
| SO 2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean Region. | SO 2.1: Number of policy instruments and/or strategies regulating mixed/irregular migration formulated, adopted, and implemented at the national level across the region. | 25 | 42 | 42 National-level Mixed Migration Policies/Strategies or Mechanisms formulated, adopted, implemented or activated |
| | SO 2.2: Number of institutional arrangements/coordinating mechanisms set up across the region with the aim to provide assistance and protection to vulnerable migrants, IDPs, asylum seekers and refugees | 10 | 14 | 14 Refugees, Asylum, Statelessness, or Displacement Policies, Legislation or Implementation Mechanisms supported |
| | (C97, C143) and related conventions (C181, C189, C190) through the formulation of gap analysis – or establishing regulatory frameworks and number of REC's modifying their legislation on migration. | | 7 by the project | |
| KRA1.2: A RECs level (SADC, COMESA) labour market observatory established and operational with an important labour migration component. | | | | |
| Output 2.1: A RECs-level Labour Market Observatory/framework established including labour migration statistics. (ILO and IOM). | Indicator 2.1.1: A Labour Market Information System (LMIS or Observatory) at the REC's level is available and integrates labour migration statistics. | 1 | 1 | A SADC Labour Market Observatory established, piloted, provided with capacity development and equipment, functioning and including labour migration statistics. Preliminary actions have taken place but the labour Market Observatory at the REC's level has not been achieved. |
| | Indicator 2.1.2: List of labour migration statistics minimum indicators. | 1 | 1 | Total of 1 (one) meeting the target. |
| | Indicator 2.1.3: Number of Gender-sensitive labour migration reports produced and validated | 3 | 2 | 2(two) reports produced. |
| | Indicator 2.1.4: Number of countries provided with direct methodological support to include a labour migration statistics module into their LMIS or Labour Force Surveys. | 6 | 7 | A total of 7(seven) countries were provided with support, while the target was 6 and zero baseline. |
| Output 2.2: Production and knowledge dissemination of labour migration statistics and migrant workers' profiling available at regular intervals for longitudinal comparability. (ILO). | Indicator 2.2.1: Number of country reports based on an agreed list of indicators, including on migrant workers, and refugees (where applicable), made available to the LMIS database. | 26 | 26 | 26 (twenty-six) country Labour Migration reports produced, meeting fully the target. Zero baseline. |
| Output 2.3: Comparable migration modules are available | Indicator 2.3.2: Number of IT equipment and other services provided to make the LMO functional or operational. | 5 | 5 | The donated items were received by the representative from the IT department. |

| Specific objective(s): | | | | |
|--|--|-----|-----|--|
| SO 1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for female and male(pro prospective) migrant workers. | SO 1.1: Number of binding gender responsive policy measures on labour migration formulated, adopted, and implemented at the national level. | 11 | 17 | Total 17 (seventeen): 14 Labour Migration Policies, Legislation or Implementation Mechanisms formulated, adopted or implemented + 3 baseline. |
| | SO 1.2: Number of bilateral labour / circular migration agreements and or MoUs across the region and with third countries | 12 | 9 | Total 9 (nine): 0 (zero) BLMA concluded + 9 (nine) baselines. |
| SO 2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean Region. | SO 2.1: Number of policy instruments and/or strategies regulating mixed/irregular migration formulated, adopted, and implemented at the national level across the region. | 25 | 42 | 42 National-level Mixed Migration Policies/Strategies or Mechanisms formulated, adopted, implemented or activated |
| | SO 2.2: Number of institutional arrangements/coordinating mechanisms set up across the region with the aim to provide assistance and protection to vulnerable migrants, IDPs, asylum seekers and refugees | 10 | 14 | 14 Refugees, Asylum, Statelessness, or Displacement Policies, Legislation or Implementation Mechanisms supported |
| in national/regional labour force surveys. (ILO/IOM). | | | | |
| Output 2.4: Southern Africa and Indian Ocean labour migration analysis and reports are available. (ILO/IOM). | Indicator 2.4.1: Number of evidence-based sub-regional or regional reports on labour migration statistics produced and disseminated at the REC's level. | 2 | 2 | Total 2 (two). Target met. |
| Output 2.5: Exchange (at regional level and along specific migration corridors) is taking place on mixed and labour migration data. (IOM). | Indicator 2.5.1: Number of exchanges documented at regional level and across specific migration corridors on mixed and labour migration data. | 3 | 2 | Total 2 (two). Target has not been met. |
| Strategic Objective (SO) 2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean Region. (IOM, UNODC, UNHCR) | | | | |
| Key Result Area (KRA) 2: Evidence-based management strategies and policies to address mixed migration challenges, including assurance of appropriate protection frameworks for vulnerable migrants, are formulated and implemented. | | | | |
| Output 3.1: Relevant government services have the technical and financial capacity to capture, store and manage harmonized cross-border data on mixed migration flows and vulnerable migrants (women, | Indicator 3.1.1: Number of officials trained in capturing, storage, and management of mixed migration/movement data (except TIP and SOM covered under 3.1.5.) | 250 | 653 | Total of 653 (six-hundred fifty-three) officials, which represent 403 (four-hundred and three) officials trained management of mixed migration data. |
| | Indicator 3.1.2: Number of TIP and SOM cases recorded. | 200 | 153 | Total of 153 (hundred and fifty-three). Less than 47 (forty-seven) cases as were the target. |
| | Indicator 3.1.3: Number of national systems reviewed to assess the level of inclusion in the national legal identity, civil registration, and vital statistics. | 5 | 13 | 13 (thirteen) national systems have been reviewed, exceeding by 8 (eight) the target, with a zero baseline. |



























| Specific objective(s): | | | | |
|---|--|------|-------------------------|--|
| SO 1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for female and male(pro prospective) migrant workers. | SO 1.1: Number of binding gender responsive policy measures on labour migration formulated, adopted, and implemented at the national level. | 11 | 17 | Total 17 (seventeen): 14 Labour Migration Policies, Legislation or Implementation Mechanisms formulated, adopted or implemented + 3 baseline. |
| | SO 1.2: Number of bilateral labour / circular migration agreements and or MoUs across the region and with third countries | 12 | 9 | Total 9 (nine): 0 (zero) BLMA concluded + 9 (nine) baselines. |
| SO 2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean Region. disabled, children and youth). (IOM/UNODC/UNHCR). | SO 2.1: Number of policy instruments and/or strategies regulating mixed/irregular migration formulated, adopted, and implemented at the national level across the region. | 25 | 42 | 42 National-level Mixed Migration Policies/Strategies or Mechanisms formulated, adopted, implemented or activated |
| | SO 2.2: Number of institutional arrangements/coordinating mechanisms set up across the region with the aim to provide assistance and protection to vulnerable migrants, IDPs, asylum seekers and refugees | 10 | 14 | 14 Refugees, Asylum, Statelessness, or Displacement Policies, Legislation or Implementation Mechanisms supported |
| | Indicator 3.1.4: Number of regional, bi and multi-lateral meetings convened/supported on mixed migration data collection, analysis and data protection. | 10 | 32 28 by the project | 32 (thirty-two) is number of officials trained, exceeding by 18 (eighteen) the target of 10 (ten), with 4 (four) baselines. . The report refers to Activity linked to 3.1.1. |
| | Indicator 3.1.5: Number of officials trained on TIP and SOM identification, investigation, and prosecution. | 1000 | 3483 | The total number of trained officials is 3483 (three thousand four-hundred and eighty-three). This represents 2977 (two thousand nine-hundred and seventy-seven) officials trained on TiP and SoM with zero baseline. In 2024, the project trained 506 criminal justice practitioners (252 males and 254 females). |
| | Indicator 3.1.6: Number of national-level consultations or other actions taking place to strengthen the technical and operational capacities of state and non-state actors directly involved in mixed migration data. | 24 | 31 19 by the project | Total of 31 (thirty-one) consultations out of which 19 were at national level, while the target was 24 (twenty-four), with 12 (twelve) existing at the baseline level. This means the project did 19 (nineteen) consultations and have not reached the target. |
| | Indicator 3.1.7: Number of Flow Monitoring Points (FMP) reports produced and collecting data on mixed migration flows. | 12 | 12 10 by the project | 12 (twelve) in total. The project has done 10 flow monitoring points because 2 were at the baseline and hence did not meet the target. |
| Output 3.2 National and regional actors have the technical and financial capacities to develop and implement harmonised mixed migration policies. (IOM/UNHCR) | Indicator 3.2.1: Number of mixed migration policy documents and/or mechanisms developed and implemented at regional and/or national level (except TIP and SOM covered under 3.2.4.). (except TIP and SOM covered under 3.2.4.). | 14 | 32 17 by the project | Total 32 (thirty-two) with 17 (seventeen in total) produced by the project, exceeding the target, and one baseline. Linked to 3.2.4. where only TIP and SOM policies are covered and to 3.4.3. Number of countries |
| | Indicator 3.2.2: Number of countries and REC's receiving training or provided with capacity development on mixed migration data management. | 7 | 15 | The total is 15 (fifteen), with 8 (eight) trainings exceeding the target. Linked to 3.1.1. Number of Officials |
| | | | | |

| Specific objective(s): | | | | |
|--|--|----|-------------------------|---|
| SO 1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for female and male(pro prospective) migrant workers. | SO 1.1: Number of binding gender responsive policy measures on labour migration formulated, adopted, and implemented at the national level. | 11 | 17 | Total 17 (seventeen): 14 Labour Migration Policies, Legislation or Implementation Mechanisms formulated, adopted or implemented + 3 baseline. |
| | SO 1.2: Number of bilateral labour / circular migration agreements and or MoUs across the region and with third countries | 12 | 9 | Total 9 (nine): 0 (zero) BLMA concluded + 9 (nine) baselines. |
| SO 2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean Region. | SO 2.1: Number of policy instruments and/or strategies regulating mixed/irregular migration formulated, adopted, and implemented at the national level across the region. | 25 | 42 | 42 National-level Mixed Migration Policies/Strategies or Mechanisms formulated, adopted, implemented or activated |
| | SO 2.2: Number of institutional arrangements/coordinating mechanisms set up across the region with the aim to provide assistance and protection to vulnerable migrants, IDPs, asylum seekers and refugees | 10 | 14 | 14 Refugees, Asylum, Statelessness, or Displacement Policies, Legislation or Implementation Mechanisms supported |
| | Indicator 3.2.3: Number of reports on mixed migration developed and disseminated. (except TIP and SOM tools covered under 3.2.5.) | 10 | 34 | Total of 34 (thirty-four) reports have been produced. 24 more than the target. This corresponds to 15 (fifteen) reports for SADC and 9 (nine) for countries. |
| | Indicator 3.2.4: Number of policy documents and mechanisms on trafficking in persons and smuggling of migrants developed and or implemented. | 10 | 19 | Total of 19 (nineteen) documents, while the target was 10 (ten) and zero baseline. This means a basis is put for TiP and SoM. |
| | Indicator 3.2.5: Number of thematic knowledge products on TIP and SOM best practices commissioned and made available to decision makers across the region. | 18 | 12 10 by the project | The total is 12 (twelve) that has not reached the target and 2 already on the baseline, showing the project produced 10 products. |
| | Indicator 3.2.6: TIP and SOM thematic studies and research in the SADC region. (UNODC) | | | • Merged with Activity 3.2.5. indicator, baseline and target. |
| | Indicator 3.2.7: Number of consultative and cross-country learning meetings on UNHCR's protection mandate (including the ratification of relevant international and regional instruments) conducted in partnership with academia, NGOs or other stakeholders. | 6 | 34 33 by the project | A total of 34 meetings, where the target was 6 (six) and where 1 (one) was the baseline. This means the project organised 33 (thirty-three) meetings. |
| | | | | |
| Output 3.3: Existing regional and national platforms assure consultations, exchanges of best practices and capacity development on irregular/mixed | Indicator 3.3.1: Number of MIDSA, MIDCOM, and other regional, bi and multi-lateral meetings convened/supported. | 48 | 52 22 by the project | 52 (fifty-two) meetings in total, including 30 meetings that had already taken place, and the project was able to organise 22 (twenty-two), and has not met the target. |
| | Indicator 3.3.2: Number of recommendations and guidelines formulated on mixed migration and presented to/adopted by regional decision-making structures. | 37 | 97 96 by the project | 97 (ninety-eight) recommendations in total: 86 (eighty-six) for RECs and 10 at bilateral level. The baseline was only one. |

| Specific objective(s): | | | | |
|---|--|------|-------------------------|---|
| SO 1: Improved policy environment for labour migration across the region and improved access to legal and efficient means of labour mobility for female and male(pro prospective) migrant workers. | SO 1.1: Number of binding gender responsive policy measures on labour migration formulated, adopted, and implemented at the national level. | 11 | 17 | Total 17 (seventeen): 14 Labour Migration Policies, Legislation or Implementation Mechanisms formulated, adopted or implemented + 3 baseline. |
| | SO 1.2: Number of bilateral labour / circular migration agreements and or MoUs across the region and with third countries | 12 | 9 | Total 9 (nine): 0 (zero) BLMA concluded + 9 (nine) baselines. |
| SO 2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean Region. migration issues. (IOM/UNHCR). | SO 2.1: Number of policy instruments and/or strategies regulating mixed/irregular migration formulated, adopted, and implemented at the national level across the region. | 25 | 42 | 42 National-level Mixed Migration Policies/Strategies or Mechanisms formulated, adopted, implemented or activated |
| | SO 2.2: Number of institutional arrangements/coordinating mechanisms set up across the region with the aim to provide assistance and protection to vulnerable migrants, IDPs, asylum seekers and refugees | 10 | 14 | 14 Refugees, Asylum, Statelessness, or Displacement Policies, Legislation or Implementation Mechanisms supported |
| | Indicator 3.3.3: Number of Dialogues organised with regional entities, Governments, and refugee-led organisations to enhance protection and solutions for forcibly displaced and stateless populations. | 4 | 15 14 by the project | 15 (fifteen) dialogues in total: 12 (twelve) at national level and 2 at SADC. 1 dialogue existed at the baseline. The project has done 10 (ten) dialogues more than the target. |
| Output 3.4: A Regional Mixed Migration Policy Framework ensures adequate protection to vulnerable migrants (addressing trafficking and including refugees, asylum seekers and IDPs). IOM/UNODC/UNHCR. | Indicator 3.4.1: Number of TIP and SOM professional networks and shelters provided support to. | 6 | 4 | Total 4 (four) shelters and professional networks. It has not reached the target. |
| | Indicator 3.4.2: Number of national and regional institutions strengthened in investigating and prosecuting TIP-SOM criminal networks. | 15 | 35 32 by the project | Total of 35 (thirty-five) institutions are strengthened, with 32 by the project as 3 existed. This exceeds the target by 20. |
| | Indicator 3.4.3: Number of countries that have developed or implemented national mixed migration policies + Number of Officials trained (except in TIP and SOM covered under 3.1.5.). | 6 | 14 12 by the project | 14 countries have developed or implemented national mixed migration policies. This represents 12 by the project and 2 existing at the baselines. It exceeds the target by 8. Activity line linked to 3.2.1. |
| | Indicator 3.4.4: Number of countries adopting or implementing the Comprehensive Strategy for advancing Protection of Persons of Concern according to the GCR. | 2 | 12 | 12 total of strategies on protection, which represent 10 more than the target. This shows a real involvement of countries for the protection of PoC's by UNHCR. |
| Output 3.5: National referral systems and participatory protection frameworks assure improved protection for irregular migrants and awareness on the risk of irregular migration. | Indicator 3.5.1: Number of awareness campaigns on mixed migration undertaken (TIP and SOM campaigns covered under 3.5.3 and Refugees and other Persons of concern to UNHCR covered under 3.5.4.) | 3 | 1 | Only 1 (one) Community Map was produced while the target was 3 (three). Activity indirectly linked to 3.2.5. |
| | Indicator 3.5.2: Number of asylum seekers, refugees, IDPs, statelessness and migrants benefitting from appropriate protection assistance (disaggregated by sex and situation of vulnerability). | 2080 | 6871 | 6871(Six thousand eight-hundred seventy-one) of PoCs to UNHCR received assistance for protection, exceeding by far the target with a zero baseline. |

| Specific objective(s): | | | | |
|--|--|----|-------------------------|---|
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| | SO 1.2: Number of bilateral labour / circular migration agreements and or MoUs across the region and with third countries | 12 | 9 | Total 9 (nine): 0 (zero) BLMA concluded + 9 (nine) baselines. |
| SO 2: Strengthened and informed decision-making as well as management of mixed migration flows, including improved protection of vulnerable migrants in the Southern African and Indian Ocean Region. | SO 2.1: Number of policy instruments and/or strategies regulating mixed/irregular migration formulated, adopted, and implemented at the national level across the region. | 25 | 42 | 42 National-level Mixed Migration Policies/Strategies or Mechanisms formulated, adopted, implemented or activated |
| | SO 2.2: Number of institutional arrangements/coordinating mechanisms set up across the region with the aim to provide assistance and protection to vulnerable migrants, IDPs, asylum seekers and refugees | 10 | 14 | 14 Refugees, Asylum, Statelessness, or Displacement Policies, Legislation or Implementation Mechanisms supported |
| | Indicator 3.5.3: Number of awareness-raising campaigns and other communication and visibility tools produced on TIP and SOM. | 5 | 8 | 8 (eight) the total of campaigns exceeding 3 from the target. |
| | Indicator 3.5.4: Number of awareness-raising campaigns on Refugees access to the Labour Market and other advocacy work on refugees' rights and responsibilities organised with refugees and asylum-seekers in SADC countries. | 8 | 20 | 20 (twenty) awareness-raising campaigns on Refugees access to the Labour Market, exceeding by 12 the target. |
| | Indicator 3.5.5: Number of capacity-building initiatives provided to strengthen referral mechanisms. | 13 | 38 22 by the project | 38 (thirty-eight) capacity-building initiatives on referral mechanisms, exceeding the target, while 3 (three) were at the baseline. The project implemented 22 initiatives. |
| | Indicator 3.5.6: Number of development partners and other stakeholders engaged with in protecting and assisting vulnerable asylum seekers and refugees. | 21 | 22 | 22 (twenty-two) partners were engaged by UNHCR: 21 (twenty-one) by the project and 1 (one) at the baseline. |

ANNEX 4: EVALUATION SCHEDULE

| | TL | EE1 | EE2 | Nov-24 | Dec-24 | Jan-25 | Feb-25 | Mar-25 | Apr-25 | May-25 | Jun-25 |
|---|-----------|-----------|-----------|---|---|---|---|---|---|---|---|
| 1.Inception Phase | 16 | 11 | 11 | | | | | | | | |
| 1.1 Mobilisation and briefing | 1 | 1 | 1 |  | | | | | | | |
| 1.2. Documents review and initial interviews | 4 | 4 | 4 |  | | | | | | | |
| 1.3. Development of Inception report | 5 | 4 | 4 | |  | | | | | | |
| 1.4. Quality assurance and submission of the 1st draft of the Inception report (IR) | 2 | | | |  | | | | | | |
| 1.5. Review of comments received on the 1st draft of IR and submission of the 2nd draft of IR | 2 | 1 | 1 | | |  | | | | | |
| 1.6. Review of comments received on the 2nd draft of IR and submission of the final IR | 2 | 1 | 1 | | | |  | | | | |
| Deliverable 1: Inception Report in English with detailed workplan | | | | | | |  | | | | |
| 2. Data Collection Phase | 21 | 21 | 21 | | | | | | | | |
| 2.1. In-depth desk review, online interviews | 3 | 3 | 3 | | | |  | | | | |
| 2.2. Making meeting/interview appointments, setting dates for focus groups and workshop discussions and manage logistical arrangements. | 2 | 2 | 2 | | | |  | | | | |
| 2.3. Conducting online survey and analysis of results | 1 | 1 | 1 | | | |  | | | | |
| 2.4. Conducting field visits (interviews with relevant stakeholders, focus groups, etc.) | 10 | 10 | 10 | | | |  | | | | |
| 2.5. Drafting country notes | 2 | 2 | 2 | | | |  | | | | |
| 2.6. Preparation and conducting a trilingual stakeholder workshop | 3 | 3 | 3 | | | | |  | | | |
| Deliverable 2: Presentation of preliminary findings at Stakeholder Workshop in 3 languages | | | | | | | |  | | | |
| 3. Synthesis phase | 20 | 11 | 11 | | | | | | | | |
| 3.1 In-depth analysis and triangulation of information | 4 | 2 | 2 | | | | |  | | | |
| 3.2. Drafting specific sections of the report | 8 | 6 | 6 | | | | |  | | | |
| 3.3. ET collaboration on conclusions and recommendations | 1 | 1 | 1 | | | | |  | | | |
| 3.4. Quality assurance of the 1st Draft of the Evaluation report | 1 | | | | | | |  | | | |
| Deliverable 3: Draft Evaluation Report with annexes in 3 Languages | | | | | | | |  | | | |
| 3.5 Incorporation of comments | 2 | 2 | 2 | | | | | |  | | |
| 3.6. Quality assurance of the final Evaluation report | 1 | | | | | | | |  | | |
| 3.7. Translation of the draft Evaluation report | | | | | | | | |  | | |
| Deliverable 4: Final evaluation report in 3 languages and comments log | | | | | | | | | |  | |
| 3.8. Incorporation of comments in the final version of the evaluation reports in 3 languages | 2 | | | | | | | | |  | |
| 3.10. Drafting Executive summary and quality control. | 1 | | | | | | | | |  | |
| Deliverable 5: Evaluation Summary | | | | | | | | | | |  |
| Total days | 57 | 43 | 43 | | 143 | | | | | | |

ANNEX 5: DOCUMENTS REVIEWED

ILO documents:

1. ILO Labour Migration Governance Country Fiches

- Angola September 2023
- Angola Dec. 2023
- Botswana September 2023
- Botswana Dec. 2023
- Comoros September 2023
- Comoros Dec 2023
- DRC September 2023
- DRC Dec 2023
- Eswatini September 2023
- Eswatini Dec 2023
- Lesotho September 2023
- Lesotho Dec 2023
- Madagascar September 2023
- Madagascar Dec 2023
- Malawi September 2023
- Malawi Dec 2023
- Mauritius September 2023
- Mauritius Dec 2023
- Mozambique September 2023
- Mozambique Dec 2023
- Namibia September 2023
- Namibia Dec 2023
- Seychelles Dec 2023
- South Africa September 2023
- South Africa Dec 2023
- Tanzania September 2023
- Tanzania Dec 2023
- Zambia September 2023
- Zambia Dec 2023
- Zimbabwe September 2023
- Zimbabwe Dec 2023

2. Logical Framework of the Southern Africa Migration Management (SAMM) Project

3. Modified Theory of Change

4. SAMM 2021 Annual Narrative report May 2022 revised

5. SAMM 2023 Annual Narrative Report 24 June 2024

6. SAMM 2020 Annual Narrative Report 21st June 2021 rev Jun 2024

7. D-38810_Consolidated_ROM Report_20211213

8. D-38810_Monitoring questions_Final_20211213

9. Evaluability Review for SAMM, FINAL REPORT

10. Comprehensive Monitoring and Evaluation Strategy (2021 – 2024)

11. Final Minutes_Technical Implementation Committee 4 November 2022

12. Final Minutes_Technical Implementation Committee 5May2022

13. Draft Minutes_Technical Implementation Committee Nov 2023

14. Draft Minutes of the meeting held on May 23, 2024

15. Final Stakeholder Map SAMM Project Final Evaluation

16. SAMM Addendum 2 - Agreement & Annexes.

17. Activity reports:

- SAMM Inception workshop, 8- 22 January 2021.

- Labour Migration governance in the Indian Ocean Region: Dialogue between Employers and policymakers, 25-26 July 2022, Port-Louis, Mauritius.
- SATUCC report on labour migration workshop 31March- 1 April, South Africa.

18. ILO/SAMM Labour Migration Tools (7 Thematic Areas) produced from January 2021 to December 2023.

19. Reports and assessments on International Labour Standards:

- Comparative analysis of National Legislation and International Labour Standards in view of consideration of Ratification by Seychelles of ILO Migrant Workers Conventions Nos. 97 and 143.
- Analysis of Eswatini's National Legislation and International Labour Standards in view of consideration of ratification of ILO Migrant Workers Conventions Nos. 97 and 143.
- Short narrative profile- Lesotho.

20. FINANCIAL REPORT 2021 - CONSOLIDATED REPORT

21. FINANCIAL REPORT 2022 - CONSOLIDATED REPORT

22. 2023 CONSOLIDATED ANNUAL WORKPLAN

IOM

23. Ibrahima Amadou Dia, Assessment of Migration Policy and Institutional Framework in Botswana, Comoros, Eswatini, Madagascar, Seychelles, Namibia, South Africa, Zambia and Zimbabwe, September 2022
24. Jonathan Crush, Vincent Williams, Sujata Ramachandran, Justin William, Mixed Migration Data And Policy Development In The Southern African Region. 18 December 2020.
25. Draft Assessment of existing Migration Data and Gaps: Strengthening of Migration Data Collection and Analysis in South Africa, April 2019.
26. Draft Assessment of existing Migration Data and Gaps: Strengthening of Migration Data Collection and Analysis in Lesotho, March 2019.
27. Draft Assessment of Existing Migration Data and Gaps: Strengthening of Migration Data Collection and Analysis in Malawi, July 2019.
28. Draft Assessment of Existing Migration Data and Gaps: Strengthening of Migration Data Collection and Analysis in Zimbabwe, June 2019.
29. SADC Harmonised Data Collection Instruments to Support Disaggregated Migration Data Collection. August 2023.
30. Dr. Graham Sherbut, Fair and Ethical Recruitment Guidelines for the SADC Region, Final Report, September 2024.
31. John Atwebembeire, Assessment of National Migration Data in Mauritius, February 2022.
32. Regional baseline assessment on forced labour, unfair and unethical recruitment practices in the Southern African and Indian Ocean Commission region, IOM, 2022.
33. Study to Review Existing Practices in Southern Africa Development Community Member States on Diaspora Engagement and Productive Use of Remittances in the Region. IOM, 2023.
34. Naomi Netsayi Wekwete, Kudzaishe Mangombe, Lazarus Zanamwe, Migration in Lesotho- Country Profile 2023.
35. Mandhla Mehlo, Migration in Eswatini – Country Profile 2015–2021.
36. Assessment of the Use of Administrative Data on Migration in Malawi, Mauritius, South Africa, Zambia and Zimbabwe, Report, 2024, IOM.
37. Pilot Study on the Southern Migration Route and Access to Protection Services, 2024, IOM.
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- 3 - The Southern Dream: Exploring Migration Dynamics from the Horn of Africa to South Africa Along the Southern Route (April 2023), IOM, 11 May 2023
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- 15 - Migration Profile BOTSWANA
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16 - Migration profile LESOTHO

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18 - Migration Profile MALAWI

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ANNEX 6: LIST OF PEOPLE INTERVIEWED

| No. | Position | Organisation, department | Mode of interview |
|--|---|---|-----------------------|
| Project staff | | | |
| 1. | Chief Technical Advisor | Southern African Migration Management (SAMM) Project | Virtual and in-person |
| 2. | Project M&E Officer | Southern African Migration Management (SAMM) Project | In-person |
| 3. | Coordinator for Botswana and SADC | Southern African Migration Management (SAMM) Project | In-person and virtual |
| 4. | Finance Officer | Southern African Migration Management (SAMM) Project | In-person |
| PUNO regional, national and project-level staff | | | |
| 5. | Project Coordinator | IOM | Virtual |
| 6. | Chief of Mission to Malawi | IOM, Malawi | Virtual |
| 7. | Country Director | IOM | Virtual |
| 8. | Project Assistant Migration Policy, Liaison and Data, | IOM, Zambia | In-person |
| 9. | Head of Office | IOM, Namibia | In-person |
| 10. | Chief of Mission Mission to Mauritius and Seychelles | IOM, Mauritius and Seychelles | In-person |
| 11. | National Programme & Policy Officer | IOM, Mauritius and Seychelles | In-person |
| 12. | Crime Prevention and Criminal Justice Officer | UNODC | Virtual and in-person |
| 13. | Regional Representative, Trafficking in Persons, Smuggling of Migrants Legal Expert | UNODC (Lusaka) | Virtual and in-person |
| 14. | Regional Representative | UNODC, Regional Office for Southern Africa | In-person |
| 15. | Head of Office | UNODC, Angola | Virtual |
| 16. | Programme Assistant | UNODC, Mozambique | In-person |
| 17. | DIMA Coordinator | UNHCR | Virtual |
| 18. | Senior Protection Officer | South Africa Multi-Country Office, UNHCR | In-person |
| 19. | Associate Protection Officer | South Africa Multi-Country Office, UNHCR | In-person and virtual |
| 20. | Regional Director for Southern Africa | UNHCR | In-person |
| 21. | Senior Protection Officer | UNHCR | In-person |
| 22. | Associate Protection Officer, SAMM Liaison with SADC | UNHCR Botswana | In-person |
| 23. | Education Officer | UNHCR (currently in Islamabad, Pakistan) | Virtual |
| 24. | Migration Officer | ILO (Switzerland) | Virtual |
| 25. | for IOC Indian Ocean islands | ILO | Virtual |
| Regional partners: Representatives from COMESA, IOC, SADC, and the EU | | | |
| 26. | Senior Officer | SADC, Police/SARPCCO Directorate of Organ on Politics, Defence and Security Affairs (UNODC/HCR Focal Point) | In-person |
| 27. | Regional Manager | SADC Private Sector Forum | Virtual |
| 28. | Senior Programme Officer – Employment (ILO Focal Point) | SADC | In-person |
| 29. | Programme Manager | EU Delegation | Virtual |
| 30. | Senior Legal Advisor | COMESA, Zambia | In-person |
| 31. | Programme Manager Overseeing EU Projects | COMESA, Zambia | In-person |

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| 32. | Maritime Security, Charge de mission IOC | The Indian Ocean Commission | In-person |
| 33. | | LA COMMISSION SYNDICALE DES TRAVAILLEURS DE L'OCEAN INDIEN | Virtual |
| National-level Government stakeholders: Government representatives (e.g., Ministry of Labour, Ministry of Justice) and other relevant ministries in the sampled countries. | | | |
| 34. | Chief Director, Statistics South Africa | Statistics South Africa | In-person |
| 35. | National Statistical Officer, Malawi | National Statistical Office, Malawi | Virtual |
| 36. | Deputy Director: Public Employment | Ministry of Labour, Botswana | In-person |
| 37. | Commissioner of Labour | Ministry of Employment, Labour Productivity and Skills Development, Botswana | In-person |
| 38. | Principal Industrial. Relations Officer | Ministry of Employment, Labour Productivity and Skills Development, Botswana | In-person |
| 39. | Co-chair | National Prosecuting Authority | Virtual |
| 40. | Officer | Ministry of Justice, Botswana | Virtual |
| 41. | Chief Administration Officer-Trafficking in Persons | Ministry of Justice, Botswana | Virtual |
| 42. | Deputy Commissioner for Refugees | Office of the Commissioner for Refugees, Ministry of Home Affairs and Internal Security of Zambia | In-person |
| 43. | Senior Planner | Ministry of Labour and Social Security, Zambia | In-person |
| 44. | Social Security | Ministry of Labour and Social Security, Zambia | In-person |
| 45. | Principal Statistician | ZamStats | Virtual |
| 46. | Chief Economist | Directorate of Labour and Market Services, Ministry of Justice and Labour Relations, Namibia | In-person |
| 47. | Deputy Commissioner, Head of High-Profile Crime Investigation Division | Ministry of Home Affairs, Immigration, Safety & Security (NAMPO) | Virtual |
| 48. | Focal Point | Ministry of Justice, Angola | Virtual |
| 49. | Labour Inspector | Ministry of Labour, Employment and Social Security, Eswatini | Virtual |
| 50. | Deputy Director of Statistics, Social & Labour Statistics Division | Statistics Mauritius | In-person |
| 51. | Director, National Employment Department | Ministry of Labour and Industrial Relations, National Employment Department, Mauritius | In-person |
| 52. | Ag. Deputy Director | Ministry of Labour and Industrial Relations, National Employment Department, Mauritius | In-person |
| 53. | Migration Coordinator and Researcher | Prime Minister's Office, Defence and Home Affairs Division, Mauritius | In-person |
| 54. | Permanent Secretary of the PM | Prime Minister's Office, Defence and Home Affairs Division, Mauritius | In-person |
| 55. | Deputy Permanent Secretary | Prime Minister's Office, Defence and Home Affairs Division, Mauritius | In-person |
| 56. | Assistant Permanent Secretary | Prime Minister's Office, Defence and Home Affairs Division, Mauritius | In-person |
| 57. | Migration analyst | Prime Minister's Office, Defence and Home Affairs Division, Mauritius | In-person |
| 58. | Migration analyst | Prime Minister's Office, Defence and Home Affairs Division, Mauritius | In-person |
| 59. | Passport and Immigration Office – Sub-inspector | Prime Minister's Office, Defence and Home Affairs Division, Mauritius | In-person |
| 60. | Passport and Immigration Office-Police Sergeant | Prime Minister's Office, Defence and Home Affairs Division, Mauritius | In-person |

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| 61. | Director | Minister's Secretariat, Ministry of Internal Affairs, Trafficking In Persons Secretariat, Seychelles | In-person |
| 62. | Chief Executive Officer | Seychelles Pension Fund | In-person |
| 63. | Head of Business Development | Seychelles Pension Fund | In-person |
| 64. | Chief Risk & Policies Officer | Seychelles Pension Fund | In-person |
| 65. | Chief Executive Officer | Agency for Social Protection, Seychelles | In-person |
| 66. | Deputy CEO | Agency for Social Protection, Seychelles | In-person |
| 67. | Department of Employment | Ministry of labour, employment and social affairs, Seychelles | In-person |
| 68. | Senior Cooperation Officer Policy, Planning, Monitoring and Evaluation Section Employment Department | Ministry of labour, employment and social affairs, Seychelles | In-person |
| 69. | GIS Officer | National Bureau of Statistics, Seychelles | In-person |
| Partner Organisations: Civil society organisations (CSOS/NGO), especially those involved in mixed migration issues such as protection and human rights, trade unions, employers' organisations, and research and academic institutions. | | | |
| 70. | Board member | Business Unity South Africa | Virtual |
| 71. | Executive Secretary | SATUCC | Virtual |
| 72. | Deputy SG | Botswana Federation of Trade Unions | In-person |
| 73. | National Program Coordinator | Federation of Free Trade Unions, Zambia | Virtual |
| 74. | Secretary General | Trade Union Congress of Namibia | In-person |
| 75. | Executive Secretary | Angolan Chamber of Commerce and Industry (CCIA) | Virtual |
| 76. | Deputy Principal Secretary | Lesotho Trade Union Congress (LTUC) | Virtual |
| 77. | Executive Director | Lesotho Skills Share | Virtual |
| 78. | Manager Monitoring Evaluation Accountability and Learning | Lesotho Skills Share | Virtual |
| 79. | Director | The Mauritius Export Association (MEXA) | In-person |
| 80. | General Secretary | Confederation of Public and Private Sector Workers, Mauritius | In-person |
| 81. | President | Confederation of Public and Private Sector Workers, Mauritius | In-person |
| 82. | Negotiator | National Trade Union Council, Mauritius | In-person |
| 83. | CEO, AHRIM | Mauritius' Skills Mobility Framework, Association of Hoteliers and Restaurants in Mauritius | In-person |
| 84. | Secretary General | Caritas | In-person |
| 85. | President | Association for Rights, Information and Democracy (ARID), NGO | In-person |
| 86. | Representative | Association for Rights, Information and Democracy (ARID), NGO | In-person |
| 87. | Representative | Association for Rights, Information and Democracy (ARID), NGO | In-person |

ANNEX 7: LESSONS LEARNT AND GOOD PRACTICES

Lessons Learnt

Lesson Learnt 1:

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| Brief description of lessons learned (link to specific action or task) | A basic lesson learned from the SAMM project is that combinatorics (the mathematics of counting) matters. Four agencies (ILO, IOM, UNODC, UNHCR), three RECs (SADC, COMESA, IOC), two themes (labour migration and mixed migration, the latter covering multiple vulnerable populations with different specific needs), and sixteen countries covered, raised challenges to administration and management. Adding, IOM-UNODC-UNHCR relations are largely agency-to-Government (without neglecting civil society); whereas the ILO's institutional structure is strongly articulated by its tripartite structure. The four PUNOs have not only distinct institutional structures but, more importantly, distinct institutional styles and different stakeholders. |
| Context and any related preconditions | The SAMM project's context involved a complex combination of four implementing UN agencies (PUNOs), three Regional Economic Communities (RECs), two main migration themes (labour and mixed migration), and sixteen countries, which presented significant administrative and management challenges. |
| Targeted users / Beneficiaries | Relevant government ministries, departments and social partners, with ultimate beneficiaries being a secondary concern, as the project provided little direct assistance |
| Challenges /negative lessons - Causal factors | Major challenges stemmed from the inherent complexity ("combinatorics"), including difficulties coordinating PUNOs with differing mandates, structures, styles, and stakeholders, and navigating varied national priorities across the many countries involved. While the query text primarily highlights challenges |
| Success / Positive Issues - Causal Factors | Successes included establishing coordination mechanisms like weekly meetings, particularly effective during the COVID phase, and bringing together diverse expertise |
| ILO Administrative Issues (staff, resources, design, implementation) | The ILO served as the lead agency, and its strong tripartite structure contributed to the perception that the project was largely focused on labour migration. Challenges included centralised budget control, causing delays and difficulties in balancing regional and local implementation. The ILO project management team adopted a decentralisation strategy for coordination and reporting, which functioned acceptably but sometimes lacked an outcome-impact dimension in reports. |

Lesson Learnt 2:

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| Brief description of lessons learned (link to specific action or task) | That the project was able to contribute to regional progress on migration management and governance, with tangible benefits for all stakeholders (moreover, in the face of COVID-19) is a tribute to the strength of project management and the willingness of the PUNOs to coordinate their actions. Nonetheless, as illustrated by examples of overlap and duplication at the activity level, coordination was not always successful. As important, coordination is not costless. A lesson is that, when combinatorics is challenging, the costs of necessary coordination need to be taken into account at the project formulation stage. |
| Context and any related preconditions | The SAMM project represented a highly intricate initiative characterised by its multi-dimensional complexity: coordinating four PUNOs, three RECs, and operating across 16 countries while addressing both labour and mixed migration. This structural complexity posed significant administrative and management challenges, particularly given the urgent regional need for improved migration policies and governance frameworks. The project's implementation was further complicated by the COVID-19 pandemic, which required substantial adaptations to operational approaches, demonstrating both the project's challenges and its capacity for flexibility in response to external disruptions. |

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| Targeted users / Beneficiaries | The primary targeted users and beneficiaries whose needs were directly addressed were relevant government departments across the participating countries. In the context of labour migration, the social partners (employers' and workers' organisations) were also key beneficiaries. While it was credibly believed that ultimate beneficiaries like vulnerable migrants would benefit from improved policies, providing direct assistance to these groups was a secondary concern and not a significant focus of project financing. |
| Challenges /negative lessons - Causal factors | The SAMM project encountered operational challenges due to its complex multi-partner structure, with coordination difficulties among the four PUNOs leading to operational friction and activity duplication. These challenges revealed crucial lessons about the need for explicit budgeting and planning for coordination costs in complex projects. Operational efficiency was further hampered by centralised budget management, causing delays, diverse national priorities, and slow governmental processes. The lack of comprehensive exit planning and follow-up strategies ultimately compromised the project's long-term sustainability, highlighting the importance of robust long-term planning in future multi-partner initiatives. |
| Success / Positive Issues - Causal Factors | The Project achieved notable successes in improving regional migration management through effective policy frameworks and governance structures. Success factors included strong project management, weekly inter-agency coordination meetings (particularly vital during COVID-19), committed government partnerships, expert UN technical guidance, and successful integration of diverse PUNO expertise. The creation of dialogue platforms, especially for labour migration, proved particularly effective in building stakeholder trust and breaking down barriers. These achievements demonstrate that even complex multi-partner initiatives can deliver meaningful results when supported by robust coordination mechanisms and strong stakeholder commitment. |
| ILO Administrative Issues (staff, resources, design, implementation) | The ILO served as the lead agency for the project. Its strong institutional structure and tripartite nature contributed to the project being perceived by many as primarily focused on labour migration. While the ILO managed a decentralised strategy for programming, coordination, and reporting, which worked acceptably well for inter-agency coordination and reporting processes, this approach sometimes resulted in reports lacking a clear outcome-impact dimension. Centralised budget control in Pretoria, where the ILO team was based, was seen by some as causing delays in funding disbursements for local partners ⁴ . The project also faced challenges where activities were funded, but not the necessary staff capacity within partner institutions for sustainable impact. |

Lesson Learnt 3:

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| Brief description of lessons learned (link to specific action or task) | A closely related lesson is that, as the number of stakeholders multiplies, heterogeneity increases. One conclusion of this evaluation is that more effort needs to be put, for example, into tailoring country-level actions to country-level needs and priorities; perhaps in a first, pre-Description of Action, programming phase document. The same could be said for the division of resources between major areas of action (labour and mixed migration) and between the implementing agencies according to their remits and technical competences. The One-UN joint approach of partnering the four agencies was well-conceived, but in implementation, became one of four agencies using jointly and severally donor-provided resources to pursue programmes that were more often several than joint. |
| Context and any related preconditions | The context highlighted by this lesson is the complexity of the SAMM project, arising from the sheer number of stakeholders, including multiple countries, regional bodies, themes, and the four PUNOs. This multiplication of stakeholders inherently led to increased heterogeneity – differences in needs, priorities, structures, and approaches across the project's vast scope. A related precondition was the overarching goal of |

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| | addressing critical needs and challenges in migration management and governance across the Southern Africa and Indian Ocean region. |
| Targeted users / Beneficiaries | Primarily, the relevant government departments in the participating countries are responsible for migration management and governance. For the labour migration component, social partners (employers' and workers' organisations) were also key direct beneficiaries. The project's focus was on policy and institutional capacity, with ultimate beneficiaries (migrants) being a secondary concern. |
| Challenges /negative lessons - Causal factors | The key challenges and negative lessons identified stem from the difficulty in managing this heterogeneity. The lesson points out that insufficient effort was put into tailoring country-level actions to specific needs and priorities. The intended "One-UN joint approach" among the four implementing agencies was less joint in practice than in concept, with agencies often pursuing programmes more "severally". Causal factors included the differing mandates, structures, and styles of the PUNOs, leading to occasional overlap and duplication, and difficulties in appropriately dividing resources between themes and agencies based on their specific remits and competences. |
| Success / Positive Issues - Causal Factors | The "One-UN joint approach" of partnering was "well-conceived" in its design. Drawing from other sources, while challenging in implementation, the collaboration between the PUNOs brought together diverse expertise, and specific coordination mechanisms, like weekly meetings, were established and found effective, particularly at certain project phases. |
| ILO Administrative Issues (staff, resources, design, implementation) | The lesson specifically highlights the challenge in the "division of resources" under the project management, both between the labour and mixed migration themes and between the PUNOs. This implies issues in how resources were allocated by the lead agency (or the project management structure it oversaw) to ensure they aligned with agency remits and technical competencies. While not explicitly in this text, other sources mention centralised budget control in Pretoria, where the ILO team was based, causing delays, and the ILO's "decentralisation" strategy for coordination and reporting, while functioning acceptably for some aspects, had downsides in reporting depth. The perception of the project being largely labour migration-focused was linked in part to the ILO's role and structure. |

Lesson Learnt 4:

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| Brief description of lessons learned (link to specific action or task) | The gap between policy and framework development, institution strengthening (essentially capacity strengthening) and ground-level impact on ultimate beneficiaries is wide. The tangible contributions of this project have been credibly documented in this evaluation, yet the evaluation team was unable to find much evidence of actual change in migrants' lives as lived. The metaphor of a funnel is useful: Much reform at the policy level, leading to smaller reforms at the implementation level, leading to yet-smaller impacts at the individual level. Some institutional and resource constraints (e.g., bureaucracy, budget, staff retention) are canonical and can be criticised with impunity. But others are inherent in democratic deliberative processes. All, the good and the bad, narrow the funnel at every point. |
| Context and any related preconditions | The context for this lesson is the SAMM project, which covered 16 countries and three Regional Economic Communities (RECs) in the Southern Africa and Indian Ocean region, focusing on both labour and mixed migration. The project's aim was to improve migration management and governance by addressing clearly identified needs and challenges for better public policies and their implementation. The lesson arises from the project's design focus on policy, framework development, and institution/capacity strengthening, which was intended to lay the foundation for improved migration management. A key related precondition was the identified need for such foundational improvements across the region. |

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| Targeted users / Beneficiaries | Relevant government departments, the social partners (employers' and workers' organisations). The ultimate beneficiaries, such as vulnerable migrants, were expected to benefit from improved policies and capacities, and providing direct assistance to these groups was a "secondary concern" and not a significant focus of the project's financial resources. |
| Challenges /negative lessons - Causal factors | The challenges are associated with the critical gap between policy achievements and tangible impacts on migrants' lives, illustrated through the "funnel" metaphor. This disconnects stems from multiple interrelated factors: institutional constraints (including bureaucratic processes and democratic deliberation timelines), resource limitations (particularly in staffing and continuity), and sustainability challenges. While the project successfully funded specific activities, it failed to provide the sustained institutional support necessary for long-term effectiveness. The combination of these factors created a cumulative narrowing effect at each implementation level, significantly reducing the translation of policy initiatives into meaningful changes for migrant communities. This suggests that future programs must balance policy development with robust implementation support, ensuring adequate resources and institutional capacity throughout the entire process. |
| Success / Positive Issues - Causal Factors | The project achieved significant policy and institutional strengthening outcomes through foundational frameworks, including labour migration task forces, information systems, and ethical recruitment practices. Strong government commitment and UN technical expertise facilitated these achievements, despite implementation challenges. The creation of multi-stakeholder dialogue platforms proved particularly effective in strengthening institutional capacity and policy development. |
| ILO Administrative Issues (staff, resources, design, implementation) | Under ILO's leadership, the project prioritised policy development and capacity building over direct migrant assistance, limiting ground-level impact. Resource distribution challenges included delays from centralised budget control in Pretoria, insufficient staff support for sustainability, and uneven allocation, favouring ILO and IOM. This skewed focus toward labour migration, while the decentralised reporting structure, though administratively efficient, failed to adequately capture outcome-level impacts on beneficiaries. |

Lesson Learnt 5:

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| Brief description of lessons learned (link to specific action or task) | With scale and scope came coordination issues. The intense (weekly) coordination mechanism introduced by the project team in the early days of the project, which was darkened by the COVID emergency, contributed significantly to keeping the project on track, even with drastically altered modalities and timelines. The decision by the donor to grant a one-year no-cost extension was entirely justified. |
| Context and any related preconditions | The project was designed with significant "scale and scope", addressing both labour migration and mixed migration. A critical related precondition and contextual factor was the COVID-19 emergency, which significantly disrupted implementation, particularly in the project's early days. |
| Targeted users / Beneficiaries | Relevant government departments and social partners (for labour migration). The ultimate beneficiaries (migrants) were expected to benefit from improved policies, and providing direct assistance was a secondary concern. |
| Challenges /negative lessons - Causal Factors | The primary challenge identified is the emergence of "coordination issues" directly attributed to the project's "scale and scope" across multiple countries, RECs, and thematic areas. The involvement of four PUNOs with differing mandates and approaches also contributed to coordination difficulties. The COVID-19 emergency acted as a major external challenge, forcing "drastically altered modalities and timelines". |
| Success / Positive Issues - Causal Factors | A significant positive issue highlighted is the effectiveness of the "intense (weekly) coordination mechanism" introduced by the project team. These "ILO-managed weekly coordination meetings between the four implementing agencies" were particularly crucial during the difficult COVID |

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| | phase and "contributed significantly to keeping the project on track" despite disruptions. The donor's decision to grant a "one-year no-cost extension" is cited as "entirely justified" [query text], implying it was a necessary and positive administrative action to allow the project to manage the impacts of the challenges and continue towards its objectives. |
| ILO Administrative Issues (staff, resources, design, implementation) | The lesson points to the project's design, specifically its extensive "scale and scope". The ILO, as the lead agency, was responsible for the administrative response to these challenges. The lesson credits the "project team" (under ILO management) with implementing the "intense (weekly) coordination mechanism". This highlights the ILO's implementation strategy during the crisis. The mention of the donor granting a "one-year no-cost extension" is an administrative issue related to managing project timelines and potentially resources in response to unforeseen external factors like COVID-19. |

Lesson Learnt 6:

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| Brief description of lessons learned (link to specific action or task) | Lessons learned beg the question of what lessons will need to be learned in the future. Good and bad practices past also impose the question "What about in the future?" It is no secret that the donor funding available for both core and project support is shrinking. Several agencies involved in SAMM are experiencing deep budget cuts; some due to bilateral donor targeted withdrawal, and some due to a geopolitical context of pressing security and defence spending concerns. Agencies will increasingly compete for still-available funding, with the effect that demonstrating coordination, complementarity, efficiency, and value added (roughly speaking, "What can this agency accomplish that we could not accomplish on our own?") will take on greater urgency. Countries targeted by the SAMM project are experiencing termination of bilateral aid funds, while the broad effects of ongoing disturbance to the established global trade structure remain largely unknown at the time of writing. |
| Context and any related preconditions | The context for this lesson is the future funding environment faced by the agencies and countries involved in initiatives like the SAMM project, reflecting on the "Good and bad practices past" of that project. The critical related precondition is the shrinking donor funding available for both core agency support and project activities. This is driven by factors such as bilateral donor targeted withdrawal from specific areas and a broader geopolitical context where security and defence spending priorities are increasing. The lesson also notes the termination of bilateral aid funds for countries previously targeted by SAMM, and the potential unknown effects of ongoing disturbance to global trade structures. |
| Targeted users / Beneficiaries | The targeted users implicitly discussed are the agencies involved in SAMM (such as the ILO, IOM, UNHCR, and UNODC), who are experiencing budget cuts and will increasingly compete for funds. Also included are the countries targeted by the SAMM project, which are experiencing the termination of bilateral aid funds. |
| Challenges /negative lessons - Causal Factors | The decreasing availability of donor funding. Causal factors include the strategic decision by bilateral donors for targeted withdrawal and a shift in priorities driven by a geopolitical context of pressing security and defence spending concerns. This scarcity of funds leads directly to the challenge of increased competition among agencies for the remaining resources. Furthermore, the termination of bilateral aid funds directly impacts the project's targeted countries, and the unknown effects of ongoing disturbance to the established global trade structure pose an additional potential challenge. |
| Success / Positive Issues - Causal Factors | This lesson does not explicitly detail past successes or positive issues from the SAMM project itself but rather draws a forward-looking |

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| | implication from past experiences ("Good and bad practices past"). ⁵² It frames the necessity for demonstrating coordination, complementarity, efficiency, and value added as the key positive strategy for future success in securing increasingly scarce funding. The implication is that past efforts in these areas (which were mixed in SAMM, with coordination being a challenge at times but also an area of progress during COVID, and efficiency affected by issues like resource allocation and unclear workplans as the logic framework was indeed used as a replacement of a workplans , provide lessons on what will be crucial going forward. |
| ILO Administrative Issues (staff, resources, design, implementation) | The lesson highlights the critical administrative issue of resources, specifically the shrinking donor funding that directly impacts the ILO and other agencies involved in SAMM. Facing deep budget cuts, the ILO (as an implementing agency) must adapt its future design and implementation strategies. The lesson points to the administrative imperative for agencies to demonstrate coordination, complementarity, efficiency, and value added to justify their role and secure future funding. |

Lesson Learnt 7:

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| Brief description of lessons learned (link to specific action or task) | A lack of early exit strategies compromised long-term success. It is vital to have the project's sustainability and exit strategies prepared at the onset of the project, with action plans ensuring that both strategies are owned and understood by all stakeholders and communicated to stakeholders all throughout project implementation. |
| Context and any related preconditions | The context of this lesson is the confusion among stakeholders regarding the project's exit strategies, as many were unaware of any formal exit planning. The project's regional scope and multi-agency structure added further complexity, with ineffective coordination between agencies and frequent shifts in government priorities throughout implementation. Key achievements – such as migration strategies, databases, and institutional frameworks – were developed late in the project cycle, leaving insufficient time for proper handover and sustainability planning. |
| Targeted users / Beneficiaries | All PUNOs are responsible for addressing the exit strategy under the leadership of the ILO. The key beneficiaries are the government ministries, regional organisations (SADC Secretariat and COMESA), law enforcement agencies, and local implementing partners involved in migration governance projects. |
| Challenges /negative lessons - Causal Factors | The main issue was insufficient exit planning from the outset, worsened by communication and coordination constraints among PUNOs. Exit strategies were developed centrally and at the end of the project implementation. The focus on activity implementation rather than sustainability planning meant that critical elements like capacity building for continuation, resource allocation post-project, and institutional ownership were inadequately addressed throughout the project lifecycle. Thus, the lack of an anticipated handover and phase-out plans left the partners unprepared to sustain results, ultimately compromising the project's long-term impact. |
| Success / Positive Issues - Causal Factors | The project fostered government ownership through active participation in policy development, with ministries taking leadership roles in coordinating labour migration strategies and establishing technical working groups. The development of practical tools like trafficking databases, national referral |

⁵² The clear examples are as follows: i) Establishment of coordinated governance structures and technical working groups that institutionalised partner collaboration. This formalised structure ensured consistent participation and shared responsibility in addressing labour migration issues; ii) Regional benchmarking visits that built collective knowledge and commitment. The project organised learning visits to countries with successful migration management systems, such as a benchmarking trip to Nigeria, where partners could observe effective migrant resource centres and diaspora engagement policies firsthand; and iii) Development of jointly owned migration strategies and policies through consultative processes. In Namibia, for example, the project facilitated the establishment of a network for labour migration involving employers, workers, and government agencies, which collectively contributed to policy development and implementation.

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| | mechanisms, and labour market information systems provided tangible assets that governments could maintain independently. Additionally, the project's emphasis on training and knowledge exchange might have created human capital that will remain within institutions following the project's completion. These positive elements suggest that while formal exit strategies failed to be appropriately addressed, the project's focus on institutional embedding and capacity building created informal sustainability mechanisms that will somehow help preserving key achievements and maintain momentum for continued implementation. |
| ILO Administrative Issues (staff, resources, design, implementation) | The ILO's administrative shortcomings significantly undermined effective exit strategy planning. From the outset, the project failed to dedicate adequate staff and resources to implementing partners, particularly for sustainability efforts. A lack of clear communication protocols meant that key partners remained uninformed about exit plans, and beneficiaries were repeatedly caught off guard by the project's phase-out, often requesting ongoing support. This not only highlighted critical gaps in capacity building and knowledge transfer but also revealed a broader failure to prepare stakeholders to sustain project achievements beyond its lifecycle. |

Emerging Good Practices

Good Practice 1:

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| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | Despite the challenges of scale and scope, good practices emerged. As to scale, especially geographic scale, the fact that migration is an inherently cross-border phenomenon strongly calls for the regional approach, as did the strong regional integration programme of the RECs. In fact, a weakness of the project was that it did not sufficiently integrate migration (largely push) factors in countries outside the SADC region – Ethiopia being the best example, but Asia in the case of the Island States. As to scope, all evidence is that dealing with migration as a whole, instead of bit by bit, contributed to the overall strength and potential impact of the country. There was no dilution effect. |
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | The regional approach to migration management across 16 countries and three RECs proved effective due to the cross-border nature of migration flows and established regional integration frameworks through SADC and COMESA. However, the project's geographic limitations failed to adequately address migration factors from outside the region, particularly from Ethiopia and Asia. This suggests future regional initiatives should adopt a more comprehensive scope that considers broader migration patterns and their impact on the target region. |
| Establish a clear cause-and-effect relationship | The cause is two-fold: firstly, adopting a regional approach to address the cross-border nature of migration; and secondly, dealing with migration "as a whole" by addressing both labour migration and mixed migration simultaneously (the project's scope). The effect is that the regional approach was strongly called for as the appropriate strategy [source text], and dealing with migration as a whole "contributed to the overall strength and potential impact of the country [region]". |
| Indicate measurable impact and targeted beneficiaries | The project contributed to regional integration objectives by supporting a regional approach to mixed migration and facilitating cross-border labour agreements. It established structures such as labour migration task forces, technical committees, and labour market information systems, which have the potential to eventually benefit labour migrants. Policies were drafted based on evidence and data. The primary targeted users and beneficiaries were the relevant government departments and social partners. |
| Potential for replication and by whom | It aligned with the competences and priorities of the PUNOs, including the ILO. By supporting countries in developing strategies and policies consistent with international standards, conventions, and good practice, |

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| | the project implicitly contributed to the ILO's mandate regarding fair labour migration and the protection of migrant workers' rights. While specific ILO frameworks like DWCPs or the Strategic Programme Framework are not explicitly named, the alignment with ILO conventions and priorities suggests a contribution to broader ILO goals related to decent work and social justice for all, including migrant workers. |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | The project did not sufficiently integrate migration factors originating from outside the project's geographic coverage (e.g., Ethiopia, Asia). The project's scope was largely perceived as a labour migration project, partly due to the dominance in budgetary terms of ILO and IOM relative to UNHCR and UNODC, and the strength of the ILO's tripartite system. The project, despite its broad scope, did not address informal migrant labour, irregular migration, or trafficking in persons adequately, despite evidence of their prevalence. |
| ILO Administrative Issues (staff, resources, design, implementation) | Despite the challenges of scale and scope, good practices emerged. As to scale, especially geographic scale, the fact that migration is an inherently cross-border phenomenon strongly calls for the regional approach, as did the strong regional integration programme of the RECs. In fact, a weakness of the project was that it did not sufficiently integrate migration (largely push) factors in countries outside the SADC region – Ethiopia being the best example, but Asia in the case of the Island States. As to scope, all evidence is that dealing with migration as a whole, instead of bit by bit, contributed to the overall strength and potential impact of the country. There was no dilution effect. |

Good Practice 2:

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| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | With scale and scope came coordination issues. The intense (weekly) coordination mechanism introduced by the project team in the early days of the project, which was darkened by the COVID emergency, contributed significantly to keeping the project on track, even with drastically altered modalities and timelines. The decision by the donor to grant a one-year no-cost extension was entirely justified. |
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | The project implemented weekly coordination meetings among UN agencies to address the challenges of managing operations across 16 countries and three RECs, particularly during COVID-19 disruptions. While this intensive coordination helped navigate the crisis, underlying structural issues remained, including the absence of clear inter-agency workplans and Terms of Reference. This suggests that frequent coordination alone, without proper institutional frameworks, is insufficient for long-term project effectiveness. |
| Establish a clear cause-and-effect relationship | The cause was the introduction of the intense (weekly) coordination mechanism by the project team. The effect was that this mechanism "contributed significantly to keeping the project on track," even amidst "drastically altered modalities and timelines" caused by the pandemic. |
| Indicate measurable impact and targeted beneficiaries | The direct measurable impact of this specific good practice is process-oriented: it kept the project on track and facilitated progress towards objectives during a period of significant disruption. Another impact noted is the justified granting of a one-year no-cost extension by the donor, implying the coordination helped demonstrate the project's continued viability despite delays. The primary targeted users benefiting directly from this intense coordination were the four implementing UN agencies (ILO, IOM, UNHCR, UNODC). |
| Potential for replication and by whom | The overall project itself was deemed "fully coherent with international ILO conventions and priorities" |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | While the intense weekly coordination meetings were effective during the COVID crisis, they became "more ad hoc" later in the project, and overall coordination among UN agencies was identified as both a "challenge and an opportunity". Differing mandates and structures caused occasional problems but did not undermine the "One UN concept". A key factor hampering coordination and efficiency more |

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| | generally was the unclear specifying partnerships among the four agencies" and the missing ToR for each agency. The project relied on the log-frame as a source for each PUNOs interventions. |
| ILO Administrative Issues (staff, resources, design, implementation) | With scale and scope came coordination issues. The intense (weekly) coordination mechanism introduced by the project team in the early days of the project, which was darkened by the COVID emergency, contributed significantly to keeping the project on track, even with drastically altered modalities and timelines. The decision by the donor to grant a one-year no-cost extension was entirely justified. |

Good Practice 3:

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| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | In view of what has been here referred to as the combinatorial challenge, the decentralisation approach of the project team to both programming and reporting was a justifiable good practice, far from perfect, but good. It led, admittedly, to instances of duplication and overlap, but to some degree, that was because of factors internal to the PUNOs, some having country offices, some not, with differing institutional relations between regional and country levels. It is a given that One-UN must take agency institutional mandates, structures, and cultures as found. Coordination, time intensive as it is, is the only feasible response. |
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | The relevant conditions and context for this good practice were the difficult task faced by the project management team due to the "combinatorics of the project", referring to its large-scale coverage and multiple PUNOs. This challenge was compounded by the differing structures and institutional relationships within the PUNOs themselves, as some had country offices while others did not. For applicability and replicability, the decentralisation approach is presented as a "justifiable good practice" and the "only feasible response" in contexts of high complexity, multiple partners with varying internal structures, and potentially limited central control. |
| Establish a clear cause-and-effect relationship | The cause is the project team's adoption of a "decentralisation" approach to both programming and reporting. This decision was a reaction to the difficult task posed by the sheer complexity and scale of the multi-agency, multi-country project. The primary effect noted is that this system, particularly when combined with intense inter-agency coordination, "worked acceptably well" in managing the project during challenging periods like the COVID crisis. However, a negative effect was that the project's Annual Narrative Reports tended to be an "inventory of outputs and activities" and lacked an outcome-impact dimension. |
| Indicate measurable impact and targeted beneficiaries | The decentralised reporting system had mixed effects on project management. While it enabled effective operation of this complex multi-agency initiative during disruptions, it resulted in output-focused rather than outcome-focused reporting. The system primarily served the four PUNOs and the central management team, though it limited direct engagement with national partners. |
| Potential for replication and by whom | The project was deemed "fully coherent with international ILO conventions and priorities" |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | In view of what has been here referred to as the combinatorial challenge, the decentralisation approach of the project team to both programming and reporting was a justifiable good practice – far from perfect, but good. It led, admittedly, to instances of duplication and overlap, but to some degree, that was because of factors internal to the PUNOs, some having country offices, some not, with differing institutional relations between regional and country level. It is a given that One-UN must take agency institutional mandates, structures, and cultures as found. Coordination, time intensive as it is, is the only feasible response. |

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| ILO Administrative Issues (staff, resources, design, implementation) | The relevant conditions and context for this good practice were the difficult task faced by the project management team due to the "combinatorics of the project", referring to its large-scale coverage and multiple PUNOs. This challenge was compounded by the differing structures and institutional relationships within the PUNOs themselves, as some had country offices while others did not. For applicability and replicability, the decentralisation approach is presented as a "justifiable good practice" and the "only feasible response" in contexts of high complexity, multiple partners with varying internal structures, and potentially limited central control. |
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Good Practice 4:

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| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | The decentralisation of reporting also contributed to project-level annual reports reading like an inventory of activities and outputs. This is to some extent due to donors' (not just the EU's) determination to demonstrate that their resources (which are, after all, taxpayers') are achieving commendable results. At the same time, this naturally leads to the temptation to report progress as achievement, a bad practice best avoided. |
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | The project's decentralised reporting approach, while necessary for managing multiple UN agencies across 16 countries and three RECs, had mixed results. Though it facilitated project management amid complexity, the reporting became output-focused rather than outcome-oriented. Future implementations of such systems should incorporate strong M&E guidance and centralised oversight to ensure proper impact assessment and reporting. |
| Establish a clear cause-and-effect relationship | The cause was the decentralisation of reporting, exacerbated by donor pressure to demonstrate results, and possibly compounded by factors internal to the PUNOs. The effect was that project-level annual reports "read like an inventory of activities and outputs" and lacked an outcome-impact dimension. This, in turn, created a "temptation to report progress as achievement", even when only processes were underway, which is identified as a "bad practice". |
| Indicate measurable impact and targeted beneficiaries | The direct measurable impact of this reporting practice is primarily on the quality and accuracy of project documentation. Annual reports were an "inventory of outputs and activities" rather than demonstrating outcomes or impact, leading to reports presenting processes as achieved outcomes. The targeted users affected by this were the PUNOs involved in reporting, the central project management team compiling the reports, and the donor reviewing these reports. |
| Potential for replication and by whom | The Project was "fully coherent with international ILO conventions and priorities". The reporting of process as achievement hindered accurate assessment of progress towards meaningful outcomes and impact, which are essential for linking project work to broader Decent Work agendas and Strategic Programme Frameworks. |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | The decentralised reporting system, while comprehensive in capturing activities and outputs, faced challenges in measuring actual outcomes and impacts. The Annual Narrative Reports primarily listed activities rather than demonstrating real changes in migration management. This led to challenges in distinguishing between preparatory work and achieved outcomes, particularly evident in policy development versus practical implementation. Future projects should focus on documenting concrete outcomes and ensuring sustainable institutional impact beyond individual training. |
| ILO Administrative Issues (staff, resources, design, implementation) | The decentralisation of reporting also contributed to project-level annual reports reading like an inventory of activities and outputs. This is to some extent due to donors' (not just the EU's) determination to demonstrate that their resources (which are, after all, taxpayers') are achieving commendable results. At the same time, this naturally leads |

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| | to the temptation to report progress as achievement, a bad practice best avoided. |
| Other documents or relevant comments | The decentralised reporting system, while comprehensive in capturing activities and outputs, faced challenges in measuring actual outcomes and impacts. The Annual Narrative Reports primarily listed activities rather than demonstrating real changes in migration management. This led to challenges in distinguishing between preparatory work and achieved outcomes, particularly evident in policy development versus practical implementation. Future projects should focus on documenting concrete outcomes and ensuring sustainable institutional impact beyond individual training. |