Ex-Post Evaluation of the IOM project "Supporting Strategic Interventions towards Effective and Sustainable Labour Migration Management and Information Sharing in Tanzania"

FINAL REPORT

July 2020

LIST OF ACCRONYMS

AfDB	African Development Bank
AG	Attorney General Chamber
ATE	Association of Tanzania Employers
AVR	Assisted Voluntary Return
BRELA	Business Registration and Licensing Authority
COSTECH	Commission for Science and Technology
DAC	Development Assistance Committee
EAC	East African Community
eGA	Electronic Government Agency
EPZA	Export Processing Zones Authority
EU	European Union
GoT	Government of Tanzania
IDF	IOM Development Fund
ILO	International Labour Organisation
INTERPOL	International Police
IOM	International Organisation for Migration
JICA	Japanese International Cooperation Agency
LMIS	Labour Management Information System
MIDSA	Migration Dialogue for Southern Africa
MOHA	Ministry of Home Affairs
MoLE	Ministry of Labour and Employment
NBS	National Bureau of Statistics
NIDA	National Identification Authority
OECD	Organisation for Economic Cooperation and Development
PMO – LYED	Prime Minister's Office, Labour, Youth Employment and Persons with Disability.
PSC	Project Steering Committee
SADC	Southern African Development Cooperation
TAA	Tanzania Airport Authority
TaESA	Tanzania Employment Services Agent
TANTRADE	Tanzania Trade Development Authority
TIC	Tanzania Investment Centre
TISD	Tanzania Immigration Services Department
TNBC	Tanzania National Business Council
ToC	Theory of Change
ToR	Terms of Reference
TPSF	Tanzania Private Sector Foundation
TRA	Tanzania Revenue Authority
TUCTA	Trade Union Congress of Tanzania
UDSM	University of Dar es Salaam
UNEG	United Nations Evaluation Group

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1   EXECUTIVE SUMMARY

The International Organization for Migration (IOM), in close collaboration with the then Ministry of Labour and Employment (MoLE)[1],and with funding from the IOM Development fund (IDF), worked in partnership towards a project on Supporting Strategic Interventions towards Effective and Sustainable Labour Migration Management and Information Sharing in Tanzania. The main thrust of the project was to increase the capacity of the Government of Tanzania (GoT) to formulate and implement strategic interventions towards effective and sustainable labour migration management and information sharing in Tanzania.

The project activities were mostly carried out in Dar es Salaam, and project duration was from 1st September 2015 to 31st August 2018. In November 2019 it was decided to evaluate the project and the evaluation was carried out between October 2019 and May 2020 and as per the Terms of Reference this was an ex-post evaluation.

The objective of this ex-post evaluation was to review the effectiveness of the project, assessing prospects for sustainability, identifying and documenting lessons learnt and best practices, and inform the development of follow-up projects and programmes. The scope of the evaluation was to assess the project from start of implementation to the end of the project, and to review results of the project. The approach and methodology for the evaluation was a mixture of quantitative and qualitative processes. Data sources were from key informant interviews, documentation reviews, focus group discussions and surveys. The data collected was subjected to evaluative analysis guided by the evaluation matrix/questions.

The following were the key findings based on OECD /DAC Evaluation criteria.

> **Effectiveness**: This evaluation was trying to establish the extent to which the interventions or intended objectives were achieved. Based on the findings presented through responses to evaluation questions, it can be concluded that, intended objectives were achieved at an operational level meaning all activities were implemented to meet their set outputs levels but strategic goals were not achieved. Documentary review including the original request from the GoT and as validated by key informants, all points to the direction that the project was to build capacity of the GoT to improve and develop policy and legal frameworks pertaining to labour migration agenda with the ultimate purpose of producing a consolidated labour migration policy, computerise the labour work permit processing system, a mechanism or a system whereby labour migration and non-migration statistics could be generated on a regular basis to inform policy and decision making. With the exception of electronic work permit, other high-level strategic goals were not achieved. It is fair to say that perhaps first, the project was partly too ambitious as a project can only influence policy development, and secondly, that the selected activities were not sufficient/appropriate to get some of these outcome results. Below is a summary of each outcome.

> **Outcome 1;** First, outcome was too ambitious and second, the level and number of activities, outputs to support this outcome were not sufficient to influence policy. Policy development is a long-term process and it requires active involvement of the government and also civil society organisations working in collaboration with the Development Partner's to interest the government. This could not be achieved within a short span of the project.

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[1] The ministry has since then (2015) been renamed to read; Prime Minister's Office, Labour, Youth Employment and Persons with Disability (PMO-LYED)

Outcome 2; This outcome needed better structuring in terms of corresponding outputs and activities to achieve a fully functioning labour statistics generation system within a short span of the project duration.

Outcome 3; There was an expansion of the scope in between the project implementation period and this expansion was not a planned for during the planning phase. The outcome ended up at preparing the feasibility study and the remaining portion which comprised mostly procurement and implementation of the system was taken over by the government.

Outcome 4; The outcome aimed at aligning and integrating labour migration frameworks into the national development strategies. Not much was integrated into the national frameworks and that was partly not the fault of the project as it was actually beyond the control of the project because of the changing political priorities of the country on labour migration practices.

Relevance: This evaluation was trying to establish the extent to which the interventions objectives and design responded to beneficiaries' country, regional and partner institution's needs, policies and priorities and continue to do so if circumstances change. Although outcomes and activities were not sufficient enough and properly configured, suffice to mention that the interventions were relevant in terms of outcomes as they were designed to meet the needs of the government.

Sustainability: This evaluation was trying to establish the extent to which the net benefits of the intervention continue, or are likely to continue. With the exception of outcome 3 on electronic work permit processing system, the rest of the outcomes do not seem to attract financial resources from the government and it is very likely that whatever gains were obtained from the project will be rolled back.

Process and Efficiency: This evaluation was trying to establish the extent to which the interventions were delivered in an economic and timely manner. Project activities were implemented within the timeframe allocated for the project. Despite minor delays in-between the project activities, the full implementation of the project was able to be contained within the timeframe allocated.

The following were documented as lessons from the evaluation:

Lesson 1: Projects are not implemented in a vacuum; projects are implemented within a certain political context in a particular country therefore they must be aligned with the existing political system and aspirations.

Lesson 2: Design of projects should try as much as possible to observe program logic and ensure that there are some causal linkages between activities, outputs, outcomes and the ultimate goal of the project.

Lesson 3: There should be an assessment of the state of readiness before the execution of the project.

Lesson 4: Appreciation that migration issues can be complex and that migration management can also be used as a strategic tool to contribute to social economic development should not be taken for granted.

Lesson 5: Co-funding and strategic partnership is safer and more sustainable than go it alone especially in projects for supporting governments.

Lesson 6: Stakeholders need to be kept in the loop as to the achievements, challenges or failures of the project at the end of the implementation cycle.

Lesson 7: It should not take too long for a project to be evaluated. Stakeholders and other participants tend to lose memory of what happened if it takes too long to evaluate the project.

The following were documented as practical recommendations from the evaluation:

(a) **Recommendation**: Design of projects should try as much as possible to plan the duration of the projects to be within one political administration tenure in order to avoid conflicting political agendas. Commencement of projects just near the election date should be avoided in order to avoid unforeseen or unexpected change of political priorities and direction especially if the assumptions of the project at the time of design are by all likelihood not going to hold water.

(b) **Recommendation**: At the time of design, professional experts in monitoring and evaluation should be involved in the design process and they should focus on the result and performance measurement aspect of the project. Alternatively, project staff should be capacitated to understand how to monitor projects and especially in observing the program logic.

(c) **Recommendation:** Before the commencement of the project, IOM should provide for an inception period (0 – 3 months depending on the project) to accommodate necessary consultations and coordination to further inform the project strategy, scope and reassess risks and assumptions.

(d) **Recommendation:** Effort should always be made to sensitise, inform, educate relevant government officials on how strategic migration management can be of benefit to the country. Assumptions of the project at the design stage should continuously be validated otherwise the project will be implementing interventions in the wrong context. This is more critical when the project is caught in between two political administrations which are changing hands. Change of political systems sometimes comes along with change of vision and political direction and this can affect the assumptions of the project in an adverse manner. For example, In the second half of this project it was clear that interventions would not have produced the migration policy therefore resources and effort should have been redirected to another activity or the whole outcome be designed during midterm review.

(e) **Recommendation:** IOM should try and create a network of partners and especially civil society organisations who are interested in labour migration issues to assist in such areas like advocacy, capacity building etc. These organisation can be of help when implementing projects and they can also be a good source for outsourcing of some functions and therefore minimise the cost of project operations. IOM does not have all the expertise inside therefore diversion and inclusion of more partners is always beneficial. For example, under this project IOM could have worked so closely with ILO, the National Bureau of Statistics, Civil Society Organisations involved in migration issues etc.

(f) **Recommendation:** Stakeholders and all participating parties need to be informed at the beginning and also at the end as to the outcome of the project. Stakeholders are also learning and best practices from this project can also be replicated in their own environment or projects. For example, institutions involved in migration management like the ILO had great interest in knowing the outcome of the project. The same applies to institutions like the National Bureau of Statistics had great interest in Labour Management Information System. Discussion with key informants suggest that, after their initial engagement they could not be able to keep track of what was happening with the project.

(g) **Recommendation:** The project should be evaluated between six months and one year from the closure of the project. The experience of this evaluation indicated that stakeholders had challenges recalling what happened during the project because of the time lapsed. This is particularly so, when working with the government as officials tend to be moved around ministries and agencies therefore holding memories for too long can be a challenge.

2 PROJECT INTRODUCTION

Further to the formal agreement for the implementation of the project, the International Organization for Migration (IOM), in close collaboration with the then Ministry of Labour and Employment (MoLE)[2], worked in partnership towards a project on Supporting Strategic Interventions towards Effective and Sustainable Labour Migration Management and Information Sharing in Tanzania. The main thrust of the project was to increase the capacity of the Government of Tanzania (GoT) to formulate and implement strategic interventions towards effective and sustainable labour migration management and information sharing in Tanzania. The project earmarked four main outcomes as follows:

   i)   GoT's capacity to enhance policy and legal frameworks pertaining to labour migration agenda is strengthened;
   ii)   MoLE demonstrates the ability to generate strategic Labour Market Information System (LMIS) data, inclusive of labour migration indicators;
   iii)   GoT's demonstrates the ability to generate and use up-to-date labour migration data through the development and adoption of an electronic work permit system and;
   iv)   Government of Tanzania officials have created synergies with other regional labour migration initiatives in the region.

It was envisaged that these four outcomes will serve to address some of the priority challenges on governance of labor migration which have been identified by the GoT as confronting Tanzania as well as other countries in the East African Community (EAC) and Southern African Development Community (SADC) regions. Such issues pertain to the lack of effective data collection, analysis, reporting and exchange systems, lack of inter-institutional coordination mechanisms and inter-state/cross border cooperation, and weak capacity to develop and implement labour migration programmes tailored to the national context. It was also assumed that, through this project, the GoT will have increased capacity to manage and implement relevant regional frameworks on labour migration, namely the EAC Common Market Protocol (and Annexes on free movement of labour and services), the SADC Labour Migration Action Plan, the SADC Regional Labour Migration Policy Framework, and Article 19 of the SADC Employment and Labour Protocol, which deals with issues pertaining to the protection of migrant workers. Moreover, it was designed to complement the IOM Development Fund (IDF)-funded regional labour migration project that aims to bring together the selected SADC Member States in order to facilitate South-South labour mobility arrangements with a view toward ensuring the protection of the fundamental human, labour, and social rights of migrant workers, their families, and associated communities of origin and destination. The components of the national project, were therefore, aligned with the regional project.

The project activities were mostly carried out in Dar es Salaam, Tanzania and governance structure of the project comprised of the National Steering Committee, IOM Project Manager and the then Ministry of Labour and Employment (MoLE) as the main beneficiary. The national steering committee was made up of the representatives from the following institutions; IMO, Prime Minister's Office, Labour, Youth Employment and Persons with Disability (PMO-LYED) that used to be called the Ministry of Labour and Employment, International labour organisation (ILO), Ministry of Home Affairs, Trade Union Congress of Tanzania, E-Government Agency (eGA), International Police (INTERPOL), Tanzania Investment Centre, Tanzania Immigration Services Department, National Bureau of Statistics (NBS), Commission for Science and Technology (COSTECH) and Attorney General Chamber (AG).

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[2] The ministry has since then (2015) been renamed to read; Prime Minister's Office, Labour, Youth Employment and Persons with Disability (PMO-LYED)

The project duration was from 1st September 2015 to 31st August 2018 and the total budgeted amount was US$ 200,00 spread across all the four outcome areas. Project activities involved an engagement with a total of 14 females and 21 males from the government institutions and 29 males and 16 females from the private sector and non-governmental organisations. Activities to implement and achieve the outcomes were classified into four categories as follows:

Capacity building

IOM and the Ministry of Labour to facilitate a series of capacity building training workshops with relevant stakeholders throughout the project intending to enable the government to improve and develop policy and legal frameworks on labour migration.

Roadmap for Labour Market Information System (LMIS)

Development of the roadmap through a rapid assessment to:
a) Provide the information needed to support the development, inclusion and systematic management of labour migration information in the LMIS as well as develop a national labour migration policy.
b) List and describe existing bottlenecks currently constraining intraregional labour mobility and international dialogue and cooperation; and
c) Produce policy recommendations on how to enhance the positive effect of migration on the economic development in Tanzania.

Electronic work permit system

The system, customized to the Tanzanian needs and accompanied with technical capacity building, was developed to allow the Ministry of Labour and the Immigration Department to capture biometric information from applicants and to register their data in an electronic database. It must however be remarked that the full scope for the implementation of the electronic work permit was not fully covered by the project. The project covered up to the preparation of a feasibility study and the remaining scope was funded by the Government of Tanzania.

3   EVALUATION PURPOSE AND SCOPE

The evaluation was carried out between October 2019 and May 2020 and as per the Terms of Reference this is an ex-post evaluation. This evaluation was carried out as a reflection on the part of IOM's commitment to results-based management. According to the Terms of Reference (ToR) - Annex 1, evaluation results of this project will be used by project management, senior management, stakeholders and the donor to improve decision-making, project and programme design and implementation. The objective of this ex-post evaluation is to review the effectiveness of the project, assess prospects for sustainability, identify and document lessons learned and best practices, and inform the development of follow-up projects and programmes. The learnings from the implementation of these key outcome areas may be used elsewhere for replication purposes. The scope of the assignment involved assessing the project from the beginning of the implementation to review of results using Organisation for Economic Cooperation and Development (OECD) evaluation criteria of Effectiveness, Relevance, Sustainability and Process and Efficiency. Over and above, the evaluation was to assess how gender was mainstreamed in the design and implementation of the project.

4   EVALUATION METHODOLOGY

The whole approach and methodology process followed the sequence of activities as outlined in Figure 1. The sources of data were four as follows; key informant interviews (Annex 2), documentation reviews, focus group discussions and surveys. The data collected was subjected to

evaluative analysis guided by the evaluation matrix/questions. The nature of data collected was both quantitative and qualitative. The data processing and analysis was done along the OECD evaluation parameters of Effectiveness, Relevance, Efficiency/Process and Relevance. Quantitative analysis was aided by use of software SPSS 20 and equally, qualitative data was analysed using Nvivo 12 for MacBook.

Figure 1: Approach and Methodology Process

Among the requirements in the terms of reference, was for the consultant to develop the Theory of Change (ToC). The theory of change developed has been used to analyse whether the design was correct and if, how and why the high-level intended results have been achieved. Its application has been in the form of theoretically looking at the relationship between interventions to establish whether there have been any causal relationships to the ultimate aim of the project. The ToC has been very useful in structuring and undertaking analysis of this evaluation. The overall analytical and its methodological framework is presented in Figure 2.

Figure 2: Evaluation Design

The analysis of activities under Outcome 1, 3 and 4 indicated a large component of capacity building activities. These capacity building activities were meant to improve skills and learnings which were ultimately earmarked to change the attitudes of government workers involved in migration management. These trainings have been evaluated using the evaluation methodology by *Donald L. Kirkpatrick - The Four Levels of Training Evaluation.* The data sources have been the mini surveys conducted among the recipients of the trainings.

The type of information collected was both quantitative and qualitative depending on the data collection instrument. The data analysis process was guided by the evaluation questions. Quantitative Data was analysed using SPSS 20 while Qualitative Data was analysed using Nvivo 12 for MacBook. Quantitative analysis also involved 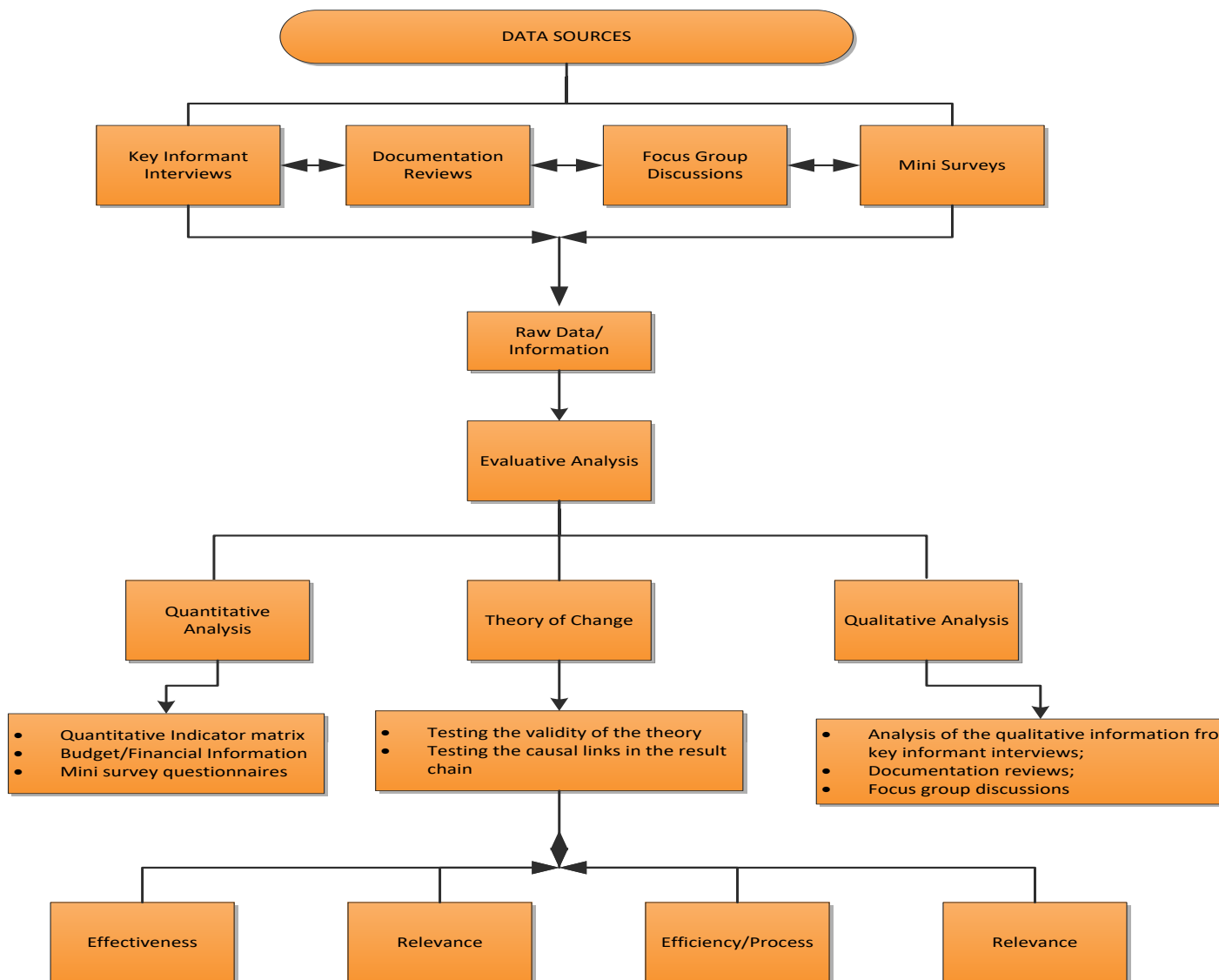the analysis of financial information and a combination of tools and software were used including Microsoft Excel. Quantitative data cleaning process demanded careful consideration. Cleaning the data required consistency checks and treatment of missing responses. The analysis also involved the assessment of the result chain to test the causal links between the series of interventions hence testing the validity of the theory.

5 EVALUATION FINDINGS AND ANALYSIS

5.1 Effectiveness

This section discusses the findings of this evaluation through the lens of effectiveness. For the purpose of this evaluation, effectiveness is defined as the extent to which the interventions or intended objectives were achieved. The discussions are based on the evaluation questions. The overall objective of the project was to increase the capacity of the government of Tanzania to formulate and implement strategic interventions towards effective and sustainable labour migration management and information sharing. This was to be achieved through 4 outcomes, 7 outputs and 19 activities. However, before proceeding with the analysis, it important to note how gender was mainstreamed in during implementation. The project took into consideration gender mainstreaming by involving women right from the design to implementation. Gender was factored in during the selection of workshop participants as evidenced by participation of 14 women and 21 males from the national government institutions and likewise, private sector participation in the project was split between 50 males and 30 women. Below we present findings of effectiveness based on the evaluation questions but dissecting the result chain and interventions from activities, outputs, outcomes and the overall goal of the project.

(a) **To what extent did the project's activities lead to improved generation of strategic Labour Market Information System (LMIS) inclusive of labour migration indicators; improved regional coordination, cooperation, information sharing and capacity in mixed migration management?**

The generation of strategic labour market information system was supposed to be achieved under outcome 2 that wanted Prime Minister's Office – Labour, Youth, Employment, Youth and People with Disabilities (PMO-LYED) to demonstrates the ability to generate strategic LMIS data with labour migration indicators to inform policies and programmes. The analysis of the relationship between outcomes and activities indicates a weak relationship between outputs, activities and the outcome itself. The challenge is how the outcome statement was worded. The term "to demonstrate" can be loosely interpreted anyhow. A close analysis of this outcome using a fishbone diagram (figure 3) indicates that by implementing the activities under Output 2.1, that would have contributed to increasing capacity of stakeholders in implementing LMIS. Output 2.2 was also primarily about increasing the capacity to design and implementing LMIS. Assuming "to demonstrates" means to increase the capacity of the stakeholders then it can safely be concluded that the project activities led to improved generation of strategic labour market information. It is however still important to remark that, although the capacity was increased but the ability to generate actual labour statistics was not attained because the initiative was not implemented to the finish line i.e. to have a system digital or manual that was responsible for comprehensively collecting labour statistics, digital or manual, curate, consolidate, analyse and present the same in a manner that was meaningful to make informed policy decisions. The issue here was on the scope of the intervention. Activities under these two outputs (2.1 and 2.2) emphasised on building the capacity of the ministry officials to implement the LMIS system but without building the system itself. There were no activities to develop the system itself and the initiatives only ended up at preparing a roadmap for the implementation of the LMIS. Discussion with the key informants' points to the suggestion that the effort to build the capacity was wasted if that capacity was not leading to the design, construction and implementation of a fully functioning labour migration information system that was capable of producing labour statistics which are vital for labour migration management.
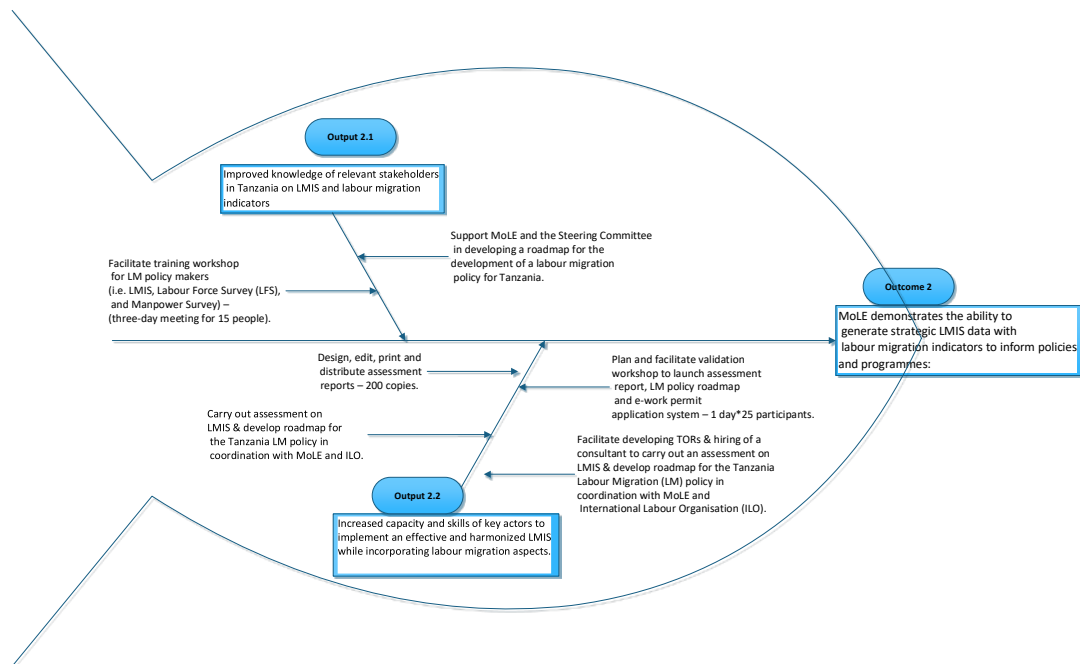
Output 2.1

Improved knowledge of relevant stakeholders in Tanzania on LMIS and labour migration indicators

Support MoLE and the Steering Committee in developing a roadmap for the development of a labour migration policy for Tanzania.

Facilitate training workshop for LM policy makers (i.e. LMIS, Labour Force Survey (LFS), and Manpower Survey) – (three-day meeting for 15 people).

Outcome 2

MoLE demonstrates the ability to generate strategic LMIS data with labour migration indicators to inform policies and programmes:

Design, edit, print and distribute assessment reports – 200 copies.

Plan and facilitate validation workshop to launch assessment report, LM policy roadmap and e-work permit application system – 1 day*25 participants.

Carry out assessment on LMIS & develop roadmap for the Tanzania LM policy in coordination with MoLE and ILO.

Facilitate developing TORs & hiring of a consultant to carry out an assessment on LMIS & develop roadmap for the Tanzania Labour Migration (LM) policy in coordination with MoLE and International Labour Organisation (ILO).

Output 2.2

Increased capacity and skills of key actors to implement an effective and harmonized LMIS while incorporating labour migration aspects.

Figure 3: Cause-Effect Relationship of Outcome Number Two on LMIS

Eventually the initiative ended up producing the roadmap for the implementation of the LMIS. The road map had three key recommendations: 1) the creation of an inclusive and systematic LMIS which would analyse information, share it among relevant networks and continuously monitor the labour market; 2) enhancement of labour migration indicators in the existing LMIS making it a reliable and accurate data source on labour migration and migration in general and 3) exploring the possibility of enhancing the web-based LMIS portal using user-friendly programming language for easy maintenance and information update. Subsequent discussion with the stakeholders indicated that there is no capacity at the ministry to implement those recommendations. The biggest challenge being the identification of the data sources and a mechanism to harmonize the collection of information and data into a workable system. Discussion with the key stakeholder, MoLE, suggests that internal expertise is lacking and what is required right now is for internal experts to sit with an external consultant to complete the data collection framework and how to process that information to produce a fully functioning LMIS even if it means instituting another law to enforce the collection of data. The expertise required is one of a Labour Statistician and IOM or even ILO can assist on this. There is room for additional participation and funding if the PMO-LYED can come up with a compelling case. In terms of capacitating the participants in creating awareness on the importance of LMIS, a number of workshops were conducted and according to the survey of participants, 85% of the respondent either agreed or strongly agreed that the workshops helped them to do their job better.

Outcome 1 and 4 were about building the capacity of government officials in legal and policy formulation frameworks that should have been aligned with the regional practices and broad frameworks. These were to be achieved through output on regional coordination, co-operation, information sharing and capacity in mixed migration management; the main aim of these outputs was for the government to see labour migration as a strategic instrument for economic cooperation and development and this could have been achieved by aligning and increasing capacity to manage and implement the country's labour migration management practices with the regional frameworks like the *EAC Common Market Protocol (and Annexes on free movement of labour and services), the SADC Labour Migration Action Plan, the SADC Regional Labour Migration Policy Framework, and Article 19 of the SADC Employment and Labour Protocol,* which deals with issues pertaining to the protection of migrant workers. Although the activities were fully implemented, the strategic goals were not achieved.

Labour migration management in Tanzania is managed through different pieces of legislation like the *Immigration Act, Employment and Labour Relations Act of 2004, Employment Policy, Employment of Non-Citizens Act etc*. The strategic goal of this outcome was to harmonize all of these different pieces of labour migration practices into one cohesive labour migration policy. Apart from government officials attending regional workshops, another activity was to develop a booklet which consolidate all international labour migration standards for the use by immigration officials and other key stakeholders. The booklets were supposed to summarize relevant international, regional and local labour migration standards (laws, regulations, policies, conventions and protocols. This activity was not completed much as it would have contributed significantly to its related output of enhancing knowledge and skills of relevant officials on regional and international labour migration standards. Discussion with key stakeholders and informants suggest a change of government attitude towards regional initiatives and collaborations and focus shifted more to nationalistic projects.

Outcome 3 was about building an electronic processing working permit system. This outcome was well *aligned* with the original intention only that it was not carefully thought out through in terms of scope. Eventually it turned out that the scope of the outcome was way out of the financial capability of the project and finally the GoT took up the project under the funding of African Development Bank (AfDB).

(b) To what extent did the project's activities improve frameworks for regularized labour migration.

Migration flows in Tanzania have been dominated by refugees, mixed migration and rural urban immigration. In the past, internal labour migration has occurred between the so-called labour reserve areas and developed areas (with plantations) within the country. However, there has also been a wave of labour migration to mining areas in South Africa and Zambia (Dr Opportune Kweka, 2014). Migration trends in Tanzania are now changing with the repatriation and naturalization of most refugees, increasing emigration and mixed migration, while Tanzania continues to receive a number of migrants working in the country as experts and investors. This call for a regularized framework for labour migration which in order to succeed it would have needed to observe three critical success factors namely, robust national policy framework, solid data management on labour migration and harmonized migration practices across the neighboring countries and the region as a whole. Underlying all these is a political system that is committed to regularized migration management and views migration management from a positive angle. This project was meant to achieve that. Figure 4 shows the relationship between these critical success factors and the designed outcomes of the project. At face value these outcomes are sufficient enough to create an environment where regularized migration management can be practiced. The project was however not able to attain fully a robust national policy framework for migration for the reasons that different pieces of migration management practices are already covered by different pieces of legislation e.g. the immigration law, labour and employment relations act, employment policy etc. Almost all critical success factors were addressed by a particular outcome area. This evaluation does not suggest that there is a complete absence of regularized migration management in Tanzania but it could be improved to a greater length. An area of interest discussion is on the extent to which the political climate was conducive in supporting strategic labour migration practices. Winning political support is a long-term project and it requires a number of interventions and various actors like the non-governmental organizations working in partnership with IOM to influence and advocate for critical components of regularized labour management like the formulation of a robust labour migration policy. This element was not properly addressed by the project because some of the assumptions in the theory of change did not hold.
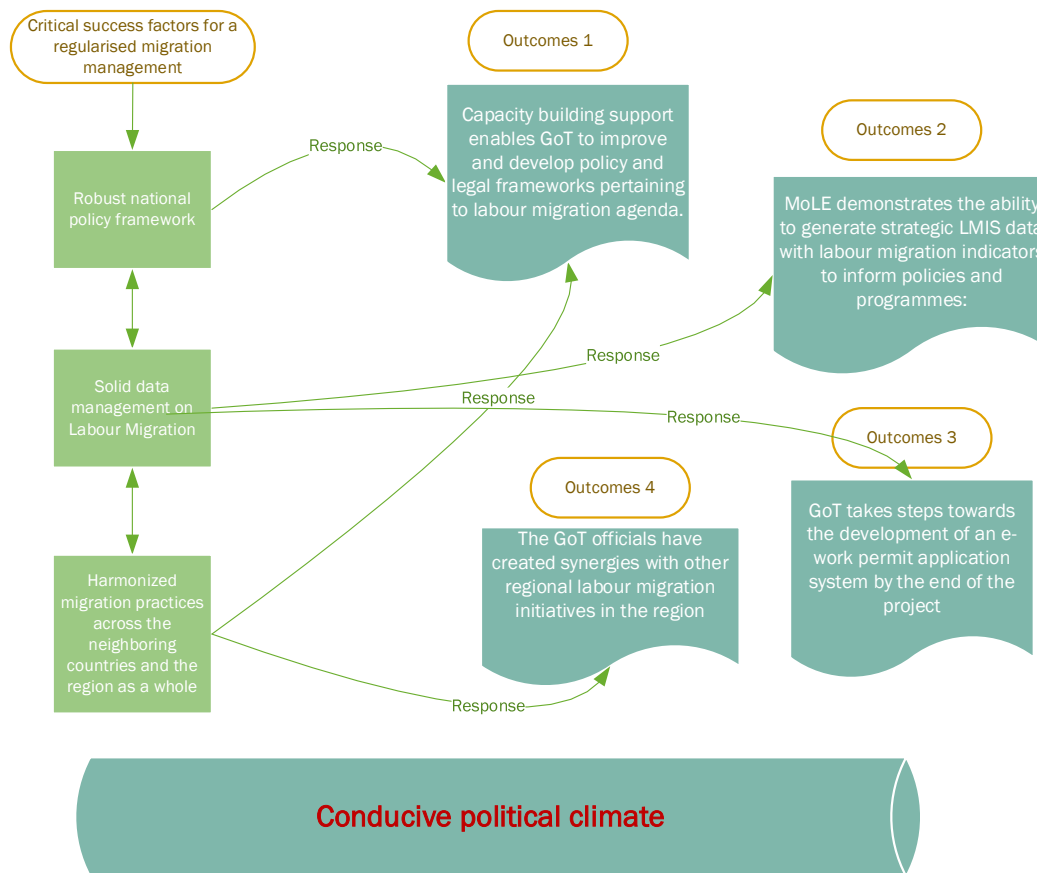
Figure 4: Mapping of Outcomes to Critical Success Factors of Regularised Labour Migration

This project was meant to improve strategic labour migration management and sharing of information but as mentioned previously, all of the three key success factors for a well regularized labour migration management still needs some serious intervention and improvements. The national policy framework is yet to be harmonized into one solid and cohesive policy document, data management was supposed to have been on track under the LMIS activities and initiatives but as a reported in Annex 3, this output wasn't fully accomplished. Migration data is scattered among several institutions in the country and in some of them, the data is not digitized therefore very difficult to collect, integrate, curates and give it a shape that can make it usable for the purpose of informing decision-making. Table 1 shows the list of prominent and key institutions in the country that are in one way or another collecting migration information or data.

Sn	Institution	Remarks
1.	Minister of Health, Community Development, Gender, Seniors and Children (MoHCGEC)	It does not collect any data but plan to collect data on trafficking in the future following the introduction of the Anti-trafficking Act of 2008.
2.	Ministry of Home Affairs (MoHA)	Collecting data international migration, both voluntary and forced.
3.	Ministry of Industry, Trade and Investment - Export Processing Zone Authority (EPZA)	It keep records and data on exports by migrants
4.	Prime Minister's Office – Labour, Youth Employment and Disabled (PMO-LYED)	Uses data from Immigration Department on migrants seeking employment in Tanzania.
5.	Ministry of Natural Resources and Tourism (MNRT)	Uses data from Immigration department on migrants who arrive in Tanzania as tourists
6.	National Bureau of Statistics (NBS)	Conduct censuses and household surveys and the questionnaire has some questions on international and internal migration.
7.	National Identification Authority (NIDA)	Establishes and maintain national population register of all foreigners residing in Tanzania for more than 6 months and issue national identification cards.
8.	President's Office - Public Service Management and Good Governance (PO-PSMGG)	Use data from Immigration Department on migration and emigration of government officials.
9.	Tanzania Airport Authorities (TAA)	Data on flows of internal and international migrants by planes
10.	Tanzania Employment Services Agency (TaESA)	Issue permit (a letter) to Tanzanians going to work abroad and has data on Tanzanians working abroad/seeking employment abroad.
11.	Tanzania Investment Centre (TIC)	Used data from Immigration Department on migrants who arrive to Tanzania as investors
12.	Tanzania Revenue Authority (TRA)	Data on revenue contributed by international migrants' in Tanzania
13.	Tanzania Trade (TANTRADE)	Data on migrants arriving to Tanzania for trade exhibitions
14.	University of Dar Es Salaam (UDSM)	Qualitative and quantitative studies on different forms of migration internal and international.
International organizations		
15.	International Organization for Migration (IOM)	Collects and maintains a database on child trafficking, PIRS (Personal Identification Registration System) and AVR (Assisted Voluntary Return).
16.	International Labour Organization (ILO)	Supports Ministry of labour in international migrant's data management and uses of the data.

Table 1: Labour Migration Data Sources

Table 1 shows the extent to which migration information is scattered, varied, multi-stakeholder, heterogeneous and above all, it comes in different forms and shapes and primarily a large part of it is manual by collection and presentation. This poses a big challenge in building up a system to coordinate all these institutions and ensure that the information from each independent organization is consolidated and amalgamated into one cohesive migration database. For this

project to have meaningful impact it was supposed to address all these challenges and come up with a system that is effectively bringing together all these organizations into a common pool for data collection and processing purposes. Table 2 analyses the overall picture as to whether the outputs of the project were sufficient to accomplish the outcomes.

Outcomes	Outputs	Analytical Remarks
OUTCOME 1: **Capacity-building support enables the GoT to improve and develop policy and legal frameworks pertaining to the labour migration agenda.**	Output 1.1: Increased knowledge and skills of technical officials of Ministries of Labour and other key stakeholders on labour migration management	Activities leading up to these outputs would be sufficient to build capacity of the government to develop policy and legal framework pertaining to labour migration agenda. However, one key activity of developing a booklet containing international migration standards was not achieved.
	Output 1.2: Enhanced knowledge and skills of relevant officials on regional and international labour migration standards.	
OUTCOME 2: **MoLE demonstrates the ability to generate strategic LMIS data with labour migration indicators to inform policies and programmes.**	Output 2.1: Improved knowledge of relevant stakeholders in Tanzania on LMIS and labour migration indicators	There were no sufficient activities to carry through these outputs to eventually the outcome to the finish line. The highest attainment was the preparation of a roadmap document. By the end of the project there was no system to generate labour statistics to inform policymaking and decision-making process. This outcome was partially achieved.
	Output 2.2: Increased capacity and skills of key actors to implement an effective and harmonized LMIS while incorporating labour migration aspects.	
Outcome 3: **GoT demonstrates the ability to generate and use up-to-date labour migration data through the development and adoption of an electronic work permit system.**	Output 3.1: Increased knowledge and skills of technical officials at MoLE on the use of electronic work permit applications.	The scope of this project kept on changing as the project was progressing. Output 3.1 was about building the technical capacity of officials to use the system. Output 3.2 was not carefully thought through and activities under this output were not sufficient to attain this output. The project ended up with preparing the feasibility study and procurement, implementation and installation of the system was taken over by the government. However, suffice to remark that there is currently an electronic work permit processing system in place.
	Output 3.2: New electronic work permit application system is accessible to migrant workers	
OUTCOME 4: **The GoT has created synergies between national labour migration management interventions with other regional (SADC) labour migration initiatives**	Output 4.1: The project is aligned to regional project initiatives	There were four activities to produce this output but the nature of these activities was simply to attend the regional migration conferences. Discussion with key informants revealed that the position of Tanzania remained the same on labour migration policy.

Table 2: Analysis of Project Outcome and Output Relationship

In conclusion, alignment of labour migration practices also require serious intervention and recalibration in terms of the national vision and change of attitude. Migration management is still considered as a security issue as opposed to a tool that can aid social economic development. The Department of Immigration Services is considered as a security organ (chombo cha ulinzi na usalama) and hardly, you find it involved in different forums of social economic discussions and dialogues locally or even regionally. It appears that the concept of migration and development is

yet to be understood properly and to be realized that it is for the benefit of the country to harmonize regional practices to the advantage of the nation.

It can therefore be concluded that, despite the fact that all the activities were fully implemented, the higher goal of having a regularized labour migration management was partially achieved. The number of activities and the level of interventions did not create a critical mass of cause and effect linkages that was necessary for a tangible result. All the four Critical Success Factors for implementing a regularized labour migration system need to work in harmony. This is not the case for this project therefore it is reasonable to say that a regularized labour migration system was not achieved by the project. This could be attributed to the fact that, the project started without a very clear, succinct and robust theory of change. The theory of change was being developed as the project was moving along.

(c) **What were the major factors influencing the achievement or non-achievement of the objectives?**

The average level of implementation of activities was 89.5% and attainment of indicators was also recorded at 86%. By any standard, this is an impressive performance to be reckoned with. According to the analysis in Annex 3, even for those activities that where not fully implemented, the main reasons behind were systemic and not operational. In some cases, it was lack of cooperation on the part of the government or change of attitude and direction but suffice to mention that, at an operational level, the project was successful despite of these challenges. Below are some of the major factors that influenced the achievement or non-achievement of the project objectives.

(i) Changing government priorities and focal persons was the biggest challenge to the project and this was caused by the fact that the government kept on changing priorities and furthermore, it shifted location as all ministries were required to shift to Dodoma. This increased the cost of implementation in terms of follow-up and in contacting the focal persons and even during this evaluation, it was a challenge getting full cooperation from different officials and the consultant had to make extra effort in following up with the different officials for the purpose of getting data and information. Rotation of key project focal persons during project implementation also led to some delays while alternative working modalities were being discussed.

(ii) Initial close coordination with the Government of Tanzania, particularly PMO-LYED at the initial stage facilitated smooth engagement with the rest of line ministries and other relevant stakeholders while carrying out the feasibility study for the e-permit system and the LMIS rapid assessment. This did not last long though.

(iii) Change of government priorities and limited funding led to a key component of the project having to be modified i.e. following reviews of internal plans, and through consultations with relevant stakeholders, in 2016, the government decided to enhance the scope of the electronic work permit system aiming to comprehensively integrate with systems hosted at the Tanzania Immigration Services Department (TISD), the Business Registration and Licensing Agency (BRELA), the TIC, the Export Processing Zones Authority (EPZA) and other professional and sectoral bodies/authorities. Ideally this should have been captured at the time of designing the project but it came way too late down the project implementation phase hence the project could not fund the additional increase of scope.

5.2 Relevance

For the purpose of this analysis, relevance is being defined as the extent to which the intervention objectives and design responded to beneficiaries' country, regional and partner institution's needs, policies and priorities and continue to do so if circumstances change. The analysis will go to the extent of analysing any changes in the context of assessing the extent to which the intervention

can be (or has been) adapted to remain relevant. Below are the evaluation questions to guide the discussions/assessment of findings under the relevance dimension.

(a) What was the problem that the project was trying to solve?

According to documentation review and further discussions with key stakeholders, the government of the United Republic of Tanzania had the following challenges: lack of capacity at the PMO-LYED and within stakeholders to create a shared understanding of labour migration management, administration and protection; a vacuum In Policy and Legal framework on Labour Migration and Management; lack of a system (LMIS) to track both internal migrants (rural and urban) and external migrants (emigrants and immigrants); lack of an electronic work permit system that will improve the issuance of work permits for foreigners and finally, the need for mainstreaming of Labour Migration on the National Development Strategies. These were the formal requests from the GoT and the project was supposed to be designed in such a way that it provides a decisive and appropriate response in the form of solutions to these problems.

(b) Were the interventions appropriate to solve the problem?

The project implementation framework was aligned with the flow of the challenges that the government is facing in labour migration management. Figure 5 is trying to map the outcomes as outlined in the project document with the original requirements from the government. One of the government needs to mainstream labour migration into the government national development strategies was not specifically addressed by any outcome. However, if Outcome 1 was properly designed it could have incorporated this requirement and this boils down to the insufficiency of the theory of change for this project. Outcome 1 has some of the activities that could have been usefully deployed to achieve the outputs of outcome 4. For government officials to create synergy with their regional counterparts, their capacity needed to be built first and that was happening under outcome 1. If carried out effectively, the two outcomes could have remained separate and still achieve the same results. In any case, there were no enough or critical mass of activities under outcome 1 to influence the change that was expected under that outcome - ability to improve and develop policy and legal framework pertaining to labour migration agenda. Capacity building activities were conducted but they were not sufficient enough to bring change. This is also validated by the fact that the budgetary allocation for outcome 1 was only utilised to 49% only meaning the absorption capacity was low. Discussion with some of the respondents who received the trainings revealed that, some of these trainings were not relevant to them as they were handpicked without knowing exactly whether the training was meant for them or not. This could also again be attributed to the lack of a clear and succinct theory of change at the beginning of the project that would have guided the design and formulation of activities under each outcome. Outcome 2 on building the LMIS was properly addressed only that the initiative was poorly conceived and it only ended up with a roadmap document. The intention of outcome 2 was to build a system that would have generated indicators to inform policy formulation and decision-making but discussions with key informants suggested that they only wanted a roadmap to build the LMIS. This means that, what was being implemented was different from what the project document was suggesting.
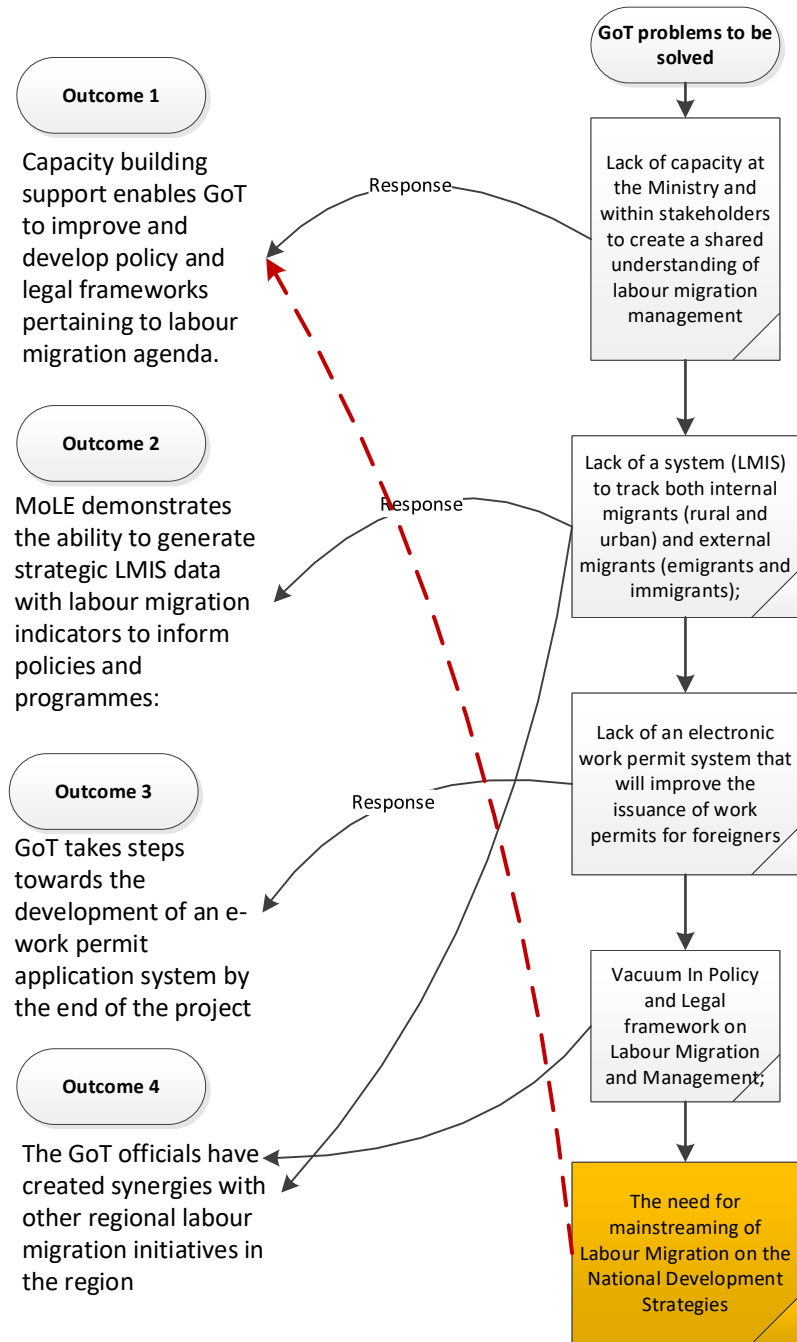
Figure 5:Outcome Mapping to Labour Migration Challenges as outlined by the Government

(c) How appropriate (taken into account during project design) were the project's intended results for the context within which it operated including the needs of stakeholders and the regional governments?

The project's intended results were in alignment with the problems that the government wanted to be solved. As it can clearly be seen from Figure 5, there is a matching congruence between what the projects defined as outcomes and what the government defined as problems to be solved. The only challenge that stood out is the fact that the mainstreaming of labour migration management was not effectively done through a cohesive and comprehensive national policy therefore, the national development strategies have not reflected labour migration management as a strategic tool to regulate the availability of skilled manpower in the country and hence contribute to the development initiatives. As mentioned

earlier, labour migration is considered as a security issue as opposed to strategic tool to manage and regulate the flow of human capital which is an essential development tool.

(d) What was the theory of change underlying the project?

The theory of change is an articulation of how and why a given intervention will lead to specific change. From the evaluation perspective, ToC is part of a broader program analysis or program theory. A successful application of the ToC in this particular project was to provide an answer to the question as to "a theory of how and why initiatives like *capacity building, roadmap for labour market information system and electronic work permit system*, alignment of national labour practices with their regional frameworks can work." After a thorough analysis of documentation and consultation with key stakeholders involved in the implementation of the project and also on the challenges and opportunities that existed, the project was guided by the Theory of Change as shown in Figure 6:
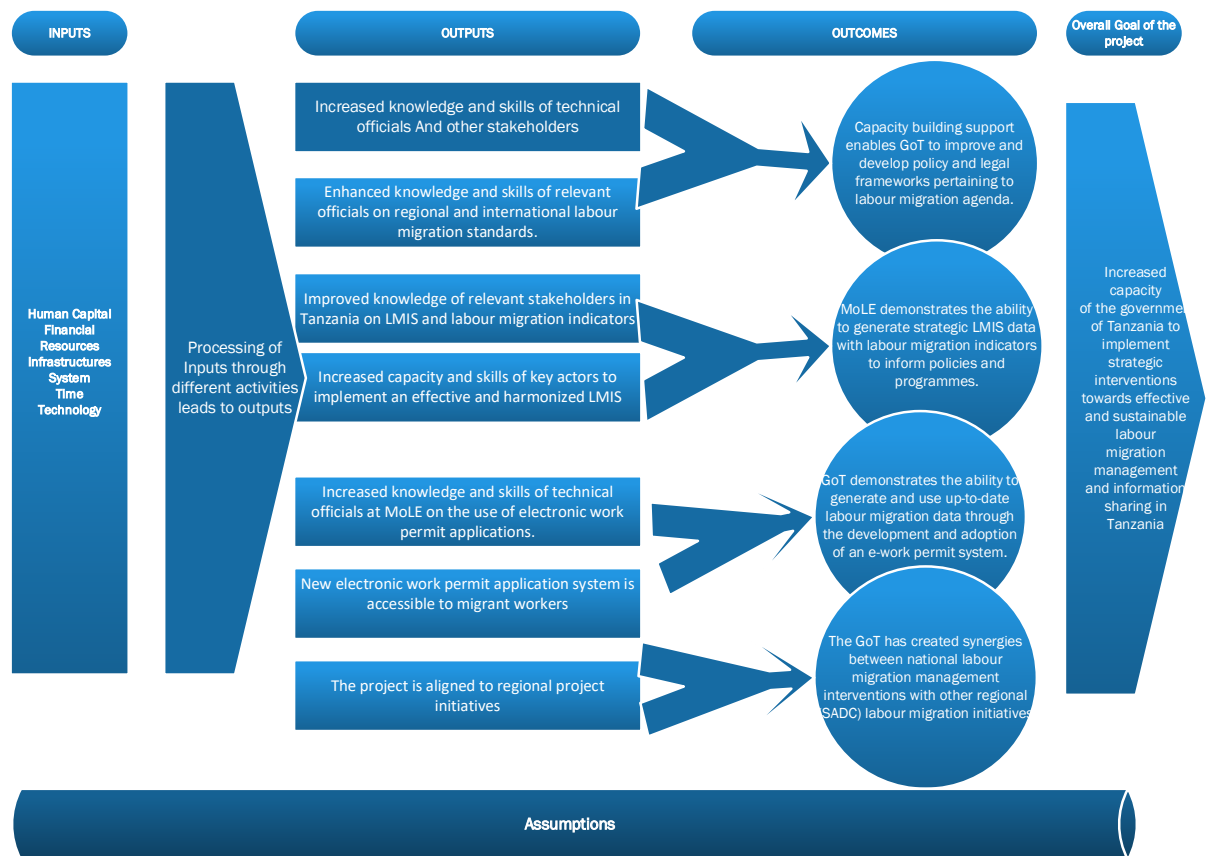

Figure 6: Project Theory of Change

If operational capacities are enhanced by capacitating the staff and computerizing the work permit application system **and if** *migration management is informed by labour market information system,* **then** the capacity of the government of Tanzania to implement strategic interventions towards effective and sustainable labour migration management and information sharing in Tanzania will be increased as the overall goal of the project. For this to happen, the project had different assumptions assumption that were assumed to hold for the entire duration of the project:

- Ministry of Labour demonstrates political will at a high level to develop labour migration programmes.

- MoLE makes available staff at the appropriate level to advance the labour migration portfolio.
- MoLE demonstrates political will at a high level to implement LMIS.
- Availability of relevant officers to participate in trainings.
- Willingness of the decision makers at MoLE to encourage officers to attend trainings on e-work permit and maintain usage of the new system.
- Willingness of both local and regional representatives to collaborate in creating synergies among their respective interventions.

These outcomes were supposed to work in tandem to produce the overall objective of the project. Synergy was expected among the outcomes to support one another and to synergize the whole mechanistic process of creating the outputs to drive outcomes. In the process of implementing the project some parts of the theory of change could not able to hold together. For example, some of the assumptions did not hold. There were some developments like change of administration and shifting of the central government to Dodoma that had the effect of effecting the key ministry of labour's participation in the project. There were challenges of logistics and communication let alone the additional expenses in conducting physical meetings.

(e) How appropriate was the project design to achieve its objectives in the context in which it operates?
The design of this projects was evaluated through the following prisms; the scope, partnerships, design of the result framework as follows:

The scope: There was not enough planning around what was done under Output 1.2 on activity relating to the printing of the booklet that contains national, regional and international labour migration standards. As part of the output, the project succeeded in drafting a booklet titled "Labour Migration Management in Tanzania" that contained selected national, regional and international instruments applicable in the Tanzanian Mainland. This task was successfully completed as originally intended under the project however, when the draft labour migration booklet was submitted to the PMO-LYED for review, the PMO-LYE suggested that a new consultant needs to undertake a broader analysis of applicable local and international labour migration guidelines therefore publishing of the booklets was found not be necessary. This activity was not properly conceptualised at the beginning and also the change of attitude on the part of the government saw the activity being halted in the middle of the process. This underscores the importance of a detailed consultation at the design stage in order to avoid such misalignment waste of financial resources at the time of implementation.

Another example of a scope issue was on Output 2.1 and 2.2 on the development of the labour migration information system. The outcome was not properly designed to trigger good outputs and in turn creation of activities that would have supported the outputs and outcome effectively. The use of the words "demonstrate" could have been interpreted anyhow and therefore creating lack of clarity on what exactly are the outputs. As it is, the outcome only ended at producing a roadmap report on the implementation of a labour statistics generation system. The outcome could have been designed better.

Partnerships: Projects with such a broad agenda like this one needed a broad base of partners working together to achieve a common goal. Discussion with key informants revealed that many of them could have played a much bigger role had they been involved from the design stage. Many of them were involved tangentially. For example, Tanzania Private Sector Foundation (TPSF) could have played a bigger role of advocating from the private sector angle

on Labour Migration Policy. Trade Union Congress of Tanzania could also have played a bigger role in pressurising and advocating for labour migration information system and alignment with the regional labour migration frameworks in order to champion for labour migration rights which is their core function. With such partnership, the assigning of tasks and responsibilities to different partners who have the capacity would have made the work easier for IOM in implementing this project and dealing with the government. Another missed opportunity was on the development of the LMIS of which the National Bureau of Statistics was not officially invited and engaged to participate. The NBS is about to conduct the Integrated Labour Force Survey 2020 and this would have been an opportunity of partnership were the LMIS could have been mounted on top of the labour force survey and minimise the cost of collecting data. NBS have the knowledge, expertise methodologies and tools to assist in the national surveys but they were never fully utilised by the project.

The design of the result framework: All of the outcome indicators as shown in the Table 3 were either process or output indicators and therefore measuring intermediate results state of qualitative change from the interventions.

Project Objective	Indicator	Remark/Analysis
Contribute to increasing the capacity of the government to formulate and implement strategic interventions towards effective and sustainable labour migration management and information sharing In Tanzania	Number of formulated interventions (including policies, action plans, MOUs, information sharing agreements etc.) by key actors, enabling sustainable labour migration management and information sharing in Tanzania	This is the overall goal of the project and it cannot be measured by the number of formulated interventions. The last part of the indicator description is much more strategic and result oriented compared with the number of formulated interventions.
Outcome – 1	Indicator	
Capacity building support enables GoT to improve and develop policy and legal frameworks pertaining to labour migration agenda	Number of labour migration - related policies and programmes that have been discussed and analysed through capacity building activities	This is a process indicator measuring intermediate results. As the building was being built to enable the ministry officials to lobby, negotiate and advocate strongly for the formulation of migration policies in an existence of a robust legal framework that takes care of the migrants.
Outcome – 2	Indicator	
MoLE demonstrates the ability to generate strategic LMIS data with labour migration indicators to inform policies and programmes	Number of LMIS labour migration data sources identified.	This is a quantitative process indicator which does not measure the strategic intentions of this outcome. The number of migration data sources is not the endgame, it is an intermediate process to reach the finish line which was a system that is fully functioning by generating labour statistics for the purpose of informing policy formulation and decision-making.
	Number of roadmap components being implemented by the government in developing the LMIS & Labour Management policy	This is a quantitative process indicator which does not convey a message as to which qualitative change was being expected from this outcome. Number of roadmap components being implemented is an intermediate process and does not tell how the end result will look like.
Outcome – 3	Indicator	
GoT takes steps towards the development of an e-work permit application system by the end of the project	Existence of GoT endorsed Terms of Reference pertaining to the implementation of e work permit application system	Endorsement of the Terms of Reference does not indicate the completion of an assignment. The outcome itself is aiming too low – simply taking steps by the government is a very intermediary achievement.
Outcome – 4	Indicator	

The GoT officials have created synergies with other regional labour migration initiatives in the region	Number of regional initiatives/action plans incorporated onto the national strategies.	This is also a quantitative process indicator that does not have any significant impact in measuring the strategic results of this outcome. The number of regional initiatives incorporated onto the national strategy does not mean that will be implemented and furthermore, is not clear which national strategy is being referred in this case.

Table 3: Analysis of Indicators at an Outcome Level

Discussions with some of the key stakeholders and informants involved in labour migration expressed their frustration that the project was not able to deliver on two key results namely, labour migration policy and labour management information system to produce labour statistics. The project alone without the support of other key stakeholders from the private sector, trade unions and other bilateral agencies could not be able to put enough pressure on the government to produce the labour migration policy. At minimum, the project should have included activities aimed at building the capacity of the civil society organisations to advocate strongly for labour migration policy and production of labour statistics even after the project has come to an end. Table 3 shows the analysis of the indicators at an outcome level and almost all indicators were output indicators trying to measure outcomes. This was a wrong setup in measuring performance. As such, these indicators did not provide motivation and guided the project in the right direction to produce strategic results hence the lack of a robust labour migration management policy and a framework to produce labour migration statistics.

(f) Could it have been designed differently?
The project could have been designed differently by taking into consideration the following issues or factors.
   a. Collect baseline information before the beginning of the project. Baseline information is important when trying to establish the achievement hence defend the contribution claim.
   b. Provide for an inception period (0 – 3 months) to accommodate necessary consultations and coordination to further inform the project strategy and reassess risks and assumptions. Close and extensive involvement of the government and especially the Ministry of Finance is highly recommended. During this inception period, memorandums of understandings should be signed not only with the ministry but also other stakeholders involved in the project and orientation on how the project is going to be governed and run should be effectively done.
   c. Identify more than one focal person at the PMO-LYED and a focal person from each of the key stakeholder institutions involved in the project and especially those in the project steering committee. That would have been followed by having a memorandum of understanding with each of the stakeholder involved.
   d. The memorandum of understanding would have spelt out the expectation of the projects on the stakeholder, tasks to be accomplished and overall responsibility of the stakeholder on the project.
   e. Create a result-based monitoring framework that has indicators that motivate for a higher level of performance.
   f. Involves civil society organisations in some of the implementation.
   g. Ensure the project implementation period does not straddle between two political administrations to avoid being caught in conflicting political messages and agenda.

h. To ensure sustainability and financial commitment to the project, inform and include the Ministry of Finance in the project's steering committee.

(g) Are the activities and outputs of the programme consistent with the intended impacts and effects?

It must be reminded that the overall objective of this project was to increase the capacity of the government of Tanzania to formulate and implement strategic interventions towards effective and sustainable labour migration management and information sharing in Tanzania. Given the indicator and activity analysis as shown in Annex 3 and 4 respectively, is it correct to say that not all the activities were consistent with planned impacts because some of them were either not sufficient, or were weak, while others were affected by changes in policy or political environment outside of the project's control e.g. the electronic work permit processing outcome. This affected the march towards the intended impacts and effects specifically, strategic interventions towards sustainable labour migration management and information sharing. In the absence of a robust, coherent and distinct labour migration management policy and an effective labour-management information system, it is difficult to see how the capacity of the government of Tanzania could have been increased towards an effective and sustainable labour migration management and information sharing in Tanzania.

5.3 Sustainability

For the purpose of this analysis, sustainability is being defined as the extent to which the net benefits of the intervention continue or are likely to continue. In analysing this segment, we have included an examination of the financial, economic, social, and institutional capacities of the project deliverables needed to sustain net benefits over time.

(a) Were suitable strategies for sustainability developed and implemented?

As explained in the introductory paragraph, findings on this evaluation question will be answered or presented based on the four perspectives of financial, economic and social applied to each outcome of the project.

(i) *Financial:* Discussion with key stakeholders and informants revealed that, with the exception of the electronic work permit processing system, the rest of the outcomes are currently not being funded by the government due to limited budgetary allocation. There is nothing significant going on in as far as outcome 2 on the development of the LMIS system save for Integrated Labour Force Survey 2020 that is being undertaken by the National Bureau of Statistics and is being funded by other development partners. Outcome 3 is about electronic work permit processing system. This system is fully functioning and funded by the government. Discussion with key informants revealed that this is due to the fact that the government is to a large extent considering this as a security issue than a system to generate labour statistics to manage migration. As for the rest of the outcomes there was at least no indication or evidence of a financial strategy specifically earmarked to fund and sustain all the initiatives that were started by the project.

(ii) *Economic:* Discussion with key informants revealed that the government would prefer to fund initiatives or activities which are more economic and can generate immediate cash flow or revenue to the government. The electronic work permit processing system is a source of cash revenue for the government and by all likelihood it is going to be sustained and funded by the government. Outcome 1, 2 and 4 do not have any immediate cash impact on the government coffers therefore they are less likely to attract financial support from the central government at least in the immediate future.

(iii) *Social:* Social pressures might play a role that will ultimately leads to sustain some of the gains out of this project. Discussion with key informants from the private sector revealed that, the apex body, Tanzania Private Sector Foundation has already started some

initiatives (although not related to the project but nevertheless they have an impact on the project sustainability) with the IOM to discuss issues relating to transfer of funds from the diaspora. The discussions we are centred around the fact that the diaspora is contributing a lot to the national development efforts in terms of the financial transfers. The purpose of those meetings was to produce the National Diaspora Policy. The meetings were very consultative in nature and the role of the private sector was to provide information, perform validation, discuss on ways and means and how to change the people's attitudes towards migration, how the remittances could help the economy, assist in conducting surveys, identify respondents, acting as a bridge to the financial banks to provide information regarding remittances etc. Although these kind of social pressures were not part of the project initiative, they were nevertheless important in sustaining some of the gains of this project because these initiatives came out of the migration management context.

(iv) *institutional:* the issue here is: Are there sufficient systems, organisation structures and appropriate leadership to sustain the gains of the project? Discussion with key informants has revealed that the project was primarily anchored at the PMO-LYED but as shown in the previous analysis, many partnership opportunities were missed. Within the PMO-LYED itself there are sufficient systems, organisation structures and good leadership from the Director of Employment but probably the challenge will be the limited budgetary allocation to sustain the gains of the project. To get round the challenge of limited budgetary allocation is to increase partnership with interested institutions and in so doing, one is increasing the ability to cast wide the net that would attract more financial resources.

5.4 Process and Efficiency

For the purpose of this analysis, process and efficiency is being defined as the extent to which the interventions delivered, or were likely to deliver, results in an economic and timely way. In discussing these, we have considered the economic to mean the conversion of inputs (funds, expertise, natural resources, time, etc.) into outputs, outcomes and impacts, in the most cost-effective way possible, as compared to feasible alternatives in the context. "Timely" delivery is within the intended timeframe, or a timeframe reasonably adjusted to the demands of the evolving context.

(a) Were the activities cost-efficient?

Project activities were cost efficient except for one most noticeable practice where participants without considering their relevance and importance to the project were invited to attend the capacity building workshops and project was incurring expenses for their participation. There is a reason why projects identify stakeholders. Once a stakeholder has been identified, they should be engaged at an official level and participants identified early on and there should be criteria as to why a particular individual should be invited to the workshops instead of casually calling individuals to participate. This created lack of continuity when individuals were transferred around ministries and agencies. Once an institution has been identified as a stakeholder, it should be engaged at an official level, records of meetings and minute notes should be kept and stored electronically hence continuity even if the focal person has been moved to another ministry or agency. The evaluation consultant had a challenge tracking down focal persons and even when they were obtained or reached out they had no recollection of what transpired during their participation in the project. As part of the project partnership and coordination strategy, PMO-LYED took the lead in identifying and nominating officials to take part in the meetings, training & workshops organized (observing equal gender representation and participation to the extent possible). The strategy was based on PMO-LYED's mandate and inherent knowledge and network of relevant stakeholders to be engaged/capacitated, but it is seeming the selection process was

not properly supervised and inappropriate participants were selected instead. All meetings workshops related to trainings, roadmap development and validation of the assessment were co-organized by PMO-LYED & IOM and participants were being taken care of in terms of meals, transport allowance and conference facilities. Beyond the selection of training participants, lack of synergies and the choice of interventions as explained earlier, had a bearing on efficiency, particularly conversion of outputs to outcomes

(b) Were project activities implemented as planned and on schedule?
At an operational level, project activities were implemented according to the schedule despite the fact that there were some delays due to change of focal persons, delayed response from the MOLE-LYED and the relocation of the government headquarters to central Dodoma, Tanzania.

(c) What external factors affected the implementation of the project and how were they managed?
External factors to the project and IOM in general included change of the political administration, shifting of the government headquarters to central Tanzania in Dodoma, change of government personnel and change of political priorities in terms of labour migration management. All these factors impacted the implementation of the project. Some of these factors like the change of personnel, shifting of the government administration to central Tanzania were managed by improving and changing communication means but factors like the change of the political administration were beyond the scope of the project to manage.

(d) How effectively were the programme performance and results monitored?
There was a governing structure of the project and everything was being coordinated by the project steering committee (PSC). The steering committee was a permanent structure that was created by the government of Tanzania and it was then decided that, in order to sustain the outcome of this project, this committee was to serve as a permanent committee and among other things that it was tasked to, were the coordination of the then Big Result Now Project. The steering committee was made up of worker's representative (TUCTA, any other invitee), representatives of the government (PMO-LYED, Ministry of Home Affairs (MOHA), eGOV, Interpol, Tanzania Immigration Services Department, National Bureau of Statistics (NBS)), representatives of employers and the private sector (TIC, Association of Tanzania Employers (ATE), TPSF, Tanzania National Business Council (TNBC) and any other relevant invitee). Below this level was the project beneficiary that was the PMO-LYED and was being represented by the Director of Employment. Technically, everything was being reported to the steering committee through the project coordinator who was an IOM employee. The committee was meeting once in a month and performance and results were being monitored through reports that were prepared using the IOM templates. There were two reports, financials and narratives which contained cumulative explanation on the accomplishment of each activity, indicators, outputs, outcomes and the overall objective of the project.

(e) What is the quality of the project outputs and/or the project activities?
The quality of the project outputs and their activities was good and reasonable only that they were not properly designed to produce higher strategic goals of the project. Discussion with key informants indicates that the project had three high-level strategic outputs namely; implementation of the electronic work permit processing system that was partially funded by the project, building the ccapacity of the GoT to improve and develop policy and legal frameworks pertaining to labour migration agenda, and finally, a system of producing regular and updated labour and migration statistics to inform policy-making and guide development direction. It is only the electronic work permit processing system that is now visibly functioning smoothly and it can reasonably be concluded that the government is reaping benefits out of the system.

(f) Was the programme or project implemented in the most efficient way compared to alternatives?

At the closure of the activities, the project remained with a balance of US$ 40,452, meaning that the project was not able to burn fully all the allocated resources. This evaluation did not compare the model of implementation with any other project of a similar nature therefore it is difficult to remark whether approach taken by the project was the most efficient one in terms of band rate. Outcome 1 and 2 were able to burn an average of 50% meaning either the activities were not fully implemented or the resources allocated were not properly synchronised with the requirements of the project. Table 4 provide a budgetary analysis of the project.

Expenses	Budget In US$	Actuals in US$	Burn rate (%)
Staff expenses	54,004	53,387	99%
Office expenses	6,236	6,236	100%
Operational costs			
Outcome 1: improve the capacity of the GoT to strengthen policy and legal frameworks pertaining to labour migration management agenda.	16,369	7,979	49%
Outcome 2: the Ministry of Labour demonstrates the ability to generate strategic Labour market information system (LMIS) data with labour migration indicators to inform policies and programs.	51,120	27,227	53%
Outcome 3: Government demonstrates the ability to generate and use up to date labour migration data through the development and adoption of an electronic work permit system.	45,533	38,001	83%
Outcome 4: GoT officials have created synergies between national labour migration management interventions with other regional labour migration initiatives in the region.	10,238	10,238	100%
Evaluation	16,500	16,500	100%
Total Expenses	200,000	159,568	80%
Balance of resources carried forward as at 28th February 2018		**40,432**	

Table 4: Project Budget Versus Expenditure

It is also worth remarking that, outcome 3 on the development of electronic work permit system consumed 83% of the allocated resources while the system was not fully implemented by the project as the government decided to seek funding somewhere else to complete the implementation. The project deliverable under outcome 3 was the feasibility study. Experience in the market indicates that this would have costed far less than the amount consumed under this outcome. The project was able to save about 20% of allocated resources but more could have been saved if the following measures were taken:

(i) Co-funding modalities by other development partners. For example, during project implementation, Japanese International Cooperation Agency (JICA) & European Union (EU) had meetings with PMO-LYED and the IOM project team to understand project results and identify possible areas of synergies. Such opportunities could have been pursued aggressively in order to have co-funding arrangements.

(ii) The Ministry of Finance should have been the key stakeholder in this project in order to increase allocation to the PMO-LYED budget, especially for the e-permit system development and also the LMIS activities.

(iii) There was a need to sell the project to other donors, traditional and non-traditional ones because there are many development partners out there who are interested in labour statistics and migration issues.

(iv) Civil society organisations could have been involved in carrying out some of the implementations at a much cheaper rate.

(v) According to discussion with key informants, the project needed two coordinators in case one was excused from duty the other one could carry on with the coordination function.

6 CONCLUSION

In the light of key findings, this section attempts to pull together every segment and element of the quantitative and qualitative analysis based on the OECD criteria to arrive at the conclusion and below are the conclusions.

6.1 Effectiveness

This evaluation was trying to establish the extent to which the interventions or intended objectives were achieved. Based on the findings presented through responses to evaluation questions, it can be concluded that, intended objectives were achieved at an operational level meaning all activities were implemented to meet their set outputs levels but strategic goals were not achieved. Documentary review including the original request from the GoT and as validated by key informants, all points to the direction that the project was to build capacity of the GoT to improve and develop policy and legal frameworks pertaining to labour migration agenda with the ultimate purpose of producing a consolidated labour migration policy, computerise the labour work permit processing system, a mechanism or a system whereby labour migration and non-migration statistics could be generated on a regular basis to inform policy and decision making. With the exception of one, these high-level strategic goals were not achieved. It is fair to say that perhaps first, the project was partly too ambitious as a project can only influence policy development, and secondly, that the selected activities were not sufficient/appropriate for some of these result. Below is a summary of each outcome.

Outcome 1; First, this was too ambitious of an outcome and second, the level and number of activities, outputs to support this outcome were not sufficient and well structured. It is also a factor that policy development is a long-term project and it requires active involvement of the government and also civil society organisations working in collaboration with the Development Partner's to interest the government. This could not be achieved within a short span of the project.

Outcome 2; This outcome was also not properly structured and there was some element of vagueness on the use of the word "to demonstrate." This outcome was implemented without a clear vision of what would be the end result products. It was also partly too ambitious to expect design, installation and implementation of a fully functioning labour statistics generation system within a short span of the project duration stop

Outcome 3; The scope of this outcome was not properly thought out in the sense that there was an expansion of the scope in between the project implementation period and this expansion was not a planned for during the planning phase. The outcome ended up at preparing the feasibility study and the remaining portion which comprised mostly procurement and implementation of the system was taken over by the government.

Outcome 4; This outcome is related to outcome one in terms of expected high-level strategic results. The outcome aimed at aligning and integrating labour migration frameworks into the national development strategies. Both documentation review and discussion with key informants suggests that there was no any Labour Migration framework that was integrated into national development strategies during the time of the project. This was partly not the fault of the project and it was actually beyond the control of the project because of the changing political priorities of the country on labour migration practices.

6.2   Relevance

This evaluation was trying to establish the extent to which the interventions objectives and design responded to beneficiaries' country, regional and partner institution's needs, policies and priorities and continue to do so if circumstances change. The outcomes were properly matched to the needs of the government. Although outcomes and activities were not sufficient enough and properly configured, suffice to mention that the interventions were relevant in terms of outcomes as they were designed to meet the needs of the government. These needs are still there in terms of building the capacity of the government to enact appropriate policies for labour migration; production of labour statistics is required more than ever before due to increased global labour mobility; harmonization of regional labour practices is of great importance as well. Just as these interventions were important then, they are still important now.

6.3   Sustainability

This evaluation was trying to establish the extent to which the net benefits of the intervention continue, or are likely to continue. The evaluation further analysed the resilience, risks and potential of the interventions from the perspectives of financial, economic, social, and institutional capacities of the project deliverables needed to sustain net benefits over time. With the exception of outcome 3 on electronic work permit processing system, the rest of the outcomes do not seem to attract financial resources from the government and it is very likely that whatever gains were obtained from the project will be rolled back. In summary, the net benefits from outcome 1, 2, and 4 are unlikely to continue.

6.4   Process and Efficiency

This evaluation was trying to establish the extent to which the interventions were delivered in an economic and timely manner. Further to the analysis carried out in the previous sections, it can reasonably be concluded that, the project activities were implemented within the timeframe allocated for the project. Despite minor delays in between the project activities, the full implementation of the project was able to be contained within the timeframe allocated. However, the uptake of financial resources or rather absorption capacity was not satisfactory for outcome 1 and 2.

7   LESSONS GENERATED AND RECOMMENDATIONS

Use of lessons learned is a principal component of an organizational culture committed to continuous improvement and adaptive management. Lessons learned through evaluations do communicate the acquired knowledge more effectively and ensure that beneficial information is factored into future project planning, work processes, and activities. In the light of key findings, this section attempts to pull together every element of the quantitative and qualitative data analysis including key informant discussions to arrive at the lessons generated and recommended good practices.

(h) **LESSON 1:** Projects are not implemented in a vacuum, projects are implemented within a certain political context in a particular country therefore they must be aligned with the existing political system and aspirations.
RECOMMENDATION: Design of projects should try as much as possible to plan the duration of the projects to be within one political administration tenure in order to avoid conflicting political agendas. Commencement of projects just near the election date should be avoided in order to avoid unforeseen or unexpected change of political priorities and direction especially if the assumptions of the project at the time of design are by all likelihood not going to hold water.

(i) **LESSON 2:** Design of projects should try as much as possible to observe program logic and ensure that there are some backward causal linkages between activities, outputs, outcomes and the ultimate goal of the project.
RECOMMENDATION: At the time of design, professional experts in monitoring and evaluation should be involved in the design process and they should focus on the result and performance measurement aspect of the project. Alternatively, project staff should be capacitated to understand how to monitor projects and especially in observing the program logic.

(j) **LESSON 3:** There should be an assessment of the state of readiness before the execution of the project. This is necessary for identifying appropriate stakeholders, signing memorandum of understanding with stakeholders, ensuring that the governance of the project is clearly understood by all parties involved, ensure all the reporting lines and distribution of responsibilities among stakeholders is clearly spelt out, expectation of stakeholders has been clearly gauged and the reason why they have been invited to participate has been explained properly to them and what are the benefits that will accrue to them at the end of the project has been properly outlined and agreed. This will motivate them to participate effectively hence ownership and sustained engagement.
RECOMMENDATION: Before the commencement of the project, IOM should provide for an inception period (0 – 3 months depending on the project) to accommodate necessary consultations and coordination to further inform the project strategy, scope and reassess risks and assumptions.

(k) **LESSON 4:** Appreciation that migration issues can be complex and that migration management can also be used as a strategic tool to contribute to social economic development should not be taken for granted. IOM should not make an assumption that all governments understand labour migration issues and how important it is to have a labour migration policy.
RECOMMENDATIONS: Effort should always be made to sensitise, inform, educate relevant government officials on how strategic migration management can be of benefit to the country. Assumptions of the project at the design stage should continuously be validated otherwise the project will be implementing interventions in the wrong context. This is more critical when the project is caught in between two political administrations which are changing hands. Change of political systems sometimes comes along with change of vision and political direction and this can affect the assumptions of the project in an adverse manner. For example, In the second half of this project it was clear that interventions would not have produced the migration policy therefore resources and effort should have been redirected to another activity or the whole outcome be designed during midterm review.

(l) **LESSON 5:** Co-funding and strategic partnership is safer and more sustainable than go it alone especially in projects for supporting governments.
RECOMMENDATION: IOM should try and create a network of partners and especially civil society organisations who are interested in labour migration issues to assist in such areas

like advocacy, capacity building etc. These organisation can be of help when implementing projects and they can also be a good source for outsourcing of some functions and therefore minimise the cost of project operations. IOM does not have all the expertise inside therefore diversion and inclusion of more partners is always beneficial. For example, under this project IOM could have worked so closely with ILO, the National Bureau of Statistics, Civil Society Organisations involved in migration issues etc.

(m) **LESSON 6:** Stakeholders need to be kept informed and updated as to achievements, challenges or failures of the project at the end of the implementation cycle.
RECOMMENDATIONS: Stakeholders and all participating parties need to be informed at the beginning and also at the end as to the outcome of the project. Stakeholders are also learning and best practices from this project can also be replicated in their own environment or projects. For example, institutions involved in migration management like the ILO had great interest in knowing the outcome of the project. The same applies to institutions like the National Bureau of Statistics had great interest in Labour Management Information System. Discussion with key informants suggest that, after their initial engagement they could not be able to keep track of what was happening with the project.

(n) **LESSON 7:** It should not take too long for a project to be evaluated. Stakeholders and other participants tend to lose memory of what happened if it takes too long to evaluate the project.
RECOMMENDATION: The project should be evaluated between six month and one year from the closure of the project. The experience of this evaluation indicated that stakeholders had challenges recalling what happened during the project because of the time lapsed. This is particularly so, when working with the government as officials tend to be moved around ministries and agencies therefore holding memories for too long can be a challenge.

8 ANNEXES

8.1 ANNEX 1 – TERMS OF REFERENCE

The Terms of Reference
Evaluation of the IOM project "Supporting Strategic Interventions towards Effective and Sustainable Labour Migration Management and Information Sharing in Tanzania"
Commissioned by*: IOM Tanzania Country Office
Evaluation context
The International Organization for Migration (IOM) is committed to the principle that humane and orderly migration benefits migrants and society. As the leading international organization for migration, IOM acts with its partners in the international community to: assist in meeting the growing operational challenges of migration management; advance understanding of migration issues; encourage social and economic development through migration, and; uphold the human dignity and well-being of migrants. The United Republic of Tanzania's location on Africa's east coast and its political stability relative to its neighbours has always exposed it to a variety of migration flows – as a country of origin, transit and destination. Border movement is significant, with eight neighbouring countries to the north, west and south and a long coastline to the east with several natural harbours. Migration to, within and from the country produces a complex and ever-changing picture. The trend has been dominated by large movements of internal migrants from rural to urban areas, large movement of refugees to northwest Tanzania from neighbouring countries, international labour migration and irregular migration. IOM has been working closely with the Prime Minister's Office, Labour, Youth, Employment and Persons with Disability (PMO-LYEP) to promote humane management of migration flows through the project "Supporting Strategic Interventions towards Effective and Sustainable Labour Migration Management and Information Sharing in Tanzania". Funded by the IOM Development Fund, this project was implemented from September 2015 to August 2018 and aimed to increase the capacity of the Government of the United Republic of Tanzania to formulate and implement strategic interventions towards effective and sustainable labour migration management and information sharing in the United Republic of Tanzania.

Evaluation purpose
IOM conducts project and programme evaluations as part of its commitment to improved results-based management. Evaluation results of this project will be used by project management, senior management, stakeholders and the donor to improve decision-making, and project and programme design and implementation. The objective of this ex-post evaluation is to review the effectiveness of the project, assess prospects for sustainability, identify and document lessons learned and best practices, and inform the development of follow-up projects and programmes.
Evaluation scope
This ex-post evaluation is expected to assess the project: "Supporting Strategic Interventions towards Effective and Sustainable Labour Migration Management and Information Sharing in Tanzania," performance from start of implementation to the end of the project, and review results of the project.

Evaluation criteria
The evaluation will use the criteria of the Development Assistance Committee of the Economic Cooperation and Development (OECD/DAC) to assess the following key areas:

1. The relevance of the project's intended results
2. The efficiency and cost-effectiveness of project implementation
3. The effectiveness of the project in reaching its stated objectives
4. Prospects for sustainability
5. Appropriateness of the project design and management arrangements for achieving its stated objectives
6. Identify lessons learned and best practices
7. Assess existing proposed follow up programmes and make recommendations for improvements

Evaluation questions
A complete list of evaluation questions and sub-questions will be developed by the evaluation consultant. The below questions are indicative of the types of questions to be addressed in the evaluation:
  Relevance

(i) How appropriate were the project's intended results for the context within which it operated?
(ii) What is the theory of change underlying the project?
(iii) To what extent were the needs of stakeholders and the regional governments taken into account in project design?
(iv) How appropriate is project design to achieve its objectives in the context in which it operates?

Effectiveness
(v) To what extent did the project's activities lead to improved regional coordination, cooperation, and capacity in mixed migration management?
(vi) To what extent did the project's activities improve frameworks for regularized labour migration?
(vii) What is the quality of the project outputs and/or the project activities?

Process and efficiency
(viii) How cost-effective was the project?
(ix) How efficient was the overall management of the project?
(x) What external factors affected the implementation of the project and how were they managed?
(xi) How effectively were the programme performance and results monitored?
(xii) Were project activities implemented as planned and on schedule?

Sustainability
(xiii) Were suitable strategies for sustainability developed and implemented?
(xiv) To what extent are the project results likely to be sustained in the long-term?

Evaluation methodology
The consultant should provide a detailed proposed methodology that they intend to use to address the evaluation objectives. They will be expected to conduct: a review of existing reports and documents; in-depth interviews with key informants such as officials responsible for labour affairs, government officials, and members of local, national, and regional coordination bodies; and questionnaires and focus group discussions with migrants if applicable. For the document review, the following documents will be provided upon signature of contract:
- Project document
- Project budget
- Interim reports and final reports
- Monitoring reports
- IOM strategy papers
- Other documents as requested by the evaluator

The consultant will be responsible for the identification of key stakeholders, and in organizing the schedule of interviews and site visits, with assistance from IOM Tanzania Country Office staff as necessary.
The evaluation must follow the IOM Data Protection Principles, UNEG norms and standards for evaluations, and relevant ethical guidelines.

Evaluation deliverables
The consultant will produce the following:
1. A draft evaluation inception report that clearly outlines the evaluation methodology, refined/additional evaluation questions, data collection (including tools) and detailed work plan, inclusive of evaluation matrix (questions and sub questions, indicators and data sources)
2. A final inception report, incorporating IOM's comments and agreed upon work plan.
3. A PowerPoint presentation debrief at the end of on-site data collection.
4. A draft report of no more than 30 pages and include an executive summary, background and context, methodology, findings, Lessons Learned, recommendations, conclusions.
5. A final evaluation report, incorporating IOM's comments if applicable.
6. A 2-page evaluation brief

Evaluation work plan
The detailed evaluation work plan will be agreed upon between IOM Tanzania and the consultant. A general work plan is presented below:

Activity	Location	1	2	3	4	5
Agreement on the final TOR (if necessary)	Home-based	X				
Initial document review	Home-based	X				
Draft inception report	Home-based	X				
Final inception report (2 to 5 pages)	Home-based	X				
Interviews and meetings with IOM	Dar es Salaam		X			
Travel, in-country interviews, and data collection	Dodoma, Des es Salaam, and elsewhere as may be required		X	X		
PowerPoint presentation debrief at the end of on-site data collection	Dar es Salaam				X	
Draft evaluation report	Home-based				X	
Final evaluation report and evaluation brief	Home-based					X

- An advanced degree in social science, migration studies, labour affairs or other relevant field is required.
- A minimum of five years' experience conducting evaluations is required.
- Prior experience in conducting participatory evaluations on the area of labour affairs preferred.
- Experience in conducting project/programme evaluations in the United Republic of Tanzania preferred.
- Specific technical competencies required: evaluation design, data collection, data analysis (qualitative and/or qualitative), drafting and editing, computer skills, interviewing skills, time management skills and cultural sensitivity.
- Fluency in English and Kiswahili required.

Other requirements
The evaluator must adhere to the IOM Data Protection Principles (IN/138) and maintain confidentiality. The consultant should include a list of similar previous evaluations conducted and references.

8.2 ANNEX 2 – LIST OF KEY INFORMANTS INSTITUTIONS

Sn	Institution
1.	IOM
2.	Prime Minister's Office, Labour, Youth Employment and Persons with Disability (PMO-LYED)
3.	International labour organisation (ILO)
4.	Ministry of Home Affairs
5.	Trade Union Congress of Tanzania (TUCTA)
6.	E-Government Agency (eGA)

7.	INTERPOL
8.	Tanzania Investment Centre
9.	Tanzania Immigration Services Department
10.	National Bureau of Statistics (NBS)
11.	Commission for Science and Technology (COSTECH)
12.	Attorney General Chamber

8.3 ANNEX 3 – ACTIVITY ANALYSIS

Outputs	Activities	Completion rate (%)	Remarks
Output 1.1: Increased knowledge and skills of technical officials of Ministries of Labour and other key stakeholders on labour migration management.	Conduct project inception workshop and roundtable 15 pax (one-day meeting for two and a half days for 15 people).	100	This was an administrative meeting and not a capacity building
	Plan and facilitate three project steering committee meetings throughout project duration – one meeting a day with 15 people at each.	100	This was an administrative meeting and not a capacity building
	Conduct two one- day training workshop: introduction to labour migration management training with 15 people.	100	Chances of acquiring sustainable knowledge in two days is very limited
Output 1.2: Enhanced knowledge and skills of relevant officials on regional and international labour migration standards.	Support the Steering Committee in developing a user-friendly booklet with summaries of relevant local and international labour migration guidelines.	100	Draft was completed but the process was aborted in between due to change of approach
	Edit, layout, print and distribute booklets on labour migration standards to relevant stakeholders.	0	Activity was not completed due to change of approach and new perspective
Output 2.1: Improved knowledge of relevant stakeholders in Tanzania on LMIS and labour migration indicators	Facilitate training workshop for LM policy makers (i.e. LMIS, Labour Force Survey (LFS), and Manpower Survey) – (three-day meeting for 15 people).	100	
	Support MoLE and the Steering Committee in developing a roadmap for the development of a labour migration policy for Tanzania.	100	
Output 2.2: Increased capacity and skills of key actors to implement an effective and harmonized LMIS while incorporating labour migration aspects.	Facilitate developing TORs & hiring of a consultant to carry out an assessment on LMIS & develop roadmap for the Tanzania Labour Migration (LM) policy in coordination with MoLE and International Labour Organisation (ILO).	100	

	Carry out assessment on LMIS & develop roadmap for the Tanzania LM policy in coordination with MoLE and ILO.	100	
	Design, edit, print and distribute assessment reports – 200 copies.	0	
	Plan and facilitate validation workshop to launch assessment report, LM policy roadmap and e-work permit application system – 1 day*25 participants.	100	
Output 3.1: Increased knowledge and skills of technical officials at MoLE on the use of electronic work permit applications.	Plan and facilitate training workshop for MoLE stakeholder's on the work permit regime in the country – two-day meeting for 25 people.	100	
Output 3.2: New electronic work permit application system is accessible to migrant workers	Procure & donate equipment to facilitate issuance of work permits at MoLE.	100	
	Develop TORs & hire a consultant to undertake a feasibility study for the implementation of an electronic work permit application system.	100	
	Support the development of TORs for an electronic work permit application system in consultation with MoLE.	100	The system was eventually taken over by the government agencies in a non-transparent manner putting aside the MoLE. Change of government administration affected the implementation of the project.
Output 4.1: The project is aligned to regional project initiatives	Attend, support, and facilitate the attendance of relevant government officials to the regional project inception/planning meeting - Maputo (mid November 2015).	100	

	Support and facilitate the attendance of a relevant government official at Migration Dialogue for Southern Africa (MIDSA) conference - Gaborone (July 2016).	100	
	Attend and support the Regional Meeting with 15 SADC Member States on Project Achievements and the Way Forward - Pretoria (Oct/Nov 2016).	100	
	Attend, support and facilitate the attendance of relevant government officials to the regional stakeholders' workshop: roadmap for labour mobility in the region - Mauritius (Feb 2016).	100	
Average completion rate		89.5	

8.4 ANNEX 4 – OUPUT INDICATOR ANALYSIS

Outputs	Output Indicators	Baseline	Target Rate (%)	Remarks	Attainment Rate
Output 1.1: Increased knowledge and skills of technical officials of Ministries of Labour and other key stakeholders on labour migration management.	Number of trained officials on labour migration management (disaggregated by sex).	0	30 15 Men 15 Women	Completed. Training successfully facilitated for 15 personnel (10 male & 5 female). 20 officials (9 females and 11 male) participated in the project inception workshop.	100%
	Percentage of trained officials who score over 70% on post-training test (disaggregated by sex).	0	70%	Completed. 38% of participants scored over 70%; **67% of total participants were female, and 33% were male.**	100%
Output 1.2: Enhanced knowledge and skills of relevant officials on regional and international labour migration standards.	Number of booklets available to relevant stakeholders summarizing relevant international, regional and	0	200 Pcs	Draft was completed but the process was aborted in between	50%

	local labour migration standards (laws, regulations, policies, conventions and protocols)			due to change of approach by the PMO-LYED	
Output 2.1: Improved knowledge of relevant stakeholders in Tanzania on LMIS and labour migration indicators	Existence of LMIS assessment report containing recommendations for Ministry of Labour	0	1	Achieved	100%
	Number of stakeholders trained on LMIS (disaggregated by sex)	0	24 (15 Males) (9 Females)	17 Officials (12 Men) (5 Women)	71%
Output 2.2: Increased capacity and skills of key actors to implement an effective and harmonized LMIS while incorporating labour migration aspects.	Number of key officers working on labour migration issues who have received training on labour market information sharing and are collecting data (disaggregated by sex)	0	60 (30 Males) 30 Females)	46 (29 Males) (17 Women)	77%
Output 3.1: Increased knowledge and skills of technical officials at MoLE on the use of electronic work permit applications.	Number of MoLE officials trained on work permit regime and scoring 70% or higher on post-training quiz (disaggregated by sex)	0	25 (15 Males) (10 Females)	19 (13 Males) (6 Females)	76%
Output 3.2: New electronic work permit application system is accessible to migrant workers	Communication from MoL endorsing the feasibility study report accompanied by implementation work plan and resource mobilization strategy (disaggregated by sex)	0	1	The final report of the feasibility was submitted to PMO-LYED and endorsed. However, the government envisioned a broader e-permit system whose scope is beyond project budget and timeline and therefore the government decided to fund other phases	100%

				in its annual budget allocation.	
Output 4.1: The project is aligned to regional LHD project initiatives	Number of MoLE officials participating in regional initiatives on labour migration management (disaggregated by sex)	0	5	There was full participation by government officials back to the ultimate aim of harmonizing labour migration management and coming up with labour migration policy was not achieved.	100%
					86%

9   ANNEX 5 - BIBLIOGRAPHY

Dr Opportune Kweka. (2014). *Mapping of Migration Data Sources in Tanzania.* Dar Es Salaam: EU.