African Union

MONITORING AND EVALUATION FRAMEWORK 2020 - 2030

FOR THE AU/ILO/IOM/UNECA JOINT PROGRAMME
ON LABOUR MIGRATION GOVERNANCE FOR
DEVELOPMENT AND INTEGRATION IN AFRICA (JLMP)

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Contents

List of Figures

List of Tables

Acronyms and Abbreviations

AU	African Union
AUC	African Union Commission
BLMA	Bilateral Labour Migration Agreement
CEN-SAD	Community of Sahel–Saharan States
COMESA	Common Market for Eastern and Southern Africa
DSA	Department of Social Affairs
EAC	East African Community
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EU	European Union
GCM	Global Compact for Safe, Orderly and Regular Migration
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organization
IOM	International Organization for Migration
ITUC – Africa	International Trade Union Confederation - Africa
JLMP	Joint Labour Migration Programme
LMAC	Labour Migration Advisory Committee
M&E	Monitoring and Evaluation
ME&R	Monitoring, Evaluation and Reporting
MfDR	Managing for Development Results
MPFA	Migration Policy Framework for Africa
OATUU	Organization of African Trade Union Unity
OECD-DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
PMF	Performance Measurement Framework
QA	Quality Assurance
PMF	Performance Measurement Framework
PSU	Project Support Unit
RECs	Regional Economic Communities
RBM	Results Based Management
SADC	Southern African Development Community
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SIDA	Swedish International Development Cooperation Agency
TOR	Terms of Reference
UMA	Arab Maghreb Union
UNDP	United Nations Development Programme
UN-ECA	United Nations – Economic Commission for Africa

1

Introduction and Background

This document is the **Monitoring, Evaluation and Learning (MEL) Framework for the AU/ILO/IOM/ UNECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP).** The success of the implementation of the JLMP's Strategic Framework 2020-2030 will depend heavily on tracking progress towards the expected results. An ongoing process of monitoring, evaluation and learning will be needed to improve delivery processes, document results, inform stakeholders about the relevance, effectiveness, efficiency of the JLMP, and to mobilise political support for sustaining and expanding the programmes and actions therein.

The JLMP MEL Framework is a "living mechanism" for planning, monitoring, evaluation, learning and reporting.[1] It can be updated and/or revised periodically, whenever required and once these revisions are approved by the African Union Commission (AUC).

The purpose of this document is to provide the African Union Commission (AUC) and its Organs with labour migration responsibilities and other key stakeholders in the labour migration sector with the necessary understanding of the MEL Framework and its components, how it works and how they fit in. It is to be used as a reference and guide to be able to efficiently track, assess and report on the expected results of the JLMP.

To ensure a shared understanding and consistent, systematic implementation of JLMP MEL processes, all stakeholders should become familiar with the material in this document, including the annexes and – especially – the JLMP Performance Measurement Framework.

1.1 Overview of the AU/ILO/IOM/UNECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP) Strategic Framework 2020 - 2030

The JLMP is a long-term joint undertaking among the four organizations in coordination with other relevant partners operating in Africa, including development cooperation actors, private sector organizations and civil society representatives. It is the instrument dedicated to the implementation of the 5th Key Priority Area of the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development which was adopted by the Assembly of Heads of States and Governments (AU/Assembly/AU/20(XXIV)/Annex 3, January 2015) in Addis Ababa, Ethiopia.

In December 2019, the AUC and SDC engaged technical assistance toward the development of a revised Strategic Framework inclusive of an M&E framework for the JLMP. The purpose of the Strategic Framework was to provide an adjusted response with a 10-year-strategic vision, which allows for clarity and coherence around the progress in the implementation of the first five-year period of the JLMP from 2015 - 2019.

The AU/ILO/IOM/UNECA JLMP Strategic Framework 2020-2030, which represents the next ten-year period for the JLMP starting in 2020, is in line with and supports the achievement of the labour migration aspects of several global and continental policy and strategic frameworks. These include the following:

- UN Sustainable Development Goals (particularly goals 8 and 10)
- The Global Compact for Safe, Orderly and Regular Migration (GCM)
- The African Common Position on the UN GCM and its three-year Plan of Action (2020-2022)
- Ouagadougou + 10 Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development in Africa Agenda 2063 and its First Ten Year Implementation Plan (2014 – 2023)
- AU Migration Policy Framework for Africa (MPFA) and its Plan of Action (2018-2030
- AU Protocol on Free Movement of Persons in Africa and the African Continental Free Trade Agreement (AfCFTA)

Many key elements in this Strategic Framework remain the same as the first five-year period of the JLMP. For example, the JLMP implementation strategy continues to focus on intra-African la-bour migration since over 60 per cent of migrant workers remain on the Continent. This emphasis on intra-African labour migration, however, does not obviate the emerging issues related to the protection of migrant workers outside the Continent[2].

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[1] The JLMP Monitoring, Evaluation and Learning (MEL) Framework was designed in April 2020 using the Results-based Management (RBM) approach.
[2] Of note is the ongoing work by the Labour Migration Advisory Committee promoting the protection of African migrant workers in Arab States.

A major emphasis of this Strategic Framework is the focus on results, that is, accountability for results especially for the final beneficiaries of the JLMP – male and female migrant workers and their family members. A migrant worker is defined as a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national . Refugees and displaced persons, in so far as they are workers employed outside their home country are covered under the category of migrant workers .

Other target groups of the JLMP remain:

- Regional Economic Communities' (RECs) Structures and Commissions
- National institutions responsible for labour migration (particularly Ministries of Labour and labour market institutions)
- Social Partners: Employers and Workers (Trade Union) Organizations
- Concerned Migrant and Civil Society Organisations

The revised/adjusted AU/ILO/IOM/UNECA JLMP Strategic Framework 2020-2030 reflects the results of a participatory process, involving the AUC, donor partners, partner agencies, RECs, social partners and other stakeholders. Please see Annex 1 for the List of Stakeholders Consulted. The revised JLMP should be considered as an instrument of orientation, coordination and coherence on labour migration governance and development matters at continental, regional, and national levels. This Strategic Framework combines the lessons learnt from the previous phase of implementation of the JLMP with a focus on the identified prioritised challenges from 2015 (which are still relevant to varying degrees) in line with the opportunities presented in a changing context.

The AU/ILO/IOM/UNECA JLMP Strategic Framework 2020 - 2030 is undergirded by seven guiding principles as highlighted in Figure 1.

Figure 1: JLMP Guiding principles

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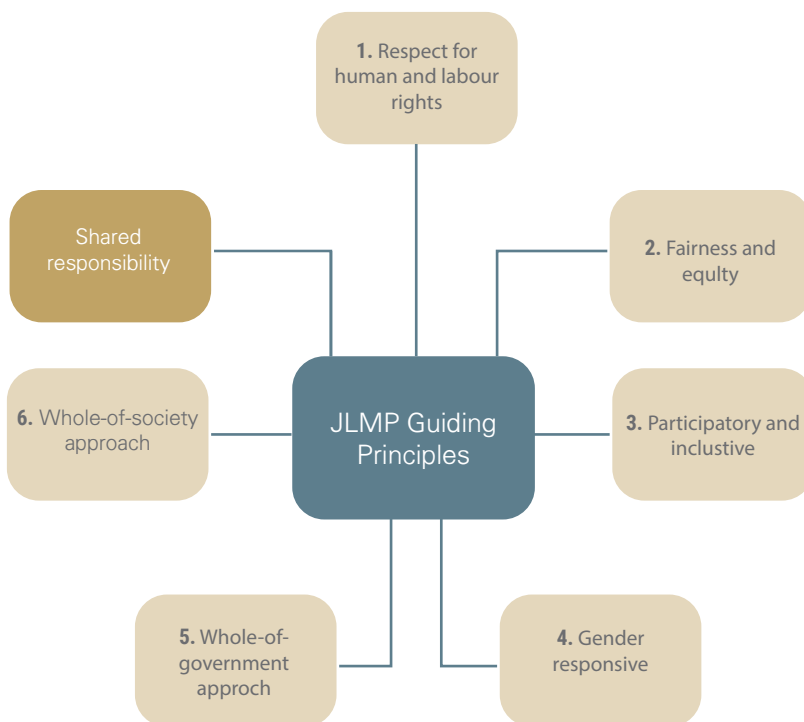
[3] International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (1990): *https://treaties.un.org/doc/Treaties/1990/12/19901218%2008-12%20AM/Ch_IV_13p.pdf*

[4] ILO Instrument on Migrant Worker accessed at https://www.ilo.org/public/english/standards/relm/ilc/ilc87/r3-1b2.htm#A.%20Definition%20of%20the%20term.

[5] Labour market institutions - Public agencies and institutes responsible for transforming policies, laws, and regulations in mechanisms and services (Ministry of Labour), or directly delivering services and using mechanisms (public employment services, vocational training institutes, etc.) for ensuring an optimum labour market situation or an enabling environment/outcome for migrant workers (e.g. facilitating skills recognition, labour mobility, jobs and skills matching, providing social protection and benefits, equipping workers with the necessary qualifications in demand in the labour market, improving their working conditions, etc.).

1.1.1   Objectives of the JLMP Strategic Framework

The **overall objective** of the JLMP programme is "to strengthen the effective governance, and regulation of labour migration and mobility, under the rule of law and with the involvement of key stakeholders across governments, legislatures, social partners, migrants, international organisations, NGOs, diaspora organizations and civil society organisations towards increased equitable, full-employment economic growth and sustainable development of the African Continent. "

There are **four specific objectives** to support the achievement of the overall objective. Each specific strategic objective has a set of expected outcomes that must be achieved overtime to address the identified issues. These specific objectives along with the expected outcomes are:

Strategic Objective 1: Strengthen effective governance and regulation of labour migration and mobility in Africa.

- **Outcome 1.1.** Increased ratification and domestication of international labour standards on labour migration into national law.

- **Outcome 1.2**. Increased adoption/implementation of harmonized AU and REC's free circulation regimes and coherent gender sensitive labour migration policies in RECs.

- **Outcome 1.3**. Increased capacity of labour institutions and social partners to conduct labour migration governance, policy and administration, at continental, regional and continental levels.

- **Outcome 1.4.** Increased tripartite dialogue/discourse, cooperation, and coordination on labour migration law, policy and practice across Africa.

Strategic Objective 2: Migrant workers in both the formal and informal sectors enjoy safe and secure working environments, access to and portability of social protection, and mutual recognition of skills and qualifications.

- **Outcome 2.1.** Increased opportunities for migrants to obtain decent and productive work in conditions of freedom, equity, security and human dignity

- **Outcome 2.2.** Improved access to social protection and support services to labour migrants and their families

- **Outcome 2.3.** Increased availability of in-demand skills and competencies with considerations for the mutual recognition of skills and qualifications

Strategic Objective 3: Improve availability and increase utilization of labour migration data and statistics by all for evidenced based decision-making, policy planning, formulation and application.

- **Outcome 3.1.** Improved capacity to produce and disseminate accurate and disaggregated labour migration data and statistics

- **Outcome 3.2.** Increased harmonization of statistics across Africa, following the ICLS Guidelines concerning statistics of international labour migration[7]

Strategic Objective 4: Strengthen governance and accountability of the JLMP.

- **Outcome 4.1.** Improved institutional capacity to steer, coordinate and implement the JLMP

- **Outcome 4.2.** Improved monitoring, evaluation, learning and reporting on the JLMP

These strategic objectives are reinforced by a set of strategies to be pursued on a phased basis over the 10-year period.

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[7] See: *https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_648922.pdf*

2

Monitoring, Evaluation and Learning Basics

2.1   Monitoring, Evaluation and Learning Basics

Results-Based Management (RBM) is a broad management approach focused on identifying, assessing, and learning from the changes – or results – of development interventions. The Organization for Economic Cooperation and Development (OECD) defines RBM **as a management strategy focusing on performance and achievement of outputs, outcomes and impacts**.[8] RBM aims to improve project and programme design, implementation, monitoring, learning, and accountability through a continuous focus on desired results over the entire life cycle of a project.

RBM shifts the focus of monitoring from completion of activities to evidence of change. RBM also prompts thinking about how and why change is achieved, what we can learn from the change process, and consequently what aspects of a project or programme may require adjustment.

In other words, RBM facilitates:

- **a focus on purpose**: why we are doing things,

- **logical thinking**: how activities lead to results,

- **learning**: for improvement, adaptation, and communication, and

- **accountability**: to stakeholders, including funders.

> "RBM is not a tool; it is a mindset, a way of working that looks beyond processes, activities, products and services to focus on the actual social and economic benefits of projects and programmes at the level of the beneficiaries."
>
> Source: United Nations Human Settlement Programme (UN Habitat). Results-Based Management Handbook: Applying RBM concepts and tools for a better urban future, 2017.

RBM is also referred to as **managing for results**; in the context of international development, it is often called **managing for development results.**

Within RBM, result or development result arises as a consequence (intended or unintended, positive or negative) of a development intervention deriving from the utilization of products and/ or services provided to targeted beneficiaries (for example institutions and communities). These may be changes of various kinds, such as changes of state, situation, behaviour, attitude, function, capacity, practice, or belief. These changes must be:

- observable,

- describable or measurable, and

- attributable to an identified cause-and-effect relationship.

2.2   Results Chain and Logic Model

Results identified at different levels can be understood as steps along the way to broader changes sought in people's well-being and/or environments. In general, the different levels are defined as follows:

- **Outputs** are products or services that result directly from completing activities (such as people trained, national labour migration policy frameworks distributed, or technical support provided to RECs).

- **Outcomes** are changes that can be attributed to the completion of outputs and may occur immediately or a period of time after the intervention (such as changes in behaviour, skills, attitudes, systems, services, etc.).

- **Impacts** are the broadest or highest order type of results to which an intervention can reasonably be said to contribute.

- A set of results at different levels must have logical relationships to each other, reflecting the assumed cause-and-effect connections between concrete programme activities and broader development objectives. A set of results, linked together by a logic of cause and effect, is called a **results chain**.

A set of interconnected results chains forms the **logic model** for an entire intervention. A simple way to check the logic of a results chain or framework – and thus the logic of the intervention it illustrates – is to apply an "if-then test." Starting at the activity level, check whether it is reasonable

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[7] OECD, Glossary of evaluation and results-based management (RBM) terms. 2010.

to believe, considering contextual factors, that if a given activity or set of activities were completed, then the related outputs would be achieved. At the next level up, check whether it is reasonable to believe that if a given output or set of outputs were achieved, then the related outcome would be achieved. Finally, it must be reasonable to believe that if a given outcome or set of outcomes were achieved, then it would contribute to the overall aim. This is depicted in **Figure 2**.

Figure 2: Example of Logic Model (Pyramid Model)
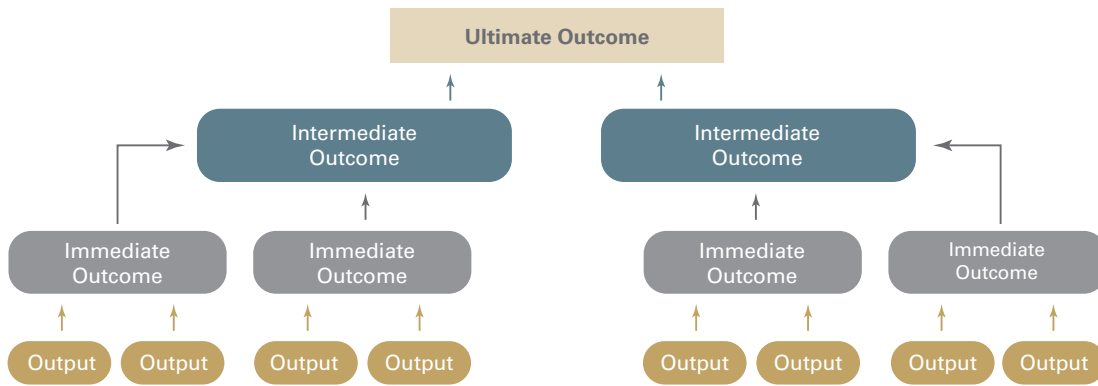
A logic model should be reviewed periodically to ensure it remains fully aligned with programme realities and its cause-and-effect links remain sound. Outcomes are usually constant over the life of a programme/project but may be revised in response to changes in context and learning from experience.

2.3 Theory of Change (TOC)

A logic model should be rooted in a broader understanding of the changes that an intervention is intended to bring about, the processes involved in achieving them, and the context affecting the intervention. This broader understanding, called a **theory of change**, is often presented in both narrative and graphic form. Mapping the change pathway for an intervention, it explains the basic problem addressed, the underlying causes and contextual factors that affect it, and how and why desired results are expected to occur. A theory of change also identifies the main assumptions and risks relevant to achieving these results.

2.4 The Performance Measurement Framework

The most useful tool in the RBM toolbox, the performance **measurement framework (PMF)** –as shown in Table 2 below – builds on the logic model.

• A **PMF** is a table with columns for each key element required to plan the monitoring process.

Setting out all this information in one place helps ensure monitoring activities are carried out regularly, systematically, and according to a shared understanding by everyone involved. Like the results framework, the PMF should be reviewed periodically to make sure it accurately reflects the addition or adjustment of activities and outputs over time to contribute to achieving the outcomes. If they are revised, the PMF must also be revised to reflect this.

Table 1: Performance Measurement Framework Template

Expected Results	Indicators	Baseline	Targets	Data Sources	Data Collection Methods	Frequency	Responsibility
Ultimate Outcome/Impact							
Intermediate Outcomes							
Immediate Outcomes							
Outputs							

According to good practice, the PMF is best completed in the order as depicted in Figure 3. Note that the responsibility, baseline and targets are usually the last to be completed.

Figure 3: Order to Complete the Performance Measurement Framework

Column 1: Expected Results	→	Column 2: Indicators	→	Column 5: Data Sources	→	Column 6: Data Collection Methods

Column 4: Targets	←	Column 3: Baseline	←	Column 8: Responsibility	←	Column 7: Frequency
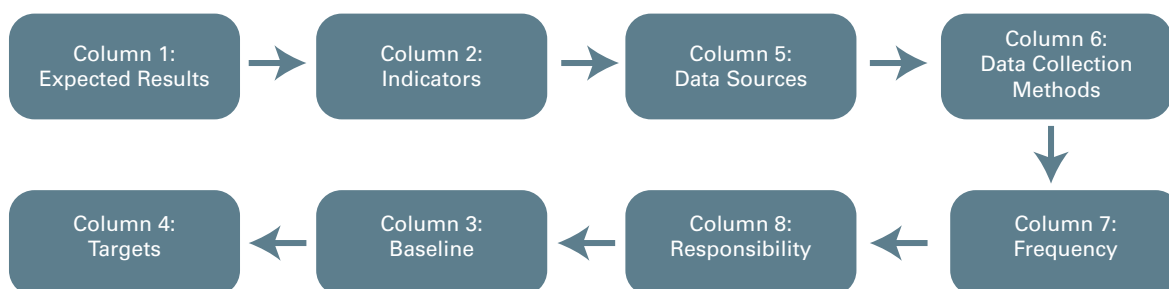
2.5   Indicators

In practice, RBM revolves around tracking and assessing whether and how an intervention leads to desired changes – that is, results. Therefore, each expected result must be associated with one or more indicators, which are monitored to identify and assist understanding of progress or bottlenecks. Data about indicators become the foundation for useful reports and reflection and learning that guides project management and planning.

- **Indicators** are signals, facts, or units of measure that illustrate change in relation to a planned result.

Indicators are always neutral: they do not specify the direction of change desired nor do they include a target. For example, "Increase in the number of free circulation regimes signed and ratified" and "Five National action plans against discrimination and xenophobia in select countries developed and implemented" should not be used as indicators because the first specifies the direction of change (increase) and the second specifies the target (five). An appropriate, neutral indicator in this case would be: "Number of national action plans against discrimination and xenophobia in select countries developed and implemented."[9]

Indicators may be either quantitative or qualitative:

- **Quantitative indicators** provide numerical data, such as "number of," "frequency of," "percent of," or "average of."

- **Qualitative indicators** provide data about perceptions, attitudes, or judgments, such as "type of," "extent to which," "level of," or "quality of."

Since programme results can differ across categories of people, places, or other variables, indicators often need to be broken down, or **disaggregated**, to provide more information about who or where the information comes from. Disaggregation most commonly breaks down results by categories such as sex or age, but indicators can also be disaggregated by variables such as location, income level, role, or other characteristics relevant to the result that is being measured or assessed.

Benchmarking is sometimes required to help define the criteria that determine the standard for assessing an indicator and rating levels to categorize performance. For example, indicators formulated in terms like "quality of," or "degree of," or "extent of," need a **benchmarking** scale such as "high, moderate, low," with criteria to define each rating.

Good indicators have three parts, as shown in the sample JLMP MEL Framework indicators in **Table 1.**

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[9] Some indicators may appear to be exceptions to this rule. For example, if an output indicator refers to a single item (for example, a manual), the existence of the item may be an acceptable indicator: "Existence of guidance document, Yes/No." Also, direction of change may appear to be included, as when an indicator counts the number of people or items that have reached a positive state (for example, "Number of institutions using improved tools.") However, the indicator itself – the number – is neutral because it may increase, decrease, or remain constant.

Table 2: Elements of Good Indicators (Sample)

Unit of measure	Unit of analysis	Context
Number of	Member States	establishing social security cooperation frameworks for migrants in designated RECs
Number of	Persons	trained in maintaining LMD-related data, information and knowledge management systems, by sex, by national or regional levels
Existence of	Publicly available compendium/database of topical research/studies/surveys	on specific aspects of labour migration

Performance indicator reference sheets (PIRS) are a standard tool that provides detailed information related to each indicator. Each PIRS describes the rationale and definition for the indicator, outlines the plan for data acquisition, and includes notes on data analysis, reporting, and data quality assurance.

2.6   Monitoring, evaluation and learning (MEL)

Monitoring, evaluation and learning (MEL) are the key processes for implementing a results-based management (RBM) approach. These critical activities inform the entire project cycle from design through implementation and back again as they feed new and ongoing planning. Strong monitoring, evaluation, and learning also provide evidence and analysis that can inform broader programme and policy development and decision-making. Please see **Figure 4**.

Although they are closely linked, these three processes are distinct:

- **Monitoring** involves regularly collecting information about a project or programme to track progress towards expected results, as well as checking for unexpected results and contextual factors.

- **Evaluation** means assessing the results of an intervention in depth at a specific point in the project cycle, such as halfway through or at the end. Evaluation, as described by the OECD is "the systematic and objective assessment of an on-going project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, impact and sustainability".

- Some projects and programmes undertake internal evaluations for instance thorough semi-annual review of results and processes towards them. Internal and external evaluations complement each other to ensure implementation that is more results–oriented and benefits from learning.

- **Learning** involves analysing monitoring and evaluation (M&E) data to learn from experience and inform management decision-making, ongoing adaptation, and planning for future initiatives. Learning in an RBM system is a critical and continuous process that occurs throughout this cycle of planning implementation monitoring and evaluation all of which contribute to knowledge creation. An effective monitoring system is critical to facilitating learning and accountability which are essential elements of RBM.

Figure 4: MEL in the policy and project cycle (Source: USAID)
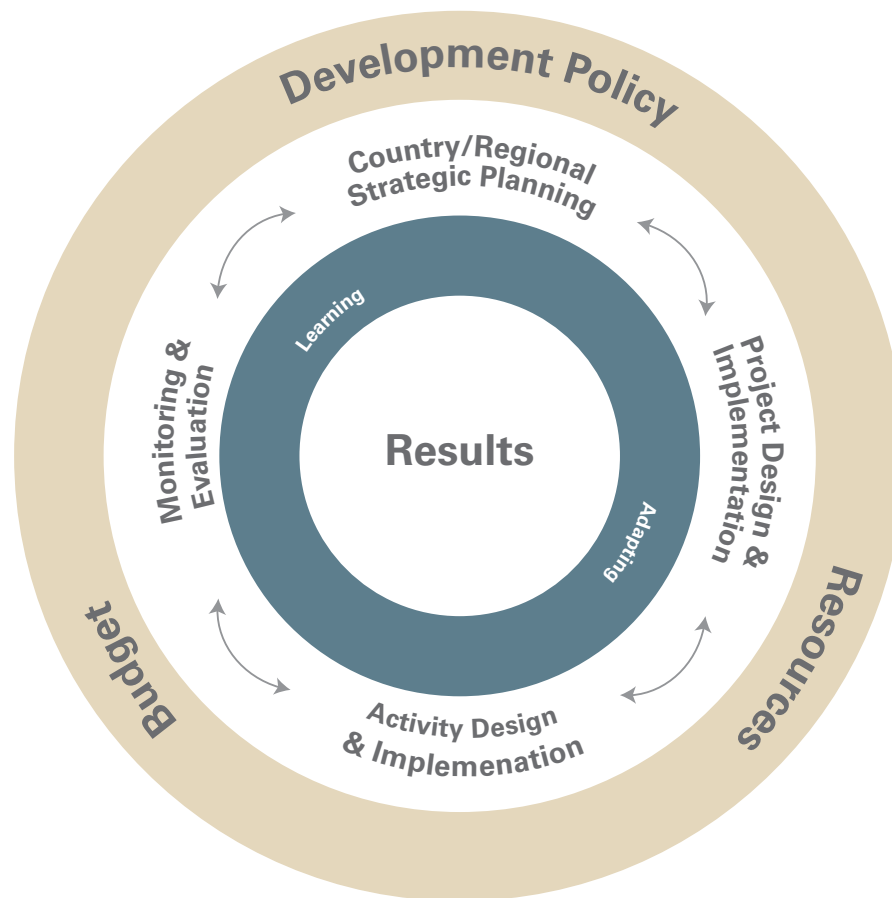
2.7   Key Results-Based MEL Terms

Many institutions and development stakeholders are using different definitions and terminologies, even though the concepts are, in many cases, analogous. Here are some of the following terms that will be used throughout this document:

- **Activities**: Actions taken, or work performed through which inputs, such as funds, technical assistance and other types of resources, are mobilized to produce specific outputs.

- **Assumptions**: Assumptions are the variables or factors that need to be in place for results to be achieved. Assumptions can be internal or external to the project or organization.

- **Inputs:** The human, financial and other resources expended in undertaking the activities of a project/programme.

- **Outputs:** Direct products or services stemming from the activities of an organization, policy, programme or initiative.

- *Immediate Outcome:* A change that is directly attributable to the outputs of an organization, policy, programme or initiative. In terms of timeframe and level, these are short-term outcomes, and are usually at the level of an increase in awareness/skills of, access to among beneficiaries.

- **Intermediate Outcome:** A change that is expected to logically occur once one or more immediate outcomes have been achieved. In terms of timeframe and level, these are medium-term outcomes, which are usually achieved by the end of an initiative and usually when there is a change of behaviour or practice level among beneficiaries.

- Impact or Ultimate Outcome: Positive and negative long-term effects on identifiable population groups produced by a development intervention, directly or indirectly, intended or unintended. These effects can be economic, socio-cultural, institutional, environmental, technological or of other types.

- **Indicator:** A quantitative or qualitative variable that allows the verification of changes pro**duced by a development intervention relative to what was planned.**

- **Performance Measurement Framework (PMF):** The PMF (sometimes called, results framework or performance measurement table, or M&E plan/matrix) is the main tool used to plan, manage and measure performance. It is a simple tool that in concise format shows what, when, who and how you will monitor.

- **Results:** Describable or measurable changes that are derived from a cause-and-effect relationship. Results represent the building blocks as they outline what we hope to achieve.

- **Theory of Change:** A description of the logical causal relationships between multiple levels of conditions or interim results needed to achieve a long-term objective. It may be visualized as a roadmap of change, and outlines pathways or steps to get from an initial set of conditions to a desired result.

3

The JLMP Monitoring, Evaluation and Learning (MEL) Framework

The success of the implementation of the JLMP's Strategic Framework 2020-2030 will depend heavily on tracking progress towards the expected results. An ongoing process of monitoring, evaluation and learning will be needed to improve delivery processes, document results, inform stakeholders about the relevance, effectiveness, efficiency of the JLMP, and to mobilise political support for sustaining and expanding the programmes and actions therein.

The JLMP MEL Framework is presented as a comprehensive, utility-focused[10] system based on a set of tools and processes including:

- Logic model and Theory of Change (TOC)
- Performance measurement framework including indicators and their baselines and targets
- Evaluations
- Learning reviews

3.1   Purposes

The JLMP MEL Framework aims to:
- Chart a way forward for generating and using evidence-based data and information to assist decision-making and inform more accurate solutions for future.
- Assist in meeting accountability standards with various stakeholders, including project implementation partners and RECs.
- Measure JLMP implementation progress against established objectives and targets.
- Guide and coordinate data collection, analysis and reporting on JLMP priorities.
- Facilitate reporting and feedback at various levels (sector, national, regional and international levels) as required.
- Facilitate learning through information dissemination and sharing, adaptive management and ongoing programme improvement for partners and stakeholders.

3.2   Guiding Principles

The JLMP MEL Framework will be guided by the following important principles:
i.   Adherence to results based management approaches in keeping with Agenda 2063, the MPFA and the SDGs.
ii. Participatory approach: inputs and feedback from partners is essential to the continuing relevance and usefulness of the MEL Framework.
iii. A balanced emphasis on learning processes and accountability: MEL activities should focus on results to improve programme impact while also building learning processes.
iv. Capacity to learn and adapt: learning from empirical evidence of past performance is critical, with efforts to focus on best practices, create institutionalised learning events, provide group learning opportunities, and support information-sharing and communication structures as important ways of fostering a results based learning culture.
v.   Practical and cost-effective processes: MEL practices will maximise the use of continental, regional and national skills and resources.

3.3   JLMP Logic Model and Theory of Change

3.3.1   Logic Model

A clear strategic framework is essential to understand and guide monitoring, evaluation, learning and reporting. These were necessary considerations for the development of the MEL Framework. The JLMP Strategic Framework 2020-2030 outlined a range of strategic elements from which the JLMP logic model was constructed. The development of a high-level functional Logic Model depicting the Theory of Change is a natural progression for the development of a results-based MEL Framework. The Logic Model serves a variety of purposes acting as an ongoing point of reference for the JLMP programme partners (AUC, ILO, IOM, UNECA and UNDP) to easily understand the causal or logical relationship between strategic components of the JLMP Strategic Framework 2020-2030.

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[10] Utilisation-focused monitoring is designed with end-users in mind, focusing on practical processes which will minimise data collection burdens and promote simplicity and systematisation of frameworks.

Table 3 presents the Logic Model for the JLMP Strategic Framework.

Overall Objective

Strengthen the effective governance, and regulation of labour migration and mobility, under the rule of law and with the involvement of key stakeholders across governments, legislatures, social partners, migrants, international organisations, NGOs, diaspora organizations and civil society organisations towards increased equitable, full-employment economic growth and sustainable development of the African Continent

Impact

Migrant workers and their families live satisfied and dignified lives and contribute to Africa's development

Intermediate Outcomes

1: Strengthened effective governance and regulation of labour migration and mobility in Africa	2: Migrant workers in both the formal and informal sectors enjoy safe and secure working environments, access to social protection and mutual recognition of skills and educational levels	3: Increased utilization of labour migration disaggregated data and statistics by all for evidenced based decision-making, policy planning, formulation and application	4: Strengthened governance and accountability of the JLMP

Intermediate Outcomes

1.1 Increased mainstreaming and domestication of international standards on labour migration into national law	1.2. Increased adoption/implementation of free circulation/	1.3. Increased capacity of labour institutions and social partners to conduct labour migration governance, policy and administration	1.4 Increased tripartite discourse, cooperation, and coordination on labour migration law, policy and practice across Africa	2.1. Increased opportunities for migrants in both the formal and informal sectors to obtain decent and productive work in conditions of freedom, equity, security and human dignity	2.2. Improved access to social protection including social security and support services by migrants and their families in both the formal and informal sectors	2.3. Increased availability of in-demand skills and competencies with considerations for the mutual recognition of skills and qualifications	3.1. Improved capacity to produce and disseminate accurate and disaggregated labour migration data and statistics	3.2. Increased harmonization of statistics across Africa, following the ICLS Guidelines concerning statistics of international labour migration	4.1. Improved institutional capacity to steer, coordinate and implement the JLMP	4.2 Improved monitoring, evaluation, learning and reporting on the JLMP

Outcomes

1.1.1 Technical advisory services to support consideration of ratification facilitated 1.1.2. Promotion, ratification and domestication of international instruments as foundations for labour migration policy frameworks supported	1.2.1. Continental level free circulation regimes signed and ratified 1.2.2 Regional level free circulation regimes signed and ratified 1.2.3. Gender-responsive national (labour) migration policy frameworks developed/ elaborated 1.2.4 Harmonization of labour codes in RECs and between RECs advanced	1.3.1 Roles and activities of labour/employment ministries and agencies expanded to include labour migration governance responsibilities 1.3.2 Labour migration focal points established in labour institutions 1.3.3 Expanded engagement of social partner organizations on labour migration 1.3.4 Capacity enhancement and training of labour institutions implemented	1.4.1 National tripartite policy and administration mechanisms on labour migration convened in concerned countries 1.4.2 REC tripartite consultative and coordination forums on labour migration established or strengthened 1.4.3 An AU-associated tripartite consultative-coordination body on labour migration established with links to REC forums/mechanisms 1.4.4 Dialogue and consultation activities undertaken with other regions.	2.1.1 Adoption and application of International Labour Standards promoted 2.1.2 Adequate occupational safety and health (OSH) protection for migrants in all workplaces ensured 2.1.3 More labour inspection are conducted where migrants are concentrated 2.1.4 National action plans against discrimination and xenophobia in select countries developed and implemented	2.2.1 Unilateral, bilateral and regional measures to extend social security coverage and portability to migrant workers in origin and employment countries 2.2.2 Relevant ILO conventions (ILO C-102 (social security) and C-118 (social security portability) ratified and implemented 2.2.3 REC social security cooperation frameworks for migrants in designated RECs elaborated	2.3.1 Consultative processes among regional and national educational/ training and accreditation entities established 2.3.2 Commitments for updating and expansion of technical and vocational education and training and for addressing skills – education mismatches 2.3.3 Defined processes for obtaining harmonized/ compatible or mutually recognized occupational qualifications, training and experience 2.3.4 REC and national legislation, policy and administrative measures to implement harmonized qualifications and training standards adopted 2.3.5 Assessments of current and future skills and labour needs conducted strengthening programmes implemented for key stakeholders maintaining LMD-related data, information and knowledge management systems	3.1.1 Capacity building/ strengthening programmes implemented for key stakeholders maintaining LMD-related data, information and knowledge management systems 3.1.2 Data sharing and coordination among national institutions and RECs promoted 3.1.3 Selected Member States supported to develop Integrated Labour Market Information Systems 3.1.4 Programme of research/studies/surveys on specific aspects of labour migration implemented	3.2.1 International comparability and compatibility of migration statistics and national data systems ensured 3.2.2. Common indicators, concepts, definitions, norms and standards and tools at REC and AU level developed and adopted 3.3.3 Strategy for harmonisation of statistics developed/ implemented	4.1.1. Effective governance structures guide the JLMP 4.1.2.: Strong capacitated secretariat in place 4.1.3.: Revised communication Strategy implemented	4.2.1. Robust JLMP M&E Framework with web-based collection and analysis capacity 4.2.2. JLMP results-based progress reports produced and disseminated 4.2.3. Evaluations (mid-term and final) are conducted 4.2.4. Lessons learnt and knowledge management products prepared and shared

It can serve as a communication tool among stakeholders and serve to ensure everyone involved has the same understanding. It also serves as a foundation for evaluations.

The Logic Model is presented in a linear fashion for convenience and does not purport to capture all the interplay of institutions, resources, actions, processes, assumptions and the full complexity of the JLMP.

Figure 5: Key Assumptions

Sustained political will and leadership

Strengthened coordination and management

Relative economic and social stability

Commitment of stakeholders for continuity of JLMP

Increased availability of financing including from non-traditional donors

Enhanced transparency and accountability through emphasis on monitoring, evaluation, and learning

Strong management of adequate mitigation of external shocks resulting from force majeure events, such as the global health situation

The overarching **Theory of Change** envisioned for the JLMP programme is as follows: If policy and legislative frameworks on labour migration and labour mobility are strengthened, adopted and enacted in line with regional and international human rights and labour standards and Governments provide resources for implementation and there is support from the civil society; if institutions and organizations that implement policies and legislation have the commitment, capacity and are accountable in meeting their obligations; if labour institutions and social partners increase their capacity to conduct labour migration governance, policy and administration, if stakeholders increase tripartite cooperation, and coordination on labour migration law, policy and practice across Africa; if, sex and age disaggregated, quality data on labour migration are collected, analysed, and used to inform laws, policies, and programmes; if there is increased opportunities for migrants (women and men) to obtain decent and productive work in conditions of freedom, equity, security and human dignity; if migrant workers and their families are able to access social protection and social security and other essential services, are made available to and used by migrant workers and their families; and if there is mutual recognition of the educational qualifications and skills and migrants are given the opportunity to provide in-demand skills and competencies; and if administratively the JLMP programme is underpinned by effective and well-coordinated institutional structures that oversees and guide robust monitoring, evaluation learning and reporting framework that holds stakeholders accountable to deliver expected results, and to recalibrate as necessary; then migrant workers and their families will see improvements in their overall social and economic well-being and ultimately contribute to growth and integrated sustainable development of the African Continent.

3.4 JLMP Performance Measurement Framework

The draft JLMP PMF is presented in 4. This tool ensures that performance information is collected for all expected results regularly and on time. It is worth emphasizing that the JLMP MEL Framework is still at a developmental stage. As such a PMF Matrix highlighted below contains gaps that will have to be filled as the MEL Framework is fully implemented.

JLMP Strategic Framework Expected Results	Indicators	Baseline	Targets	Data Source	Methods of Data Collection	Frequency	Responsibility
Impact: Migrant workers and their families live satisfied and dignified lives and contribute to Africa's development	1. Migrant workers as a proportion of all workers, disaggregated by sex			Data/statistics from the continental labour migration database at AUC/STATAFRIC	Document review	Annually	AUC-DSA
	2. Labour force participation rate for migrant workers, disaggregated by sex			Data/statistics from the continental labour migration database at AUC/STATAFRIC	Document review	Annually	AUC-DSA
	3. Migrant workers remittances as percentage of GDP			Data/statistics from AUC-AIR	Document review	Annually	AIR
Intermediate Outcome 1: Strengthened effective governance and regulation of labour migration and mobility in Africa	4. Number of Member States/RECs who have enacted national/regional laws and formulated policies based on international/ continental/ regional protocols/ principles for the management of labour migration			Reports from RECs, Member States	Document review	Annually	AUC-DSA
	5. Number/Percentage of Member States who are implementing well-managed labour migration policies (SDG)			Reports from RECs, Member States	Document review	Annually	AUC-DSA
Outcome 1.1 Increased mainstreaming and domestication of international standards on labour migration into national law	6. Number of Member States that have ratified key International Standards regarding labour migration			ILO database	Document review	Annually	AUC-DSA
	7. Number of Member States that have domesticated key International Standards on labour migration into national law			ILO database	Document review	Annually	AUC-DSA

Output 1.1.1 Technical advisory services to support ratification facilitated	8. Number of entities provided with technical advisory services		Reports from AUC, RECs	Document review	Annually	AUC-DSA
Output 1.1.2. Legal/policy instruments as foundations for labour migration policy frameworks promoted	9. Number of Member States who report that legal/policy instruments underpin their migration policy frameworks		Reports from AUC, RECs	Document review	Annually	
Outcome 1.2. Increased adoption/implementation of free circulation/ movement regimes and coherent gender sensitive labour migration policies in RECs	10. Volume/Value of intra-regional trade		Data/statistics from National Statistics Offices	Document review	Annually	AUC-DTI
Output 1.2.1 Continental level free circulation regimes signed and ratified	11. Number of free movement regimes adopted/implemented by RECs and their members states		Reports from AUC-DSA, DTI, RECS	Document review	Annually	AUC-DTI, DSA
	12. Number of Member States and RECs implementing/adopting free movement regimes		Reports from AUC-DSA, DTI, RECS	Document review	Annually	AUC-DTI, DSA
Output 1.2.2 Regional level free circulation regimes signed and ratified	13. Number of Members States signing/and ratifying regional level free circulation regimes		Reports from AUC-DSA, DTI, RECS	Document review	Annually	AUC-DTI, DSA
Output 1.2.3 National (labour) migration policy frameworks developed/elaborated	14. Number of members states with national (labour) migration policy frameworks developed/ elaborated		Reports from AUC-DSA, DTI, RECS	Document review	Annually	AUC-DTI, DSA
	15. Number of Member States implementing actions/measures from the national (labour) migration policy		Reports from Member States, RECs	Document review	Annually	AUC-DSA
Output 1.2.4 Harmonization of labour codes in RECs and between RECs advanced	16. Status of harmonization of labour codes in RECs and between RECs		Reports from Member States, RECs	Document review	Annually	AUC-DSA

Outcome 1.3. Increased capacity of labour institutions and social partners to conduct labour migration governance, policy and administration	17. Number of Members States engaged in elaboration or strengthening of national labour migration policy frameworks		Reports from Members States labour/ employment ministries and agencies	Document review	Annually	AUC-DSA
Output 1.3.1 Roles and activities of labour/ employment ministries and agencies expanded to include labour migration governance responsibilities	18. Number of Members States with labour/ employment ministries and agencies that have expanded to include labour migration governance responsibilities		Reports from Members States labour/employment ministries and agencies	Document review	Annually	AUC-DSA
Output 1.3.2 Labour migration focal points established in labour institutions	19. Number of Members States with labour migration focal points established within labour institutions		Reports from Member States' labour institutions	Document review	Annually	AUC-DSA
Output 1.3.3 Expanded engagement of social partner organizations on labour migration	20. Degree to which social partner organizations participate in labour migration		Reports from social partner agencies	Document review	Annually	AUC-DSA
	21. Number of interventions initiated by social partner organizations with respect to improving the welfare of African migrants		Reports from social partner organizations	Document review	Annually	AUC-DSA
Output 1.3.4 Capacity enhancement and training of labour institutions implemented	22. Number of male and female stakeholders participating in training sessions conducted on labour migration for labour institutions		Reports from Member States' labour institutions	Document review	Annually	AUC-DSA
Outcome 1.4 Increased tripartite discourse, cooperation, and coordination on labour migration law, policy and practice across Africa	23. Number of recommendations/ agreements resulting from tripartite discourse, cooperation, and coordination on labour migration law, policy and practice		Reports from LMAC	Document review	Annually	AUC-DSA
Output 1.4.1 National tripartite policy and administration mechanisms on labour migration convened and functioning	24. Number of Member States with functioning national tripartite policy and administration mechanisms on labour migration		Member States reports	Document review	Annually	AUC-DSA

Output 1.4.2 REC tripartite consultative and coordination forums on labour migration established or strengthened	25. Number of REC tripartite consultative and coordination forums on labour migration established		RECs reports	Document review	Annually	AUC-DSA
Output 1.4.3 Measures to strengthen tripartite consultative-coordination body on labour migration	26. Status of LMAC strengthening		Reports from LMAC	Document review	Annually	AUC-DSA
Output 1.4.4 Dialogue and consultation activities undertaken with other regions.	27. Number of consultation activities undertaken with other regions		RECs reports	Document review	Annually	AUC-DSA
Intermediate Outcome 2: Migrant workers in both the formal and informal sectors enjoy safe and secure working environments, access to social protection and mutual recognition of skills and educational levels	28. Percentage of migrants employed, by sex and age		Data/statistics from the continental labour migration database at AUC/ STATAFRIC	Document review	Annually	AUC-DSA
	29. Prevalence and number of persons in forced labour, disaggregated by children (aged 17 and below) and adults (aged 18 and above) and by sex and migrant status		Data/statistics from the continental labour migration database at AUC/ STATAFRIC	Document review	Annually	AUC-DSA
Outcome 2.1 Increased opportunities for migrants to obtain decent and productive work in conditions of freedom, equity, security and human dignity	30. Level of national compliance with labour right (freedom of association and collective bargaining) based on International Labour Organization (ILO) textual sources and national legislation		Member States ministries with responsibility for labour and employment issues	Document review	Annually	AUC-DSA
	31. Recruitment cost borne by migrant workers as proportion of yearly income earned at country of destination, disaggregate by skill level (SDG)		Data/statistics from the continental labour migration database at AUC/ STATAFRIC	Document review	Annually	AUC-DSA

Output 2.1.1 Adoption and application of International Labour Standards promoted	32. Number of Member States that have operational protection mechanisms for migrant workers that respect IL and OSH standards		Member States ministries with responsibility for labour and employment issues	Document review	Annually	AUC-DSA
Output 2.1.2 Adequate occupational safety and health (OSH) protection for migrants in all workplaces ensured	33. Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status (SDG)		Reports from national statistical offices, labour ministries	Survey	Annually	AUC-DSA, ILO
Output 2.1.3 More labour inspections are conducted where migrants are concentrated	34. Change in the average number of labour inspection visits conducted where migrant workers especially female migrant workers are concentrated Or Level of compliance to applicable laws and regulations by workplaces where migrants are concentrated		Reports from: labour ministries and other relevant national bodies; trade/labour unions	Document review	Annually	AUC-DSA
Output 2.1.4 National action plans against discrimination and xenophobia in select countries developed and implemented	35. Number of Member States who are developing/ implementing national action plans against discrimination and xenophobia in select countries		Member States' reports	Document review	Annually	AUC-DSA
Outcome 2.2. Improved access to social protection including social security and support services by migrants and their families	36. Number of migrant workers benefiting from minimum wages, working time and occupational safety and health protection (GCM for Africa) And/or Number of migrant workers that have been assisted with access to justice and redress mechanisms		Reports from AUC, RECs, social partners including CSOs, labour unions, employers' organizations	Document review	Annually	AUC-DSA
Output 2.2.1 Unilateral, bilateral and regional measures to extend social security coverage and portability to migrant workers in origin and employment countries enacted	37. Number of unilateral, bilateral and regional measures enacted to extend social security coverage and portability to male and female migrant workers in origin and employment countries		Reports from national ministries that deal with labour and employment issues	Document review	Annually	AUC-DSA

Output 2.2.2 Social security cooperation frameworks for migrants in designated RECs elaborated	38. Number of migrants workers in Member States benefitting from established social security coopera-tion frameworks in designated RECs		Reports from national ministries that deal with labour, social protection, education and migra-tion issues	Document review	Annually	AUC, RECs
	39. Number/Per-centage of Member States who have mainstreamed the ACQF at national level		Reports from Member States, RECs	Document review	Annually	AUC, RECs
Outcome 2.3. Increased avail-ability of in-de-mand skills and competencies with consider-ations for the mutual recogni-tion of skills and qualifications	40. Number of Member States who have adopted skills recognition partnerships, by type (GCM for Africa)		Reports from national ministries that deal with labour, social protection, education and migra-tion issues	Document review	Annually	AUC, RECs
	41. Number of indi-viduals (students, researcher, scien-tists and migrant workers) benefiting from mutual rec-ognition of skills, competencies and qualifications, disaggregated by sex, age (GCM for Africa)		Reports from relevant so-cial partners including CSOs, labour unions, employers' organizations among oth-ers academic institutions	Document review	Annually	AUC, RECs
Output 2.3.1 Consultative pro-cesses among regional and national educa-tional/training and accreditation entities estab-lished	42. Number of part-nerships formalized among regional and national ed-ucational/training and accreditation entities		REC reports; Reports/ meeting notes from Consultative processes	Document review	Annually	AUC-DSA
Output 2.3.2 Commitments for updating and expansion of technical and vocational education and training and for addressing skills – education mismatches	43. Number of signed agreements in place for updat-ing and expansion of technical and vocational educa-tion and training and for addressing skills – education mismatches.		Signed agreements	Document review	Annually	AUC-DSA

Output 2.3.3 Defined processes for obtaining harmonized/compatible or mutually recognized occupational qualifications, training and experience	44. Number of male and female stakeholders benefitting from defined processes for obtaining harmonized/compatible or mutually recognized occupational qualifications, training and experience		Member States ministries with responsibility for education and training issues	Document review	Annually	AUC-DSA
Output 2.3.4 Adoption of REC and national legislation, policy and administrative measures to implement harmonized qualifications and training standards	45. Status of the adoption of REC and national legislation, policy and administrative measures to implement harmonized qualifications and training standards.		Reports from RECs	Document review	Annually	AUC-DSA
Output 2.3.5 Assessments of current and future skills and labour needs conducted	46. Number of Member States with LMIS		Reports from Member States institutions responsible for labour, education; reports from RECs, donor partners	Document review	Annually	AUC-DSA
Intermediate Outcome 3: Increased utilization of labour migration data and statistics by all for evidenced based decision-making, policy planning, formulation and application	47. Number of policies/legislation/guidelines utilising data generated from labour migration and development research		Reports from Member States, RECs, donor partners	Document review	Annually	AUC-DEA, AUC-DSA
Outcome 3.1 Improved capacity to produce and disseminate accurate and disaggregated labour migration data and statistics	48. Number of Member States with updated labour migration profiles to inform migration policy development		Reports from Member States	Document review	Annually	AUC-DEA, AUC-DSA
	49. Number of annual national, regional and continental labour migration data reports produced		Reports from Member States	Document review	Annually	AUC-DEA, AUC-DSA
	50. Percentage of Member States with well-maintained national labour migration databases		Reports from Member States	Document review	Annually	AUC-DEA, AUC-DSA

Output 3.1.1 Capacity building/strengthening programmes implemented for key stakeholders maintaining LMD-related data, information and knowledge management systems	51. Number of persons in Member States and RECs trained in maintaining LMD-related data, information and knowledge management systems, disaggregate by sex		Reports from Member States statistics institutions	Document review	Annually	AUC-DEA, AUC-DSA
Output 3.1.2 Data sharing and coordination among national institutions and RECs promoted	52. Extent of data sharing and coordination among national institutions and RECs		Reports from national statistics institutions and RECs	Document review	Annually	AUC-DEA, AUC-DSA
Output 3.1.3 Selected Member States supported to develop Integrated Labour Market Information Systems	53. Number of Member States with Integrated Labour Market Information Systems		Reports from Member States labour and employment institutions	Document review	Annually	AUC-DEA, AUC-DSA
Output 3.1.4 Programme of research/studies/surveys on specific aspects of labour migration implemented/dissseminated	54. Number of labour migration research/studies/surveys on specific aspects of labour migration produced and disseminated at national regional and continental levels		Reports from Member States statistics and academic institutions, RECs reports	Document review	Annually	AUC-DEA, AUC-DSA
Outcome 3.2. Increased harmonization of statistics across Africa in accordance with international standards	55. Extent to which data standards are harmonised and comparable across partner countries		Reports from Member States statistics institutions	Document review	Annually	AUC-DEA, AUC-DSA
Output 3.2.1 International comparability and compatibility of migration statistics and national data systems ensured	56. Number of migration statistics and national data systems upgraded to international standards		Reports from Member States statistics institutions	Document review	Annually	AUC-DEA, AUC-DSA
Output 3.2.2. Common indicators, concepts, definitions, norms and standards and tools at REC and AU level developed and adopted	57. Degree to which common indicators, concepts, definitions, norms and standards and tools are adopted		Reports from Member States statistics institutions	Document review	Annually	AUC-DEA, AUC-DSA
Output 3.3.3 Strategy for harmonisation of statistics developed/implemented	58. Degree of implementation strategy for harmonisation of statistics		Reports from Member States statistics institutions	Document review	Annually	AUC-DEA, AUC-DSA

Intermediate Outcome 4: Strengthened governance and accountability for JLMP results	59. Level of satisfaction by key stakeholders on the relevance and effectiveness of the JLMP on labour migration and development in Africa		AUC JLMP progress reports	Document review	Quarterly	AUC- DSA, JLMP Programme Steering Committee
	60. Number of joint assessments of the JLMP		AUC JLMP progress reports	Document review	Annually	AUC- DSA, JLMP Programme Steering Committee
Outcome 4.1. Improved institutional capacity to prioritize, coordinate and implement the JLMP Strategic Framework	61. Extent of alignment of partners' strategic plans with JLMP Strategic Framework programming		AUC JLMP progress reports	Document review	Quarterly	AUC- DSA, JLMP Programme Steering Committee
Output 4.1.1 Effective governance structures to guide the JLMP Strategic Framework	62. Number of quarterly meetings held by the Programme Steering Committee (PSC) to provide recommendations for the JLMP's progress		AUC JLMP progress reports	Document review	Quarterly	AUC- DSA, JLMP Programme Steering Committee
Output 4.1.2 Strong capacitated secretariat in place	63. Budget resources allocated to staff and equip the secretariat for smooth functioning		AUC JLMP progress reports	Document review	Quarterly	AUC- DSA, JLMP Programme Steering Committee
	64. TORs of JLMP Strategic Framework staff institutionalised in the AU staffing structure		AUC JLMP progress reports	Document review	As required	AUC- DSA, JLMP Programme Steering Committee
Output 4.1.3 Revised communication Strategy implemented	65. Status of implementation of revised communication Strategy		AUC JLMP progress reports	Document review	Quarterly	AUC- DSA, JLMP Programme Steering Committee
Outcome 4.2 Improved monitoring, evaluation and reporting on the JLMP Strategic Framework	66. Extent to which the required M&E resources (human, financial and material) for the JLMP are in place		AUC JLMP progress reports	Document review	Quarterly	AUC- DSA, JLMP Programme Steering Committee
Output 4.2.1 Robust JLMP M&E Framework with web-based collection and analysis capacity	67. Functional M&E Framework with web-based collection and analysis capacity	Finalized M&E Framework with KPIs by June 2020 Web-based component by end 2020	AUC JLMP progress reports	Document review	Once; review framework every 2 years	AUC- DSA, JLMP Programme Steering Committee

Output 4.2.2 JLMP Strategic Framework results-based progress reports produced and disseminated	68. Quarterly/ Annual reports produced/disseminated as planned			AUC JLMP progress reports	Document review	Quarterly, annually	AUC- DSA, JLMP Programme Steering Committee
Output 4.2.3 Evaluations (mid-term and final) are conducted and findings disseminated	69. Findings from mid-term evaluation presented to key stakeholders	0	One mid-term evaluation conducted	Independent mid-term evaluation report	Independent evaluation using mixed methods of collection – KII, document review, FGDs, surveys	2025	AUC- DSA, JLMP Programme Steering Committee
	70. Findings from final evaluation presented to key stakeholders	0	One final evaluation conducted	Independent final evaluation report	Independent evaluation	2031	AUC- DSA, JLMP Programme Steering Committee
Output 4.2.4 Lessons learnt and knowledge management products prepared and shared	71. Number of lessons learnt/ knowledge products prepared and shared			Lessons learnt/knowledge products	Document review	Quarterly	AUC- DSA, JLMP Programme Steering Committee

3.4.1 JLMP MEL Framework Indicators

To the extent possible, indicators have been identified for each strategic objective of the JLMP. The JLMP MEL Framework includes indicators based on existing, well-established data sources, as well as monitoring systems already in use. Indicators from global and regional frameworks, such as the Sustainable Development Goals (SDGs), MPFA, Agenda 2063, GCM have also been incorporated in the MEL Framework.

The process for selection or development of indicators for the JLMP MEL Framework consisted of multiple steps. These included the review of documents and existing M&E frameworks, extraction of indicators, consolidation of indicators, mapping indicators according to level of results, and consideration of good practices and indicators in use around the world. This extensive process required synthesising a large amount of information in order to identify the relevant indicators for each policy priority area. This is still work in progress.

The JLMP MEL Framework comprises several indicators aligned to the four strategic objectives. This set of indicators is intended as a starting point for relevant stakeholders and partners so that they can identify the expected results and indicators which are most important to them. To the extent possible, the gender lens will be applied, and indicators will be disaggregated by sex. The indicators in the JLMP MEL Framework are both quantitative and qualitative in nature.

It is recommended that a **core set of indicators** be identified for each of the strategic objectives of the JLMP. The criteria for their selection could include:

- That the indicators are sufficiently generic and widely accepted;
- That some monitoring and reporting are already being done for them;
- That they address one or more of the key challenges affecting the labour migration sector; and
- That together they can give a sufficient understanding of overall progress being made in the labour migration sector.

4

Operationalization of the JLMP MEL Framework

4.1 Roles and Responsibilities

Monitoring, evaluation, reporting and learning will be carried out by a variety of actors. This requires coordination and communication at various stages between the different actors and institutions concerned. Most importantly, the allocation of responsibilities needs to be clarified at the very beginning of the process to ensure continuity and coherence throughout the process.

Specifically, the JLMP Steering Committee supported by the PSU Secretariat will ensure joint monitoring, evaluation and reporting on all labour migration issues at the continental level.

At the national and regional levels, Member States and RECs will be monitoring and reporting on what matters to them most based on their contexts. It is expected that Member States and RECs will:

- Align and harmonize strategic plans, annual plans and other strategic documents with the JLMP Strategic Framework 2020-2030 and its JLMP MEL Framework
- Infuse JLMP indicators into national or regional M&E/MEL frameworks
- Provide data and statistics to support performance monitoring, reporting and evaluation of the JLMP
- Prepare reports as requested by the JLMP Steering Committees
- Participate as required in the implementation of JLMP MEL Framework through designated focal points.

The utility of the monitoring process will be a direct reflection of the extent to which Member States and RECs express an interest in its use and dedicate resources towards it. Attention must therefore be given to the ease with which data can be collected by Member States and RECs. Much care has to be taken to design and format tools/templates that are simple to use and understand, and that builds on already available information at the national and regional levels; thus, avoiding the need to create yet another layer or monitoring burden. The Proposed JLMP Governance Framework is shown in Figure 7.

**Figure 7: Proposed JLMP Governance Framework**
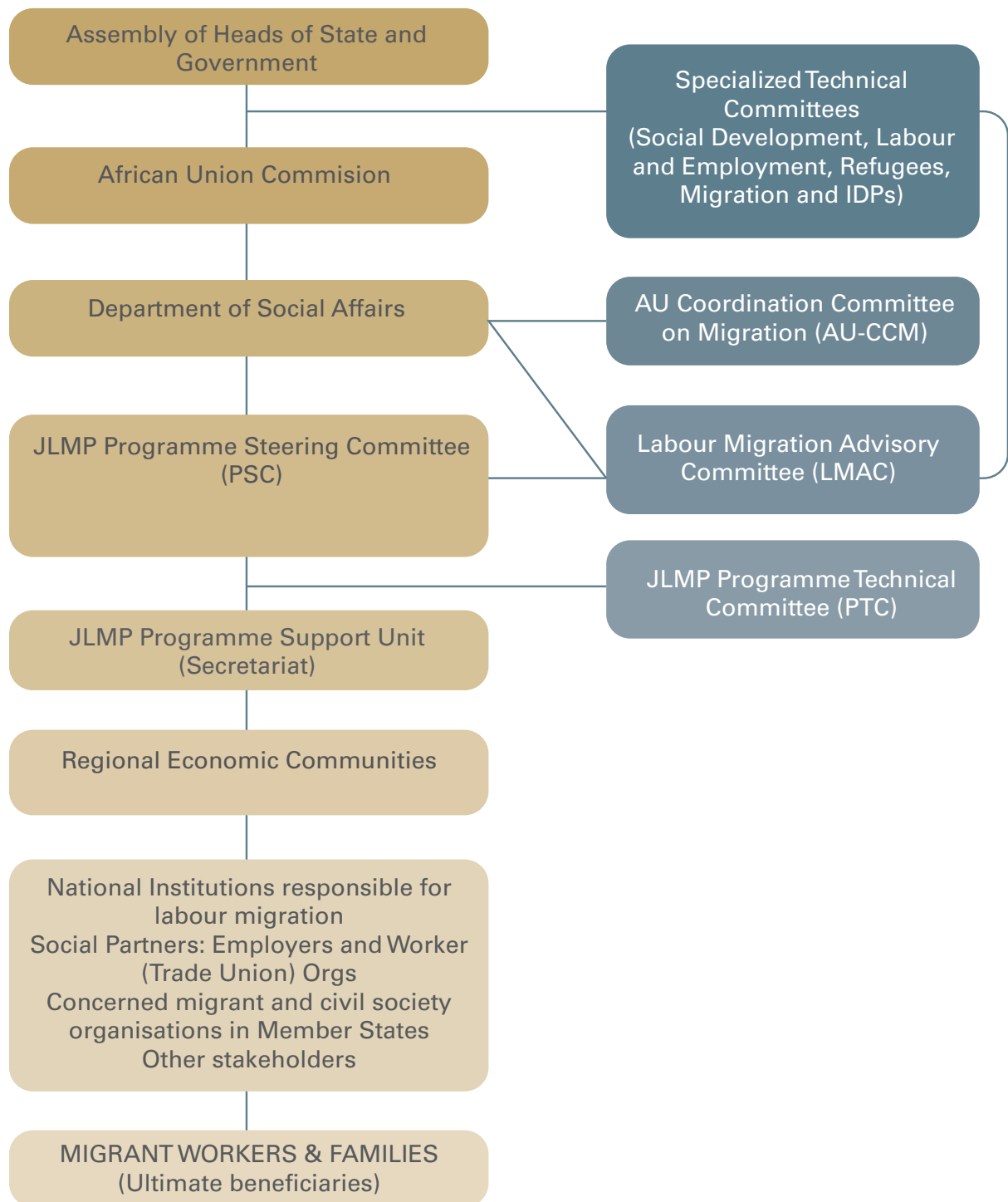
4.2   Data Collection and Flow

The following schematic represents how data flows from the various parts of the JLMP MEL Framework to generate its main outputs. Please see Figure 8.

Figure 8: Data Collection Process for MEL Framework
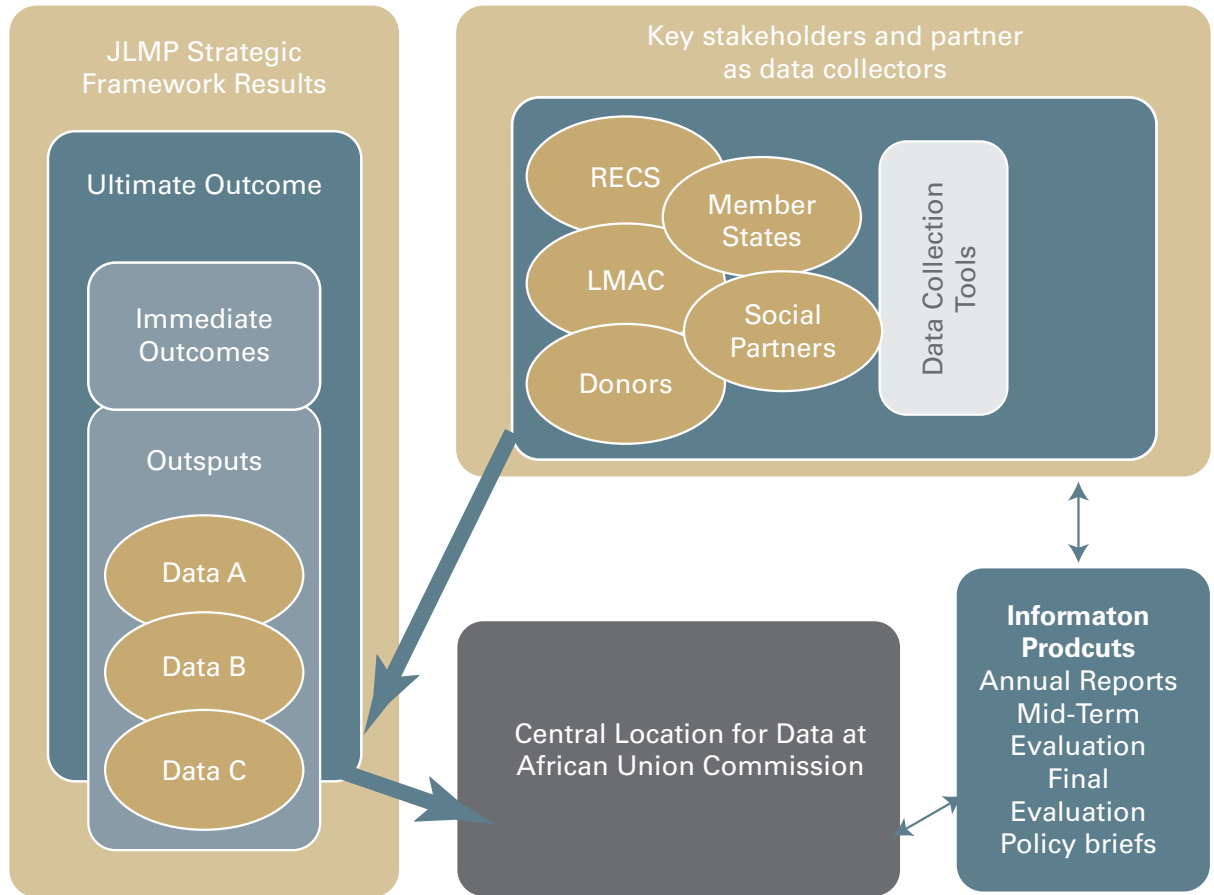
The following schematic (Figure 9) provides an appreciation of how the process for actual implementation or piloting of the JLMP MEL Framework could be initiated and sustained.
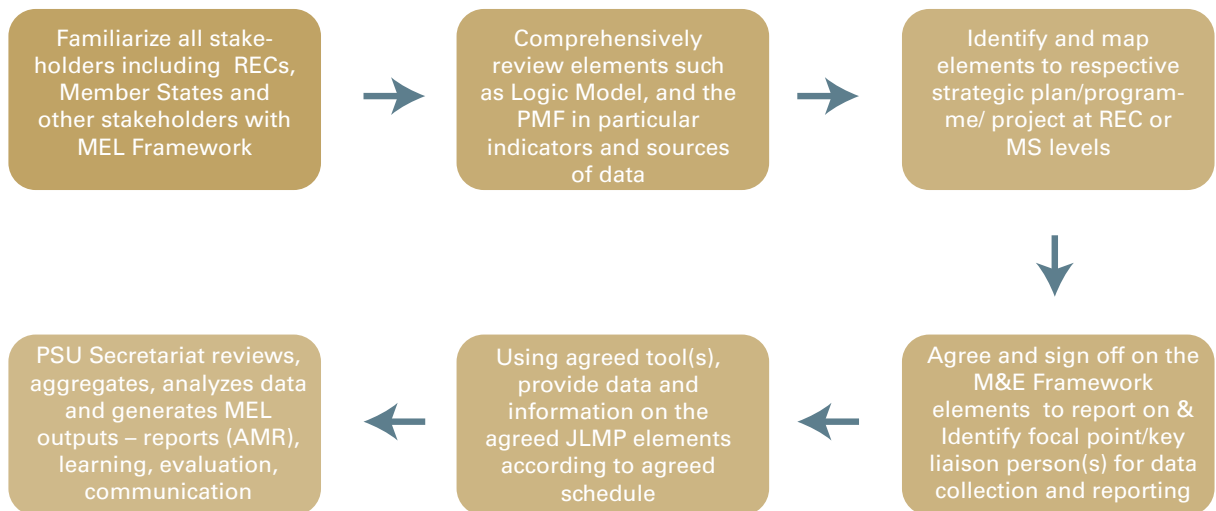
4.3   Reporting

Data collection and reporting require a high degree of information sharing and feedback across organizations and stakeholders. The information gathered will be used to assess if the indicators were achieved or not. This information forms the basis for the preparation of annual reports which provide a comprehensive update on achievements of the JLMP.

Annual Monitoring Report: The AMR is the key instrument for reporting on the progress towards achievement of the JLMP outcomes. It will serve as an important source of information on progress on labour migration in Africa and will assist in identifying weaknesses and constraints to the attainment of the key targets established and will also propose recommendations to help address the shortcomings.

The AMR will report on the progress against indicator targets by the strategic objective areas of the JLMP Strategic Framework 2020-2030.

The AMR will include inter alia:

• Information on progress towards labour migration targets.

• Information on the JLMP Strategic Framework 2020-2030, the status of its implementation in terms of the RECs being supported and their Member States, LMAC and its advocacy and an assessment of how migrant workers and their families are being impacted by work being done under the JLMP.

• Challenges in implementing the JLMP Strategic Framework 2020-2030 and any areas that might need strengthening.

• Any gaps or opportunities that might have emerged or are anticipated in the JLMP or in the labour migration arena.

• Best practices, lessons learned, and areas of future focus.

The preparation of the AMR is the responsibility of the JLMP Programme Steering Committee supported by the Programme Support Unit or Secretariat. The AMR draws from reports submitted by RECs and donor partners on the implementation of projects and programmes.

It is being proposed that the JLMP MEL Framework produce a JLMP Labour Migration Policy Brief. This a brief strategic document produced specifically for stakeholders including Heads of States, Ministers of Labours, Trade Unions, Business Leaders, etc. It is a concise document describing and analysing progress for the core indicators identified and the achievements in relation to the policy targets established. This document will also speak in a holistic way to the challenges, gaps and opportunities in the labour migration arena that will not only affect the next phase of implementation of the JLMP, but holds implication for migrant workers and their families at national level. It is expected that this document will provide input into the strategic decision-making processes at all levels (REC and national level) and possibly safeguard commitments and budgetary allocations for the sustained implementation of the JLMP Strategic Framework 2020-2030 over the 10-year period.

4.4   Evaluations

In the context of the JLMP MEL Framework, it is proposed that both internal and external evaluations should be undertaken as follows:

• Process evaluations starting in 2021

• Independent mid-term evaluation

• Independent final evaluation

• Impact evaluation to be conducted 3 years after the 10-year period of the end of JLMP.

External evaluations – commissioned from professional evaluators – and internal evaluations – carried out by the AUC itself – can both be useful. External evaluation is ideal, especially for final or impact evaluations, but internal processes can be especially valuable for midterm evaluations

when process issues and learning objectives in support of ongoing management and course correction are priorities.

These evaluations will provide a more comprehensive assessment of achievements, challenges, and processes, for both learning and accountability. Through these evaluations, the AUC, its partners and other stakeholders will seek to determine as objectively as possible how achievements under the Strategic Framework compare to what was planned and expected, whether any other relevant changes – positive or negative – have occurred, how results were achieved, and what problems or unexpected developments were encountered.

Evaluations will be based on the international assessment criteria described in the OECD manual; these are: relevance, coherence, efficiency, effectiveness, impact and sustainability. Evaluations will be highly participatory in nature and attention will focus on the positive and negative unintended consequences of the JLMP.

Table 4 shows the evaluation criteria for the JLMP.

Criterion	Definition	Potential Key Evaluation Questions
Relevance	Extent to which the intervention is aligned with the needs, priorities, and policies of target groups, donors, partners, and other stakeholders	• To what extent are the priorities and objectives of the JLMP still valid? • To what extent do JLMP outputs and outcomes meet the needs of beneficiaries, RECs, national governments, donor partners and other stakeholders? • Are JLMP programme activities and results aligned with global and regional labour migration objectives?
Coherence	The extent to which other interventions (particularly policies) support or undermine the intervention, and vice versa. Includes internal coherence and external coherence.	• Are JLMP efforts complementary to others across the continent? • Are JLMP initiatives harmonised and coordinated with others? • To what extent are the interventions adding value while avoiding duplication of effort?
Effectiveness	The extent to which an aid activity attains its objectives.	• To what extent has JLMP achieved planned outputs and made progress towards the outcomes defined in the results framework? • Has the JLMP produced any unexpected or negative results?
Efficiency	Cost effectiveness of outputs in relation to the inputs, usually in comparison to other possible approaches.	• How cost effective has the JLMP's outputs been? • Were objectives achieved on time? • Was the JLMP implemented in the most efficient way compared to alternatives?
Impact	Positive and negative changes in higher order social, economic, environmental, or other development indicators linked to a development intervention, directly or indirectly, intended or unintended.	• To what extent has JLMP contributed to improving labour migration management in Africa? • How many migrant workers and their families, RECs, social partners have benefited as a result of JLMP interventions?
Sustainability	How likely are intervention benefits to continue after donor funding has been withdrawn? Projects need to be environmentally as well as financially sustainable.	• How sustainable are the capacity and other improvements associated with JLMP? • What measures are in place to ensure the environmental, social, and financial sustainability of these results?
Gender equality	Extent to which gender equality and equity considerations are integrated across an intervention.	• To what extent have JLMP's activities and outputs ensured meaningful participation and benefit of both men and women equally? • To what extent have JLMP's activities addressed barriers to women's access to and control over decision-making, resources, and benefits?

4.5 Learning

MEL supports accountability by providing evidence about whether and how planned results are being achieved. The other main function of MEL is learning to inform adaptation – and this, in turn, is also closely linked to accountability, since the purpose of adaptation is to ensure success in achieving results. More broadly, learning and adaptation ensure that development interventions seeks the most appropriate results in the most effective and appropriate ways.

Monitoring should not merely end with the production of annual monitoring reports and other outputs. The learning component of MEL is therefore the heart of MEL. These outputs need to be adequately shared and disseminated to national stake-holders, so that monitoring and reporting can serve as an instrument for ensuring programme improvement and learning.

> Monitoring data is wasted unless it is shared, analyzed, and used to inform implementation and planning.

Planned learning activities can help ensure that JLMP programming is coordinated, grounded in evidence, and adjusted as necessary to remain effective over the course of implementation. The section below describes one type of activity – the learning review – that can be adopted to systematically include learning in the programme cycle of the JLMP. However, other opportunities can be created to integrate learning and adapting approaches into results-based management, for example: taking a learning-oriented approach to scheduled reporting, including time for targeted reflection and learning activities in regular team meetings, or producing periodic learning memos or briefs for internal team use.

Learning reviews

Monitoring reviews are team meetings during which staff and, in if relevant or appropriate, partners or other stakeholders, examine monitoring data and discuss progress towards results. The purpose is to identify bottlenecks, challenges, successes, or unexpected developments encountered in carrying out planned activities with a view to gaining better understanding of the project and its context. This forms the basis for making any course corrections or adaptations that might be needed to address problems or capitalize on opportunities. Monitoring reviews go beyond the usual content of regular weekly or ad hoc team or management meetings because participants are invited to reflect systematically on how their activities and experiences relate to the project results framework, and to engage directly with indicator monitoring data.

The ideal frequency of monitoring reviews depends on team schedules and other considerations, but quarterly reviews can be a useful reminder of team members' monitoring responsibilities and ensure regular opportunities to check overall programme health. They can also provide opportunities to gather or identify sources for project information that may not be captured in regular monitoring but may help reports paint a more complete picture of the project (for example, case stories, unusual situations, notable successes, etc.).

Learning reviews may be organized in a variety of ways, but key questions that should be considered during such meetings include:

- What should we have achieved (in the JLMP) by now?
- What information have we gathered over the last period through our monitoring processes, how, and from whom?
- What is working well, and why?
- What problems or challenges are there, and why? Can they be solved?

- What have we learned about matters such as: the institutional, cultural, and other contexts where we are carrying out our activities, the programme component area (i.e. governance and regulation of labour migration and mobility; safe and secure working environments for labour migrants; access to and portability of social protection; mutual recognition of skills and qualifications; utilization of labour migration data and statistics; governance and accountability of the JLMP, etc.), success factors, the monitoring process itself? (Once learning reviews have become a regular practice, it may be useful to select a different topic from this list as a focus for each review).

- What action should we take to address points raised in the review?

- Who will take the action, and when?

Following the review, a brief report should be circulated to the whole team, highlighting issues identified, lessons emerging from reflection, and actions agreed. If the review raises issues substantive enough to require changes to the work plan or results framework, these can be noted for inclusion in the next semi-annual or annual report so that appropriate changes to the plan and, if needed, the results framework and PMF, can be approved and implemented.

4.6   Capacity Strengthening

To undertake MEL activities and take action on results, it is essential to engage in capacity development, grounded in RBM and other principles. According to evidenced-informed practices, sound technical skills in data collection, analysis and reporting are required. Building/strengthening M&E capacity at AUC and REC level will be crucial.

The PSU as secretariat will need to strengthen its own capacity to oversee the operationalisation of the JLMP MEL Framework. At the time of writing, there is no M&E officer within the Unit. It is strongly recommended that a post be created within the Unit for an MEL Specialist. A draft terms of reference for such an individual is provided in Annex 6.3. At the very minimum, temporary technical assistance should be called on to kickstart the MEL processes.

5

Conclusion

There are several issues to be considered as part of moving forward with the further development, operationalisation and sustainability of the JLMP MEL Framework. The immediate next steps include:

i. Sensitise key stakeholders about the JLMP MEL Framework and their role in its implementation as well as provide capacity strengthening in monitoring, evaluation, reporting and learning.

ii. Collaborate with stakeholders to collect the available baseline data for indicators.

iii. Collaborate with stakeholders to establish targets, as necessary, and/or fine-tuning those that have been proposed.

iv. Collaborate with stakeholders to fill existing gaps in the PMF, in particular the data source and responsibility columns.

v. Prepare metadata sheets for all approved indicators especially those regarded as core.

Monitoring, reporting and data collection in the context of this multi-dimensional and multi-stakeholder strategic framework poses some challenges. Most of the challenges are due to: a) the fact that many stakeholders contribute to the achievement of outputs and outcomes at various levels; b) the number and diversity of actors involved, who may or may not share commonalities in terms of procedures, systems, needs, priorities and capacities; and c) the existing information and data sources, capabilities and systems in place to accommodate monitoring and reporting at various levels.

There is recognition that monitoring, evaluation and reporting are iterative, learning-driven processes. The JLMP MEL Framework is a "living" system designed to evolve and adapt over time. As such, piloting of the JLMP MEL Framework is recommended to allow for learning and adaptation, in particular to continue to enhance efficiency and minimize the monitoring and reporting burden on key stakeholders. It is expected that the JLMP MEL Framework will be regularly reviewed and that it will improve as lessons are generated around its use.

6

Annexes

6.1   References

This section presents the reference material utilized to develop the Draft JLMP Strategic Framework.

1. Agenda 2063 FTYIP Core Indicators Profile Handbook (2019)
2. Agreement Establishing the African Continental Free Trade Area
3. Annex on the Free Movement of Workers
4. Annex on the Right of Establishment
5. Annex on the Right of Residence
6. Background Note AU Agenda 2063.pdf
7. ECOWAS Common Approach on Migration
8. ECOWAS Revised Treaty
9. Global Programme Migration and Development Strategic Framework 2018–2021
10. Interim Progress Report – JLMP Priority
11. IOM Migration and Sustainable Development Strategy
12. JLMP Communication Plan draft.docx
13. JLMP Info Sheet
14. JLMP Priority Brochure
15. JLMP Priority Logical Framework/Results Matrix
16. JLMP Priority M&E Framework
17. JLMP Priority Narrative Proposal
18. Labour Migration Advisory Committee (LMAC) Kit including Draft Consolidated Report (October 2019) and Draft LMAC Work Plan 2020
19. Priority Implementation Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP Priority Project) (2018-2021)
20. PRODOC of the social protection project "Extending access to social protection and portability of benefits to migrant workers and their families in selected RECs in Africa" (2017 – 2020)
21. PRODOC Adjusted – Budget Africa Labour Migration Programme (Final)
22. Programme Document Labour Migration Governance for Development and Integration in Africa – A Bold New Initiative
23. Protocol Establishment of EAC Common Market
24. Report on the Follow-Up on the Ouagadougou 2004 Summit: Employment, Poverty Eradication and Inclusive Development in Africa
25. Revised AU Migration Policy Framework for Africa and Plan of Action (2018-2030)
26. SADC Labour Migration Policy Framework
27. SADC Protocol on Employment and Labour – English – 2014
28. Three-Year Implementation Plan of Action for the Global Compact on Safe, Orderly and Regular Migration (GCM) in Africa (2020-2022)
29. Various Terms of Reference on the JLMP governance arrangement

6.2 JLMP MEL Framework Reporting Template

This document is to be prepared by RECs, Other Implementing/Project Partners and submitted to JLMP Project Steering Committee for aggregation.	
Implementing agency:	
Reporting Period:	
Submitted by:	
Date of submission:	
Contact Information:	

1. Brief Description of Project/Programme:

2. Executive summary:

Briefly summarize the main results and progress achieved for the reporting period. Also highlight any major successes or changes. Please limit the Executive summary to one half-page.

3a. Description of results achieved during the period, using indicators for outputs and outcomes from the JLMP MEL Framework. In this section (3a), discuss your first outcome, and its related outputs. Then, if relevant, move on to your second outcome and the related outputs, in section 3b.

Outcome xx:

Indicators	Baseline Data	Target	Progress/Result Achieved (This Period)	Reasons for Variance with Planned Target (If Any)	Cumulative Data (And % Of Progress Completed If Applicable)
1.a.					
2.b.					
3.c.					
4.d.					

Analysis of progress under Outcome xx:

OUTPUT xx:

Indicators	Baseline Data	Target	Progress/Result Achieved (This Period)	Reasons for Variance with Planned Target (If Any)	Cumulative Data (And % Of Progress Completed If Applicable)
1.					

Analysis of progress under Output 1.1:

OUTPUT xx:

Indicators	Baseline Data	Target	Progress/Result Achieved (This Period)	Reasons for Variance with Planned Target (If Any)	Cumulative Data (And % Of Progress Completed If Applicable)
1.					

Analysis of progress under Output 1.2:

4. Unexpected Results

5. Challenges, lessons learned and best practices
a) Identify the specific challenges related to any of the measures or outputs or in overall implementation:
b) Identify successes and best practices related to any of the activities or outputs or in overall implementation:
c) Identify lessons learned and/or recommendations for future action:
d) Did you change any activity, results or indicators?

Draft Terms of Reference
Monitoring and Evaluation Specialist

1.0   Background and Context

The AU/ILO/IOM/UNECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP) Strategic Framework 2020 - 2030 represents the next ten-year period for the JLMP starting in 2020. The JLMP is a long-term joint undertaking among the four organizations in coordination with other relevant partners operating in Africa, including development cooperation actors, private sector organizations and civil society representatives. It is the instrument dedicated to the implementation of the 5th Key Priority Area of the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development which was adopted by the Assembly of Heads of States and Governments (AU/Assembly/AU/20(XXIV)/Annex 3, January 2015) in Addis Ababa, Ethiopia.

The Strategic Framework is in line with, and supports achievement of the labour migration aspects of several global and continental policy and strategic frameworks These include the following:

- UN Sustainable Development Goals (particularly goals 8 and 10)

- The Global Compact for Safe, Orderly and Regular Migration (GCM)

- The African Common Position on the UN GCM and it three-year Plan of Action (2020-2022)

- Ouagadougou + 10 Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development in Africa

- Agenda 2063 and its First Ten Year Implementation Plan (2014 – 2023)

- AU Migration Policy Framework for Africa (MPFA) and its Plan of Action (2018-2030)

- Protocol to the Treaty establishing the African Economic Community relating to the Free Movement of Persons, Right of Residence and Right of Establishment (2018) and

- The African Continental Free Trade Agreement (AfCFTA), 2018

The overall objective of the JLMP programme is "to strengthen the effective governance, and regulation of labour migration and mobility, under the rule of law and with the involvement of key stakeholders across governments, legislatures, social partners, migrants, international organisations, NGOs, diaspora organizations and civil society organisations towards increased equitable, full-employment economic growth and sustainable development of the African Continent. "

There are **four specific objectives** to support the achievement of the overall objective. Each specific strategic objective has a set of expected outcomes that must be achieved overtime to address the identified issues. These specific objectives are:

Strategic Objective 1: Strengthen effective governance and regulation of labour migration and mobility in Africa.

Strategic Objective 2: Migrant workers in both the formal and informal sectors enjoy safe and secure working environments, access to and portability of social protection, and mutual recognition of skills and qualifications.

Strategic Objective 3: Improve availability and increase utilization of labour migration data and statistics by all for evidenced based decision-making, policy planning, formulation and application.

Strategic Objective 4: Strengthen governance and accountability of the JLMP.

A major emphasis of this Strategic Framework is the focus on results, that is, accountability for results especially for the final beneficiaries of the JLMP – male and female migrant workers and

their family members. The success of the implementation of the JLMP's Strategic Framework 2020-2030 will depend heavily on tracking progress towards the expected results. With funding support from the Swiss Agency for Development and Cooperation (SDC), the AUC in designing and developing a Monitoring, Evaluation and Learning (MEL) Framework for the JLMP. The MEL Framework is being developed to improve delivery processes, document results, inform stakeholders about the relevance, effectiveness, efficiency of the JLMP, and to mobilise political support for sustaining and expanding the programmes and actions therein.

The African Union Commission, therefore, seeks the services of a monitoring, evaluation and learning specialist to guide the overall implementation of the JLMP MEL Framework over the next three years.

To ensure that the MEL Framework is relevant and meets the highest standard of reporting expected by stakeholders, the Monitoring and Evaluation Specialist will be responsible for:

1. Reviewing, updating and implementing the JLMP M&E Framework and management information system (MIS), including necessary instruments and tools.

2. Data collection, compilation, data cleaning and analysis, and reporting. This includes collecting data on indicators from various agencies and sources, and preparing the MEL reports and other outputs, as required and on schedule.

2.0 Scope of Work

Under the direction of the JLMP Programme Steering Committee, the Monitoring and Evaluation Specialist will:

- Sensitize stakeholders to the JLMP MEL Framework, its purposes, main components and tools.

- Support AUC departments, implementing partners, RECS and other stakeholders' efforts to align their programme of work with the JLMP MEL Framework.

- Draft agreement with relevant stakeholders regarding data collection and reporting commitments.

- Review, revise and implement systems to collect all the necessary data to track progress of the JLMP Strategic Framework.

- Guide AUC staff and implementing partners in preparing their progress reports, including through standardized templates as appropriate.

- Conduct monitoring and reporting using tools, MIS or other mechanisms for the calculations and reporting of all results indicators.

- Coordinate the preparation of Monitoring Reports and other M&E outputs working closely with technical staff and implementing partners, in accordance with approved reporting formats and timing.

- Guide the regular sharing of MEL outputs with AUC staff, implementing partners and other stakeholders.

- As needed, organize and conduct capacity-building and training workshops to support and strengthen the MEL, including with data collection consultants, external partners involved in data collection, primary stakeholders and the various partner organizations involved in implementing the Strategic Frameworks.

- Recruit, guide and supervise organisations that are contracted to implement special surveys and studies and conduct evaluations.

- Prepare a budget for all activities and expenses related to M&E.

3.0 Qualification and experience

- Masters in statistics, economics, business administration, international development, and/or related field.

- At least five years of Monitoring and Evaluation experience, including developing M&E systems for projects and programmes; within a project management and research environment.

- At least three years' experience supervising, designing, and implementing data collection and/or field work activities, would be a distinct asset.

- Previous experience in a strategic planning role, using data to inform strategic decisions.

- Demonstrated ability to manage collaborations between multiple organizations.

- Strong oral and written communications skills in English.

- Advanced user of Microsoft office suite (Excel, Word, Power Point, Project), and the internet.

- Previous work experience in the continent, is essential.

- A solid understanding of labour migration and related sector issues is essential.

- Experience with micro data analysis and project/programme reporting.

4.0 Reporting

The Monitoring and Evaluation Specialist will report to the head of the Programme Support Unit which is secretariat to the JLMP Programme Steering Committee and the JLMP Programme Technical Committee.

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