

Internal Mid-term Review

ACP-EU Migration Action

Supporting ACP-EU Cooperation on Migration and Development

International Organization for Migration

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LIST OF ACRONYMS

ACP:	The African, Caribbean and Pacific Group of States and its Secretariat
BA:	Baseline Assessment
CN:	Concept Note
COMESA:	Common Market for Eastern and Southern Africa
EC:	The European Commission
EC DEVCO:	The European Commission's Directorate-General for International Cooperation and Development
EU:	The European Union
ICMPD:	International Centre for Migration Policy Development
IFAD:	International Fund for Agricultural Development
IMTR:	Internal Midterm-Review
IOM:	The International Organization for Migration
JMDI:	Joint Migration and Development Initiative
LoI:	Letter of Interest
MSG:	Melanesian Spearhead Group
NSA:	Non-State Actor
OECS:	Organisation for Eastern Caribbean States
RC:	Regional Coordinator
RE:	Requesting Entity
RO:	Regional Organisation
SC:	Steering Committee of the Action
TA:	Technical Assistance
TAF:	Technical Assistance Fiche
UNODC:	United Nations Office on Drugs and Crime

INTERNAL MID-TERM REVIEW

The ACP – EU Migration Action (hereafter referred to as “the Action”) is a programme funded by the 10th European Development Fund (Intra-ACP Cooperation 2008-2013) of the European Commission for an amount of 10 million Euros (9,7 million for the Action and 300,000 retained by the EC for external evaluations)¹. The Action started on 28 June 2014 and will end on February 2018, period comprising of six (6) months of preparatory phase, followed by thirty (30) months of operational phase and six (6) months of closing phase.

The present Internal Mid-Term Review (IMTR) is an internal evaluation aimed at describing and analysing the lessons learnt collected during the first twenty (20) months of implementation of the Action. Specifically, this IMTR is aimed at evaluating the degree of project completion compared to the global objective and project purposes, at gathering reliable information enabling a realistic appreciation of the achieved results and at making due recommendations so as to improve the Action’s effectiveness.

Rationale of this Internal Mid-term-Review

According to the *Description of the Action* (**Annex 2**), this IMTR will consist of a review of the Action’s implementations as to propose adjustments where needed:

“An internal mid-term review of the Action will be conducted after 12 months of the implementation phase and no later than 16 months to allow any necessary adaptations of the activities and budget in order to ensure effectiveness of the Action and reflection of actual needs.”

1 See **Annex 1** – Signed Agreement Between IOM and the DEVCO

In line with IOM’s Internal Evaluation Guidelines, the definition of effectiveness used in this report refers to “*the extent to which a project or programme achieves its objectives/project purposes or produces its desired results, taking into account their relative importance*” (IOM, 2006). In other words, “*effectiveness is the capability to produce or bring about a desired outcome or result [...] it is the efficient attainment of organizational goals and outcomes*” (Stewart Clegg, 2008).

Here, the effectiveness of the Action has been analysed vis-à-vis the programme’s original Logical Framework (see **Annex 3** – ACP-EU Migration Action Logical Framework). For a greater overview of the methodology herein used, please refer to the IMTR Terms of Reference, as **Annex 4**.

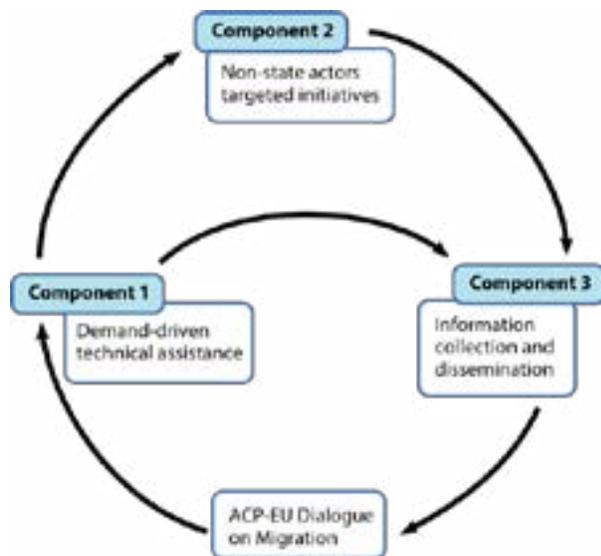
The Programme: its description and background

The Action was developed in the framework of the African, Caribbean and Pacific (ACP) – European Union (EU) Dialogue on Migration and Development, launched after the 2010 Ouagadougou revision of the Cotonou Agreement (2005)². The Dialogue has become an important process to discuss migration issues among the 79 ACP Member States and the 28 EU Member States. During the 2011-2012 cycle of discussions, the ACP-EU members decided to focus their attention and cooperation efforts on the topics of visas, remittances and readmission. The endorsement of the joint ACP-EU Council report in June 2012, including clear recommendations on the three identified issues, was as a successful outcome of the Dialogue.

The ACP Secretariat and the European Commission (EC) decided therefore to establish a facility to support the implementation of the

2 www.europarl.europa.eu/document/activities/cont/201306/20130605ATT67340/20130605ATT67340EN.pdf

recommendations of the ACP-EU Dialogue through the provision of on-demand technical assistance to ACP Governments and Regional



Organizations (ROs) and funding for initiatives of Non State Actors (NSAs) active in ACP countries. Furthermore, it was envisaged that lessons learned collected from the above two components should feed the Dialogue by providing information and good practices through different means. In June 2014, IOM was entrusted with the implementation of this new initiative.

During the first half of 2015, the ACP and EU Ambassadors met and decided to formulate recommendations for two additional subjects: trafficking in human beings and smuggling of migrants. At the beginning of September 2015, the EC requested the Action to add these two subjects as areas to be addressed and supported via the Action.

Summarizing, the objective of the Action is to support activities in areas of strategic interest to the ACP-EU Dialogue on Migration through three interlinked components:

Component 1: the provision of demand-driven technical assistance to 80 ACP governments (the 79 members of the ACP Group of States and South Sudan);

Component 2: the promotion of initiatives implemented by ACP-based Non-State Actors (NSAs);

Component 3: the catalyser of the lessons learned from the other two components - a set of varied activities to provide food for discussion to the ACP-EU Dialogue.

MAJOR REVIEW FINDINGS

The analysis of the main findings draws from the review of the programme's official documentation, of minutes of meetings, of the documents pertaining to the processes put in place in the context of the Action (for ex. Guidelines³, monitoring tools, reports, etc.), coupled with the feedback of the programme's staff and the results of a targeted survey conducted in March 2016⁴.

Looking at the number of TA requests received up to present and at those still in the pipeline, considering also that the vast majority of the requests have been finally endorsed by the ACP Secretariat and the EC after several stages of analysis and approval, the Action learns and appreciates that, on the one hand, **the programme is perceived by the beneficiaries as a concrete opportunity** to seize in order to expand their knowledge and capacities in specific migration-related fields; and on the other hand, that the **requests submitted are in line with the recommendations of**

³ Guidelines for the three Components are attached to this document as **Annex 5**.

⁴ For a more in-depth overview of the Survey, please see **Annex 6, Annex 7** and **Annex 8**.

the ACP-EU Dialogue on Migration and Development and, therefore, they respond to the main goal of the programme, i.e. translating the Dialogue's recommendations into concrete actions.

Though Component 2 of the Programme can be considered to be still at its commencement, the process to map and identify suitable NSA partners in every ACP country where a TA intervention has been approved is well in place and **NSAs are responding positively** by putting forward innovative proposals. Nonetheless, the capacity to follow through the obligations they have undertaken by accepting the grant needs to become subject of an assessment at a later stage of the Programme. It has also to be acknowledged that this component absorbs a rather substantial amount of resources in terms of staff and time dedicated to it. Moreover, in several cases the process had ended with the impossibility to identify suitable/reliable partners. For this reason it is believed that this component must be reassessed and possibly re-designed so as to guarantee a better balance between resources dedicated and **maximization of the impact of grass-root initiatives**.

At the current stage of the programme, a lot of information is gathered and available and needs now to be systematically elaborated and strategically disseminated so as to reach out to the intended beneficiaries in a consolidated manner, bring new lymph to the Dialogue, and stimulate discussions among stakeholders and practitioners. Though many elements of Component 3 of the Action have been implemented, more needs to be done in an effort to use this **Action as catalyser and promoter of knowledge** for the ACP-EU Dialogue itself.

Assessment of Programme Results

An analysis of the status of each objective, as stated in the programme's Logical Framework, is provided below so as to answer the question "*Have the programme results for each of the expected objectives of the programme been achieved at this stage?*"

The Action's Overall Objective: Provide support to concrete activities in areas of strategic interest to the ACP-EU partners, linked to the recommendations of the ACP-EU Dialogue, and identified and implemented in response to ACP countries demands and for the benefit of migrants.

Despite the initial delay in the kick-starting of the reception of TA requests from ACP Governments and/or ROs, up to April 2016 thirty-nine (39) requests in the field of remittances, visas, readmission, trafficking in human beings and smuggling of migrants have been received and assessed. This makes almost the entire number of requests (41) planned for the Action's complete implementation cycle (set for July 2017).

Nineteen (19) Baseline Assessments (BAs) were conducted in relation to the requests received, and ten (10) restricted calls for proposals targeting Non-State Actors were launched.

In the framework of these interventions, a broad range of activities has been planned and implemented⁵, including:

- institutional and legislation development (Somalia, OECS, Benin, Guyana, Sierra Leone, Zimbabwe, Togo, Ghana, Angola, Barbados, Federated States of Micronesia);

⁵ For a more in-depth overview of the range of activities, please see **Annex 9** – ACP-EU Migration Action TA Summary.

- policy analysis or revision and formulation of recommendations (Namibia, Sudan, Liberia, Vanuatu, Jamaica, Marshall Islands, Timor-Leste, Guinea, Tonga);
- capacity building (Burkina Faso, Dominican Republic, Papua New Guinea, St. Vincent and the Grenadines, Saint Lucia);
- consolidation of bi- and multilateral cooperation (COMESA, MSG, Nigeria, Benin, Cameroon, Chad, Gabon and Niger);
- partnerships consolidation and agreements setting (MSG);
- evaluation of institutional / governmental migration management mechanisms (Mali);
- development of studies and research for the governments (Guyana, Kenya, Vanuatu, Ethiopia, Solomon Islands, Cabo Verde, Senegal).

All requests have been formulated by the requesting entities (36 government authorities and three ROs) in close collaboration and with the support of the Action's staff at central and regional levels, ensuring that governments are provided with the opportunity to formulate their needs and expectations in an authentic **demand-driven process**, thereby retaining the ownership of the process and of the results.

The distribution of **requests per topic** (visas, remittances, readmission, trafficking in human beings and smuggling of migrants) is rather balanced, except for the topic of readmission, for which the programme has received three requests only. Remittances is the topic with the largest number of requests (16 up to end April 2016), while the topics of visas, trafficking in human beings and smuggling of migrants all have ten (10) requests in total. This shows a greatest interest, from the side of the ACP Governments, in focusing on the development aspect of migration (remittances) and on security/law enforcement-related aspects (trafficking in human beings, smuggling of migrants and visas). The fact that the least requested topic is

readmission does not come as a surprise due to the complexity and sensitivity of the subject itself. Many governments still see it as a controversial subject. Though introduced much later than the other topics, requests in the sectors of **smuggling of migrants and trafficking in human beings** have rapidly gained momentum and as of end of April 2016 there are 13 requests pertaining to these topics.

In terms of **geographical distribution**, an unbalance can be seen due to the over performance of the West and Central Africa sub-region, which has double the number of requests for TA than the other regions' average. In general terms, however, the number of requests from each of the other sub-region (East and the Horn of Africa, Southern Africa, the Caribbean and the Pacific) is very balanced. Finally, although the Regional Coordinator for the Pacific started to work much later than his colleagues, the region caught up in the number of requests quite quickly, reflecting on the effective liaising with governmental counterparts in the countries of the region often conducted through direct visit of the Regional Coordinator to the relevant countries.

Regarding the process for requesting technical assistance, the consultation processes with the requesting entities necessary to reach the stage of the submission of the Concept Note (CN) and of the Technical Assistance Fiche (TAF) are, at times, lengthy and complex, as shown in the results of the survey applied to the Action's different stakeholders.

Though this complex system of approvals could be considered cumbersome, we believe that, provided a certain degree of flexibility in terms of duration of each step within the overall maximum period of 16 weeks is maintained, the system works and works well in terms of:

- Maintaining the ownership of the initiatives in the hands of the requesting entity through its continuous involvement in all steps of the process: from the needs and priorities' identification, to writing the CN and developing the full proposal (the TAF), facilitating the work of the Experts and ensuring final buy-in of the outcomes of the TA;
- Guaranteeing quality of the proposals as their development requires the contribution of several parties (DEVCO, ACP Secretariat, EU Delegations [EUDEL], IOM Country Offices [COs], IOM Regional Thematic Specialists, etc.) which are called to provide feedback and input on the proposals;
- Ensuring feasibility of the initiative through multiple layers of screening in an effort to avoid overlapping with other initiatives and to instead build on synergies, thereby assuring a more efficient use of resources at disposal.

Specific objective 1: support public institutions and policy processes linked to migration in ACP countries, with a specific focus on the follow-up to the recommendations of the ACP-EU Dialogue, through a mechanism of tailored technical support on demand.

Of the thirty-nine (39) requests for TA received up to end of April 2016, all are closely adhering to the ACP-EU Dialogue on Migration and Development by proposing concrete actions in the fields on remittances, visas, readmission, trafficking in human beings and smuggling of migrants.

The vast majority of the **requesting entities** are Ministries of Interior and/or Ministries of Foreign Affairs, or specific departments of these. This clearly is linked to the topics of the Action and to the fact that the Action's visibility strategy has mainly targeted central government institutions, which are also often the main interlocutors of IOM and EU Delegations.

Furthermore, the response to the Action from **Regional Organizations** has been definitely less marked and to present only three (3) ROs (OECS, COMESA, MSG) have requested assistance to the Action. In our view this is linked to two main factors: 1) as the resources at disposal for each intervention are limited in terms of overall length (maximum 6 months) and number of expert days (up to 60 working days), the interventions appears as less interesting to ROs, which in general would require longer and more extensive technical assistance interventions that would benefit their Member States; and 2) in order to formulate and then formalize a TA request, ROs have to go through more complex internal decision making processes due to the need to involve their several Member States in the process, therefore making the TA request's submission process less straightforward.

As a consequence, and in order to reach out more successfully to ROs and consequently support regional processes, the Action should **allocates extra resources to initiatives proposed by ROs**, by for example involving more than one TA expert in each intervention benefiting ROs and/or increasing the total working days.

In each country and region where a TA was requested, the Action strived to analyse the context and the pre-existing initiatives on the subject of the TA request, so as to avoid duplications and where possible pursue complementarity and synergies. In this line the Action has engaged several interlocutors such as the World Bank, IFAD, ICMPD, JMIDI, and UNODC so as to be aware of ongoing programmes pertaining to the same topics/with the same authorities and build possible synergies, so as to maximize results and use each other's strengths to the benefit of each other's programmes. However, this has not been always possible and in some cases the information that other initiatives (EU Emergency Trust Fund for Africa,

MIEUX) were about to be undertaken in the same country for similar topics reached the Action well into the assessment process.

Therefore, the efforts towards non-duplication and synergies building should be maintained throughout the rest of the Action's implementation period and imbued more systematically into the request process at the earliest possible stage, by for example institutionalizing information exchanging opportunities, such as regular meetings with other organizations and EC DEVCO personnel, by involving EU Delegations at a very early stage of the process.

The presence of the Action's Regional Coordinators (RCs) in the five (5) region has played a major role in the successful outreach towards Governments. The presence of the RCs in the various regions, supported by the IOM offices' worldwide network, has enabled the Action to establish a direct channel of communication and efficient collaboration mechanism with the requesting entities, and consequently receive positive response: approximately 2.4 request were received per month, against the 1.3 originally envisaged.

It should however be remarked that despite this remarkable achievement, the high number of requests poses a rather heavy strain on the RCs, especially those in the regions where the number of requests received and are under process is substantial. In consequence, it is our view that the Action's **decentralized field structure should be maintained as such - if not reinforced.**

Additionally, the current pace of implementation of technical assistance requests has reached a point in which the original envisaged target number of 41 requests has been almost attained. However, with the financial savings achieved throughout the current implementation phase, there is a possibility to increase the originally

thought target. A **decision as to whether keep processing additional requests (in addition to the targeted 41) once the expected target will be achieved** must be taken by the Steering Committee members as soon as possible, in order to evaluate its implications in the actual duration of the Action.

Specific objective 2: promote concrete action by non-state actors in areas of priority for the ACP-EU dialogue at the local level through targeted projects in areas related to the recommendations of the ACP-EU dialogue and the assistance provided through component 1 with the aim of improving the conditions of migrants, their families and origin/host communities.

The support to targeted projects is provided to selected NSAs in all countries where a TA intervention has been approved by the ACP Secretariat and the EC. Though at the time of writing only 2 NSAs have been contracted (namely in relation to the TA interventions in Somalia and for the OECS), we can state that the process put in place to map, select and contract the NSA is geared towards ensuring that the NSA selected has the capacity and the experience to carry out the proposed project and that the selected grantee will realize an initiative that will complement, enhance, build on the one to be implemented through the actual TA. All this is ensured via the substantial involvement of the EU Delegation, IOM Country Offices in the relevant ACP country and of the Regional Coordinators for the region and the Project Officers based in Brussels.

With reference to the concrete implementation of this component, several observations can be formulated:

1. Identifying NSAs with experience in certain topics (mainly visa) might be more difficult as much as some countries have a less devel-

oped/varied NSAs environment (i.e. Solomon Islands, Vanuatu, Namibia, Liberia); in these cases, the implementation of this component of the Action is not always viable;

2. Though the process in terms of steps and parties involved has already undergone a major change during the last months of implementation, which resulted in the modification from a two-step to a one-step approach in the call (thereby drastically reducing the time dedicated to the call for proposals process and related NSAs selection), we believe the process remains cumbersome and long as it requires, also after the initial selection is made, numerous exchanges with the NSAs in order to clarify financial and programmatic aspects of their proposal, to receive necessary administrative and financial documentation, to agree on contractual conditions, etc. This is also linked to the fact that the selection and endorsement process involves several other actors than IOM (EC DEVCO and EU Delegation, ACP Secretariat) and that not all NSAs have the staff structure/capacity to respond to all requirements established in the call. While the envisaged selection process might add to the quality and the viability of the project, it undoubtedly affects negatively the timeline envisaged for the selection and implementation of the short term NSAs initiatives;
3. The NSA projects need also to be regularly monitored by IOM in the course of their implementation from a programmatic and also financial point of view. When no IOM office is present in the country where the NSA is operating, the process of selecting, contracting and monitoring, and related tasks are being assigned to the RC: this carries inherent risks due to the increased difficulty of directly verifying the capacity of the NSA before contracting it and of monitoring it on a regular basis so as to ensure the quality of the project since the RC is not based in the country where the NSA operates;
4. The initiatives proposed by the NSAs are tackling the same topic of the TA request; however

often their relevance towards the actual TA intervention remains loose/weak, as the focus/targets of the NSA are different from those of the Government;

5. Given the set limitations to the NSA projects (6 months implementation period maximum for a grant of 49.000 €), the risk is that the Action supports several grass-root initiatives but with a limited impact and visibility potential.

Having said the above, the Action suggests to strike a balance between the commitment to implement this important component and the level of resources available, so as to make sure that the programme does not concentrate resources on an exercise that does not lead to desired outcomes.

The Action suggests that, in order to optimize resources and implement initiatives that carry a tangible potential in terms of impact and visibility, larger initiatives – possibly with regional scope - are funded instead of small short-term ones in each of the countries where a TA intervention has been approved. In this respect it is proposed to **adapt the system in place in order to launch fewer calls for proposals for the disbursement of larger grants.**

Specific objective 3: collect information and good practices related to the areas of mutual strategic interest for the ACP-EU partners and provide channels of dissemination, with a particular attention to monitoring progress and ensuring that work developed informs the ACP-EU dialogue.

This component is devoted to collecting and disseminating good practices to ensure and enhance coordination, knowledge building and exchange between the different activities of the Action and to inform the ACP-EU Dialogue on the results.

Baseline Assessments

The collection of information is guaranteed, among other ways, by the development of the Baseline Assessments (BA) reports, which – besides the benefit on the TA intervention itself – feed the requesting entity and, in the upcoming phase of the Action, the Dialogue with important information. The BAs constitute a trademark of the Action as they not only provide further ground to the TA requests, but also constitute the first testing of the collaboration between the Action and the requesting entity.

Up to present, we have been able to observe the multiple advantages the BA reports have on the TA requests' formulation, as they provide extra background information and data and suggestions for improving/fine-tuning/adjusting the TA request as originally formulated and before it is fully endorsed. Additionally, they define the indicators against which the TA interventions' impact should be measured, thereby allowing the verification of changes or the verification of the results in relation to what was planned to be achieved through quantitative or qualitative variables.

Therefore, the BAs not only provide further ground to the TA request, but they also constitute the first testing of the collaboration between the Action and the requesting entity and they allow the verification of changes or measurement of the impact through quantitative or qualitative variable. We believe the BAs are **an irreplaceable step in the process** and in consequence, **more resources should be allocated so as to extend the period the BA consultant devotes to the field research and field visits**. This has been one of the main observations we received from the BA consultants' feedback.

Monitoring and Evaluation

In addition to the ad hoc monitoring visits that the Action's staff can perform on ongoing TA interventions, the Action suggests to utilize the dedicated budget line also to observe the impact of the TA interventions months after their conclusions by evaluating if the planned results have been indeed achieved and what are their effects for the beneficiaries through the indicators provided in the BA report. This will allow the Programme to collect additional information about the value of the TA interventions in the longer run and what could be improved to enhance their impact.

It is recommended that approximately six (6) months after completion of the TA interventions, some sample **missions** should be organized by the Action to check the impact of the intervention in relation to the indicators formulated in the BA report.

Publications, peer-to-peer events and support to the participation of Stakeholders of the Action to the ACP EU Dialogue

Other sub-sections of this component (publications, peer-to-peer events and support to the participation of Stakeholders of the Action to the ACP-EU Dialogue on Migration and Development) entail as pre-condition that an adequate number of TA interventions has been implemented/concluded so as to be able to analyse information, formulate conclusions, disseminate them and transfer them towards the Dialogue as to provide in-depth knowledge through showcasing practical example of interventions. We believe that as now the programme has reached a certain implementation stage and results are more tangible, it is important to **prioritize these activities**.

Due to the increase in the number of the Action's topics (from three to five with the introduction in September 2015 of THB and smuggling of migrants), we suggest that either **visa & readmission and THB & smuggling are combined into two publications or that further resources are dedicated to an additional thematic publication.**

One last recommendation is to **associate where possible the peer-to-peer events with the thematic seminars** of the ACP-EU Dialogue on Migration and Development, so as to bring in the peer-to-peer aspect into the Dialogue, with the **added value of feeding the Dialogue with the experts' knowledge** and concrete examples of implementation of the recommendations of the Dialogue via the Action.

In order to achieve the above, it is desired to seek coordination and open channels of dialogue between the three parties involved (ACP Secretariat, EC DEVCO and IOM) about the ACP EU Dialogue plans as to ensure that the Action provides the required support to the Dialogue in accordance to the needs and wills of both Institutions (ACP Secretariat and EC DEVCO).

Visibility and communication tools

In terms of the Action's visibility and communication, the tools and activities developed up to present have proven to be effective messengers and promoters of the Action towards ACP Governments. Additionally, the presence of the programme in regional and global events, such as the GFMD, has proven to be a relevant tool in raising visibility to the Action.

However, specific components of the visibility and communication strategy should now be developed so as to respond to this new phase of the programme, where the results of the

Action should be more largely disseminated and promoted. In line with this, the Action has successfully implemented specific activities in 2016 targeting different Social Media and visibility channels, with a very positive response in terms of knowledge dissemination and visibility. This line of action should be further pursued and enhanced.

It is therefore proposed that the dissemination of the results of the Action is reached via the participation in **regional events, new visibility items per TA intervention, increased presence on social media, and increased participation of the Action's staff to regional/international events** where the Action's results can be spread. This might result in a budget reshuffling so as to respond to these needs.

Rosters of experts

Moreover, the visibility material developed so as to pool expertise within our two rosters, has proven to be effective. Our rosters count 207 people, and a special increase has been seen in the BA roster – especially after the start of the social media campaigns in February 2016. This number has been reached through various means such as publication on the Action's website, on various IOM websites, contact with experts recommended through IOM network, contact with communities of practices, contact with experts networks, with academia, publication on job posting outlets, use of social media, etc.

It should however be noted that the identification of EU Member States (MS) officials that could work within the Action as experts, though pursued through different means (meeting with EU Permanent Representations, contact of national officials via IOM country Offices in Europe, etc.), has not reached the desired outcome. This is mainly linked to: a) the current high demand of migration exper-

tise within Governmental institutions themselves and consequently the reluctance to let their experts leave on missions; and b) the time commitment expected from the experts vis-à-vis the limited availability of time they have; c) the cumbersome and lengthy administrative process to let them depart within a secondment agreement or similar arrangements.

Lessons Learnt

In line with the observation formulated in the above section II.1 –Assessment of Programme Results, we wish here to formulate the main lessons learnt and recommendations:

1. The concept of a demand-driven programme offers a flexible mechanism to meet the needs and priorities of partner countries in the areas of the joint recommendations, provided that the process in place enables full involvement of the requesting entity in the design and implementation of the activities thereby ensuring overall ownership of the Action. The programme aims at guaranteeing that this dialogue remains active through its various components.
2. The de-centralised structure of the Action through the RCs presence in five regions supported by the IOM existing field offices with their wealth of country-knowledge and migration-specific expertise ensures that not only quality work is delivered, but also that ACP Governments keep a close, trustful relation with the Programme while holding ownership of it.
3. The review of background documentation, minutes of meetings, reports and analysis of the survey have contributed to the overall conclusion that the Action has been achieving its goals. However, from now onward it is advisable to stress the implementation of on Component 3 of the Action, so as to ultimately feed the ACP-EU Dialogue on Migration and Development. During the latest Steering Committee meeting, the EC underscored its commitment to reinforcing the dialogue on migration between the EU and third countries from a perspective of opportunities. Due to its broad geographical focus (the Action goes beyond countries addressed by other dialogues such as the Rabat process or the Khartoum process) the added value of the Action is evident.
4. The Non-State Actor's component is positively evaluated and NSAs have in several cases, identified the Action as a valid instrument to receive support to their initiatives. From the survey we learn that the guidelines and procedures currently put in place are in line with the expectations of the organisations applying for funding. However, difficulties in the implementation of the Component 2 have also been encountered, more specifically the time and resources allocated to the management of the process that goes from mapping to contracting the NSAs is large and sometimes results in the non-identification of a suitable partner. The Action therefore recommends a re-assessment and possible re-design of this Component.
5. The ACP-EU Migration Action was thought as a programme that would act in complementarity with other facilities and similar projects. As different projects may tackle similar fields as those of the Action, it is important that coordination and consultation among different programmes and donor entities is in place. Moreover, the knowledge produced by the programme can pave the way for other initiatives. The need for said complementarity is also the need to avoid overlapping – and to guarantee this, important stakeholders in the process of implementation require to be included at very early stages in the decision-making process.

MATRIX I: Effectiveness of the Action

Analysis through projected results of each objective

Overall Objective: Provide support to concrete activities in areas of strategic interest to the ACP-EU partners, linked to the recommendations of the ACP-EU dialogue, and identified and implemented in response to ACP countries demands and for the benefit of migrants

Planned Results [R] & Indicators [I] of Achievement	Verification of progress towards achieving results and towards Indicators	Analysis of Effectiveness	Recommendations (if any)
<p>[R] - National advancements in the areas of remittances, visa and re-admission (and future ACP-EU Dialogue recommendations) undertaken by state and non-state actors in the supported ACP countries.</p> <p>[I] - Per year of implementation, the Action needed to receive 16.4 requests.</p>	<p>[R] - To present, 39 requests in the field of remittances, visas, readmission, trafficking in Human Beings and smuggling of migrants have been received and positively assessed.</p>	<p>Considering the start of the operational phase as January 2015, and the previously agreed pace of implementation of 16.4 requests per year, the programme is not only on track, but over performing.</p> <p>The Action Team has been able to reach out to a multitude of potential beneficiaries through a diversified range of ad hoc visibility activities and communication tools; the Regional Coordinators played a crucial role in closely liaising with the appointed Governments' Focal Points and raising awareness on the Action.</p> <p>Substantial results have been obtained in terms of support for the adequate identification and formulation of the needs and priorities of ACP Governments and Regional Organizations in the mentioned fields. Regional Coordinators are playing a fundamental role in effectively assisting beneficiaries through the request' process.</p> <p>In a coordinated and systematic manner, IOM has been able to put its internal resources - in terms of presence on the ground and specific technical (regional and national) knowledge – at the best use of the Action, thereby feeding the Regional Coordinators with information as to the existing needs for technical support in the targeted regions.</p> <p>NSA initiatives have kicked-off.</p>	<p>Though the system of approvals for the support given to ACP Countries could be considered cumbersome, we believe that a with a certain degree of flexibility in terms of duration of each step within the overall maximum period of 16 weeks, the system works well and should therefore be maintained as such.</p> <p>In regards to the support offered to NSAs, it is recommended to strike a balance between the commitment to implement this important component and the level of resources allocated to these tasks.</p> <p>The knowledge sharing via Component 3 is to be boosted, starting with the already planned Seminar on Remittances scheduled for July 2016.</p>

Project Purpose 1: support public institutions and policy processes linked to migration in ACP countries, with a specific focus on the follow up to the recommendations of the ACP-EU dialogue, through a mechanism of tailored technical support on demand

Planned Results [R] & Indicators [I] of Achievement	Verification of progress towards achieving results and towards Indicators	Analysis of Effectiveness	Recommendations (if any)
<p>[R] - In response to demands by government institutions in ACP countries, the development of public policies and programmes related to the joint recommendations of the ACP-EU Dialogue is supported through tailored technical support.</p>	<p>[R] - Successful set up of the demand driven technical support instrument</p>	<p>All procedures, guidelines and templates relating to the functioning of the technical assistance instrument have been timely developed, approved and launched to secure the proper receipt and processing of requests. Additionally, a de-centralised structure was set-up, with five regional coordinators in the ACP region and four staff members in Brussels coordinating the implementation.</p>	<p>As previously said, it is recommended to keep the already existing process of implementation. It is our view that the Action's decentralized field structure should be maintained as such - if not reinforced.</p> <p>In order for the Action to reach out more successfully to ROs and other requesting entities, it could in case of requests received by ROs allocate extra resources to involve more than one TA expert and/or increasing the total working days of experts.</p> <p>Since the continued acceptance of TA requests after the Logframe target (41) will be reached will for sure affect the timeline and deadline of implementation of the Action, implying that not all TA intervention will be finalized by February 2016, we would like to recommend the SC to take a decision regarding the total actual duration of the Action and a potentially higher number of TA requests.</p>
	<p>[R] - Establishment of a pool of migration experts</p>	<p>A roster of experts on migration was established through an online application system and is continuously being enriched with new experts. IOM keeps playing a proactive role in the identification of suitable experts for specific missions through the use of social media, ad hoc advertisement on specialized websites, and through its network of offices around the world.</p>	
	<p>[R] - Evaluate and process requests received from ACP countries</p>	<p>ACP Governments and Regional Organizations' requests for technical assistance outlining their specific needs are assessed against agreed eligibility criteria so as to present to the SC members a full assessment and recommendation on which to base their deliberation.</p>	
	<p>[I] - Support for design and implementation of selected activities is effective</p>	<p>With the aim of planning in detail the smooth and effective delivery of requested technical assistance, the Regional Coordinator closely liaises with the requesting entity, with the IOM office in the with the EU Delegation in the country, with the BA and TA experts, the Action team in Brussels.</p>	

Project Purpose 2: promote concrete action by non-state actors in areas of priority for the ACP-EU dialogue at the local level through targeted projects in areas related to the recommendations of the ACP-EU dialogue and the assistance provided through component 1 with the aim of improving the conditions of migrants, their families and origin/host communities.

Planned Results [R] & Indicators [I] of Achievement	Verification of progress towards achieving results and towards Indicators	Analysis of Effectiveness	Recommendations (if any)
<p>[R] - Implementation of targeted projects/actions linked to the joint recommendation of the ACP-EU Dialogue, aimed at improving the conditions of migrants and migrants' communities, is supported. This will include support to initiatives of civil society and non-state actors.</p>	<p>[R] - Set up of procedures and guidelines for support to non-state actors.</p>	<p>At present the process regulating the implementation of this Component has been defined through issuance and approval by the SC of dedicated Guidelines. Specific documents and templates pertaining to the procedures behind this Component have been finalized and are implemented. They enable the objective selection of beneficiaries, through a competitive process and based on principles of transparency and equal treatment.</p>	<p>The Action has reduced the steps of the process for selecting the NSAs eligible for the grants, therefore we recommend to keep it as it is.</p> <p>Additionally, this report recommends adapting the system in place in order to launch fewer calls for proposals for the disbursement of larger grants – tackling regional processes and allowing for the funds to be invested in larger projects.</p>
	<p>[R] - Support for selection of targeted projects to be implemented by non-state actors, complementary to assistance provided through Component 1.</p>	<p>To present, 14 restricted calls for Non-State Actor proposals have been launched. To present, two NSAs have been contracted.</p>	
	<p>[I] - Provision of support to targeted projects is quality guaranteed through monitoring and evaluation.</p>	<p>In close collaboration with the IOM Country Offices in the ACP countries, the current support to the targeted projects is given. The collaboration ensures proximity with the counterparts, as well as facilitates monitoring.</p>	

Project Purpose 3: collect information and good practices related to the areas of mutual strategic interest for the ACP-EU partners and provide channels of dissemination, with a particular attention to monitoring progress and ensuring that work developed informs the ACP-EU dialogue

Planned Results [R] & Indicators [I] of Achievement	Verification of progress towards achieving results and towards Indicators	Analysis of Effectiveness	Recommendations (if any)
<p>[R] - The ACP and European stakeholders acquire and share knowledge on migration policies and practices of mutual strategic interest through peer-to-peer cooperation and dissemination of the good practices in the areas of migration and development</p>	<p>[I] - Baseline assessment reports are published in the website of the Action</p>	<p>19 baseline assessments have been undertaken up to the time of publishing of this report in countries where demand-driven TA has been requested; the reports of the baseline assessments have identified Non-State Actors and their activities on subjects related to the technical assistance request, and have contributed to the refinement of the intervention to be implemented at a later stage.</p>	<p>The timing allocated to the completion of each Baseline Assessments has been assessed as short – one of the important feedback received from experts. The time on the field, as well as the time allotted to have meetings and liaise (considering, at times, very long travel times to the countries) is to be increased.</p>
	<p>[I] - Effective mechanisms for the collection and dissemination of knowledge and good practices on migration and development</p>	<p>At present the process regulating the implementation of this Component has been defined through issuance and approval by the SC of dedicated Guidelines, such as the Guidelines of comp. 3, the Visibility and Communication Strategy, the Baseline Assessment Compact Guidelines. Furthermore, all produced materials have been submitted and approved by the SC. Further activities to enhance dissemination of results via social media are under development.</p>	<p>Regarding the by-products of Component 3, this report recommends that further resources are dedicated to an additional thematic publication or that visa & readmission and THB & smuggling are combined into two publications. It is also recommended, following recent talks with the EC, to organise new visibility tools, TA intervention- specific items, the enhancement of the Action’s presence on social media, and increased participation of the Action’s staff to regional/international events.</p>
	<p>[R] - Launch Event</p>	<p>One event was organized in the framework of the ACP Ambassadors Sub-Committee on ‘Political, Social, Humanitarian and Cultural Affairs’ held in Brussels on the 23rd January 2015. The Action and its status were presented to the participating ACP Ambassadors and awareness was raised in terms of the opportunities offered by the Action to ACP Governments and ACP Organizations.</p>	
	<p>[R] - Good practices and peer exchange meetings; Thematic Reports; Good practices publication and their dissemination</p>	<p>Considering the consequentiality and circularity of the programme, the products spelled out for this Specific Objective have yet to be implemented.</p>	

MATRIX II: Other Evaluation Concerns

General Analysis and Recommendations

CONCERN (if any)	RECOMMENDATION (if any)
<p>Relevance:</p> <p><i>From the Dialogue perspective:</i></p> <p>Comprehensive discussion on migration between the ACP Group of States and EU partners has continuously taken place since 2010 in the context of the ACP-EU Dialogue. The Global Approach to Migration and Mobility (GAMM) emphasizes the strategic importance of this partnership and the importance of further strengthening the operational aspects of implementation of Article 13 of the Cotonou Cooperation Agreement. The overall objective of the Action still remains relevant to this priority as it provides a framework for concrete actions in the priority areas of the ACP EU Dialogue Migration and Development, namely visas, remittances and readmission and more recently trafficking of human beings and smuggling of migrants.</p> <p><i>From a beneficiaries' perspective:</i></p> <p>The Action is perceived by the beneficiaries as a concrete opportunity to seize in order to improve their knowledge and capacities in specific migration fields; at the same time the requests are in line with the ACP-EU Dialogue on Migration and Development recommendations and therefore content-wise they respond to the main goal of the programme: turning the recommendations into practical actions.</p>	<p>Even if the definition and delimitations of the Action's objectives (overall and specific) are still logical and consistent within the ACP-EU Dialogue context, there is the need to assess: a) the weight that the two new Action's topics (from three to five with the introduction in September 2015 of THB and smuggling of migrants) could represent in comparison to the total budget for TA requests; and b) the relevance of engaging the Action in the same topics and in the same ACP countries that are also targeted by the i.e. EU Trust Fund and other EU funded initiatives..</p>

Impact:

The overall process of the Action has not yet reached the expected impact. Indeed, the circularity of the process explains how the 3 Components interlink: it is only when there is an approved TA request that the Action can support an NSA initiative and it is when these two components are ongoing that we can start collecting information, elaborating it and spreading it.

1) Globally: National advancements in the areas of remittances, visa, readmission, trafficking of human beings and smuggling of migrants are being undertaken by ACP Gov. or Regional Organizations; for non-states actors two NSAs have been granted support to date, while many more are in process.

2) On Action specific objective 1: The current number of 39 TA requests received, proves that a number of migratory policies, programmes or capacity developments activities reflecting the recommendations of the ACP-EU Dialogue are supported.

3) On Action specific objective 2: With a total of 12 NSA initiatives calls launched, as of today no NSA initiative has been fully completed. Indeed the first funding agreements were signed end of April 2016, so that activities started to be implemented only in May 2016.

4) On Action specific objective 3: Beside the completion of 19 baseline assessment reports, production of visibility materials and creation and maintenance of website and social media, three sessions of information sharing and update with the ACP Sub-Committee of Ambassadors (23 January 2015, 14 July 2015, 2 October 2015) have taken place so far in support to the advancement of the ACP-EU Dialogue on Migration. This being said, the collection and dissemination of good practices and knowledge sharing has not yet fully started as information had to be first collected from the carried out/finalized activities through Components 1 and 2 of the programme.

A series of ex-post impact evaluation visits should be organized by the Action to check the impact of the interventions in relation to the indicators formulated in the BA report.

The BAs constitute a trademark of the Action: they not only provide further ground to the TA requests, but they also constitute the first testing of the collaboration between the Action and the requesting entity. They allow the verification of changes or show results relative to what was planned to be achieved through quantitative or qualitative variable. The BAs are thus an irreplaceable step in the process and we believe more resources should be allocated to this activity so as to extend the period the BA consultant devotes to the field research and field visits.

The current process of TA requests handling, although recognizably cumbersome and lengthy, should be maintained, since it guarantees the quality of an impactful implementation.

It is recommended to offer ROs the possibility of benefiting of longer TA interventions (more than 60 working days) and involving more than one expert in the TA process, thereby making the TA offered through the Action more adequate to their real needs.

Additionally, it is our view that the Action's decentralized field structure should be maintained, if not reinforced.

Another recommendation is to revise the strategy underlying component 2. The Action suggests that, in order to optimize resources and implement initiatives that carry a tangible potential in terms of impact and visibility, larger initiatives – possibly with regional scope - are funded instead of small short-term ones in each of the countries where a TA intervention has been approved. In this respect it is proposed to adapt the system in place in order to launch fewer calls for proposals for the disbursement of larger grants.

Efficiency:

- Globally, results obtained justify the current level of expenditures - even though the ratio of expenditures versus total budget is low [1]. Resources have been used in the framework of planned objectives (along the principle of consequentiality and circularity of the programme) and related tasks to accomplish.
- Regular follow up is carried out with IOM country and regional missions, experts and service providers for a proper justification of expenditures. No misuse or diverted use of funds is registered up to present.
- The fact that certain results are under the expected level (i.e. NSAs component) cannot lead to the conclusion that use of resources was not efficient but simply held up due to the circularity of the components of the Action.

Engage in discussions with the the EC and ACP/ACP Secretariat so as to address in a coordinated manner the likely situation where the Action will need to continue further than the expected deadline due to the need to attend to an increased number of TA requests than originally planned.. The target has nearly been reach at month # 16 and the average cost of an individual TA intervention has proved to be lower than initially budgeted.

Undertake an in-depth budget analysis mainly based on the underutilized or over budgeted Budget Lines[2]. This exercise could lead to a budget reshuffling optimizing resource allocation.

CONCERN (IF APPLICABLE)	RECOMMENDATIONS, IF ANY
<p>Validity of design :</p> <ul style="list-style-type: none"> The design of the Action has been well apprehended and remains consistent through the Action objectives. In addition, complementary activities through existing migration and development programmes embedded in national strategies/policies/planning or other projects enable to satisfy the willingness of the Government/Regional Organizations in managing the priority areas of the ACP EU Dialogue Migration and Development. The ACP-EU Migration Action was thought as a programme that would act in complementarity with other facilities and similar projects. While different projects may tackle similar fields as that of the Action, it is important to remember that a big differential of this programme is the production of Baseline Assessments that are useful tools for the Governments. The knowledge produced by the programme can prepare the ground for other initiatives through analysis and field studies. The need for said complementarity is also the need to avoid overlapping – and to guarantee this, important stakeholders in the process of implementation require to be included at very early stages of the decision-taking process. 	<p>It is recommended that in order to reach out more successfully to ROs and consequently support regional processes, the Action allocates extra resources to initiatives proposed by ROs, by for example involving more than one TA expert and/or increasing the total working days.</p> <p>Efforts towards non-duplication and synergies building should be maintained throughout the rest of the Action’s implementation period and imbued more systematically into the request process, by for example institutionalizing information exchanging opportunities, such as regular meetings with other organizations and EC DEVCO personnel, by involving EU Delegations at a very early stage of the process.</p> <p>Improve dissemination of the BA reports as trademark of the Action as they not only provide further ground to the TA requests, but they also constitute a useful tool for other initiatives planned or carried out by the ACP countries themselves, the EU or other partners.</p> <p>The collection of information is guaranteed, among other ways, by the development of the Baseline Assessment reports, which – besides the benefit on the TA intervention itself – feed the requesting entity and the Dialogue with important information.</p>
<p>Unanticipated effects:</p> <ul style="list-style-type: none"> There is a ‘contagion’ effect produced by the reception of TA requests (39 so far) and by the adding of priority areas (trafficking in human beings and smuggling of migrants) of the ACP EU Dialogue Migration and Development. In the one hand, based on the knowledge, expertise and established network of IOM Country & Regional Offices within the ACP region, the Action has seen a chain of similar requests among ACP countries and regional organizations. In the other hand, the current migration and refugee crisis has made the issue of trafficking in human beings and smuggling of migrants becoming high in the EU agenda (in connection with the EU’s broader efforts to open more legal and safe migration channels) and a pressing priority. Technical assistance is thus even more seen as core elements of these issues so as to enhance the development of more effective institutions, capacities, legal frameworks, and policies. 	<p>The current pace of implementation of technical assistance requests has reached a point in which the original envisaged target number of 41 requests has been reached – in this case, a decision as to whether or not continue providing the support must be taken by the Steering Committee members as soon as possible</p>

CONCERN (IF APPLICABLE)	RECOMMENDATIONS, IF ANY
<p>Sustainability :</p> <ul style="list-style-type: none"> • Globally: The major risk of the Action was that the political will among ACP and EU partners persists to continue cooperation on migration and development and to make concrete progress in the areas covered by the recommendations. The recent adoptions of the ACP-EU Dialogue on migration and development trafficking in human beings and smuggling of migrants recommendations is demonstrating the continuing shared will to address migration challenges and the necessity to deepen the cooperation among countries of origin, transit and destination including in a south-South perspective. The Action provides here a framework for concrete actions. • On Action specific objective 1: The main risk of lack of demand among ACP countries or regional organization has proved to be irrelevant so far. In contrast, the Action is receiving a number of TA request which goes beyond the monthly average (1.3 per month – 41 TA request in 30 months of implementation) that were initially calculated as to reach the target of 41. • On Action specific objective 2: The main risks of possible absence of already existing initiatives in the country that could complement the activities of component 1 has proved to be relevant and very much depending of the national context (existence of an NSA active, strictly, in the sector of TA intervention) and the priority area (i.e. visa). • On Action specific objective 3: The main risks of not accessing existing ACP-EU cooperation mechanisms, such as the ACP-EU Dialogue on Migration & development has proved to be irrelevant even if it could have been higher. 	<p>The recommendation is to revise the strategy underlying component 2. The Action suggests that, in order to optimize resources and implement initiatives that carry a tangible potential in terms of impact and visibility, larger initiatives – possibly with regional scope - are funded instead of small short-term ones in each of the countries where a TA intervention has been approved. In this respect it is proposed to adapt the system in place in order to launch fewer calls for proposals for the disbursement of larger grants. (NSAs initiatives) should only be funded when they add value or complement the support provided through C1.</p> <p>Promote exchanges and information sharing through increased participation to ACP regional events/fora, worldwide events and national gatherings.</p> <p>One recommendation is to associate where possible the peer-to-peer events with the thematic seminars of the ACP-EU Dialogue on Migration and Development, so as to maximize use of resources, bring in the peer-to-peer aspect into the Dialogue, with the added value of feeding the Dialogue with the experts' knowledge and concrete examples of implementation of the recommendations of the Dialogue via the Action. We believe that as now the programme has reached a certain implementation stage and results are more tangible, it is important to prioritize these activities and accordingly plan in detail the development of this component. Due to the increase in the number of the Action's topics (from three to five with the introduction in September 2015 of THB and smuggling of migrants), we suggest that either further resources are dedicated to a fourth thematic publication or that visa & readmission and THB & smuggling are combined into two publications.</p>

ANNEXES

1. *Signed agreement IOM - DEVCO*
2. *Description of the Action*
3. *ACP-EU Migration Action logical framework*
4. *Terms of reference for this internal mid-term review*
5. *Guidelines of the Action*
6. *Example questionnaire guide used for data collection*
7. *Survey questionnaire responses*
8. *List of persons surveyed*
9. *ACP-EU migration action summary of TA requests*