

**INTERNAL MID-TERM REVIEW OF THE IOM PROGRAMME**  
**“ACTION SUPPORTING ACP-EU COOPERATION ON MIGRATION AND DEVELOPMENT”**

**TERMS OF REFERENCE**

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**1. BACKGROUND**

The *‘Action supporting ACP-EU cooperation on migration and development’* (from now on *‘the ACP-EU Migration Action’* or just *‘the Action’*) is a programme funded by the European Commission for 10 million Euros (9,7 million for the Action and 300,000 retained by the EC for external evaluations). The ACP Secretariat and the EU assigned on June 2014 the implementation of the programme to the Regional Implementation Unit of the Regional Office (RO) in Brussels of the International Organization for Migration (IOM). The programme was developed in a participative process in which the ACP Secretariat and the European Commission provided insightful inputs for its elaboration prior to its signature on June 2014.

The ACP-EU Dialogue on Migration and Development was launched after the 2010 Ouagadougou revision of the Cotonou Agreement (2005). It has become an important process to discussing migration issues among the 79 ACP Member States and the 28 EU Member States. During the first round of discussions of the ACP-EU Dialogue in Brussels in May 2011, different priority subjects were put onto the table. During the 2011-2012 cycle of discussions, the ACP-EU members decided to focus their attention on the topics of **visas, remittances and readmission**, which were later accompanied by concrete recommendations endorsed during the 37th Session of the ACP-EU Council of Ministers in Vanuatu. During 2015, the topics of **trafficking in human beings** and of **smuggling of migrants** were also endorsed by the ACP-EU Council and later added as new areas of work for the supporting programme.

In view of such recommendations and with the aim of strengthening ACP-EU cooperation on matters related to migration and development, the Action works for the operationalization of the recommendations of the Dialogue and for the collection of relevant information which will help move the Dialogue discussions forward.

The overall objective of the Action is to “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”.

Three Components have been designed to support ACP-EU cooperation. Each one of these components includes a set of activities and aims at a different, though linked amongst them, specific

objectives:

**Component 1:** Technical support facility: Support governments, 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;

**Component 2:** Support to non-state actors: Ensure concrete actions at grass roots level that directly involve migrants, migrant communities, and/or non-state actors through support to relevant small-scale targeted initiatives/projects;

**Component 3:** Collect information for the ACP-EU Dialogue: 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 the results achieved informs the ACP-EU Dialogue.

These three components aim together at making available comprehensive support targeting simultaneously the Government of a country and its migratory governance in order to improve the government's action and promote the dynamic contribution of the civil society in that country. A wide range of stakeholders are included in the Action and clear communication is required to ensure the appropriate dissemination of information and coordination of activities.

Managed from IOM RO Brussels with the support of five Regional Coordinators (RCs) based in five IOM Offices, Georgetown (Caribbean), Dakar (West and Central Africa), Pretoria (Southern Africa), Nairobi (East Africa) and Port Vila (Pacific), the ACP-EU Migration Action is supposed to be implemented over a 44 month period (from June 2014 to February 2018).

## 2. OBJECTIVE OF THE INTERNAL MID- TERM REVIEW

The “*Description of the Action*” document, annexed to the contract signed on June 2014, specifies that an *Internal Mid-Term Review* (in short ‘MTR’) should be conducted with the aim of allowing “*any necessary adaptations of the activities and budget in order to ensure effectiveness of the Action and reflection of actual needs*”. The MTR aims at producing a set of proposed recommendations for the improvement of the programme’s effectiveness. Considering ‘effectiveness’ as “the capability of producing a desired result’, the overall objective of the *Internal Mid-Term Review* is:

*To assess the Action’s overall performance and achievements vis-à-vis its desired results, thus allowing ‘any necessary adaptations of the activities and budget in order to ensure effectiveness of the Action and reflection of actual needs’.*

In practice, the MTR should be designed to help the identification of

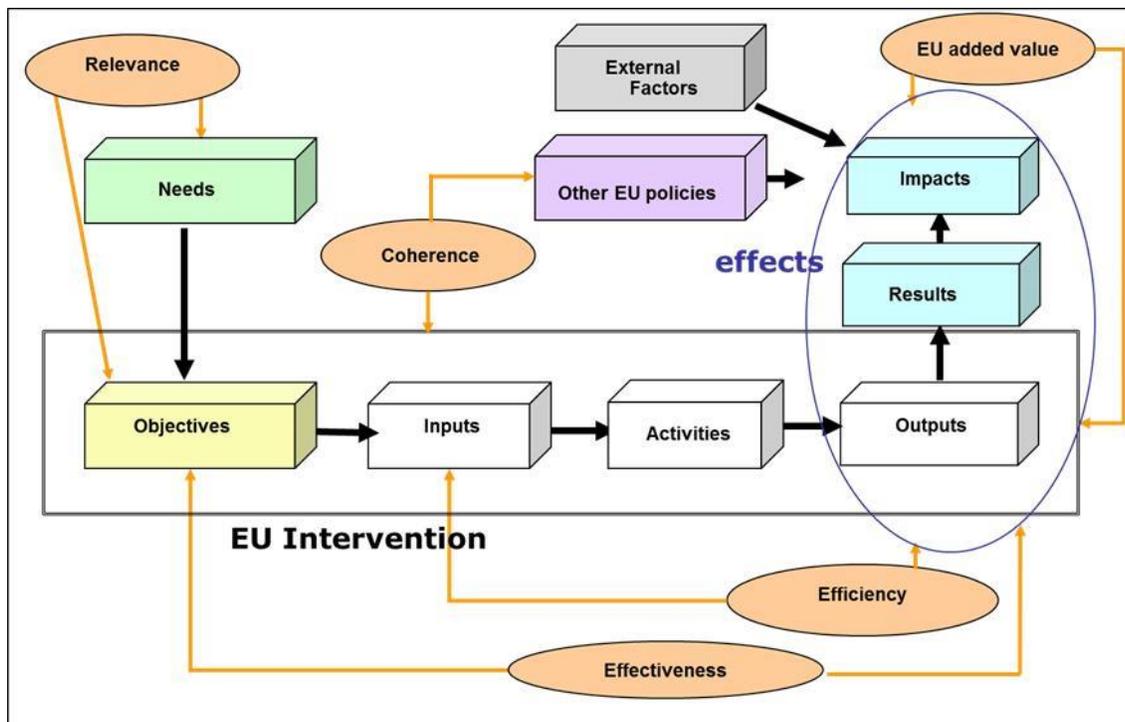
- issues hampering or supporting the effectiveness of the programme and
- the necessary changes to be applied

with the aim to improve its performance vis a vis the expected outcomes, as identified by its Steering Committee, considering feedback provided by the major stakeholders and beneficiaries.

### 3. METHODOLOGY

In the context of this MTR, the analysis of effectiveness will examine the extent to which the programme has achieved its expected objective and specific goals, as per programme' Logframe. For clarification purposes, the definition of **effectiveness** used throughout this report is *“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). More recent and straight-forward definitions include “doing the right thing” (Chaffey, 2014) and the Merriam-Webster’s English language dictionary: “producing a result that is wanted; producing a decided, decisive, or desired effect”. On this last definition it is clear the importance of being able to measure desired effects (previously established goals) as to see whether or not the result was achieved.



[http://ec.europa.eu/smart-regulation/guidelines/tool\\_42\\_en.htm](http://ec.europa.eu/smart-regulation/guidelines/tool_42_en.htm)

In EU words, looking at the **evaluation criteria and questions**, *“Effectiveness analysis considers how successful EU action has been in achieving or progressing towards its objectives. The evaluation should form an opinion on the progress made to date and the role of the EU action in delivering the observed changes. If the objectives have not been achieved, an assessment should be made of the extent to which progress has fallen short of the target and what factors have influenced why something hasn't been successful or why it has not yet been achieved. Consideration should also be given to whether the objectives can still be achieved on time or with what delay. The analysis should also try to identify if any unexpected or unintended effects have occurred.”*

*Box 1: Typical examples of effectiveness questions*

**To what extent have the objectives been achieved?**

**What have been the (quantitative and qualitative) effects of the intervention?**

**To what extent do the observed effects correspond to the objectives?**

**To what extent can these changes/effects be credited to the intervention?**

**What factors influenced the achievements observed?**

**To what extent did different factors influence the achievements observed?**

[http://ec.europa.eu/smart-regulation/guidelines/tool\\_42\\_en.htm](http://ec.europa.eu/smart-regulation/guidelines/tool_42_en.htm)

As per logframe, the main objective of the ACP-EU Migration Action programme is to *“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”*<sup>1</sup> and the specific goals are:

- 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;*
- 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;*
- 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*

In this context, the MTR will see to which extent the Action has managed to achieve these goals, taking into account their relative importance. In other words, how the Action managed to

- 1. Establish and deploy a mechanism of tailored technical support on demand on the recommendations of the ACP-EU dialogue benefitting public institutions and policy processes linked to migration in ACP countries;**

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<sup>1</sup> ACP-EU Migration Action Programme Logframe

2. Promote concrete action by non-state actors via targeted projects;
3. Collect information and good practices, as well as monitoring progress and ensuring that work developed informs the ACP-EU dialogue.

The key guiding questions to develop are:

- a. Have the **programme results** for each of the three goals expected at this stage of the programme (February 2016 – 20 months implementation) been achieved?
- b. Are the **structures (staff and architecture of the programme)** and **processes (procedures, timelines, guidelines, formats)** put in place useful and adequate to **achieve the desired goals**?
- c. What are the **major strengths** of the programme? How can they be accentuated?
- d. Major areas of challenges for the programme? How to diminish their relevance?
- e. Are the **coordination / reach out / visibility mechanisms** in place with ACP national government authorities, European Commission, the ACP Secretariat effective, the deployed experts, the IOM colleagues in the field useful and adequate to achieve the expected results for each goal?

See below table spelling out the above criteria:

#### CRITERIA TO ASSESS EFFECTIVENESS OF THE ACP-EU MIGRATION ACTION

Programme results achieved as of February 2016	Coordination/ reach out/ visibility mechanisms	Structures (staff and architecture of the programme) vs. the desired goals	Processes (procedures, timelines, guidelines, formats) vs. the desired goals	Major strengths to enhance	Major challenges to reduce
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The MTR will also revise on a minor scale how well resources or inputs are used to undertake activities and are converted to outputs and results (efficiency). It is in fact impossible to tackle the effectiveness of said programme without also addressing how efficient it is. Guiding questions will be:

- What measures have been taken to ensure that resources are efficiently used?
- Are the programme expenditures and the costs incurred consistent with the strategy of the programme?
- Is there any need for changes/adjustments in the programme’s budget to better respond to actual programme needs?

The analysis of desired results/ outcomes will examine the period of implementation from January 2015 up to the month of February 2016. The methodology will consist of

- a) Documentation via review of the reports, documents, materials produced by the programme vis-a-vis the guiding programmatic documents, such as the Action Description and Logframe. The analysis of the achieved outcomes will examine the initial period of implementation, covering the period from January 2015 to the month of February 2016, as to see if the planned goals, stated in the programme’s Log Frame, are being achieved and if not, why;

- b) A set of surveys with pre-defined stakeholders. The survey will adopt a collaborative approach that includes not only key stakeholders from the programme side, but also respondents from the beneficiaries' side and external consultants.

A desk review of current documents will serve to define 1) achieved results, 2) existing structures, 3) existing processes. Following this analysis, surveys will be distributed to stakeholders and target beneficiaries as to collect data. These data will help to define what adjustments are relevant to the project's current structure. This approach, defended on the United Nations Development Programme's Discussion Paper: Innovations in Monitoring & Evaluating Results (UNDP, 2013), ensures a global engagement which is vital to a thorough analysis of the project's effectiveness.

Therefore, the analysis will be conducted in two ways:

- a) By collecting primary and secondary data through the **review of the programme's documentation**, especially the Action's Description, Logframe and planning documents as to compare expected formerly planned results with current state-of-affairs. Background documents will also be analyzed and revised. Attention is also given to Minutes of Steering Committee meetings, documentation of the implementation stages (such as BA and TA reports) and other relevant reports created within the framework and scope of the programme. The desktop review serves as to highlight where the programme stands from the point of view of results vs. what was expected from its originally planned logframe. This clarifies what are the challenges and the added value of the programme from a desktop view.
- b) By means of **surveys developed for specific target groups of stakeholders**. The process of enquiring encompasses respondents from:
  1. ACP Government officials;
  2. ACP Regional Organizations officials;
  3. Embassies of ACP Countries in Brussels;
  4. Experts of the Action;
  5. IOM staff from Country offices supporting the implementation;
  6. IOM Staff of the Action in Brussels and in the regions (Regional Coordinators);
  7. EU Delegations in selected ACP countries where TA interventions have been implemented or where requests are currently ongoing;
  8. EU Permanent Representations in Brussels;
  9. European Commission DG DEVCO B3 staff;
  10. NSA counterparts.

The data collection of the surveys will happen mainly online and makes use of tools such as [SurveyMonkey](#) and [Google Forms](#).

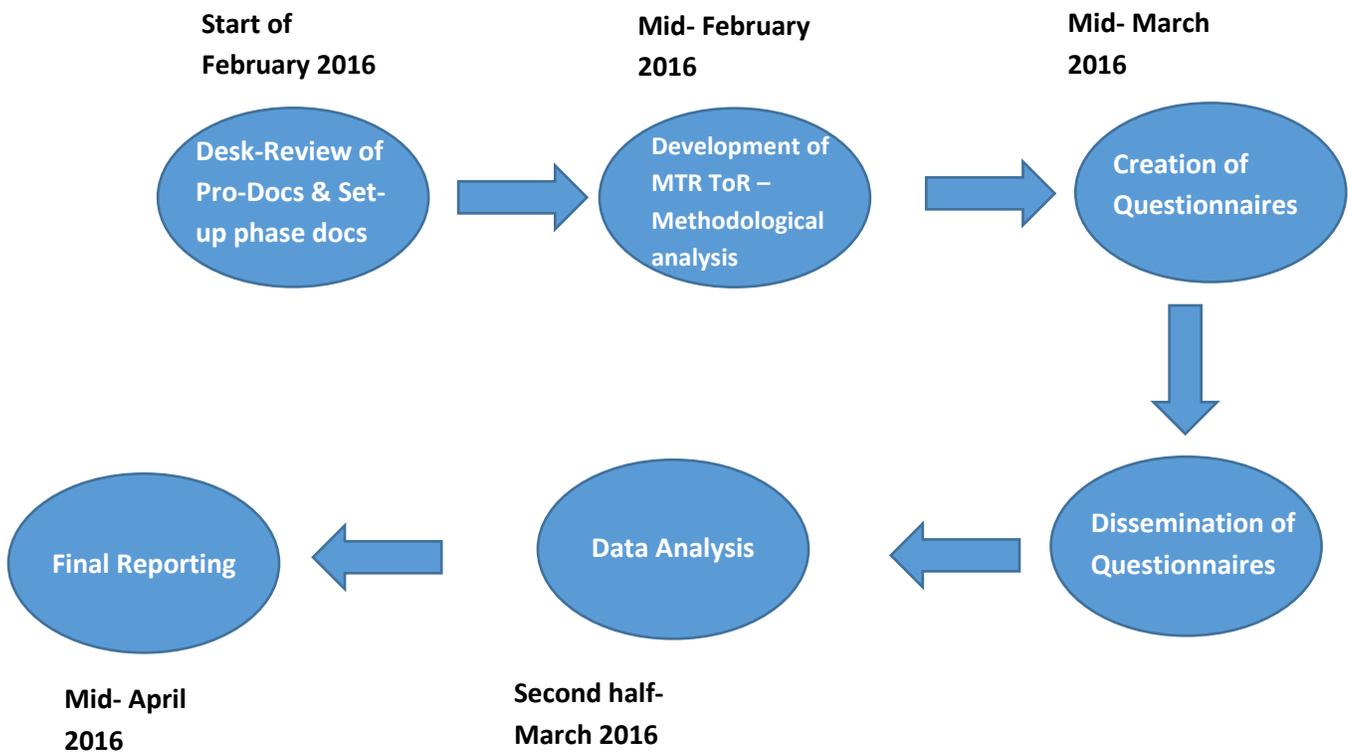
Below, a Matrix in which to visualize the process of the survey:

KEY QUESTIONS CRITERIA / RESPONDENTS							
Group of stakeholders/ beneficiaries	Effectiveness of structure (Brussels team and RCs support and guidance)	Effectiveness of processes/ templates& guidelines for BA and TA + NSA initiatives	Effectiveness of processes/ procedures & timelines	Difficulties/ challenges of the programme	Strengths of the programme	Effectiveness of reach out and visibility mechanisms	Coordination
ACP Governments and Regional Organisations	✓	✓	✓	✓	✓	✓	✓
ACP Embassies in Brussels		✓				✓	✓
ACP Secretariat	✓		✓	✓	✓	✓	✓
European Commission	✓		✓	✓	✓	✓	✓
EU Delegations in ACP Countries						✓	✓
EU Permanent Representations						✓	
Experts of the Action	✓	✓	✓				✓
IOM Staff in the field	✓	✓	✓				✓
NSA Counterparts	✓	✓	✓				✓
IOM Staff in Brussels	✓	✓	✓	✓	✓	✓	✓

The tools for such an analysis are in line with the choice of a more participatory review, which fits into the European Commission’s Results Oriented Monitoring (ROM)<sup>2</sup> approach. Methodological tools such as participatory statistics, data exhaustion, and outcome harvesting (UNDP, 2013) are coupled with a set of recommendations on how to improve the performance of the Action. Data collected is then presented in the form of both a narrative report and of visual graphic information when judged necessary. Table Matrixes accompany the results analysis as to make the analysis more objective and clear.

**4. TIMING**

In terms of timetable, the flow will be as follows:



**5. ANNEXES**

**a. STRUCTURE OF THE REPORT**

The suggested structure below reflects the final shape of the report. The report is structured in a way as to maximize the flow of information. It is backed by documents as Annexes. It presents the main findings through a narrative report, including graphical visual information in the form of text boxes and infographics. A financial analysis of the programme is coupled with the structural narrative analysis as to support the main findings, presented at the end in the conclusion section.

<sup>2</sup> (Mary Hall, D.C., 2012. ROM Handbook. Results Oriented Monitoring. Brussels: European Commission)

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