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DRAFT Terms of Reference

FINAL INTERNAL EVALUATION FOR IDF PROJECT: “STRENGTHENING THE CAPACITY OF THE GOVERNMENT OF KENYA TO MANAGE NATIONAL IDENTITY PROGRAMMES”

IOM Kenya Country Office (KCO)

Project Identification:	Project Code: TC.1052
Executing Organization:	International Organization for Migration (IOM)
Project Management Site and Relevant Regional Office	<i>Kenya, Nairobi</i> <i>IOM Regional Office for East and horn of Africa</i>
Evaluation Commissioned by:	IOM Kenya Country Office
Project Period and Overall Duration:	October 2017 – March 2019 18 Months
Geographical Coverage:	Kenya
Project Beneficiaries:	Ministry of Interior and Coordination of National Government (National Registration Bureau, Civil Registration Department, Department of Immigration Services, the Integrated Population Registration System)
Project Partner(s):	Directorate of Immigration and Registration of Persons, National Coordination Mechanism on Migration (NCM)
Total Funding:	USD 150,000



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Evaluation Context

IOM, the UN Migration Agency, is committed to the principle that humane and orderly migration benefits migrants and society. As an inter-governmental body, IOM acts with its partners in the international community to assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.¹ IOM is the leading organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners.²

The IOM KCO supports Government of Kenya (GoK) to effectively address key migration challenges, effectively manage migration and contribute to ongoing stabilization, security and progressive social cohesion. IOM Kenya works in line with the Migration Governance Framework (MiGOF), the Migration Crisis Operational Framework (MCOF), the Global Compact for Safe, Orderly and Regular Migration (GCM), the United Nations Development Assistance Framework (UNDAF) framework (2018-2022), the Sustainable Development Goals (SDGs) and the Kenya Vision 2030 national development agenda.

Kenya faces a number of challenges related to border control and immigration which contribute to its vulnerability to irregular migration, transnational crime, and terrorism. Kenya shares borders with Ethiopia, Somalia, South-Sudan, Tanzania and Uganda. The under-resourced and under-capacitated border management and law enforcement agencies at these borders means that there is an increased likelihood of irregular movement of individuals across borders which can be linked to the recruitment of youth into violent extremist groups such as Al-Shabaab; and human trafficking. It is vital to ensure border authorities are prepared to respond in a way that effectively protects sovereign national and local security settings affected by migration, while at the same time fully guaranteeing migrants' human rights.

A Kenyan ID is crucial to citizenship in Kenya as a precondition for the fundamental rights to one's identity, and is tied to associated civil, political, social and economic rights including the free movement of persons, access to services across borders, trade, realizing a common market and women's empowerment. However, the levels of public awareness about the rights and benefits associated with obtaining legal identity documents is still low in the remote areas of Kenya. Moreover, in remote areas some members of the general public may be unaware of the implications of identity fraud or of the implications and risks of fraudulent or fraudulently obtained documents.

The IDF funded project's, which was implemented in Kenya from October 2017 to March 2019, overall objective was to contribute to improved identity management in Kenya. Through the request from the Government of Kenya (GoK), IOM supported the National Registration Bureau (NRB) under the Ministry of Interior and Coordination of National Government in strengthening the capacity of the GoK to manage National Identity Programmes. By the end of the project it was expected that the project will influence in a) building effective management of civil registration of Kenyan citizens, issuance of secure ID documents and prevention of illegal registration and b) increasing ability and willingness to acquire relevant ID documents among public.

¹ IOM: Mission, <http://www.iom.int/mission>

² IOM: About IOM Kenya, <http://kenya.iom.int/about-iom-kenya>



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Through the IDF project, IOM supported GoK in conducting (a) an assessment reviewing the current identity management situation and a report that includes recommended measures for improved identity management, the assessment report was distributed to relevant stakeholders; (b) two (2) Training of Trainers (ToT) for the government officials from key departments involved in identity management for improving knowledge and skills on identity management; (c) ToT cascading training for County Registrars on security features of national identity cards, registration procedures, and record management in public service and; (d) the project supported NRB in various awareness raising activities reaching an estimated population of five million through: 1) updating citizen service charters and brochures, 2) conducting community barazas in four counties, 3) conducting mobile and 4) conducting a radio campaign in six counties where the level of awareness was still low.

Evaluation Purpose

The ex-post internal evaluation seeks to determine the extent of the project's success in achieving its intended objective and expected results.

The evaluation will be used by IOM KCO Senior Management and key Government stakeholders to assess lessons learnt and good practices, including specific recommendations to inform future or related programming.

Evaluation Scope

The internal final evaluation will cover the whole of IDF project implementation period from October 2017 to March 2019.

EX-post evaluation activities will be conducted in Nairobi and in selected counties (as nominated by GoK) where project activities were implemented. Data collection will factor in gender and age, and beneficiaries from GoK agencies and local communities in different field locations.

Evaluation Criteria and Questions

The evaluation will assess the project's results based on OECD/DAC criteria of relevance, efficiency, effectiveness, sustainability and impact. It will also address mainstreaming of relevant cross-cutting themes of gender and rights-based approach to programming.

The following evaluation criteria and key questions will be addressed by the evaluation:

Relevance:

- Do the project's expected outcomes remain valid as originally planned?
- Were the project activities and outputs consistent with the intended outcomes and objective?
- To what extent has the project addressed migration challenges and supported GoK development plans and strategies?
- To what extent did the project incorporate IOM cross-cutting issues on: i) gender mainstreaming, ii) rights-based approach iii) environmental sustainability?

Effectiveness:



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- To what extent has the project achieved the intended results?
- To what extent has the project enhanced:
 - a) Effective management of civil registration of Kenyan citizens, issuance of secure ID documents and prevention of illegal registration, and
 - b) increased ability and willingness to acquire relevant ID documents among target population.
- What were the key factors influencing the achievement of the project's expected outcomes?

Efficiency:

- Extent of the project's use of resources as planned versus the actual status?
- Extent of the project's leveraging and complementing interventions with other initiatives?

Sustainability:

- To what extent IOM KCO project enhanced structures, policies, resources and processes in place to ensure that benefits are maintained once external project support ceases?
- How engaged were the main stakeholders throughout the development and implementation of the project?

Impact:

- Based on stakeholders' feedback, what impact (positive and/or negative, intended or unintended) did the project have on its' beneficiaries and relevant stakeholders?
- What observed changes in attitudes, capacities and institutions etc. have occurred as a result of the project? Is the impact attributable to the project activities, or are they from external factors or from both?

Evaluation Approach and Methodology

The internal evaluation will be conducted through mixed methods. The detailed evaluation methodology will be agreed with GoK, NRB in particular. GoK through NRB will be involved from the ToR development to the field conduct of evaluation activities.

It is expected that appreciative inquiry, *outcome harvesting* and *most significant change stories* methodology will inspire the evaluation methodology, through selection of beneficiary stories and best practices.

The final evaluation will comprise of:

- desk review of all relevant documents relating to the project design to implementation (Project and implementation plan and documents, Financial reports, M&E tools & reports, Needs Assessment, NFFs);
- series of focus group discussions and key informant interviews with project staff, government partners and stakeholders; and
- Field visits and on-site observations in selected counties.



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The evaluation will adhere to the IOM Data Protection Principles, UNEG norms and standards for evaluations, and relevant ethical guidelines.

Evaluation Deliverables

The IOM KCO PDSU will lead the internal evaluation process, with potential support, as needed, from the RO Monitoring and Evaluation Officer. The IDF project team will provide all the necessary technical and operational support required throughout the internal evaluation process. The final report will be shared with IOM KCO senior management, and GoK stakeholders.

The expected outputs are:

- An inception report that includes an evaluation matrix;
- A draft evaluation report;
- A validated evaluation report, consisting of;
 - Executive Summary
 - Project Background
 - Evaluation Methodology
 - Findings and Analysis
 - Conclusion and Recommendations
 - Annexes



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Evaluation workplan

The evaluation work plan describes the activities to be conducted and the amount of time that will be allocated for completing each activity; the roles and responsibilities of each member of the evaluation team, of IOM and of the stakeholders and the location and timeline of activities.

Final evaluation is expected to take 25 working days (not consecutive) inclusive of preparation, data collection, analysis and reporting. The final evaluation is expected to commence on October 2019, field activities to be conducted in Nairobi and the selected field locations, timelines to be agreed with GoK, with the final report expected by 30 February 2020.

Activity	Days	Responsible	Location
The endorsement on the final TOR between the project evaluation development team, inclusive of stakeholders	Sep	Evaluation development team + NRB + IDF	Home based
Selection of IOM staff to complete the evaluation	11 Oct	Evaluator	Home based
Preparation, review, revision and acceptance of the inception report	31 Oct	Evaluator + Evaluation team	Home based
Data collection: Review project documents	Nov	Evaluator	Home based
Data collection: Key informant interviews (KIIs) in Nairobi and in selected field locations, Field trips (KIIs, Focus group discussions, observations, collecting success stories)	Nov	Evaluator + field staff stakeholders	Field locations
Analyses and initial report writing	Nov	Evaluator	Home based
Presentation of initial findings (to IOM and NRB)	Nov	Evaluator	Home based
Final Report, recommendations and evaluation brief writing	Nov	Evaluator + key stakeholders	Home based
Review, revision and acceptance of the final report	Dec	Evaluator + key stakeholders	Home based

Note: See work plan for details

Evaluation budget

The total budget available for the evaluations is USD 5, 000 (see annex for details).