

EVALUATION REPORT

of the Project

**STRENGTHENING SECURITY IN
DJIBOUTI
AND SAFETY OF MIGRANTS
THROUGH COUNTER-TRAFFICKING,
MARINE SAFETY
AND EMERGENCY ASSISTANCE**



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INDEX

	Page
Acknowledgements	IV
List of Acronyms	V
Djibouti map	VI
Executive Summary	1
Introduction	5
• <i>Background</i>	5
• <i>Methodology</i>	5
• <i>Evaluation constraints and limitations</i>	6
Main findings	7
• <i>With respect to the relevance</i>	7
• <i>With respect to the effectiveness</i>	10
• <i>With respect to the efficiency</i>	17
• <i>With respect to the impact</i>	19
• <i>With respect to the sustainability</i>	20
Lessons learned	20
Conclusions and recommendations	21
Annexes	
1 - Agenda of the evaluation mission	
2 - Terms of Reference	
3 - Evaluation matrix	
4 - Guideline for interviews	
5 - Power point presentation (in French) showed in Djibouti on August 9 th 2017	

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The drawing on the front page is by Diego Vitale – diegovitale.wordpress.com
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Pictures on pages 16 and 23 have been taken during the evaluation mission.

LIST OF ACRONYMS

AVR	Assisted Voluntary Return
IGAD	Inter-Governmental Authority on Development
IOM	International Organization for Migrations
MRC	Migration Response Centre
OECD / DAC	Organization for Economic Cooperation and Development / Development Assistance Committee
RCMM	Regional Committee on Mixed Migration
SOPs	Standard Operating Procedures
TORs	Terms of Reference
ToT	Training of Trainers
UNHCR	United Nations High Commissioner for Refugees
VoT	Victims of Trafficking

DJIBOUTI MAP



EXECUTIVE SUMMARY

This evaluation focuses on the project **“Strengthening security in Djibouti and safety of migrants through counter-trafficking, marine safety and emergency assistance”**, implemented from April 2016 to May 2017 by IOM and funded by the Japanese Cooperation for 600,000.00 US Dollars.

The evaluation took place from 2nd to 9th of August 2017 in Djibouti capital, Obock, and Lac Assal. The IOM staff in Djibouti made the documentation available for review, and took care of all the logistic aspects of the mission.

The Project objective was **“To contribute to improved security and safety of migrants through counter-trafficking, marine safety and emergency assistance”**, and included four outcomes: 1) increased availability of information for parties to take informed decisions on the risks of trafficking and smuggling and be aware of migrants’ legal rights; 2) cases of trafficking and smuggling of migrants reported at the IOM’s Migrant Response Centre (MRC) in Obock are investigated; 3) Rescue at sea operations are strengthened; 4) IOM saves lives in Tadjourah and reinforces protection services in Obock.

The purpose of the present exercise is to evaluate the relevance, effectiveness, efficiency, impact and sustainability of the project under evaluation, taking into consideration the internal and external conditions which influenced the project’s implementation - thus applying the evaluation criteria established by the OECD/DAC. Subsequently and coherently, lessons learned are identified, and main and specific recommendations are formulated.

Based on the TORs provided by IOM, methodological tools were developed by the Evaluator, such as the evaluation matrix and the guideline for interviews. It started with a desk review and continued with field visits and interviews to key informants – both institutional and IOM staff. Before the mission completion, the Evaluator illustrated the main findings, together with lessons learned and recommendations, to the IOM Head of Mission and to the Project Manager, through a power point presentation.

Main findings

Relevance

The migration phenomenon in the Horn of Africa requires that the capacities and possibilities to assist irregular migrants are enhanced as much as possible, given that such a phenomenon is an epochal one (not temporary) and – most likely – will continue for many years. Hence, the capacities and the infrastructures of the relevant Djiboutian institutions need to be strengthened and supported. From this point of view, the project assumes great importance and sense. Furthermore, the project is well inserted in the wider IOM commitment in the country, which foresees other projects supporting the Djiboutian State and non-State actors, taking into account the regional strategies developed by the Regional Committee for Mixed Migration and the IGADD Regional Consultative Process.

Particularly, one aspect of the project appears to be relevant in the institutional context: since Djibouti does not yet have a specific national policy on migration, nor a clear coordination mechanism among the various institutional stakeholders, the IOM contribution in getting the “Forces de l’ordre” together, at least for capacity building, appears highly appropriate and suitable.

On the other hand, the project presents a certain deficiency in terms of local institutions involvement during the needs identification phase; such shortcoming resulted in a switching of resources and plans from the capacity building to the provision of materials, thus implying important delays in the project implementation.

Effectiveness

When considering the component of **capacity building**, the project has achieved important results in terms of number of participants; nevertheless, no effective means were foreseen (or, when planned, not rigorously applied) to measure the level of absorption, by the participants, of the various topics and themes treated in the different events, workshops and courses. This shortcoming is particularly serious with respect to the trainings on psycho-social assistance: indeed, a bad psycho-social assistance can be more harmful than no assistance at all.

With respect to the capacity building of the Police forces, the project had the great merit to put all the “forces de l’ordre” together, providing them with the same knowledges and giving an important opportunity to pave the way for coordination and collaboration. Unfortunately, the capacity building initiatives for the “forces de l’ordre” were reduced by 50% following the request of the relevant Djiboutian institutions, which asked for more infrastructural support instead of the planned trainings.

With respect to the **awareness raising campaigns**, the initiatives have been innovative and attracted important audiences; but even in this case no feed-back has been collected; nevertheless, the continuous flux of migrants tells us that people in need and/or in danger continue their own way, regardless the physical, psychological, financial costs they have to face.

One particular initiative deserves attention: the event on migration held at the **Djibouti University**, that should represent the first step towards further, important involvement of the academic community in future capacity building programs.

With regards to the **constructions** (hygienic premises, shelters) and the **provision of various items** (drugs and medical materials, biometric registration devices with server, equipment for rescue at sea) the majority of the planned activities has been finalized, notwithstanding important delays and some quantitative reductions due to budget constraints.

Summarizing, one can affirm that the majority of the project activities has been carried out, although some indicators have not been reached and some others cannot be measured.

Efficiency

Related to the **budget**: the analysis of the original budget shows a certain asymmetry between the allocation for the personnel in the Capital and the allocation for the personnel in the Obock MRC, where the assistance activity is concretely carried out. From this point of view, there is room for improvement.

Related to the **personnel**: a certain instability of the team operating in Obock has been noted; the short-term contract method (which is usually adopted by IOM) should be reviewed and, possibly, changed.

In terms of **timeframe**, the planned workplan has been completely disregarded, due to various factors, not attributable to the IOM Djibouti present leadership.

In terms of **equipment provision**: this element provoked part of the delays, mainly due to the procurement mechanism adopted by IOM international.

Impact

As previously said, the project did not collect systematically feed-back from the participants in the various events and trainings, hence nobody can state the extent to which knowledges have been absorbed and/or behaviors have changed.

On the other hand, it is well known that the risks of corruption impose an important turn-over among the Police officers at the frontiers – this system seriously weakens the results of the trainings and should suggest new forms of training for the Police forces.

Equally, the lack of any data collection on the level of satisfaction of migrants hosted at the MRC, makes it difficult to appreciate the impact and to understand what the consequences of such stay has been.

Sustainability

Based on the direct observation as well as on the various conversations held with the local stakeholders, it appears evident that the country is not ready to assume the full leading of infrastructures like the Obock MRC nor the leading of capacity building and campaigning initiatives. Next initiatives should be designed in such a way that a gradual handing-over is foreseen and is realistic.

Lessons learned

The project provides us with some basic lessons in terms of:

- The value of an accurate needs assessment, in which the local stakeholders are actively involved from the beginning,
- The value of feed-back collection means that can help in measuring the level of learning and absorption,

- The value of new languages and techniques in the awareness raising campaigns,
- The value of getting together the various Djiboutian “Forces de l’Ordre”, as first step towards the sharing of methods and coordination,
- The value of a monitoring system, that helps in taking the project under systematic control and in introducing variations and/or supplements where and when needed.

Recommendations

In view of further projects - funded by the Japanese Cooperation as well as by other Donors - the evaluation identified some overarching recommendations, i. e. strategical ones, as well as recommendations related to specific components of the project itself.

- The first overarching recommendation suggests exactly that IOM and its Donors have a strategical approach to the migration dynamics and needs, beyond the fact that projects have a short-medium length. The strategy should also envisage terms and modalities of handing-over to the Djiboutian institutions.
- Secondly, IOM should define and implement - at the central level as well at the local level - a systematic Monitoring strategy and program, that can help in constantly controlling the project and in introducing variations when needed.
- Launch a dialogue with the Police, Gendarmerie and Army Academies in view of the insertion of the Migration topic into the normal curriculum of the academies themselves and, if possible, envisage some specialized “Master Courses” on migration.
- If and when new capacity building initiatives are planned for the various “Forces de l’Ordre”, IOM should foster the inclusion of Police Women as students as well as teachers – this is of paramount importance, considering the presence of women and children among the migrants and their special needs.
- If a new component of awareness raising campaign is foreseen, try to design it in collaboration and coordination of the Ethiopian IOM base – indeed most migrants are Ethiopians - and try to formulate messages that are positive and show alternatives to irregular migration.

Various additional practical recommendations are formulated at the end of the present report.

Evaluation constraints and limitations

The evaluation had a few – but important – limitations:

- first of all, it has not been possible to meet migrants at the Obock MRC and to hold focus groups discussions, because there were no migrants when the visit was conducted.
- Equally, it has not been possible to meet the previous MRC managers – the present ones being in charge only from March 2017.
- The lack of the revised budget among the available documentation represented a limitation to the efficiency appreciation.
- The length of the whole exercise has been short – a few more days would have permitted to better capture dynamics, problems and perspectives.

INTRODUCTION

Background

This evaluation focuses on the project **“Strengthening security in Djibouti and safety of migrants through counter-trafficking, marine safety and emergency assistance”**, implemented from April 2016 to May 2017 by IOM and funded by the Japanese Cooperation for 600,000.00 US Dollars. The Project objective was **“To contribute to improved security and safety of migrants through counter-trafficking, marine safety and emergency assistance”**, and it was articulated around four outcomes; 1) increased availability of information for parties to take informed decisions on the risks of trafficking and smuggling and be aware of migrants’ legal rights; 2) cases of trafficking and smuggling of migrants reported at the IOM’s Migrant Response Centre (MRC) in Obock are investigated; 3) Rescue at sea operations are strengthened; 4) IOM saves lives in Tadjourah and reinforces protection services in Obock.

The Terms of Reference of the evaluation clearly indicate its purpose: **“to assess the extent to which the project has achieved its results in relation to the targets set out in the project document”**¹. The evaluation will be used by IOM as well by the Japanese Cooperation in order to refine future interventions in the same areas and the same realities.

The evaluation mission took place from August 2nd to August 9th, 2017, in Djibouti-Capital, Obock, and Lac Assal. Enclosure no. 1 presents the agenda.

Methodology

Based on the ToRs - see annex no. 2 - and before starting the exercise on the field, the Evaluator set up an Evaluation Matrix reflecting the OECD/DAC evaluation criteria, where questions, sub-questions, sources of information and methods of inquiries have been specified. In such a matrix, all the main questions contained in the original TORs have been included although they have been reorganized around the basic OECD/DAC criteria: identification of relevance, effectiveness, efficiency, impact and sustainability of the project. The matrix is attached as annex no. 3.

In accordance with the Evaluation matrix, a Guideline for interviews was also finalized, so that information could be systematized coherently. The guideline is attached as annex no. 4 – “Guide pour les entretiens”.

At the very beginning of the assignment a review of the available documentation has been conducted in the Djibouti IOM premises.

¹¹ Cfr Terms of Reference, page no. 2.

Subsequently, the main key informants have been interviewed in the Capital, in Obock, and the Lac Assal Police Post, following the agenda prepared by the Project Manager.

Furthermore, a visit to the Migrant Resource Centre (MRC) in Obock has been carried out, where direct observation, three meetings with the MRC management team and one interview with the Obock Prefect have been conducted. Direct observation has been conducted also at the Lac Assal Police Post, where some infrastructures have been set up in the framework of the project under evaluation.

The list of the interviewees is part of the annex no. 1.

At the end of the exercise the Evaluator prepared and presented to the IOM Head of Mission and to the IOM Project Manager in the Capital a Power Point Presentation with her draft main findings, together with lessons learned and recommendations for the future. See annex no. 5.

Evaluation constraints and limitations

Unfortunately, it has not been possible to meet migrants in the MRC in Obock nor in Lac Assal Police Post, and to carry out focus group discussions with them, because such infrastructures did not host migrants at the time of the evaluation.

In March 2017, new Managers of Obock MRC were hired, which implies that the present team has a limited knowledge of the dynamics, problems and perspectives arisen during the project implementation period. Unfortunately, it has not been possible to meet the former managers.

The lack of the revised budget - consistent with the no cost extension of the project and some important variations in the planned activities - did not allow a more careful appreciation of the project efficiency.

The length of the evaluation exercise has been, perhaps, too short – a couple of additional days would have helped in better capturing some local dynamics, problems and perspectives.

MAIN FINDINGS

The findings are organized following the OECD/DAC criteria: Relevance, Effectiveness, Efficiency, Impact and Sustainability.

With respect to the Relevance

OECD/DAC Definition of Relevance - The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.

Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.

The analysis of the migration phenomenon in the Horn of Africa – as well as all over the world - clearly highlights that the capacities (and the resources) to assist the irregular migrants must be fostered as much as possible, since the phenomenon is an epochal one and, in all likelihood, it will not diminish in the coming years. Hence, a better capacity of the stakeholders, as well as the existence of structures for the rescue at the sea and for the hosting of migrants, appear to be absolutely overriding. From this point of view the project has been relevant, given that the capacities - in terms of abilities as well as in terms of infrastructures - need to be strengthened. Indeed, Djibouti is a crucial transit point for people leaving their countries as well as for returning people - be they voluntary returns or deportations from Yemen. Hence the humanitarian imperative, together with the necessity to maintain the respect of the law and the social peace in the country, make a project like the one under evaluation absolutely relevant. Furthermore, the weak capacities of the national institutions in terms of rescue and hosting, make the IOM commitment relevant too.

However, two elements must be highlighted.

- During the project design, the institutional counterparts have not been sufficiently involved in the process of need assessment and priority definition in relation to the capacity building needs, infrastructures and equipment needs. Such poor involvement of the counterparts during the project design turned into important requests of changes, asked by the Djibouti institutions during the project implementation, and a subsequent two-month delay in the project implementation. A more important involvement of the stakeholders - especially the Djiboutian Law Enforcement Network - would have helped in a better identification and a better balance of needs related to trainings / capacity building on one side and needs related to infrastructures and equipment on the other side.

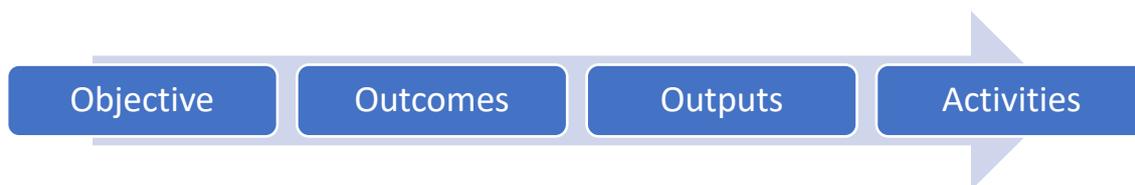
- Equally, a more accurate analysis of the prices and costs of the materials and equipment foreseen in the project design, would have reduced the various variations that were introduced during the project implementation.

A positive element is represented by the fact that the Project is well integrated into the overall IOM commitment in the country: indeed, IOM is implementing various projects in the same area, particularly - but not exclusively - in Obock where IOM is managing the Migration Resource Center (MRC) and where the rescuing and hosting of migrants coming from the sea (mainly from Yemen), in collaboration with the Djiboutian Prefecture, the Djiboutian health institutions, and with the UNHCR local premises are systematically ensured.

The project was intended to be integrated also in the IOM regional strategy, following the recommendations of the Regional Committee on Mixed Migration (held in Djibouti in September 2015), as well as the recommendations formulated by the IGADD Regional Consultative Process on Migration (held in Djibouti in October 2015). Furthermore, it intended to “produce synergies and complementary with the interventions of other [international] actors”². However, the project document does not present any outcome or activity that envisages the involvement of regional and international actors, not even in terms of presentation of the project results.

We must also consider that Djibouti State does not have a national policy on migration, nor a clear mechanism of coordination among the various institutional stakeholders that should have a role in addressing the migration phenomenon³. In such a situation, the opportunity given by the Project to get together the various “forces de l’ordre” (Police, Gendarmerie, Marine, Coast-Guard, Armée) has been a unique and worthy one.

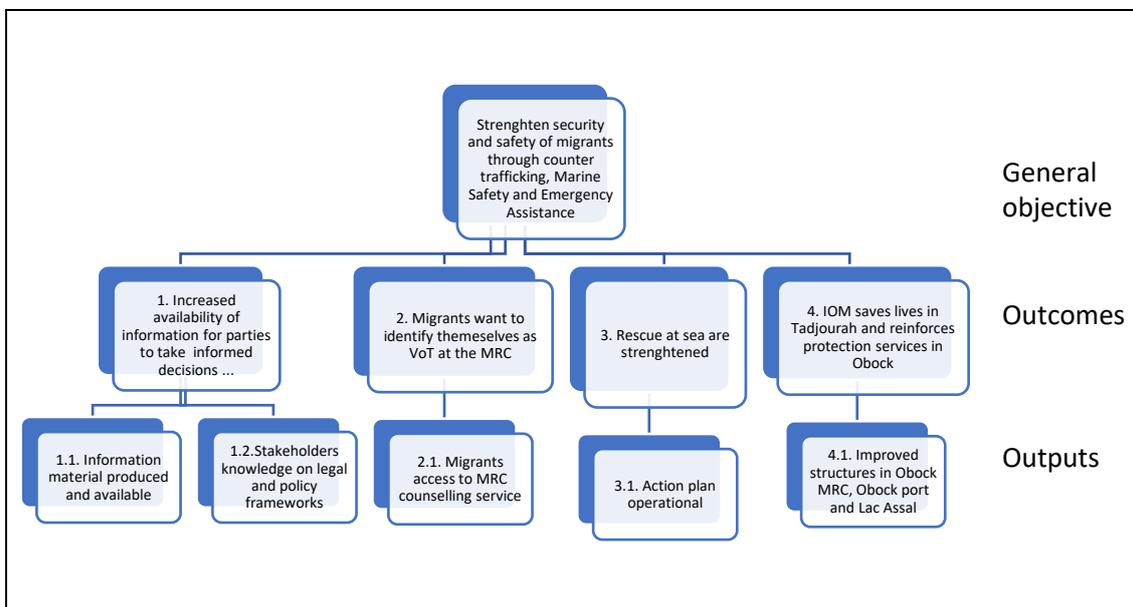
Before proceeding with the remaining components of the OECD/DAC criteria, the Evaluator proposes an analysis of the consistency of the logical framework. This exercise is intended to verify the internal coherence within the sequence:



² Cfr Text of the project document, page 4.

³ This finding has been stated by one of the interviewees, but the Evaluator does not have any evidence.

Table no. 1
Analysis of the coherence between general objective, expected outcomes and outputs



In the outcome no. 1, results concerning the local communities and results concerning the “forces de l’ordre” have been put together. However, these typologies of stakeholders are so different that would require different approaches and different activities – in fact, the output no. 1.2. is focused on the possibility and capacity of the “police forces” to capture and exchange information about the smugglers and traffickers through the utilization of appropriate tools. In both cases no means for measuring the impact of such initiatives have been foreseen.

In the outcome no. 2, the consequentiality between the outcome and the output is not so evident: while the outcome is focused on the Victims of Trafficking (VoT) “tout court”, the output is focused on the migrants in general. We know that not all the migrants are victims of trafficking – smuggling and trafficking being two different practices and crimes, which should imply two different methods and means of assistance and protection.

MEMO: UNODC DEFINITIONS OF SMUGGLING AND TRAFFICKING:

Smuggling of Migrants is a crime involving the procurement for financial or other material benefit of illegal entry of a person into a State of which that person is not a national or resident.⁴

Trafficking in Persons as the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.⁵

⁴ Cfr <http://www.unodc.org/unodc/en/human-trafficking/smuggling-of-migrants.html?ref=menuse#What is Migrant Smuggling>

⁵ Cfr <http://www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html#What is Human Trafficking>

In the outcome no. 3, there is perfect coherence between the outcome and the output, despite the fact that the outcome has not been reached, for reasons that fall outside the responsibility of the IOM team.

In the outcome no. 4, it appears that the project designer considers that the planned infrastructural improvements will save lives. Indeed, apart from cases of cholera, the new hygienic services and security measures (lights, emergency exit, etc.) set up in the Obock MRC and in Lac Assal Gendermerie Post can help in preventing diseases and in ensuring physical wellbeing of the migrants, but have little to do with other serious - and even deadly - risks that irregular migrants incur in, for example dehydration during the journeys and drowning during deportations by sea. The only measure that can really save lives, taken in the framework of outcome no. 4, has been the provision of drugs and medical material to the Obock MRC together with a first-aid training for the MRC staff. The real activity that – *strictu sensu* - can save lives is foreseen in outcome no. 3, that has not been fully achieved.

Despite the above mentioned scarce coherences, one can affirm that the four outcomes are consistent with the objective, as far as the safety of people depends on full and truthful information, adequate assistance, appropriate protection.

With respect to the Effectiveness

OECD/DAC Definition of Effectiveness - The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.

When measuring the level of effectiveness of a project, one can consider the qualitative as well as the quantitative aspects. While the quantity aspects are testified by figures, the quality ones are based on direct observation and interviews with selected stakeholders.

Qualitative aspects

Awareness campaigns

(output 1.1.)

The initiatives aimed at preventing the irregular migration have been particularly important and reached many local communities; particularly, the performing of “sketches” in local languages raised the attention of many people, both local population and migrants, who had the opportunity to learn truthful information about the risks of irregular migration as well as about the possibility of undertaking regular migration processes.

However, it is not possible to verify the extent to which those messages had an impact on the people' decision:

- The migrants to go back home,
- The Djiboutian people, to not undertake the journey.



Considering the data concerning the migrants' movement in the last months, it would be illusory to believe that these campaigns had an important impact on actual and potential migrants.

Capacity building activities
(output 1.2. and 3.1.)

The capacity building component of the Project has been articulated in four different activities: three trainings on psycho-social assistance, one high level workshop at the Djibouti University, one training of the military and police personnel, various sessions with the Coast Guard in view of the definition of the Standard Operational Procedures for rescue at sea.

With respect to the psycho-social assistance courses, there is room for a preliminary observation: when reading the project document, it appears that there is a certain confusion between the **psycho-social assistance and the investigation** about traffickers and trafficking. The project designer considered – perhaps – that a good psycho-social assistance would be a pre-condition for the identification and prosecution of traffickers. Indeed, such an axiom is not necessarily true: in fact, while more than 5,400 people were hosted in the Obock MRC from April 2016 to May 2017 ⁶, and many of them received specialized psycho-social assistance, the number of traffickers identified and prosecuted as a follow-up of such assistance is irrelevant. Still with respect to the trainings on **psycho-social assistance**: based on the answers to the questionnaire provided to the participants in one of the three courses⁷, such participants considered it very interesting and useful; nevertheless, the Project did not verify to what extent such participants, thereafter were really able to provide a valuable psycho-social support to the stranded migrants hosted in the Obock MRC. In any case, courses concerning so delicate issues and practices generally would need longer duration and forms of “internship” or mentoring.

⁶ Data provided by the IOM Project Manager on August 14th, 2017, by e-mail. However, in the Project final report the number of people assisted in Obock in the same period is 7,094.

⁷ Reference is made to the “Atelier de formation sur assistance psycho-sociale aux migrants” held in Djibouti on November 21-23, 2016 – in which 8 people participated and 7 of them gave back the evaluation questionnaire.

With respect to the initiative at the **University** level, aimed at fostering the knowledge of the migration phenomenon, respective national and international legislation, needs and available assistance: this initiative appears particularly interesting and valuable, not only for the number of people who participated (around 100 people), but also and mainly in view of a possible, future commitment of the university community in the capacity building in this area.



With respect to the **capacity building of the military and police personnel**: in addition to the topics addressed during the course, the sessions have been particularly appreciated because they gave the opportunity to the different law enforcement bodies to meet and to discuss together, and to share the same knowledges. However:

- The program was not based on any need assessment and/or any study providing a base line defining the participants' knowledges;
- After the courses, no feed-back has been systematically collected among the participants, that would have indicated the degree of "absorption" of the various notions and techniques, as well as the uncovered needs (only 5 questionnaires were collected among the 28 participants);
- No police women were among the participants, although the Police forces have women among their ranks, and although in many situations the presence of women is fundamental, in view of rescue of migrant women, babies and children.

The fact that, once the project started, the Djiboutian partners asked to divert some funds allocated for the capacity building to the provision of equipment for the emergency aid at sea and to the migrants' identification, should be deeply analyzed by IOM in view of further capacity building initiatives.

With respect to the specific capacity building of the **Coast Guard**: the initiative aimed at supporting the Djiboutian Coast Guard through the finalization of the "Standard Operational Procedures – SOPs" is at an "impasse", due to the delays in the dialogue between the Djiboutian and the Italian Coast Guard Corps, that should result in the provision of an Italian Coast Guard expert. Indeed, IOM has undertaken various actions in view of the outcome achievement – among others, a workshop on the conception of the SOPs was held, during which the preliminary methodology was developed and shared among the participants.

No **Training of Trainers** (ToT) method has been applied, thus weakening the real possibility to spread and multiply the knowledges among the numerous Police members.

Generally, the courses have been short – no more than two or three full days. It is generally known that too short training sessions, or one-off course, do not obtain the expected results in terms of full understanding and absorption of the issues treated.

Counselling and legal assistance

(output no. 2.1.)

With respect to the legal assistance in Obock MRC: from September to December 2016 the MRC provided the migrants with information about the national and international legislation related to their condition; but there is no evidence that “legal assistance” *strictu sensu* (which means: help the migrant not only to be aware of his/her rights, but also to have such rights concretely recognized) has been provided to migrants.

Infrastructures and equipment

(output no. 4.1.)

With regard to the Police Post in Lac Assal, while the latrines have been built appropriately, there is no automatic system to refill water tanks. This problem must be addressed and solved as soon as possible, otherwise the hygienic services will turn into a health problem and the migrants arriving to the post will not even find enough water to drink. At such a Post it is also urgent to set up a shelter – as foreseen in the original project design and “cut” for lack of funds - that can protect the migrants from the sun. There would not be problem of space, and the local Gendarmerie is willing to collaborate.

The quality of infrastructural realizations appears to be good - latrines and water tanks at Lac Assal; shelters, latrines, lightening, and emergency exit in MRC, are in good conditions and are regularly functioning; nevertheless, the Evaluator could not observe the good functioning of the hygienic structures in the presence of important numbers of users/migrants. It is worthy to note that the good functioning of such premises mainly depends on the ability of the local staff to take care of them and to sensitize the users in terms of correct behavior and utilization.

With regards to the equipment provided to the Djiboutian institutions, while the main equipment – 2 biometric registration devices with server – has been delivered to the Police in line with the Djiboutian request (which implied a change in the capacity building program and in the respective budget line), some other items have been provided to the Coast Guard and to the Ministry of Health only partially due to insufficient financial resources and such an operation needed 5 months. Synthetically, here below is the comparison between the requested and the obtained items.

Table no. 2 – Items requested and donated to the Coast Guard

Requested items	Quantity requested on October 25th 2016	Quantity donated on March 26th 2017	Notes
<i>Lifesaving jackets</i>	100	100	
<i>Body bags</i>	1,000	600	200 to the Coast Guard and 400 to the Min. Health
<i>Rescue searchlights</i>	2,000	20	
<i>Binocular night vision</i>	100	10	
<i>Screw for off-board engine 300 CV</i>	4	0	Insufficient funds available.

Intermediate conclusion about the qualitative aspects:

While it is evident that:

- the MRC in Obock has been upgraded in such a way that migrants can be hosted and assisted in a decent and safe way,
- the hygienic premises in Lac Assal can provide a good service but need water and shelter,
- the capacity building part of the program has been partially completed and considered useful by the participants, but no measurement of the feedback and absorption has been carried out,

there is no evidence that:

- the awareness campaign had important impact on the decision of people to avoid irregular migration,
- the psycho-social and legal assistance is contributing to the identification and prosecution of smugglers and traffickers.

Quantitative aspects

When looking at the level of achievement of the outcomes and outputs following the logical framework included in the project documents (i.e. proposals and reports), the picture presents positive points together with various problematic elements, as shown in the synoptic table here below, where expected results and actual results are reported and compared.

Table no. 3 – Level of achievement
(reflecting the logical framework)

Indicators	Indicators levels			Notes
	Project design	Project implementation	Level of achievement	
Outcome 1 indicator: Number of locations where material is available	20	10	50%	This outcome indicator appears a little weak and related only to the output no. 1.1. - indeed the number of locations provided with materials has little to do with the output no. 1.2.
Output 1.1. indicator: Number of information material produced	4	4	100%	
Output 1.2. indicator: . Number of training sessions, . System of information sharing in place	2 1	1 1	50% 100%	One training cancelled on request of the Police Com. who asked for more equipment.
<i>Average level of achievement of outcome 1:</i>			<i>75%</i>	
Outcome 2 indicator: % of assisted VoT who benefit from legal counselling	90%	?	?	No evidence because it is not clear how many migrants going to the MRC were really VoT (remember the difference between smuggling and trafficking in persons) – see the paragraph on Analysis of coherence, page 9. Perhaps the project designer should have written “potential VoT” instead of “VoT” tout court. Furthermore, it is not clear the indicator “90%” is referred to: 90% of all the persons hosted in the MRC? Or 90% of people assisted?
Output 2.1. indicator: Legal assistance available at the MRC	Yes	No evidence	?	Trainings on psycho-social assistance - which is something different from the legal assistance - were conducted only from November 2016, and the one in Obock was carried out only in January 2017 (one more training was conducted in June 2017, after the completion of this project). Furthermore, the fact that trainings were conducted does not imply – per se – that the service is working well and the migrants are willing to use it.
<i>Average level of achievement of outcome 2:</i>			<i>Not measurable</i>	
Outcome 3 indicator: SOP for marine safety signed by relevant parties	yes	No	0	
Output 3.1. indicator:	Yes	No	0	Preliminary meetings without concrete finalization.

Referral mechanism for intercepted / rescued at sea persons in place				
<i>Average level of achievement of outcome 3:</i>			0	
Outcome 4 indicators:				
Number of migrants assisted in the Northern regions of Djibouti;	10,000 persons assisted	7,094 persons assisted	71%	Probably the figures refer to migrants assisted in the Obock MRC, not in Tadjourah. Toilets and shelters at the Obock port were not built. The shelter in lac Assal has not been set up. It is necessary to know how much has been spent, in order to measure the level of achievement of this outcome
Referral mechanism for IOM mobile emergency assistance in place	1	1	100%	
Output 4.1. indicator: % of positive feedback received through satisfaction survey of partners, beneficiaries and IOM staff at the MRC	80%	?	?	.
<i>Average level of achievement of Outcome 4:</i>			85%	

Short Comment about effectiveness

Summarizing, we can affirm that two outcomes show encouraging levels of achievement, while one of them cannot be measured at all and another one has a negative level of achievement. This data tells us that there is room for improvement!

Hygienic premises in Lac Assal Police Post



Structures in Obock MRC



With respect to the Efficiency

OECD/DAC definition of Efficiency - A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.

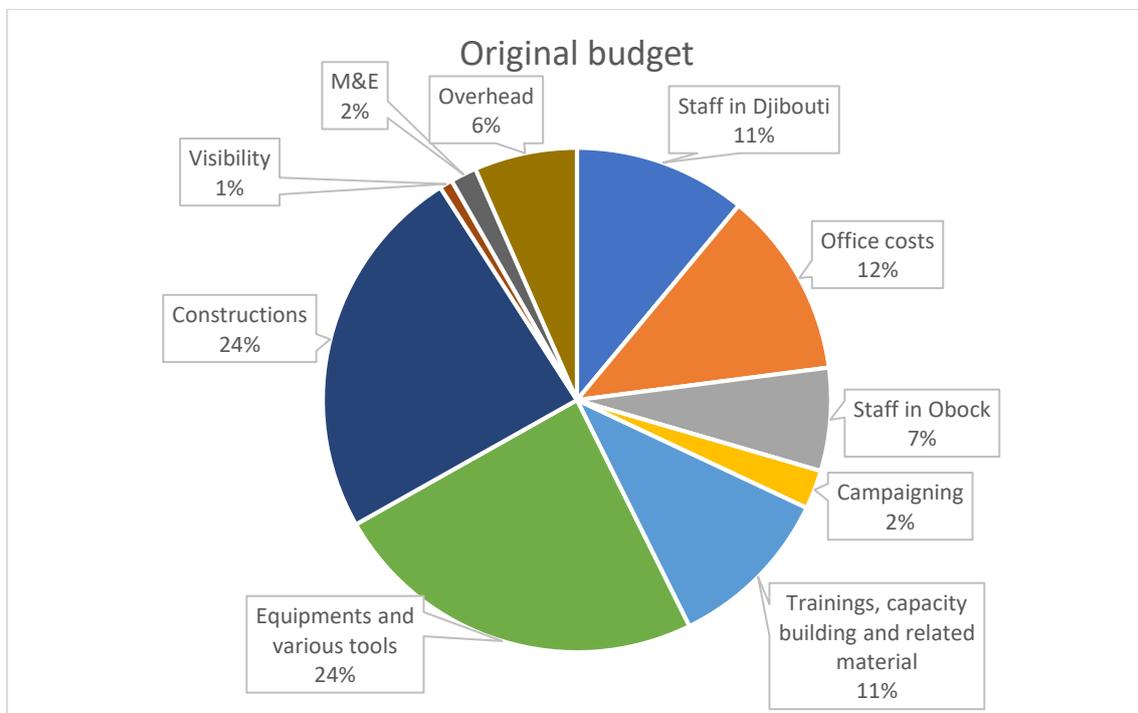
Budget

Unfortunately, the Evaluator has not been provided with the revised budget; consequently, it is not possible to appreciate the real level of efficiency from the economic point of view.

However, the analysis of the original budget shows a certain asymmetry in terms of allocation for the personnel in the Capital and for the personnel in Obock, while there is equilibrium between allocations for the constructions and allocations for the equipment, as showed in the graphic no. 1.

No elements have been collected that permit to evaluate the relation cost/benefit and prices/quality of the various equipment and constructions. Nevertheless, while the equipment has been purchased via the IOM international procurement system (which took time), the IOM Office in Djibouti has directly managed public tenders for the constructions and has ensured the constant monitoring of such works and the related expense.

Graphic no. 1 – Original budget breakdown



Personnel

Concerning the personnel in charge of the project, a good stability is noted with respect to the project management in the Capital. The Project Manager has the full control of the documentation as well as of the project dynamics. The present management team in Obock has been hired only in March 2017 and it has not been possible to meet with the previous one. Actually, the Management staff in Obock has short-term contracts (3 months renewable for the Camp Manager and 5 months for the administrative assistant, with no security about the renewal). This method of hiring people with short-term contracts can seriously undermine the stability of local dynamics, and can also expose IOM to various risks, especially with regards to the relationships with the local authorities.

Timeframe

With respect to the timeframe, the original chronogram has not been respected at all, most probably due to the handover at the IOM Representative level, as well as to important emergency situations occurred in late 2016 that absorbed the majority of IOM structure, both in the Capital and in Obock. Actually, during the first six months of the project implementation no activity was finalized – although various events had been under preparation. The table below is self-explaining:

Table no. 4: Real timetable of the activities finalization

Activities finalized	2016												2017				
	IV	V	VI	VII	VIII	IX	X	XI	XII	I	II	III	IV	V			
Dialogue session with community leaders																	
Event at the university																	
Sketches performances																	
Training on smuggling and trafficking																	
Provision of 2 biometric registration devices with server																	
Training on psycho-social assistance																	
Workshop for Coast Guard SOPs																	
Provision of rescue tools to Coast Guard and Ministry of Health																	
Various constructions																	
Drug provision to MRC																	

The lack of any form of systematic monitoring, both in the Capital and in Obock, represents a serious deficiency in the framework of this project: in fact, the various /possible / potential problems, delays, variations, deviations, are not systematically analyzed and managed – no appropriate tools are in place. Such a lack can turn into difficulties and fatigue in the

management of the project and, finally, into the risk of missing the project objectives and outcomes.

With respect to the Impact

OECD/DAC Definition of Impact - Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.

As previously noted, there are no elements to understand and appreciate the extent to which the trainings topics and practices have been absorbed, and to what extent they produced new behaviors of those who participated in the courses (particularly the Police officers). Indeed, the lack of systems aimed at collecting and analyzing the feed-back from people having participated in the awareness campaigns and in the capacity building programs, represents one of the main problem of the present project.

There is room to note that the very important turn-over among the Police teams (mainly due to the need of preventing corruption) at the borders poses a problem precisely with respect to the impact of the capacity building programs. New and alternative ways in the area of capacity building should be explored and adopted.

Equally, it has not been possible to measure the extent to which the assistance to migrants has been appreciated due to the lack of migrants at the MRC during the Evaluator visit. Nevertheless, based on information provided by the MRC Manager, we can affirm the message about the risks of irregular migration has been positively received by those who went to Center, since the majority of them accepted to be voluntarily repatriated by IOM.

However, we must remember that only a minority of the irregular migrants that transit per Obock accept to go to the MRC, exactly because they fear to be repatriated or deported. In fact, while in Obock around 1,000 – 1,500 migrants arrive every month⁸, the Obock MRC hosted 400 people during the period from April to July 2017⁹. This means that the information campaigns carried out in Obock has had – so far – little impact, despite the efforts done by IOM staff who spread the messages in the mother tongue of the migrants.

⁸ Source : DTM Point de suivi des flux des population, Mai-Juin 2017.

⁹ Source: MRC Manager in Obock, during the conversation held on August 5th, 2017.

With respect to the Sustainability

OECD/DAC definition of Sustainability - The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

With respect to the Obock structure, based on the conversation with the local authorities, there are no perspectives that IOM can hand over the MRC to the Djiboutian institutions and let them manage the infrastructure.

In any case, both the Gendarmerie, the Police and the Coast Guard still need to be supported with specific technical training, related to the equipment use and the rescue at sea methods.

Consequently, IOM Djibouti still need to be supported in its action of favor of migrants as well as in its action in favor of the Djiboutian institutions.

LESSONS LEARNED

The present evaluation exercise suggests some lessons learned, listed below.

- ✚ The capacity of the various Law enforcement groups to dialogue and share the same vision of the migration phenomenon can facilitate the activities implementation and the optimization of the resources.
- ✚ The involvement of the local communities with communication techniques which are suitable for young generations (sketches, music) can capture more people than the posters!
- ✚ The prevention of irregular migration is more effective if messages presenting alternatives to migration - and not only the risks of irregular migration - are spread.
- ✚ A need assessment previous to the programs, as well as the feedback collection after the programs implementation, are essential in order to adapt initiatives and programs to the real needs of those who participate in the capacity building initiatives.
- ✚ A Monitoring system - well defined and properly applied - is an essential tool that helps in managing the project, early detecting problems and/or delays, re-orienting the project itself if necessary.

CONCLUSIONS AND RECOMMENDATIONS

Overall the Evaluator found the Project to be crucial, reflecting several elements. The capacity building initiatives – although not particularly appreciated by the stakeholders – are necessary for the future capacities of the Djiboutian institutions. Provision of material and equipment is essential in view of the capacity and possibility of the Djiboutian institutions to fulfill their duties, both at the humanitarian and legislative/judiciary levels. New approaches to awareness campaigns resulted to be successful in terms of audience, but not enough persuasive. The reinforcement of the hosting structures has been useful but not exhaustive. The availability of the Japanese Cooperation to ensure its support to this kind of operations appears to be more than necessary.

In view of future projects, the Evaluator suggests the following recommendations.

Overarching recommendations:

- ✚ Although we know that every project has a limited life-time, try to include every project in a long-term perspective – indeed the migration phenomenon will not be overcome in the short or medium term. From this point of view, the Donors' strategic involvement is essential and crucial!
- ✚ IOM should define and implement a systematic Monitoring strategy and program, that can help the Project/s management/s in the constant control of the projects, and in the introduction of redresses if and where necessary. The Monitoring system should be applied both at the central and the local levels (Capital and Obock).
- ✚ Support the Djiboutian institutions to design and prepare an “emergency contingency plan” that can be activated every time a new emergency situation occurs. This Plan should include: a clear operational protocol (i.e. who does what with which means and which coordination and chain of command) as well the identification of human and material resources to be activated and located.
- ✚ With respect to the capacity building of the Law Enforcement Entities: launch a dialogue with the Military and Police Academies in view of the insertion of the migration topic into the normal curriculum of the academies themselves and, if possible, envisage some specialized courses such as “Master courses” on migration.
- ✚ If and when new capacity building initiatives will be prepared for Police and other Armed Forces, foster the participation of women, so that they can intervene in specific, delicate situations in which migrant women may be involved. As far as possible, include women also among the teachers.

- ✚ With respect to the awareness raising campaigns: promote the collaboration with IOM Ethiopia in defining in that country campaigns showing alternatives to irregular migration, much more than the risks of irregular migration.

Specific recommendations:

New projects

- ✚ With respect to the formulation of new projects: to involve – from the very beginning – the stakeholders in the definition of the primary needs; help in defining an order of priority.
- ✚ Better distinguish projects aimed at identifying and prosecuting smugglers and traffickers (judicial area – where UNODC could be an important partner) from projects aimed at protecting migrants (humanitarian area).

Capacity building

- ✚ Still for the capacity building of young police and marine officers, envisage regional and international programs like the “Erasmus” Program for the student’s exchange.
- ✚ Organize training sessions longer than 2-3 days; use the ToT methods; use – as much as possible – the IT technology to facilitate the teaching and learning and to make the didactical material available, also beyond the various sessions holding.
- ✚ With respect to the SOPs for the Coast Guard: make sure that the Italian Military Base in Djibouti keep the promise and, once the SOPs are finalized, a technical training is ensured (theoretical and practical) so that they can be applied properly. Stages in the Mediterranean area could also be proposed.
- ✚ Continue to foster meetings and dialogues among the various Police and Army components, in view of a shared strategy. In other words: less theoretical education and more exercises in the coordination and collaboration areas.

Direct assistance to migrants

- ✚ With respect to the Lac Assal Gendarmerie Post: as soon as possible ensure the provision of water and shelter, so that migrants passing there can be rehydrated and protected from the sun.
- ✚ With respect to the management staff in Obock: ensure a better and longer stability, by offering mid-term and long-term contracts (with the usual clauses).
- ✚ Reinforce number of staff in Obock – if necessary foresee that staff in Djibouti can be displaced in Obock temporarily, to help in exceptional situations.

- ✚ Examine the opportunity and feasibility to organize points of humanitarian help on the routes the migrants go through.

Japanese Cooperation support

- ✚ Finally, continue ensuring the greatest visibility of the Donor.



Obock, August 6th, 2017
The MRC Management Team with the Evaluator