



# Ex-post Evaluation: Strengthening Internal Migration Policies in Bolivia

(BO10P0001/CE.0350)

Final Report

May 2021

Evaluation consultant:  
Patricia Goldschmid



## ***Table of Contents***

Executive Summary .....	3
Glossary of Terms .....	3
1. Introduction.....	8
2. Context of the evaluation .....	8
3. Evaluation purpose and objectives .....	10
3.1. Purpose and objectives .....	11
3.2. Evaluation scope.....	12
3.3. Evaluation criteria.....	12
4. Evaluation methodology .....	12
4.1. Data sources and collection .....	13
4.2. Data sampling .....	13
4.3. Data Analysis .....	13
4.4. Limitations and proposed mitigation strategies .....	14
5. Findings.....	14
6. Conclusions and recommendations .....	34
Lessons Identified.....	35
Annex one: Evaluation Terms of Reference.....	37
Annex two: Evaluation Inception Report .....	37
Annex three: List of persons interviewed .....	43
Annex four: List of documents / publications consulted .....	59

## Executive Summary

The following report is an ex-post evaluation of the project *CE.0350: Strengthening Internal Migration Policies in Bolivia* managed by the International Organization of Migration (IOM) and funded by the IOM Development Fund (“the Fund” or IDF).

This evaluation was commissioned by the Fund and was carried out by Patricia Goldschmid, of the Owl RE research and evaluation consultancy in Geneva, from January to May 2021. The evaluation focused on five main OECD-DAC<sup>1</sup> evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability. Human rights and gender equality were integrated into the evaluation criteria, where relevant.

### Findings

The project contributed to improved knowledge and understanding about internal migration trends in Bolivia among key government officials. It was designed with a logical connection between the objective and the outcomes, and the two outputs were considered as a relevant contribution to migration management in the country. The outcomes and outputs remain relevant as the study was still the only updated reference on internal migration at the time of this evaluation.

**Relevance (rating: Very Good – 4):** The project was assessed as relevant, aligned with national priorities to compensate for a lack of information about internal migration tendencies during a time of increasing movements within the country. The last available information on migration was published in the national Census reports of 2001 and 2012<sup>2</sup>, conducted by the National Institute of Statistics (Instituto Nacional de Estadística - INE). The project was designed in collaboration with the Unit for Analysis of Social and Economic Policies (Unidad de Análisis de Políticas Sociales y Económicas - UDAPE)<sup>3</sup>, a decentralized unit linked to the Ministry of Development Planning (Ministerio de Planificación del Desarrollo - MPD), the INE, and the Sociological Research Institute (Instituto de Investigaciones Sociológicas - IDIS) of the Higher University of San Andrés (Universidad Mayor de San Andrés - UMSA).

**Effectiveness (rating: Good – 3):** The project’s objective and two outcomes were assessed as partially achieved. The two outputs produced were considered as valuable in providing a basis of information about migration that was missing in the country. However, some feedback indicated that while there was some uptake of the strategic guidelines, many felt that they were not highlighted enough and lacking clear action points for the sectorial representatives to understand how to translate the information into the appropriate policies.

---

<sup>1</sup> Organisation for Economic Co-operation and Development - Development Assistance Committee; “DAC Criteria for Evaluating Development Assistance”:

<http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>2</sup> INE: Censo de Población y Vivienda 2001& 2012

<sup>3</sup> The UDAPE is a decentralized unit linked to the Ministry of Development Planning (MPD).

**Efficiency and Cost Effectiveness (rating: Good - 3):** The project was found to be managed mostly efficiently and cost-effectively with the use of financial resources used appropriately and all activities carried out within the set budget. It would not have been possible to carry out the same range of activities with a reduced budget. The workplan and budget were adapted according to the three no-cost extensions, which prolonged the project by 12 months but did not influence the projects outputs, which remain an important contribution to the country's information about internal migration.

**Impact (rating: Adequate – 2):** The impact of the project was assessed as “adequate” due to the fact that no policies had been developed as a result of the study and guidelines at the time of the evaluation. This was partially due to the changes in government and the global Covid pandemic. Positive aspects were noted such as the value of the comparative study, which remains an important reference for internal migration in the country. The strategic guidelines were also considered as having the potential to still have a long-term impact on policy development at the regional or municipal level if further efforts of the IOM are carried out.

**Sustainability (rating: Good – 3):** The project considered sustainability in its inception in that its aim was to create a long-term resource on internal migration and strategic guidelines that would support the development of policies. The UDAPE was positioned as the leading organisation in the project in order to ensure continuity after the project closure. In addition, several measures were also taken after the close of the project to ensure that there was a follow-up by the UDAPE. The IOM organised meetings with new government officials to raise awareness about the two reports and uptake of the guidelines. The integration of a broader range of stakeholders and officials on a municipal level in the dissemination was mentioned as a possible action to ensure sustainability.

## Conclusions and recommendations

This evaluation found that the project was able to produce data on internal migration and the necessary guidelines, thereby helping government entities become more aware of the needs of internal migrants and adapt or develop public policies accordingly. It was conducted effectively with efficient use of resources. Considering the challenging environment, it was successful in creating a resource that can potentially support the government in developing policies that consider internal migration trends. At the time of this evaluation, however, no policies had been implemented which integrated internal migration. This was likely also due to the two changes in government that followed the project and the global Covid pandemic. Nevertheless, the organisations involved, particularly IOM and the UDAPE continue with efforts to raise awareness and accompany officials in the six relevant sectors in their planning processes. A review of the project documentation and feedback from interviewees indicated that some additional efforts may have helped create a stronger and more long-term impact. These points are reflected in the following conclusions and recommendations.

### A. Approval processes

Given the experience with the government in the country, the project may have anticipated delays in the collaboration such as extended approval processes and calculated extra time for the project.

**Recommendation:** for IOM Bolivia

- For future projects, calculate extra time for projects that involve approval processes and collaboration agreements with the government entities.

## **B. Plan of action**

Feedback from interviewees indicated that the strategic guidelines did not receive enough uptake and may have benefitted from a more concise follow-up and implementation with clear communication on how to translate the data from the comparative study into policies.

**Recommendation:** For IOM Bolivia

- For future projects with guidelines as an output, develop an accompanying plan of action for their integration into government entities (with briefings, capacity building and support) and allow project time to do this (at least six months).

## **C. Stakeholder involvement**

Although a broad range of government stakeholders were involved, including officials from the MPD responsible for the sectors identified in the reports, feedback from interviews indicated that it lacked a broader presence of regional and municipal authorities, as well as participation from other international institutions and Civil Society (CS).

**Recommendation:** For IOM Bolivia

- For future similar projects, broaden the scope of stakeholders consulted and involved, for example involve CS as advocates for the project's outputs as appropriate and involve regional and municipal authorities to get the information to the local level.

## **D. Record keeping**

Better record keeping would have facilitated the monitoring and evaluation of the project, considering that the list of attendees to meetings and notes from discussion groups and workshops of the project were often handwritten and difficult to read.

**Recommendation:** For IOM Bolivia

- For future similar projects, ensure that meeting notes and lists of attendees are properly taken, documented, and uploaded onto PRIMA, annexed to the interim reports to facilitate reporting, monitoring and evaluation.

## **E. Project follow-up and handover**

The project did not include an official handover because it was said to have taken measures to secure ownership from the appropriate government partner (the UDAPE) at the onset to ensure their lead for the implementation and secure a commitment in the follow up. However, the project was not designed with a follow-up plan for the organisation. This conclusion also confers with the recommendation of six other IDF-

funded projects (CT.0985, PO.0065, MA.0379, LM.0210, RT.1297, and LM.0309) evaluations to set out clearer a follow-up plan at the end of the IDF-funded project and possibly have it as a project deliverable. There are also certain measures that could still be taken by IOM Bolivia to ensure a follow-up of the project's results.

**Recommendation:** For IOM Bolivia

- To sustain the results of this project, continue to monitor to what extent the six sectors have integrated the project's findings within their policies on internal migration.

**Recommendation:** For all IOM units implementing IDF projects:

- IDF projects should have a sustainability and follow-up plan as part of the final report.

## Glossary of Terms

CNPV	Censo Nacional de Población y Vivienda (National Population and Housing Census)
CS	Civil Society
CNM	Consejo Nacional de Migración (National Migration Council)
DAC	Development Assistance Committee
ECO	Economic Cooperation Organization
EU	European Union
IDF	IOM Development Fund
IDIS	Instituto de Investigaciones Sociológicas (Sociological Research Institute)
IFAD	International Fund for Agricultural Development
INE	Instituto Nacional de Estadísticas de Bolivia (National Statistics Institute of Bolivia)
IOM	International Organisation for Migration
MPD	Ministerio de Planificación del Desarrollo (Ministry of Development Planning)
CNM	Consejo Nacional de Migración (National Migration Council)
NGO	Non-Governmental Organisation
PNDES	Plan Nacional de Desarrollo Económico y Social (National Economic and Social Development Plan)
PM	Project Manager
RIA	Rapid Integrated Assessment
RM	Results Matrix
SDC	Swiss Agency for Development and Cooperation
ToR	Terms of Reference
UDAPE	Unidad de Análisis de Políticas Sociales y Económicas (Unit for Analysis of Social and Economic Policies)
UN	United Nations
UMSA	Universidad Mayor de San Andres (Higher University of San Andres)

## 1. Introduction

<b>Project for Ex-Post Evaluation</b>	BO10P0001/CE.0350
<b>Duration of the Project</b>	24 months (01-11-2016 to 31-10-2018)
<b>Budget (USD)</b>	USD 100,000.00
<b>Donor</b>	IOM Development Fund (IDF)
<b>Countries covered</b>	Bolivia
<b>Evaluation</b>	External Independent Ex-post Evaluation
<b>Evaluation Team</b>	Owl RE Research and Evaluation
<b>Evaluation Period</b>	January 2021 – May 2021

The following report is an ex-post evaluation of the project *BO10P0001/CE.0350: Strengthening Internal Migration Policies in Bolivia* managed by the International Organization of Migration (IOM) and funded by the IOM Development Fund (“the Fund” or IDF).

This ex-post evaluation was commissioned by the Fund and was carried out by Patricia Goldschmid, of the Owl RE research and evaluation consultancy in Geneva, from January to May 2021. The evaluation focused on five main OECD-DAC<sup>4</sup> evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability. Human rights and gender equality were integrated into the evaluation criteria, where relevant.

## 2. Context of the evaluation

Since 2016, the Plurinational State of Bolivia (here forth referred to as Bolivia) has had an increasing rate of migration with internal migration as one of the main factors influencing the demographic process. At the same time, due to socio-economic and cultural factors, there is an absence of data and analysis of migration processes, including sectorial or disaggregated analyses to guide sectorial planning.

According to the results of a 2012 Census<sup>5</sup> (the most recent national census), rural-urban migration and population growth in Bolivia was identified as a constant process and urban conglomerations would continue to grow in importance. However, this growth was also considered as lacking in planning. The initial proposal for the project emanated from the need to improve information about internal migration as a basis for the development of relevant policies.

---

<sup>4</sup> Organisation for Economic Co-operation and Development - Development Assistance Committee; “DAC Criteria for Evaluating Development Assistance”:

<http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

<sup>5</sup> National Statistics Institute; Bolivia Population and Housing Census 2012 (Censo Nacional de Población y Vivienda 2012) <https://www.ine.gob.bo/?s=censos+2012>.



The project was implemented together with the Unit for Analysis of Social and Economic Policies (UDAPE), INE, and IDIS. It included two components:

- (1) a study that analysed the trends, characteristics and determinants of internal migration in relation to six strategic sectors<sup>6</sup>, and;
- (2) a document of strategic guidelines with sectorial orientation based on the results of the study of component one.

The project ran from 1 November 2016 to 31 October 2018 and was implemented by the IOM office in La Paz, Bolivia. Three no-cost extensions were allocated to the project, the first was a six-month extension in November 2017, the second, a two-month extension in April 2018 and the third, a four-month extension in June 2018.

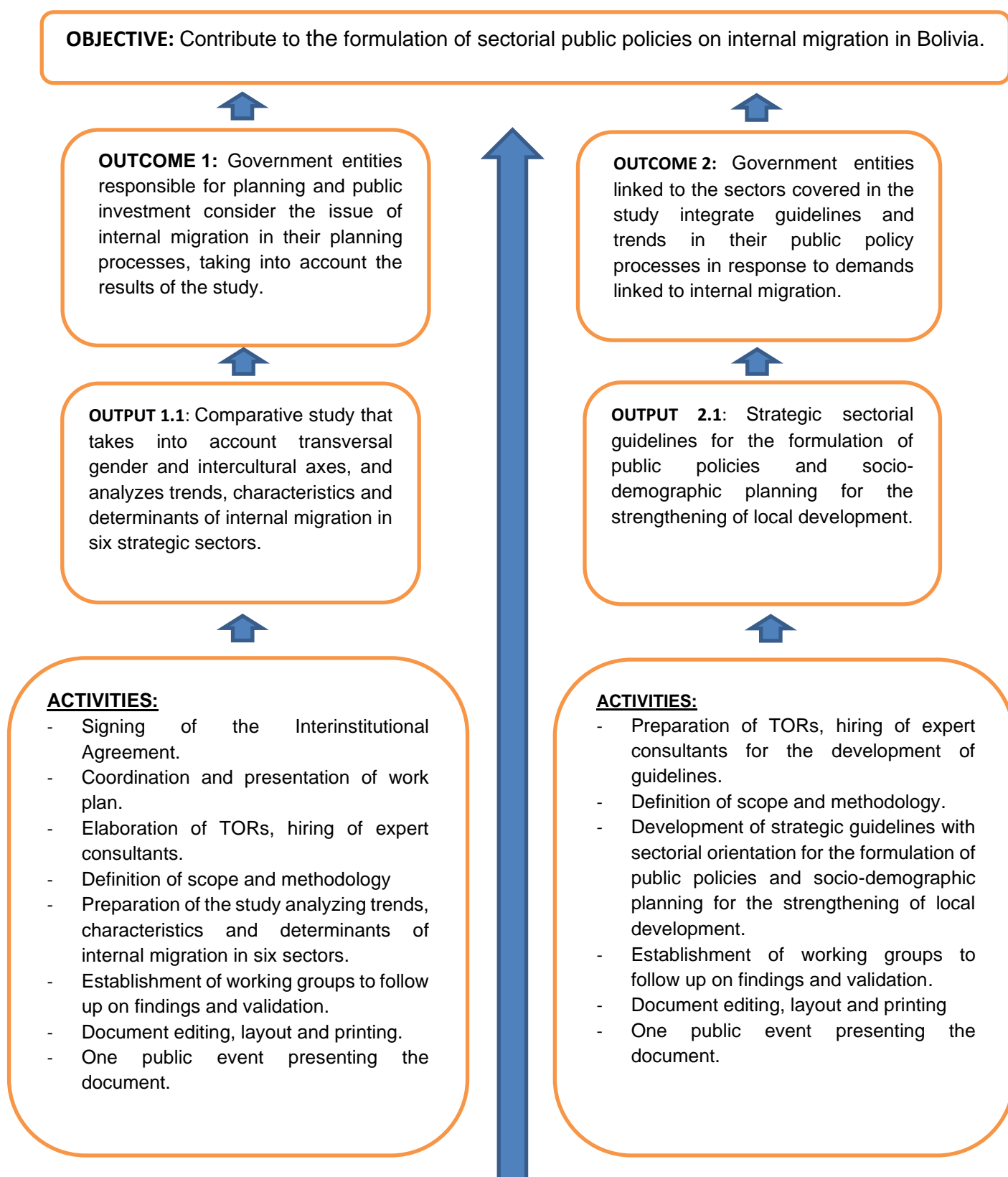
The evaluation was carried out primarily through a desk review of available data and documents and key informant interviews conducted remotely with 13 internal and external project stakeholders.

---

<sup>6</sup> Urbanisation, housing, education, employment, health and environment.

The Results Matrix (RM) of this project is reproduced below to illustrate the intervention logic foreseen for the project.

**Figure 1: The Results Matrix**



### 3. Evaluation purpose and objectives

#### 3.1. Purpose and objectives

The purpose of the evaluation was to assess the relevance of the project to its stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well were cross-cutting themes of human rights and gender mainstreamed in the project, and if the desired effects are sustainable, and/or have the prospects of sustainability.

The evaluation aimed to promote transparency and accountability to assist the Fund in its decision-making, to better equip staff to make judgments about the project and to improve effectiveness where possible and with regard to future project funding.

The primary objectives of the evaluation were to:

- (a) Assess the relevance of the project's intended results;
- (b) Assess the relevance of the Theory of Change (when used since it is not required by the IOM Project Handbook) and design of the results matrix and the extent to which the objective, outcomes and outputs are well formulated; the indicators were SMART and baseline and targets appropriate;
- (c) Assess the effectiveness of the project in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;
- (d) Assess the efficiency and cost-effectiveness of project implementation;
- (e) Assess the impact prospects and outcomes to determine the entire range of effects of the project (or potential effects) and assess the extent to which the project have been successful in producing expected change;
- (f) Assess the sustainability of the project's results and benefits (or measures taken to guarantee it) or prospects for sustainability;
- (g) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (h) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund in its decision-making about future project funding.

These objectives are operationalised in a series of evaluation questions and indicators (see section 3.3 below).

The findings, recommendations and lessons learned from this evaluation are to be used by the IOM Bolivia, the IOM Regional Office in Argentina, and all IOM units implementing IDF projects and the Fund, as described in the following table.

**Table 1: Evaluation Intended Uses and Users**

<b>Intended Users</b>	<b>Intended Uses</b>
IOM Office Bolivia and IOM Regional Office in Argentina	<ul style="list-style-type: none"> <li>- To improve identification of country's needs and alignment of IOM's interventions with national, regional and global development agendas;</li> <li>- To improve identification of and alignment of IOM's interventions with national, regional and global development and migration agendas.</li> <li>- To improve efficiency and effectiveness of future project implementation.</li> <li>- To demonstrate accountability of project implementation and use of resources.</li> <li>- To identify specific follow-up actions/initiatives and project development ideas.</li> <li>- To document lessons learned and best practices.</li> </ul>
All IOM units implementing IDF projects	<ul style="list-style-type: none"> <li>- To improve efficiency and effectiveness of current and future IDF funded projects.</li> </ul>
IDF	<ul style="list-style-type: none"> <li>- To assess value for money.</li> <li>- To use the findings and conclusions in consideration of future project funding approval.</li> </ul>

### **3.2. Evaluation scope**

The evaluation covered the country of Bolivia with the time period of the project's duration from 1 November 2016 to 31 October 2018 and was implemented in La Paz, Bolivia. The total timeframe of the project was 24 months including three no-cost extensions in November 2017, April 2018 and June 2018.

Stakeholders interviewed were chosen based on the extent of their involvement in the project and their availability for consultation given the current constraints linked to the COVID-19 pandemic. They were identified in collaboration with the IOM project manager and co-project manager, as well as with the local representative who supported with the implementation of the project. The Terms of Reference for the evaluation are available in Annex 1. The Inception Report is available in Annex 2. The list of interviewees is available in Annex 3. The main documents consulted are listed in Annex 4.

### **3.3. Evaluation criteria**

The evaluation focused on the following five main evaluation criteria, based on the OECD/DAC guidelines: relevance, effectiveness, efficiency, impact and sustainability. Gender and human rights were also mainstreamed, where pertinent. In response to the evaluation purpose and scope, the evaluation focused on 23 out of the 26 evaluation questions found in the evaluation matrix (as outlined in the Inception Report in Annex 2). Responses to cross-cutting questions were integrated across the findings.

## **4. Evaluation methodology**

The evaluator used a participatory and mixed methods approach, involving and consulting with the relevant stakeholders as much as possible and integrating this

approach into the methodology as feasible. Data was collected from a number of different sources in order to cross validate evaluation findings.

#### 4.1. Data sources and collection

Two data collection methods were employed to ensure reliability of data:

- 1) Desk review of available data and documents (see annex 4);
- 2) Key informant interviews conducted remotely with IOM and stakeholders involved in the project.

#### 4.2. Data sampling

A sample of 13 stakeholders involved in the project were interviewed remotely. The stakeholders included:

- 3 IOM staff in Bolivia
- 5 Government representatives
- 2 academics
- 1 UN organisation
- 2 consultants

(See annex 3 for the complete list of persons interviewed).

#### 4.3. Data Analysis

Quantitative and qualitative approaches were used to analyse findings from the document review and interviews. This approach was also used to assess the achievements of the results matrix and accompanying project documentation. Triangulation (reviewing two or more sources of data) was used to corroborate findings and to substantiate findings and to underline any weaknesses in the evidence. For each evaluation criteria, a rating was determined based on the following scale:

**Table 2: Evaluation criteria and scaling**

Evaluation Criteria Scaling		Explanation	Supporting evidence
5	Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention.	<i>Supporting evidence will be detailed for each rating given.</i>
4	Very good (Almost always)	There is an evidence of good contribution but with some areas for improvement remaining.	
3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but requirement for continued improvement.	

2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution, but significant improvement required.	
1	Poor (Never or occasionally with clear weaknesses)	There is low or no observable contribution.	

#### 4.4. Limitations and proposed mitigation strategies

In total, four limitations and challenges were identified for the evaluation and detailed in the Inception Report. The following table describes these limitations and how they were addressed.

**Table 3: Limitations and challenges**

No.	Limitation	How these limitations were addressed
1	Timing: IOM staff / stakeholders and beneficiaries might not always be available to provide input.	Despite the remote nature of this evaluation, stakeholders and beneficiaries were available for interviews via online platforms. All interviewees were willing to participate remotely.
2	Objective feedback: interviewees may be reticent to reveal the factors that motivate them or any problems they are experiencing or being transparent about their motivation or about internal processes.	This did not materialise as a major obstacle; interviewees were transparent, objective and open in their responses. All external interviews were conducted without the presence of IOM staff.
3	A change in government triggered a reorganisation of departments and staff, which means that many of those involved in the project were no longer available for interviews.	Many staff had moved onto other positions, however, key persons from the main partners in the project were available for interviews including the two consultants who worked on the two main products of the project.
4	The global COVID-19 pandemic: the situation meant that travel was a challenge, and an onsite visit was not possible. In addition, some interviewees were not as easily accessible.	Additional time was allocated for Interviews and the meetings were conducted remotely via online platforms

## 5. Findings

The project contributed to improved knowledge and understanding about internal migration trends in Bolivia among key government officials. It was designed with a logical connection between the objective and the outcomes, and the two outputs were considered as a relevant contribution to migration management in the country. The

outcomes and outputs remain relevant as the study was still the only updated reference on internal migration at the time of this evaluation.

The project was found to be managed efficiently and cost-effectively. However, three no-cost extensions prolonged the project by 12 months.

The impact of the project was assessed as “adequate” due to the fact that while increased awareness about migration could be identified, no policies had been developed as a result of the project’s study and guidelines at the time of the evaluation. The project considered sustainability in its inception in that its aim was to create a long-term resource on internal migration and strategic guidelines that would support the development of policies. It also designated a key government partner as the project lead to secure ownership and ensure continuity after the project close.

The table below summarizes the findings and provides a rating for each evaluation criteria:

**Table 2: Summary evaluation findings per criteria**

<b>Evaluation criteria and rating</b>	<b>Explanation</b>	<b>Supporting evidence</b>
<b>Relevance</b> <b>4 – Very Good</b>	The project was assessed as relevant, aligned with national priorities to compensate for a gap in information about internal migration tendencies during a time of increasing movements within the country. It was designed in collaboration with government and academic entities as partners in the project and integrated representatives within the MPD responsible for the six sectors identified in the project.	Existing documentation including Census reports 2001 and 2012; stakeholder feedback on migration trends and a need for current information about internal migration trends.
<b>Effectiveness</b> <b>3 – Good</b>	The objective was assessed as partially achieved. The two outputs produced contributed to increasing knowledge among government officials, however, few acted to implement new policies as a result. Interview feedback indicated that there was some uptake with the strategic guidelines created by the project, however, many mentioned that the guidelines were not highlighted enough and lacking clear action points.	Interviewees and documentation confirmed project achievements (or lack thereof), as well as challenges/obstacles.
<b>Efficiency and Cost Effectiveness</b>	The project was found to be managed mostly efficiently and cost-effectively with financial	Available project reports. Budget reporting and documentation.

<p><b>3 – Good</b></p>	<p>resources used appropriately and all activities carried out within the set budget. The workplan and budget were adapted according to the three no-cost extensions, which prolonged the project by 12 months but did not influence the projects outputs.</p>	
<p><b>Outcomes and Impact</b></p> <p><b>2 – Adequate</b></p>	<p>The impact was assessed as “adequate” due to the fact that no policies had been developed as a result of the project’s comparative study and strategic guidelines at the time of the evaluation. Nevertheless, positive aspects were noted such as the value of the project’s study, which remains an important reference for internal migration in the country. The guidelines were also considered as having the potential to still have a long-term impact on policy development at the regional or municipal level if further efforts were carried out to promote the reports.</p>	<p>Examples of short-term and long-term positive changes seen in documentation as well as shortcomings identified in stakeholder interviews.</p>
<p><b>Sustainability</b></p> <p><b>3 - Good</b></p>	<p>The project considered sustainability in its inception by aiming to create a long-term resource on internal migration and strategic guidelines that would support the development of policies. The UDAPE was positioned as the leading organisation in the project in order to ensure continuity after the project closure. In addition, several measures were also taken after the closure of the project to ensure follow-up with new government.</p>	<p>Evidence provided through interviews and in documentation.</p>

### Relevance – 4 – Very Good

The project was assessed as relevant, aligned with national priorities to compensate for a lack of information about internal migration tendencies during a time of increasing movements within the country. The last available information on migration was published in the national Census reports of 2001 and 2012<sup>7</sup>, conducted by the INE.

<sup>7</sup> INE: Censo de Población y Vivienda 2001 & 2012



The project was designed in collaboration with the UDAPE, a decentralized unit linked to the MPD, the national statistics institute INE, and the IDIS, the Sociological Research Institute of the UMSA.

The project had a logical connection between the objective, outcomes and activities. Human rights were inherently considered in the project, while gender was less prevalent except for the use of gender categories for the identification of tendencies in the main study.

### **1. Is the project aligned with national priorities and strategies, government policies and global commitments?**

**Finding:** The project was considered relevant as it was aligned with a national interest to improve information about internal migration in the country and to develop necessary policies accordingly. The project was developed in cooperation with government entities including the UDAPE, which is part of the Ministry of MPD, the INE, and the academic partner IDIS, part of the UMSA.

The project was relevant in that it addressed a national lack of data about internal migration trends. The last available information was published in the national Census Reports conducted by the INE in 2001 and 2012<sup>8</sup>. In addition, there was a lack of policy on internal migration in the country. While the country had a National Economic and Social Development Plan (Plan Nacional de Desarrollo Social - PNDS) 2016 to 2020, it did not cover the dimensions and development potential of internal migration.

According to interviews conducted, at the time of the project, significant changes in migration trends had been noted, with increasing internal movements to the major cities and from the South to North. This meant that there was a need for policies to manage the migrants settling in certain areas, particular on a regional and municipal level. The project sought to create a comparative analysis at the sectorial level in urbanisation, housing, education, employment, health, and environment, which would highlight the specific problems and needs to be addressed with respect to internal migration through recommended guidelines for the implementation of policies.

### **2. To what extent were the needs of beneficiaries and stakeholders taken into account during project design?**

**Finding:** The project was designed in collaboration with government partners UDAPE and INE, as well as the academic institution IDIS. An agreement with key responsibilities for each entity was established and signed by all partners at the onset of the project. A broader range of stakeholders including representatives from the sectors were invited to workshops throughout the project presenting progress updates and calling for feedback on specific regional needs. International organisations and CS were not involved in the project but were invited to the launch of the two reports.

---

<sup>8</sup> INE: Censo de Población y Vivienda 2001 & 2012

The project was designed in collaboration with major government partners such as the UDAPE, and the INE, as well as the academic institution IDIS. An agreement with key responsibilities for each partner was signed by all participants at the onset of the project with UDAPE designated as taking on the lead role in the project. Representatives from the identified sectors, international organisations and CS were invited to the launch of the reports, however they were not part of the project development. No private organisations were found to have been involved in the project contrary to what was stated in the objective indicator.

While the stakeholders interviewed confirmed that the approach was participatory, with ongoing meetings between the main partners (IOM, INE, IDIS, and UDAPE), some felt that their input was not considered enough. Through the involvement of the MPD, the project was able to integrate a national entity responsible for developing policy guidelines, including for the six sectors identified in the project. However, this was seen as a national perspective and since an important part of the study aimed at influencing policy development at a regional and municipal level, some interviewees highlighted a need to better reach out to the relevant responsible regional and municipal authorities from each sector as well. In doing so, this could have better ensured buy-in as well as a stronger impact and sustainable result for the project (see sections on impact and sustainability).

### 3. Was the project well designed according to IOM project development guidelines?

**Finding:** The project was designed with a logical connection between the objective and the outcomes. The two outputs were considered as a relevant contribution to migration management in the country. The RM was developed with two outcomes and two outputs with up to between six to eight relevant activities to support the overall project objective

The project was well designed with a logical connection between the objective to “contribute to the formulation of sectorial public policies on internal migration in Bolivia” and the two outcomes. The two products developed (comparative study and strategic sectorial guidelines) were appropriate for the context in the country.

The RM was developed with two outcomes and two outputs with up to between six to eight relevant activities to support the overall project objective (see Figure 1).

**Table 5: Evaluation Assessment of the Project Results Matrix Vertical Logic**

Vertical Logic	Analysis and suggested alternatives
<p><b>Objective:</b> <i>Contribute to the formulation of sectorial public policies on internal migration in Bolivia.</i></p>	<p>The objective was appropriate for the project but could have been more specific by including the sectors targeted. It could have measured the extent to which policies/strategies and programmes had been developed as a result.</p>

<p><b>Indicator:</b> Number of governmental entities as well as public and private actors linked to the migration issue that have knowledge and useful and adequate instruments for the formulation of public policy.</p> <p><b>Baseline:</b> 0  <b>Target:</b> <i>3 public entities have knowledge and tools that allow them to consider internal migration processes and the impact they generate in each of the strategic sectors for development and poverty reduction.</i></p>	<p>Similarly, the indicator could have stated more clearly that it aimed specifically at the sectorial policies. Private actors were not involved in this project and do not seem an appropriate target for a project that aims to influence public policy development.</p> <p>The target (only 3 public entities) does not align well with the objective. It should read that public policies are drafted in the specific public sectors, i.e., health, housing, urbanization, education, employment and environment.</p>
<p><b>Outcome 1:</b> Government entities responsible for planning and public investment consider the issue of internal migration in their planning processes, taking into account the results of the study.</p> <p><b>Indicator:</b> Number of government entities that plan and integrate internal migration issues in their planning processes.</p> <p><b>Baseline:</b> 0  <b>Target:</b> <i>at least 3 government entities</i></p>	<p>The outcome was appropriate for the objective, but the wording could have been stronger to incite more commitment from governments. For example:</p> <p><i>Government entities responsible for planning and public investment include the issue of internal migration in their planning processes, based results of the study.</i></p> <p>Similarly, the indicator could have integrated stronger wording. For example:</p> <p><i>Number of government entities that “commit formally” to integrating internal migration issues in their planning processes.</i></p>
<p><b>Output 1.1.:</b> A comparative study, taking into account the cross-cutting themes of gender and interculturality, which analyses the trends, characteristics and determinants of internal migration in six strategic sectors.</p> <p><b>Indicator:</b> a. A sectorial study housing, urbanization, education, employment, health and environment in relation to the internal migration process, validated, published and disseminated, b. An event presenting the document; c. Number of prints distributed to government entities.</p> <p><b>Baseline:</b> a. 0, b. 0, c.0  <b>Target:</b> <i>a. 1 document, b. 1 event, c. 500</i></p>	<p>The output was assessed as appropriate; however, gender was mentioned only in the output but not throughout the other strategic sections of the plan.</p> <p>Similarly, the indicator does not measure the output in terms of gender.</p>
<p><b>Outcome 2:</b> Government entities linked to the sectors covered in the study integrate guidelines and trends in their public policy processes in response to demands linked to internal migration.</p> <p><b>Indicator:</b> Number of government entities integrating guidelines and trends for internal migration into their public policy processes.</p> <p><b>Baseline:</b> 0  <b>Target:</b> <i>At least 5 government entities</i></p>	<p>The outcome and indicators were appropriate for the objective.</p>

<p><b>Output 2.1.:</b> A document with sectorial strategic guidelines for the formulation of public policies and socio-demographic planning for the strengthening of local development.</p> <p><b>Indicator:</b> a. The validated, published and disseminated sectorial strategic guidelines document; b. An event presenting the document; c. Number of prints distributed to government entities.</p> <p><b>Baseline:</b> a. 0; b. 0; c. 0  <b>Target:</b> a. 1; b. 1; c. 500</p>	<p>The output was assessed as appropriate. However, it should have been accompanied by an activity covering a dissemination / advocacy strategy for buy-in and application.</p>
---	---

**4. To what extent do the expected outcome and outputs remain valid and pertinent as originally intended in terms of direct beneficiary needs?**

**Finding:** The expected outcomes and outputs remain valid to date. The comparative study was still the only reference on internal migration at the time of this evaluation as the new Census study, set to be published in 2022 was said to be delayed due to the change in government and the current global Covid pandemic. Similarly, the guidelines were seen as a potential reference for the new government in place since November 2020 if adequately promoted.

The outcomes and outputs remain relevant as the study produced by the project was the only updated reference on internal migration to date. The next Census study was to be developed and published in 2022, however, according to interviews the publication was said to be delayed due to the current Covid pandemic and changes in government. The pandemic combined with a new government in place since 2020 was confirmed as a challenge particularly on a regional and municipal level, as the focus in government was on other priorities such as health and economic development instead of migration. However, both outputs will remain a resource for governments to use if properly promoted (see sustainability section).

**5. Were the management practices appropriate for achieving the expected outcome?**

**Finding:** The management practices were considered appropriate for the achievement of the expected outcomes. Roles and responsibilities were distributed in the partnership agreement signed by the relevant entities and regular meetings were held throughout the duration of the project with partners and other key stakeholders.

The management practices were appropriate for achieving the expected outcomes. Meetings were held with the government entities from the onset and throughout the project. A partnership agreement was signed by all parties with IOM as coordinator of the project and each partner assigned specific roles in the project.

All partners were responsible for supporting IOM in the coordination of the project and general decision making. UDAPE was assigned as the lead on operational and

methodological processes, the selection and coordination of specialists, review of recommendations and report approvals, and lead on dissemination of the study and guidelines. INE was seen as a support for UDAPE, particularly with the methodological approach and management of specialists, while IDIS was an academic support, providing information and supporting UDAPE and INE on the methodology of the data collection and analysis and the formulation of the strategic guidelines, as well as promoting dissemination.

The two products were developed in a collaborative process, although some interviewees felt that not all were consulted equally as described above.

## 6. How adequately were human rights and gender equality taken into consideration during the project design and implementation?

**Finding:** Human rights was inherently part of the project as it aimed to sought to bridge a gap in information about internal migration and help the government develop policies to help internal migrants through key sectors relevant for their well-being. Gender was considered as a cross-cutting issue with interculturality as part of the disaggregated information for the analysis in the reports, however it was not a topic that was specifically highlighted as such.

Bolivia has a migration law<sup>9</sup>, which guarantees and promotes the fundamental rights of migrants. However, it does not incorporate in its content efforts for the rights of internal migrants specifically. In this way, human rights were considered in that the project sought to support the government in developing policies that would assist internal migrants in their new environment through the sectors of urbanisation, health, employment, education, housing, and environment.

Gender was considered as a cross-cutting issue with interculturality as part of the disaggregated information for analysing the trends, characteristics, and determinants of internal migration in six strategic sectors, which objectively shows the specific needs and problems to be addressed with regard to internal migration. However, according to interviewees, it was not highlighted specifically in the two documents.

## 7. Is the project in line with IOM/IDF priorities and criteria?

**Finding:** The project was found to be well aligned to IOM and the Fund's priorities and criteria. It supported two of IOM's current strategic focuses, MIGOF and IDF's eligibility criteria.

The project was found to support three points delineated in IOM's current strategic focus<sup>10</sup>. Most importantly, it addresses:

---

<sup>9</sup> Law No. 370 of May 8, 2013, on Migration has as its main objective to regulate the entry, transit, stay and departure of people in the territory of the Plurinational State of Bolivia, and establish institutional coordination spaces that guarantee the rights of Bolivian and foreign migrants, in accordance with the Political Constitution of the State, the International Instruments on Human Rights ratified by the State and current regulations.  
<https://www.migracion.gob.bo/index.php?r=content%2Fdetail&id=604&chid=12#>

<sup>10</sup> IOM mission and strategic focus: [https://www.iom.int/sites/default/files/about-iom/iom\\_strategic\\_focus\\_en.pdf](https://www.iom.int/sites/default/files/about-iom/iom_strategic_focus_en.pdf)

- No. 3: To offer expert advice, research, technical cooperation and operational assistance to states, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters.
- No. 4: To contribute to the economic and social development of states through research, dialogue, design, and implementation of migration-related programmes aimed at maximizing migration's benefits.
- No. 12: To support the efforts of states in the area of labour migration, in particular short-term movements, and other types of circular migration.

The project also supports IOM's Migration Governance Framework (MiGOF), notably through principles 2 "Formulating policy using evidence and a "whole-of-government" approach", and 3 "Engagement with partners to address migration and related issues", as well as objective 1 "Advance the socioeconomic well-being of migrants and society".

The project also responded to key points in IDF's eligibility criteria<sup>11</sup>, particularly given that the focus was on reinforcing the national capacity to develop policies on internal migration through research and studies.

### Effectiveness - 3 – Good

The project's objective and two outcomes were assessed as partially achieved. The two outputs produced were considered as valuable in providing a basis of information about migration that was missing in the country. However, some feedback indicated that while there was some uptake of the strategic guidelines, many felt that they were not highlighted enough and lacking clear action points for the sectorial representatives to understand how to translate the information into the appropriate policies.

#### **8. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix?**

**Finding:** The objective was assessed as partially achieved with government officials demonstrating increased knowledge about internal migration trends but few acting to implement policies. This was also partially due to the changes in government between the project close and the time of this evaluation.

The objective and two outcomes were assessed as partially achieved. The two outputs were seen as very valuable in providing government entities with a resource of data about migration trends and tools to address them. However, according to interviews, while there was strong awareness about the comparative document, few were aware of the strategic guidelines which presented the instruments for the formulation of public policies. Similarly, interviewees noted that even those who were aware, were lacking clarity about action points on how the data in output 1 could be translated into policies.

---

<sup>11</sup> IDF eligibility criteria: <https://developmentfund.iom.int/eligibility-criteria>

The following table provides an assessment and analysis of the project's objective, outcomes, outputs and activities.

**Table 6: Assessment and Analysis of the Results Matrix**

<b>Results Matrix element</b>	<b>Level of achievement</b>	<b>Analysis</b>
<b>Objective:</b> Contribute to the formulation of sectorial public policies on internal migration in Bolivia.	<b>Partially achieved</b>	The objective was seen as partially achieved. A comparative research study and strategic guidelines were published and disseminated, which contributed to increased awareness and understanding about internal migration trends in Bolivia among the government entities. However, at the time of this evaluation no policies had been developed as a direct result of the project. This was partially also due to the fact that there were two major changes in government since the onset of the project, the most recent in November 2020 in addition to the global Covid pandemic, which prevented further initiatives and follow up.
<b>Outcome 1:</b> Government entities responsible for planning and public investment consider the issue of internal migration in their planning processes, taking into account the results of the study.	<b>Partially achieved</b>	The outcome was assessed as partially achieved in that that government entities had knowledge and awareness of the documents and their contents. However, while there were some steps indicating possible changes, the relevant entities had not integrated the issue of internal migration into their planning processes. The national economic and social development plan as well as the national statistical strategy were in the process of being developed. However, this evaluation could not confirm that the information in the two project outputs would be integrated due to the fact that the publication was incurring delays as a result of the changes in government and the global Covid pandemic.
<b>Output 1.1:</b> <i>A comparative study document, taking into account the cross-cutting themes of gender and interculturality, which analyses the trends, characteristics and determinants of internal migration in six strategic sectors.</i>	<b>Achieved</b>	The comparative study titled "Internal Migration in Bolivia" was published in October 2018 with 1500 copies reported as having been printed. A public event was organised to launch the publication after the close of the project on 14 November 2018 with 77 copies were distributed at the event and 63 copies delivered directly to the authorities responsible for strategic planning in the relevant sectors.

		While the study did consider cross-cutting issues such as interculturality, as well as the trends, characteristics and determinants of internal migration in six strategic sectors, gender was emphasized to a limited extent.
<b>Output 1.1. Activities</b>	<b>Achieved</b>	All activities were reported as achieved.
<b>Outcome 2:</b> Government entities linked to the sectors covered in the study integrate guidelines and trends in their public policy processes in response to demands linked to internal migration.	<b>Not achieved</b>	The outcome was evaluated as not achieved. While some government entities confirmed having some awareness of the guidelines, this evaluation could not confirm that the entities had integrated the guidelines and trends for internal migration into their public policy processes. This was thought to be partially due to the two major changes in government, the latest in October 2020.
<b>Output 2.1.:</b> <i>A document with sectorial strategic guidelines for the formulation of public policies and socio-demographic planning for the strengthening of local development.</i>	<b>Achieved</b>	A document with strategic guidelines for the six sectors (health, education, housing and urbanism, employment and environment) was published in October 2018. 1500 copies were printed, and 77 copies were distributed at the event held on 14 November 2018 to launch the publication. 63 copies were said to have been disseminated directly to the authorities responsible for strategic planning in the relevant sectors. Some of the government officials interviewed were only aware of the launch of the comparative study but did not recognise the strategic guidelines.  The government entities were said to have knowledge of the document and could use it as a strategic instrument for the formulation of public policy, however at the time of this evaluation none had done so.
<b>Output 2.1. Activities</b>	<b>Achieved</b>	All activities were achieved, however while most were aware of the comparative study there was little awareness among interviewees about the guidelines as part of the launch at the public event.

**9. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent were the target beneficiaries been involved in the processes?**

**Finding:** The project worked closely with key partners UDAPE, INE and IDIS including an official partnership document stipulating the roles of each organisation. The core partners were selected appropriately with continued ongoing collaboration.



In addition, the national entity MPD responsible for the country's development plans and the responsible entities for the sectors identified in the project were invited to regular workshops updating progress on the project. Focus group discussions were also held with internal migrants to support the identification of trends and needs.

Throughout the project, collaboration with the key partners UDAPE, INE and IDIS was effective. The project incorporated a cooperation agreement, implementation strategy and a work plan involving all the project partners, on the basis of a work plan created and approved jointly by the IOM, UDAPE, INE, and IDIS, with UDAPE as the lead organisation in the process. The project also focused on working with the MPD with representatives responsible for each of the six sectors invited to participate in the workshops held to update stakeholders on the project. The combination of partner organisations in the project was recognised as valuable by those involved in the project, as shown by the following quotation from a participating government entity:

*“IOM was good at identifying key allies. UDAPE is a very good partner to have in the public sector together with the INE (more technical) also public institution but away from government. The combination was very good.”*

While partners did confirm having been integrated into the project some felt that not all entities had equal weight in terms of decision making and involvement in terms of the development of the project, and for aspects such as the selection of consultants and finalization of outputs for example.

In addition, focus group discussions with internal migrants were held as qualitative support for the identification of trends and needs in the comparative study. Workplans were developed with the direct partners including the UDAPE, INE, and IDIS. Further, ongoing workshops and roundtables were held with partners and members of the ministries responsible for the sectors identified in the project.

Some interviewees mentioned that more efforts should have been made to involve authorities and municipal entities from the six sectors. It was thought that if they had been integrated, the guidelines would have had a greater impact (see impact section).

What was said to have been missing was a broader participation of stakeholders such as CS and international organisations or other research centres. These were seen as having had the potential to support with advocacy about the project outputs and the implementation at a regional or municipal level. The lack of CS involvement was, however, said to be partially due to the fact that a consortium of organisations working on migration had been established but then ceased its activities in 2012<sup>12</sup> and as a result only a limited number of CS groups were working on migration issues and none were working on internal migration specifically.

---

<sup>12</sup> Until 2012 Bolivia had a networked civil society group focused on migration with roundtable of experts in migration topics. Since then, this group was said to have been inactive due to less support and impulse from the government. Some of the actors participated in the project's workshops.

**10. What major internal and external factors influenced (positively or negatively) the achievement of the project's objectives and how were they been managed?**

**Finding:** External factors that influenced the project positively included the strong link established with the partners and a positive change in the consultancy. Internal factors that had a positive influence were linked to IOM's experience with previous projects that had successfully developed comparable products such as studies and guidelines. More negative external factors that influenced the project included the frequent changes in government, the lack of a broader scope of stakeholders, while internal negative internal factors included delays with partners reviewing agreements and reports.

The following **positive factors** which influenced the results of the project were identified:

***External:***

- **Strong link with participating entities:** The project developed a strong link with the key partners from the onset. The fact that a larger government body such as the MPD was also involved helped bring the topic to the necessary levels for visibility.
- **Change in consultant:** The consultant who was brought in to replace the initial consultant hired for the comparative study had very relevant experience. Having worked on the census reports in 2001 and 2012, the consultant had a clear understanding of the available data and how it could complement the study and what gaps that needed to be addressed.

***Internal:***

- **IOM Experience with previous projects:** The project was preceded by another IDF project on Migration and Climate Change in Indigenous and Rural Communities in a Vulnerable Situation – Bolivia (CE.0310), which also aimed to help the government develop policies and guidelines analysing migration trends and provided relevant experience.

The following **negative factors** which influenced the results of the project were identified:

***External:***

- **The political environment:** Changes in government were identified as the main challenge to the impact and sustainability of the project. The government of Bolivia changed in November 2019 and again in November 2020. Every new government brought change to ministries and key persons were no longer available. While the election was after the project close it was said to influence the longer-term impact of the project.
- **Lack of broader stakeholder participation:** interviewees identified the lack of a broader involvement of institutions, such as CS as a possible impediment

to ensuring that the information produced led to policy change at the regional and municipal level. For example, CS organisations were thought to have been able to collaborate to influence at the necessary sectorial level to translate the data into relevant public policies.

**Internal:**

- **Internal collaboration:** some challenges were encountered with internal collaboration between the partners, which led to delays and required no-cost extensions, including a six-month extension due to delays in the signing of the collaboration agreement at the beginning and a four-month extension due to delays in the review and approval of the final documents by MPD at the close of the project.
- **Clearer communication and broader dissemination:** Interviewees identified a lack of broader communication and a communication plan as a barrier to the success of the project. For example, suggestions included taking more time for the dissemination process, including clear action plans, and targeting a broader audience including other organisations and authorities the regional or municipal level as confirmed by the following quote from a government official:

*“This is a general trend, that in the country information is not shared much beyond the capital. It should have been shared at a municipal level as well.”*

**11. Are there any factors that prevent(ed) beneficiaries and project partners from accessing the results/services/products?**

**Finding:** There were no factors identified that prevented beneficiaries and project partners from accessing the results/services/products of the project.

There were no factors identified that prevented beneficiaries and project partners from accessing the results/services/products of the project. The project reached the target audience identified and collaborated effectively with the partners UDAPE, INE, and IDIS. However, according to interviews, the fact that the strategic guidelines were not disseminated widely meant that not all potential and relevant stakeholders were aware of it.

**Efficiency and Cost Effectiveness – 3 –Good**

The project was found to be managed mostly efficiently and cost-effectively with the use of financial resources used appropriately and all activities carried out within the set budget. It would not have been possible to carry out the same range of activities with a reduced budget. The workplan and budget were adapted according to the three no-cost extensions, which prolonged the project by 12 months but did not influence the projects outputs, which remain an important contribution to the country’s information about internal migration.

**12. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?**

**Finding:** The project was seen as cost-effective with the use of financial resources used appropriately and all activities carried out within the set budget. It would not have been possible to carry out the same range of activities with a reduced budget.

The project was found to be cost-effective with financial resources used appropriately and all activities carried out within the set budget, in spite of the three no-cost extensions that prolonged the project by 12 months. It would not have been possible to carry out the same range of activities with a reduced budget.

**13. How efficient was the overall management of the project?**

**Finding:** The overall management of the project was found to be mostly efficient. The project was seen as executed efficiently by the project manager. In spite of the delays incurred the project activities and outputs were completed resourcefully.

The overall management of the project was efficient. According to interviewees, the project was coordinated efficiently by the project manager and the IOM office. While three major delays were incurred with the signing of the original agreement, the replacement of the consultant and the delay in the final sign off of the document, they did not interfere with the completion of project activities and outputs.

While records were kept of all meetings, many documents such as lists of meeting attendees, as well as minutes of meetings from discussion groups and workshops were handwritten and difficult to read: better record keeping would have facilitated the monitoring and evaluation of the project.

**14. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost or costed extension?**

**Finding:** Regular monitoring was conducted throughout the duration of the project with narrative and financial interim and final reports submitted on time or with delays of up to three months. The workplan and budget were updated according to the three no-cost extensions. The total budget of USD \$100,000 was used with a balance of USD \$ 4,000 remaining for the final evaluation.

The project included regular monitoring throughout its duration with narrative and financial interim and final reports submitted mostly on time, every 6 months with some delays of up to 3 months. Regular meetings were conducted with partners to review progress and align responsibilities.

**Budget analysis:** The project was allocated USD \$100,000, over a period of 24 months, and according to the final financial report the budget was balanced with a remaining USD \$ 4,000 available for the final evaluation.

The project budgeting was developed and adjusted with regard to the extensions and delays. Small variances in budgeting were linked to the changes in staff and in the duration of the project. However, divergences in staff and office expenditures were under 30% and for the two outputs under 10%. Regular updates for modifications were sent to the Project Manager (PM) by the financial manager.

Three no-cost extensions were allocated to the project between November 2017 and June 2018. Reports were submitted on time with some minor delays of up to three months.

**Table 7: Comparison between the proposed budget and the actual budget spent for the period from 01 November 2016 to 31 October 2018.**

Expenditure item	Proposed budget	Actual expenditure	Change in indicated in documentation?	Comment
Staff	26'017	26'534	Y	Budget divergences explained in financial reporting documents
Office	3'983	3'466	Y	
Output 1: Comparative study document taking into account cross-cutting and gender issues, which analyzes the trends, characteristics and determinants of internal migration in six strategic sectors.	51'313	51'892	Y	
Output 2: Strategic guidelines document with sectorial orientation for the formulation of public policies and socio - demographic planning to strengthen the local development.	14'687	14'109	Y	
Evaluation	4'000	-		
<b>TOTAL</b>	<b>\$100'000</b>	<b>96'000</b>		

#### 15. Were the costs proportionate to the results achieved?

**Finding:** The results achieved were found to be proportionate to the costs expended. The results of the project were confirmed by interviewees as a long-term valuable contribution to managing internal migration in the country going forward.

The results achieved were found to be proportionate to the costs expended. The results of the project were confirmed by interviewees as a valuable long-term contribution of information about internal migration for the country.

## Impact – 2 – Adequate

The impact of the project was assessed as “adequate” due to the fact that no policies had been developed as a result of the study and guidelines at the time of the evaluation. This was partially due to the changes in government and the global Covid pandemic. Positive aspects were noted such as the value of the comparative study, which remains an important reference for internal migration in the country. The strategic guidelines were also considered as having the potential to still have a long-term impact on policy development at the regional or municipal level if further efforts of the IOM are carried out.

### **16. Which positive/negative and intended /unintended effects/changes are visible (short and long-term) as a result of the project?**

**Finding:** Several positive short-term results include the increased awareness and attention given to internal migration among government officials and other national and international organisations. A longer-term impact was linked to the comparative study being used as a reference for internal migration among politicians, international organisations, as well as researchers and academia. For example, the information generated by the project was used in the development of a Cities Policy carried out through a collaboration between UN Habitat and the Vice-Ministry of Housing and Urban Development. An impact, which was anticipated but did not materialise was the integration of the information produced by the project into the current national planning structure.

Several positive short-term results were noted as a result of the project. Internal migration became a topic on the agenda of the government and other national and international organisations at the time of the project. The project changed the dialogue on migration and placed a focus on internal migration, which was previously neglected in the country.

A longer-term impact was noted in terms information about trends, characteristics and determinants of internal migration, which bridged a gap of information in the country. The comparative study is used as a reference for internal migration among politicians, international organisations, researchers, and academia. It was mentioned by several interviewees as having the potential to be used as a basis for the development of further documents and potential further social and political impact at a national, regional and municipal level. The value of the report was emphasized by one of the interviewees as follows:

*“The biggest problem we have is the lack of information. The first impression of the report was “wow”, what a great resource of information and great analyses.”*

The most important impact was the contribution to the development of the Cities Policy<sup>13</sup>. This project, developed by UN-Habitat with the support of the Swedish Agency for International Development Cooperation and in collaboration with the Vice-Ministry of Housing and Urban Development<sup>14</sup> was able to use the information published in the comparative study and the guidelines to develop a new national policy for the comprehensive development of cities, with a view to developing inclusive, safe, resilient and sustainable cities that promote economic and social development. The Cities Policy was presented on October 7th, 2020 and entered the nationwide implementation stage at the time of this evaluation, with a particular focus on the city level. It also included the participation of a wide scope of urban stakeholders, including civil society, academia, and the private sector.

Critical feedback on the project results was linked to the weak impact on a wider scale with the implementation of policies in the identified sectors and the lack of involvement of a broader scope of stakeholders that were thought to have had a potential to influence the impact on the regional and municipal level. It was also said that a more defined set of action points for the implementation of policies at the regional and municipal level would have produced greater longer-term impact. This was confirmed by the following quote from an interviewee:

*“What is missing is a bridge to these sources of information. There was no effort to improve the bridge and make it more permanent. For example, it should have capacity building on how to translate the data into sectorial policies and how to interpret the rates and behaviours.”*

An impact which was anticipated but did not materialise was the integration of the information produced by the project into the current national planning structure of the MPD, including the 2025 national agenda, the economic and social development plan and the sectorial development plans covering the areas of action envisaged by the aforementioned project. While the MPD stated a commitment to use them as a basis for planning government documents, at the time of this evaluation no steps had been taken to do so. This was also thought to be due to the fact the publication of the national plan was delayed for approximately two years largely due to the changes in government and the Covid pandemic.

Following the project closure in 2019, a further project developed by IOM on migration, climate change and the environment in the Bolivian altiplano. This project funded by the Economic Cooperation Organization (ECO) and the International Fund for Agricultural Development (IFAD). Interviewees confirmed that the project used the data

---

<sup>13</sup> UN-Habitat has worked with the Plurinational State of Bolivia since 2018, with the support of the Swedish Agency for International Development Cooperation, on the development of a national urban policy, called Cities Policy. This policy was meant to become the strategic instrument to guide urban development in Bolivia. It identifies and proposes policy action to address the great challenges and take advantage of the opportunities posed by the urbanization process with the aspiration of contributing to the diversification of the economic model, deepening the reduction inequalities and ensure sustainability.

<sup>14</sup> Part of the Ministry of Public Works, Services and Housing.

on climate change and displacement from the comparative study developed by the project.

**17. Can those changes /outcomes/ expected impact be attributed to the project's activities? Are there any contribution from external factors?**

**Finding:** The project's activities were the main source of results seen. There were no other initiatives identified during project implementation that focused on generating information on internal migration.

The project's activities were the main source of the results described above. As far as this evaluation was aware, there were no other initiatives identified during project implementation that focused on internal migration.

### **Sustainability – 3 – Good**

The project considered sustainability in its inception in that its aim was to create a long-term resource on internal migration and strategic guidelines that would support the development of policies. The UDAPE was positioned as the leading organisation in the project in order to ensure continuity after the project closure. In addition, several measures were also taken after the close of the project to ensure that there was a follow-up by the UDAPE. The IOM organised meetings with new government officials to raise awareness about the two reports and uptake of the guidelines. The integration of a broader range of stakeholders and officials on a municipal level in the dissemination was mentioned as a possible action to ensure sustainability.

**18. Did the project take specific measures to guarantee sustainability?**

**Finding:** The project considered sustainability in its inception in that its aim was to create a resource on internal migration and strategic guidelines that would support the development of policies on a long-term basis. The integration of key entities such as the UDAPE, INE, IDIS and particularly the planning ministry was meant to ensure uptake of the information in the comparative study and the strategic guidelines.

The project considered sustainability in its inception in that its aim was to create a resource on internal migration and strategic guidelines that would support the development of policies which would consider internal migration trends on a long-term basis.

While the project was successful in creating this reference in publishing the comparative study and the strategic guidelines, some feedback indicated that the strategic guidelines may have received additional with slightly stronger dissemination strategy and an accompanying long-term plan of action.

According to interviewees, more involvement of authorities from a regional or municipal level as well as other institutions such as CS organisations could have secured greater uptake and sustainability. For example, Similarly, some of those interviewed indicated that there was a lack of awareness or clarity about the guidelines and that a broader



dissemination and clearer communication might have ensured stronger and more long-term uptake as is apparent from the following statement an interviewee:

*“The strategic guidelines for the development of public policies? I don’t know this document – I was part of the project and didn’t know about it which means that others don’t know about it.”*

**19. Have the benefits generated by the project deliverables continued once external support ceased?**

**Finding:** The project’s positive results continued to some extent after the project close, however political instability and the global Covid pandemic hindered a longer-term follow-up.

The two reports were confirmed by interviewees as being continued to be used as resources for government, international organisations, and particularly in academia.

Efforts to ensure that the relevant government entities would integrate the data into their planning processes were made by IOM with the UDAPE post project close. For example, activities such as the stakeholder workshops continued after the project close, with the impulse of the IOM office. One meeting was held shortly after the project close and another was scheduled for March 2020, but it was cancelled due to the Covid pandemic. Subsequent meetings were planned to be rescheduled once the Covid restrictions eased.

In addition, the changes in government have created some instability in the country including significant changes in staff. For example, some ministries changed up to 90% of staff. However, a continued effort to ensure that the new administration is aware of the publications was confirmed and a strategy is currently being developed with UDAPE to ensure that the guidelines are used for new policy implementations. For example, further work is planned within the framework of the National Migration Council (CNM) to incorporate internal migration into policies<sup>15</sup>.

**20. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?**

**21. How far was the project embedded in institutional structures and thus sustained beyond the life of the project?**

**Finding:** The project was embedded into national structures such as the UDAPE from the onset, with the aim that the organisation would maintain the momentum after the project close. Similarly, the involvement of the MPD sought to ensure that the guidelines would be integrated into the planning process it established for the different ministries. Nevertheless, the changes in government and the global Covid

---

<sup>15</sup> This was not done before, as the CNM was not active during the span of the project. In 2020 the council was reactivated, but no progress was made on the issue because it was a transitional government. With the current government IOM and UDAPE will seek to encourage the incorporation of internal migration into policies within the framework of the CNM.

pandemic created a challenge for the continuity with these organisations post project closure.

The project was supported by national institutions such the UDAPE, as well as the INE and the IDIS. It was integrated into national structures in that the UDAPE was given the lead in the development of the project to ensure ownership after the project close as well. Similarly, the aim of involving the MPD as the responsible ministry for establishing the guidelines for policy development at the different levels of government was meant to ensure that the data would be considered in this process, in the national agenda and the PNDES. Nevertheless, the changes in government and the global Covid pandemic have created a challenge for the continuity with these organisations post project closure. The publication of the new census report by the INE, as well as the PNDES were said to still be delayed at the time of this evaluation.

This, therefore, remains a challenge for IOM to maintain the momentum and ensure that the topic remains on the agenda in the new administration.

**22. Did the project's partners have financial capacity, and continued to maintain the benefits of the project in the long run?**

**23. Have adequate levels of suitable qualified human resources been available to continue to deliver the project' stream of benefits?**

**Finding:** The ministries identified in the section above had the necessary resources to ensure a continuation of the project objective. However, the changes in government and the global Covid pandemic have changed the government priorities shifting from migration to health and economic development.

The project's partners had the financial capacity to continue and maintain the benefits of the project after the project close, however the changes in government and the global Covid pandemic diverted many resources away from internal migration.

Currently, resources are said to be allocated to the pandemic with a focus on health and economic stability. Nevertheless, the potential remains and will depend on the progression of the pandemic and the initiatives of IOM Bolivia to ensure that it will be taken up by the new government.

## **6. Conclusions and recommendations**

This evaluation found that the project was able to produce data on internal migration and the necessary guidelines, thereby helping government entities become more aware of the needs of internal migrants and adapt or develop public policies accordingly. It was conducted effectively with efficient use of resources. Considering the challenging environment, it was successful in creating a resource that can potentially support the government in developing policies that consider internal migration trends. At the time of this evaluation, however, no policies had been implemented which integrated internal migration. This was likely also due to the two changes in government that followed the project and the global Covid pandemic.

Nevertheless, the organisations involved, particularly IOM and the UDAPE continue with efforts to raise awareness and accompany officials in the six relevant sectors in their planning processes. A review of the project documentation and feedback from interviewees indicated that some additional efforts may have helped create a stronger and more long-term impact. These points are reflected in the following conclusions and recommendations.

### **B. Approval processes**

Given the experience with the government in the country, the project may have anticipated delays in the collaboration such as extended approval processes and calculated extra time for the project.

**Recommendation:** for IOM Bolivia

- For future projects, calculate extra time for projects that involve approval processes and collaboration agreements with the government entities.

### **B. Plan of action**

Feedback from interviewees indicated that the strategic guidelines did not receive enough uptake and may have benefitted from a more concise follow-up and implementation with clear communication on how to translate the data from the comparative study into policies.

**Recommendation:** For IOM Bolivia

- For future projects with guidelines as an output, develop an accompanying plan of action for their integration into government entities (with briefings, capacity building and support) and allow project time to do this (at least six months).

### **C. Stakeholder involvement**

Although a broad range of government stakeholders were involved, including officials from the MPD responsible for the sectors identified in the reports, feedback from interviews indicated that it lacked a broader presence of regional and municipal authorities, as well as participation from other international institutions and Civil Society (CS).

**Recommendation:** For IOM Bolivia

- For future similar projects, broaden the scope of stakeholders consulted and involved, for example involve CS as advocates for the project's outputs as appropriate and involve regional and municipal authorities to get the information to the local level.

### **D. Record keeping**

Better record keeping would have facilitated the monitoring and evaluation of the project, considering that the list of attendees to meetings and notes from discussion groups and workshops of the project were often handwritten and difficult to read.

**Recommendation:** For IOM Bolivia

- For future similar projects, ensure that meeting notes and lists of attendees are properly taken, documented, and uploaded onto PRIMA, annexed to the interim reports to facilitate reporting, monitoring and evaluation.

### **E. Project follow-up and handover**

The project did not include an official handover because it was said to have taken measures to secure ownership from the appropriate government partner (the UDAPE) at the onset to ensure their lead for the implementation and secure a commitment in the follow up. However, the project was not designed with a follow-up plan for the organisation. This conclusion also confers with the recommendation of six other IDF-funded projects (CT.0985, PO.0065, MA.0379, LM.0210, RT.1297, and LM.0309) evaluations to set out clearer a follow-up plan at the end of the IDF-funded project and possibly have it as a project deliverable. There are also certain measures that could still be taken by IOM Bolivia to ensure a follow-up of the project's results.

**Recommendation:** For IOM Bolivia

- To sustain the results of this project, continue to monitor to what extent the six sectors have integrated the project's findings within their policies on internal migration.

**Recommendation:** For all IOM units implementing IDF projects:

- IDF projects should have a sustainability and follow-up plan as part of the final report.

### **Lessons Identified**

The following lessons were identified that could be of use for future IDF-funded and/or similar projects:

- Working groups are key to gathering valuable resources and get to get a buy-in from participating organisations.
- Continue to follow up post project close with initiatives such as working groups within the institutions to maintain the momentum beyond the project closure.
- The project has most potential to be successful if the initiative comes from the government and the IOM then takes it on and creates the necessary interinstitutional infrastructure to creates a clear communication plan for dissemination.
- Handwritten notes of meeting minutes, attendee lists, and other project documented should be avoided in order to facilitate reporting, monitoring and evaluation after the project close.

## **Annex one: Evaluation Terms of Reference**

### **EVALUATION TERMS OF REFERENCE**

#### **EXTERNAL EX-POST EVALUATION OF: STRENGTHENING INTERNAL MIGRATION POLICIES IN BOLIVIA. (BO10P0001/CE.0350)**

##### **I. Evaluation context**

In 2016, Bolivia was a country with an increasing rate of migration with internal migration as one of the main factors influencing the demographic trends. At the same time, due to socio-economic and cultural factors, there was an absence of data and analysis of migration processes, including sectorial or disaggregated analyses to guide sectorial planning for the benefit of the development of local actors and vulnerable sectors.

According to the results of a 2012 Census, rural-urban migration and population growth in Bolivia was identified as a constant process and urban conglomerations would continue to grow in importance. However, this growth was also considered as lacking in planning. The initial proposal for the project emanated from the need to have information on internal migration in relation to the six sectors mentioned in the project proposal, for the development of policies in those areas.

The project was implemented together with the Unit for Analysis of Social and Economic Policies (UDAPE), the National Institute of Statistics (both under the Ministry of Planning) and the Institute of Sociological Research (IDIS) of the Universidad Mayor de San Andrés. It included two components: 1) a study that analysed the trends, characteristics and determinants of internal migration in relation to six strategic sectors; and 2) a document with strategic guidelines for each sector based on the results of the study in the first component.

The project ran from 1 November 2016 to 31 October 2018 and was implemented in Bolivia. Three no-cost extensions were allocated to the project, the first was a six-month extension in November 2017, the second, a two-month extension in April 2018 and the third, a four-month extension in June 2018.

##### **II. Evaluation purpose**

This evaluation will generate findings, conclusions and recommendations, which will serve as valuable inputs for the IOM Development Fund (“the Fund”), the IOM regional office in Buenos Aires, as well as other involved stakeholders to inform and improve their future programming and strengthen their ability to deliver high quality results. It will be carried out in line with the Fund’s guidelines, which recommend an evaluation between 6 months to 12 months after the project completion.

This external independent ex-post evaluation will be conducted by Patricia Goldschmid of the evaluation consultancy, Owl RE, Geneva, Switzerland, with the help of Dr. Glenn O’Neil. Owl RE has not been involved in the project formulation, planning and implementation and will provide an independent analysis, findings and recommendations.

### III. Evaluation Scope

The scope of this evaluation will encompass the outcome and objective level of the results and cover the whole project implementation until the time of the evaluation. Outputs will be assessed as a means towards the achievement of the project's outcomes and objectives to identify the project impact. The evaluation will also provide concrete recommendations for future / similar programming.

The evaluation will cover the country of Bolivia with the time period of the project's duration from 01-11-2016 to 31-10-2018.

### IV. Evaluation Criteria

In response to the evaluation purpose as stated above, the evaluation will look into the five OECD/DAC main evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability), in addition to the cross-cutting themes of human rights and gender equality.

### V. Evaluation questions

Based on the evaluation criteria, a set of evaluation questions were proposed. Specific sub-questions relevant for this project may be added as needed. These questions will be matched to indicators, data collection tools and sources in an evaluation matrix that will be detailed in the Inception Report.

Criteria	Key Evaluation Questions	Sub-Questions
Relevance	<p>1. To what extent were the needs of stakeholders and beneficiaries taken into account during project design?</p> <p>2. Was the project aligned with national priorities and strategies, government policies and global commitments?</p> <p>3. Was the project well designed according to IOM project development guidelines? And relevant to those needs and priorities?</p> <p>4. To what extent did the expected outcomes and outputs remain valid and</p>	<p>2.1 To what extent was the migration project relevant to current government priorities and the current migration context?</p> <p>3.1 Was the results matrix used as a management tool? Was the results matrix clear and logical and did it show how activities would effectively lead to results and outcomes? If not, why not?</p> <p>3.2 Were the outcomes and indicators Specific, Measurable, Achievable, Realistic and Time-bound (SMART)? Were indicators gender-disaggregated? Were baselines set and updated for each indicator? Were targets values set and were they realistic or did they need to be updated?</p>

	<p>pertinent as originally intended, in terms of direct beneficiary needs?</p> <p>5. Were the management practices appropriate for achieving the expected outcomes?</p> <p>6. Were the project activities and outputs consistent with the intended outcomes and objective?</p> <p>7. How adequately were human rights and gender equality taken into consideration during the project design and implementation?</p> <p>8. Was the project in line with the IOM/IOM Development Fund priorities and criteria?</p>	<p>5. Were the indicators/targets used to measure progress in reporting?</p> <p>5.2 Was a work plan and resource schedule available and used by the project management and other relevant parties? If not, why not?</p> <p>5.3 Were the risks and/or assumptions holding true? Were risk management arrangements in place?</p>
<b>Effectiveness</b>	<p>9. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix? Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?</p> <p>10. What major internal and external factors influenced (positively or negatively) the achievement of the project's objectives and how have they been managed?</p> <p>11. Were there any factors that prevented beneficiaries and project partners from accessing the results/services/products?</p>	<p>9.1 Did the projects deliverables and results (expected and unexpected) lead to benefits for stakeholders and beneficiaries?</p>
<b>Efficiency and Cost effectiveness</b>	<p>12. How cost-effective was the project? Could the activities have been implemented with fewer resources</p>	<p>12.1 Budget variance: actual budget versus projected budget</p>

	<p>without reducing the quality and quantity of the results?</p> <p>13. How efficient was the overall management of the project? To what degree were inputs provided/available on time to/from all parties involved to implement activities?</p> <p>14. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost extension? If so, why?</p> <p>15. Were the costs proportionate to the results achieved?</p>	<p>13.1 If any of the outputs/ activities were delayed, what was the cause and what if any, were the negative effects on the project?</p> <p>14.1 Were narrative reports submitted regularly and on time? Were budget reports submitted regularly and on time?</p>
<p><b>Outcome and Impacts</b></p>	<p>16. Which positive/negative and intended /unintended effects/changes were visible (short and long-term changes)?</p> <p>17. Were results achieved in adherence to gender equality and other human rights? And how sustainable are these likely to be?</p> <p>18. Could the changes/outcomes/expected impact be attributed to the project's activities? Was there any contribution from external factors?</p>	<p>16.1 Were there any possible longer-term impacts of the project?</p>
<p><b>Sustainability</b></p>	<p>19. Did the project take specific measures to guarantee sustainability?</p> <p>20. Have the benefits generated by the project continued once external support ceased?</p> <p>21. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?</p> <p>22. How far was the project embedded in institutional structures and thus sustained beyond the life of the project?</p> <p>23. Did the project's partners have financial capacity, and continued to</p>	<p>22.1 To what extent does the government already, or plans to, take ownership of the implementation of the project?</p>



	maintain the benefits of the project in the long run?  24. Have adequate levels of suitable qualified human resources been available to continue to deliver the project' stream of benefits?	
<b>Cross-cutting themes</b>	25. How were various stakeholders (including rights holders and duty bearers, local civil society groups or nongovernmental organizations) involved in designing and/or implementing the project?	

## VI. Evaluation methodology

For the purpose of this evaluation, it is expected that the evaluator will apply the following methods for data collection and analysis:

### Data Collection:

- Desk review of relevant project documents, project reports, meeting minutes, publications and other materials identified;
- Key informant interviews (KIIs) (conducted remotely) with the project stakeholders.

### Data analysis:

The evaluator is expected to analyze the data with both qualitative and quantitative methods appropriate to the data collected. The methodology will be further described in the Inception Report.

### Selection of persons for key informant interviews and discussions

At this stage, the following stakeholders are proposed for KII discussions:

Institution type	Stakeholder	Number	Location
IOM	IOM Bolivia Other relevant IOM staff	3	Bolivia Other locations (TBD)
Government	Unit for Analysis of Social and Economic Policies (UDAPE) of the Ministry of Development Planning, National Institute of Statistics (INE). Others if available.	4	Bolivia
Consultants	External consultants working on the project.	2	Bolivia
UN	UN Habitat	1	Bolivia

## VII. Evaluation deliverables

Deliverables	Schedule of delivery
Inception Report finalized	30.01.2021
Completed field data collection	22.02.2021
De-briefing session with project manager delivered	22.02.2021
Draft Evaluation Report	15.03.2021
Final Evaluation Report and Evaluation Brief + Management Response Matrix	22.03.2021

## VIII. Evaluation workplan

	January-March 2021									
<b>Week beginning</b>	18.01	25.01	01.02	08.02	15.02	22.02	01.03	08.03	15.03	22.03
<b>Key tasks</b>	1	2	3	4	5	6	7	8	9	10
Kick off meeting with project manager; document review										
Drafting and delivery of inception report										
Preparation of interview schedule										
Conducting of remote interviews										
Data analysis and report writing										
Delivery of draft report to Bolivia Country Office										
Review and validation by Bolivia Country Office										
Review and validation by IDF										
Finalization of report										

## Annex two: Evaluation Inception Report

### 1. Introduction and Context

<b>Project for Ex-Post Evaluation</b>	BO10P0001/CE.0350
<b>Duration of the Project</b>	24 months
<b>Budget (USD)</b>	USD 100,000.00
<b>Donor</b>	IOM Development Fund (IDF)
<b>Countries covered</b>	Bolivia
<b>Evaluation</b>	External Independent Ex-post Evaluation
<b>Evaluation Team</b>	Owl RE Research and Evaluation
<b>Evaluation Period</b>	January 2021 - March 2021

This document is an inception report produced for the IOM Development Fund (the Fund) ex-post evaluation of the project *BO10P0001/CE.0350: Ex -Post Evaluation of: Strengthening Internal Migration Policies in Bolivia*. This report outlines the purpose, objectives, methodology, questions, tools and workplan of the consultancy.

In 2016, Bolivia was a country with an increasing rate of migration with internal migration as one of the main factors influencing the demographic process. At the same time, due to socio-economic and cultural factors, there was an absence of data and analysis of migration processes, including sectorial or disaggregated analyses to guide sectorial planning for the benefit of the development of local actors and vulnerable sectors.

According to the results of a 2012 Census, rural-urban migration and population growth in Bolivia was identified as a constant process and urban conglomerations would continue to grow in importance. However, this growth was also considered as lacking in planning. The initial proposal for the project emanated from the need to have information on internal migration in relation to the six sectors mentioned in the project proposal, for the development of policies in those areas.

The project was implemented together with the Unit for Analysis of Social and Economic Policies (UDAPE), the National Institute of Statistics (both under the Ministry of Planning) and the Institute of Sociological Research (IDIS) of the Universidad Mayor de San Andrés. It included two components: 1) a study that analysed the trends, characteristics and determinants of internal migration in relation to six strategic sectors; and 2) a document with strategic guidelines for each sector based on the results of the study in the first component.

The project ran from 1 November 2016 to 31 October 2018 and was implemented in Bolivia. Three no-cost extensions were allocated to the project, the first was a six-month extension in November 2017, the second, a two-month extension in April 2018 and the third, a four-month extension in June 2018.

### 2. Purpose and Objectives

The purpose of conducting this ex-post evaluation is to assess the relevance of the project to its stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well were cross-cutting themes of human

rights and gender mainstreamed in the project, and if the desired effects are sustainable, and/or have the prospects of sustainability, (following the DAC evaluation criteria<sup>16</sup>).

The evaluation aims to promote transparency and accountability which will, in turn, assist the Fund in its decision-making and to better equip staff to make judgments about the project and to improve effectiveness where possible and with regard to future project funding. Concerning the expected use of findings, the ex-post evaluation aims to also identify lessons learned, good practices, and provide a learning opportunity for the Fund and its implementing partners with regard to the project formulation process. The findings will also help make evidence-based strategic decisions in relation to specific projects, while also demonstrating the Fund's on-going commitment to results based management.

The primary objectives of the evaluation are to:

- (i) Assess the relevance of the project's intended results;
- (j) Assess the relevance of the Theory of Change and design of the results matrix and the extent to which the objective, outcomes and outputs are well formulated; the indicators were SMART and baseline and targets appropriate;
- (k) Assess the effectiveness of the project in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;
- (l) Assess the efficiency and cost-effectiveness of project implementation;
- (m) Assess the impact prospects and outcomes to determine the entire range of effects of the project (or potential effects) and assess the extent to which the project have been successful in producing expected change;
- (n) Assess the sustainability of the project's results and benefits (or measures taken to guarantee it) or prospects for sustainability;
- (o) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (p) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund in its decision-making about future project funding.

These objectives are operationalised in a series of evaluation questions and indicators (see annex 1: Evaluation matrix). The Results Matrix (RM) is reproduced in annex 5 to illustrate the intervention logic foreseen for the project.

### **3. Methodology**

The evaluation framework will focus on the standard DAC criteria and cross-cutting themes criteria, supported by standard tools (i.e. interview guide and evaluation checklist – see annexes 3 and 4) and will take place over a period of 13 weeks. The evaluation will be conducted remotely and take a participatory approach, involving the relevant stakeholders in the different steps of the evaluation as far as is feasible. It will use a mixed method approach and cross validate evaluation findings through the triangulation process, where possible.

---

<sup>16</sup> Organisation for Economic Co-operation and Development – Development Assistance Committee, 'Evaluation of development programmes, DAC Criteria for Evaluating Development Assistance', web page, OECD. See <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

### 3.1. Research methods/tools

Research tools will be both quantitative and qualitative and will be used across the different themes and questions. The following table provides further information on these tools and how they will be deployed.

Tool	Description	Information Source
<i>Document review</i>	Review of main documentation	IOM documentation on PRIMA, including internal/external reports, feedback reports on workshops, publications, guidelines, country reviews etc.
<i>Interviews internal</i>	Some 4 semi-structured interviews using an interview guide	By telephone or Skype -IOM country office program staff -IOM Regional staff where relevant
<i>Interviews external</i>	Some 10 semi-structured interviews using an interview guide to include a short questionnaire	By telephone or Skype: -Government officials involved in the project -UN organisations -Consultants

### 3.2. Sampling

Overall sampling will be purposeful in that the stakeholders will be selected for the evaluation, based on their involvement as staff, consultants, experts, partners or beneficiaries of the project. The selection of participating stakeholders will be guided by the project manager and will aim to be representative, to ensure that a balance is found in terms of gender, race/ethnicity, age range and other project-specific criteria.

### 3.3. Analysis

The findings from the desk review, key informant interviews will be collated and analysed using appropriate quantitative and qualitative techniques and the evaluation criteria used will be rated by the evaluator based on the scale in the table below, with supporting evidence described. Where the evidence is weak or limited, it will be stated.

Findings will be used to assess the achievements of results as articulated in the Results Matrix, both numeric and descriptive results and used to rate the project as a whole according to the assessing evaluation criteria.

Evaluation Scaling	Criteria	Explanation	Supporting evidence
5	Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention	<i>Supporting evidence will be detailed for each rating given.</i>

4	Very good (Almost always)	There is an evidence of good contribution but with some areas for improvement remaining	
3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but requirement for continued improvement	
2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution, but significant improvement required	
1	Poor (Never or occasionally with clear weaknesses)	There is low or no observable contribution	

### **3.4. Limitations and proposed mitigation strategies**

The following limitations have been identified with accompanying mitigation strategies to minimise the impact described where possible. If it is not possible to fully rectify the limitations identified, findings will have to be reached based on partial information. Where this occurs, the evaluation will seek to be transparent about the limitations of the evaluation and to describe how these may have affected the overall findings, conclusions and recommendations.

- (a) Remote evaluation – due to the global Covid-19 pandemic the evaluation will be conducted remotely, which may complicate certain elements such as access to interviewees and schedules.

*Mitigation strategy:* close involvement with the project manager and communication through digital channels such as Skype and Zoom have been integrated into the evaluation, as well as an extension to the timeline to allow for a leeway in case of increased outbreaks in the region being evaluated.

- (b) Changes in government – a national election held in 2020 lead to structural and staff changes within the relevant government entities without a relevant continuity. Therefore, some key stakeholders may not be available.

*Mitigation strategy:* Early involvement of the PM and joint efforts to locate those stakeholders who were transferred. Attempts to interact with new staff who may have received some information about the previous administration’s activities.

- (c) Timing: IOM staff / stakeholders and beneficiaries might not be available at all times to provide inputs (also due to the global Covid-19 pandemic) and/or feel uncomfortable responding remotely.

*Mitigation strategy:* Early and close involvement of the project manager to help coordinate meetings and ensure availability of key stakeholders. A period of three weeks has been set aside for remote interviews to allow a flexible schedule. Stakeholders will also be given the possibility to respond in writing if not comfortable (or available) with a remote interview.

- (d) General problem of insufficient data or insufficient representative data collected, owing to poor response rate from interviewees.

*Mitigation strategy:* Triangulation with other data gathering tools from different sources will help address data gaps.

(e) Objective feedback– interviewees may be reticent to reveal experiences about factors that motivate them, problems they may have faced, or be transparent about internal processes.

*Mitigation strategy:* Anonymizing sources if necessary and ensuring interviews are conducted individually where possible can help address issues of confidentiality.

#### 4. Workplan

The workplan is divided into three phases, covering an 8-week period:

**Phase 1 – Inception:** An initial discussion with the past project manager to discuss the evaluation framework, identify stakeholders and to ensure involvement and ownership from the start. From this, a methodology, timeline, standard tools and evaluation approach has been developed and detailed in the inception report (this document).

**Phase 2 – Data collection:** During the second phase of the evaluation all relevant project data will be collected and reviewed. Due to the current global health pandemic, the field visit will be replaced by interviews via Skype or Zoom.

**Phase 3 - Report writing and presentation:** During the final phase collected data will be analysed and a report drafted for validation. The results of the evaluation will be disseminated by means of the report and a presentation made to the evaluation users.

The key tasks and timing are described in the following table:

	January-March 2021									
Week beginning	18.01	25.01	01.02	08.02	15.02	22.02	01.03	08.03	15.03	22.03
Key tasks	1	2	3	4	5	6	7	8	9	10
Kick off meeting with project manager; document review										
Drafting and delivery of inception report										
Preparation of interview schedule										
Conducting of remote interviews										
Data analysis and report writing										
Delivery of draft report to Bolivia Country Office										
Review and validation by Bolivia Country Office										
Review and validation by IDF										
Finalization of report + Evaluation Brief + Management Response Matrix										

#### **4.1. Team management**

The evaluation will be carried out by Patricia Goldschmid with Glenn O'Neil and Sharon McClenaghan as support and for quality control.

#### **5. Deliverables**

The following deliverables (draft and final) are foreseen for the consultancy: Inception report (this document), Executive summary, (2 pages), Evaluation report and Evaluation learning brief.

<b>Deliverables</b>	<b>Schedule of delivery</b>
Inception Report finalized	30.01.2021
Completed field data collection	22.02.2021
De-briefing session with project manager delivered	22.02.2021
Draft Evaluation Report	15.03.2021
Final Evaluation Report + Evaluation Brief + Management Response Matrix	22.03.2021



## ***Annex One: Evaluation Matrix***

<b>Key Evaluation Questions and sub questions</b>	<b>Indicators</b>	<b>Data Collection Tools</b>	<b>Sources of Information</b>
<b>RELEVANCE:</b> Extent to which the project`s objective and intended results remain valid as originally planned or modified			
1. To what extent were the needs of stakeholders and beneficiaries taken into account during project design?	Needs of beneficiaries and stakeholder groups reflected in project design. Evidence of consultation during project development and of project activities and outputs tailored to their needs.	Document review Interviews	Project documentation KIIs
2. Was the project aligned with national priorities and strategies, government policies and global commitments?	Alignment of project with national policies, strategies and programs on migration.	Document review Interviews	Project Documentation KIIs
3. Was the project well designed according to IOM project development guidelines? And relevant to those needs and priorities?  3.1 Was the results matrix used as a management tool? Was the results matrix clear and logical and did it show how activities would effectively lead to results and outcomes? If not, why not?  3.2. Were the outcomes and indicators Specific, Measurable, Achievable, Realistic and Time-bound (SMART)? Were indicators gender-disaggregated? Were baselines set and updated for each indicator? Were targets values set and were they realistic or did they need to be updated?	Relevance of the RM, theory of change and vertical logic to the identified needs and priorities of the project overall.	Document review	Project documentation

<p>4. To what extent do the expected outcomes and outputs remain valid and pertinent as originally intended, in terms of direct beneficiary needs?</p> <p>4.1. To what extent if any, was the project revised/ amended from the first to the second phase to be more relevant to stakeholder and beneficiary needs?</p>	<p>Current relevance of project outputs and outcomes to current national priorities.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>5. Were the management practices appropriate for achieving the expected outcomes?</p> <p>5.1. Were the indicators/targets used to measure progress in reporting?</p> <p>5.2 Was a work plan and resource schedule available and used by the project management and other relevant parties? If not, why not?</p> <p>5.3. Were the risks and/or assumptions holding true? Were risk management arrangements in place?</p>	<p>Extent to which project management practices are appropriate for achieving expected outcomes.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>1. Are the project activities and outputs consistent with the intended outcomes and objective?</p>	<p>Level of consistency of project activities and outputs with intended outcomes and objectives.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>7. How adequately were human rights and gender equality taken into consideration during the project design and implementation?</p>	<p>Reference to human rights and gender equality concerns in key project documents and deliverables. Informed opinion/perceptions of staff and key informants.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>8. Is the project in line with the IOM/IOM Development Fund priorities and criteria?</p>	<p>Adherence to IOM's/ IOM Development fund mandates and strategic goals as demonstrated by the IDF's objectives and criteria.</p>		<p>IDF eligibility criteria KIIs Project Documentation</p>

<b>EFFECTIVENESS</b> : The extent to which the project achieves its intended results			
9. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix? 9.1. Have the projects deliverables and results (expected and unexpected) led to benefits for stakeholders and beneficiaries	Extent to which project outputs and outcomes have been achieved and the projects deliverables and results (expected and unexpected) led to benefits for stakeholders and beneficiaries. Effectiveness of project monitoring tools.	Document review Interviews	KIIs Project Documentation
10. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?	Level of Involvement and extent of effectiveness of target beneficiaries, partners and stakeholders in collaboration and coordination processes.	Interviews Document review	KIIs Project Documentation
11. What major internal and external factors influenced (positively or negatively) the achievement of the project's objectives and how have they been managed?	Identification of influential a) internal factors (positive and negative) and b) external factors (positive and negative).  Effectiveness of project management of internal and external factors.	Interviews	KIIs
12. Are there any factors that prevent(ed) beneficiaries and project partners from accessing the results/services/products?	Identification of factors which prevented/impacted beneficiaries and partners from accessing results/services/products.	Interviews	KIIs
<b>EFFICIENCY &amp; COST EFFECTIVENESS:</b> How resources (human, financial) were used to undertake activities and how well these were converted to outputs			
13. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results? 13.1. Budget variance: actual budget versus projected budget.	Adherence to original budget- Level of budget variance. Extent to which the resources required for project activities could have achieved the same results with less inputs/funds, on a sustainable basis.	Document review Interviews	KIIs Project Documentation

<p>14. How efficient was the overall management of the project? To what degree were inputs provided/available on time to/from all parties involved to implement activities? 14.1. If any of the outputs/ activities were delayed, what was the cause and what if any, were the negative effects on the project?</p>	<p>Degree of timeliness of project inputs provided by stakeholders /beneficiaries needed to implement activities. Level of efficiency of project management rated by the stakeholders and beneficiaries. Adherence to original workplan.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>15. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost extension? If so, why? 15.1. Were narrative reports submitted regularly and on time? Were budget reports submitted regularly and on time?</p>	<p>Level and quality of monitoring of project resources. Incidence of no cost/ costed extension allocated</p>	<p>Document review</p>	<p>Project Documentation</p>
<p>16. Were the costs proportionate to the results achieved?</p>	<p>Comparison of costs with identified results.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p><b>IMPACT:</b> How the project intervention affected the outcome and whether these effects were intended or unintended.</p>			
<p>17. Which positive/negative and intended /unintended effects/changes are visible (short and long-term changes)? 17.1 Were there any possible longer-term impacts from the migration policy, in terms of its implementation?</p>	<p>Incidence of positive and negative effects /changes (short and long-term, intended and unintended) to which the project contributes.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>18. Were results achieved in adherence to gender equality and other human rights? And how sustainable are these likely to be?</p>	<p>Extent to results achieved adherence to gender equality and other human rights and their sustainability.</p>	<p>Document review Interviews</p>	<p>KIIs Project Documentation</p>
<p>19. Could those changes/outcomes/expected impact be attributed to the project's activities? Are there any contribution from external factors?</p>	<p>Estimation of contribution of project and identified external factors.</p>	<p>Interviews Document review</p>	<p>KIIs Project Documentation</p>

<b>SUSTAINABILITY: If the project`s benefits will be maintained after the project ends</b>			
20. Did the project take specific measures to guarantee sustainability?	Number of documented specific measures taken to ensure sustainability.	Document review Interviews	KIIs Project Documentation
21. Have the benefits generated by the project continued once external support ceased?	Extent to which the benefits generated by the project have continued post external support.	Interviews	KIIs
22. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?	Extent of sustainability measures taken by national /local institutions to support the project. Level of commitment by key stakeholders to sustain project result.	Interviews	KIIs
23. How far was the project embedded in institutional structures and thus sustained beyond the life of the project? 23.1 To what extent does the government already, or plans to, take ownership of the implementation of the policy?	Degree of embeddedness of project into institutional structures and likelihood of sustainability, re. structures, processes and resources.	Interviews	KIIs
24. Did the project's partners have financial capacity, and continued to maintain the benefits of the project in the long run?	Extent of level of financial capacity of partners and ability to maintain project in the future	Interviews Document review	KIIs Project Documentation
25. Have adequate levels of suitable qualified human resources been available to continue to deliver the project' stream of benefits?	Extent of qualified human resources sufficient to continue delivering project benefits.	Interviews	Project Documentation
<b>CROSS CUTTING CRITERIA</b>			
26. How were various stakeholders (including rights holders and duty bearers, local civil society groups or nongovernmental organizations) involved in designing and/or implementing the project?	Level and quality of involvement of stakeholders in designing and/or implementing the project.	Interviews	KIIs Project Documentation

## ***Annex Two: Draft structure for evaluation report***

1. Executive summary
2. List of acronyms
3. Introduction
4. Context and purpose of the evaluation
  - context
  - evaluation purpose
  - evaluation scope
  - evaluation criteria
5. Evaluation framework and methodology
  - Data sources and collection
  - Data analysis
  - Sampling
  - Limitations and proposed mitigation strategies
6. Findings
7. Conclusions and recommendations
8. Annexes:
  - Evaluation terms of reference;
  - Evaluation inception report;
  - Evaluation matrix;
  - Timeline,
  - List of persons interviewed or consulted;
  - List of documents/publications consulted;
  - Research instruments used (interview guidelines)

### Annex Three: Interview guide

This guide is intended for interviews with internal and external stakeholders. The questions will be adapted on the basis of the persons being interviewed.

Interview Questions		Informants
<b>General</b>		
	Please briefly explain your work at IOM/external organisation (and how long have you been in this position?).	All
	What has been your role and involvement in the project being evaluated? At what stage did you become involved in the project?	All
<b>Relevance</b>		
1.	How relevant was the project to the needs and priorities of stakeholders and beneficiaries? - Were stakeholders and beneficiaries consulted during the development of the project? If so, were the project activities/outputs tailored to their needs? Did they change at different stages of the project? - To what extent were their needs reflected in project design?	- IOM country office program staff - Government - UN - Consultants
2.	How well aligned is the project with relevant national policies, organisational mandates and global commitments? - What were the national policies the project aligned to? - How well aligned is the project to the IOM mandate and relevant country and regional strategies?	- IOM country office program staff - Government
3.	Were the project activities and outputs consistent with the intended outcomes and objective? -Is the original Theory of Change and project logic still relevant? Did the assumptions hold true? If not, how were the results affected and how did the project respond? - To what extent, if any, was the project revised/amended to be more relevant to stakeholders' needs?	- IOM country office program staff
4.	How did the project consider human rights and gender equality during the project design and development (and implementation?)	- IOM country office program staff
5.	How relevant is the project to government priorities and the current migration context?	- IOM country office program staff - Government
<b>Effectiveness</b>		
6.	Did the project produce the intended results, compared to its plan and target? What were the quality of results? -how effective was the implementation of the outputs and their activities of the project?	-IOM country office program staff
7.	What role did collaboration and coordination play in the project's achievements? -Who was consulted and who wasn't? Was there sufficient time for consultation and review given the delay in the project?	- IOM country office program staff - Government - UN - Consultants
8.	What would you describe as the factors [Classify by internal or external] in the achievement of the output, outcome and objective results? And, how did the project respond / adapt to those factors?	- IOM country office program staff - Government - UN

		- Consultants
9.	What would you describe as the factors (Classify by internal or external] that hindered the output, outcome and objective results? And, how did the project respond/ adapt to those hindering factors.	- IOM country office program staff - Government - UN - Consultants
10.	How adequate were consideration of the human rights and gender equality made during project implementation?	- IOM country office program staff - Government - UN - Consultants
<b>Efficiency and Cost Efficiency</b>		
11.	To what extent did the project represent the best possible use of available resources to achieve results of the greatest possible value to stakeholders and beneficiaries involved?	-IOM country office program staff
12.	How well was the project implemented; were all inputs delivered on time? -Were the project activities undertaken and were the project outputs delivered on time / within budget, as planned? -Were all reports submitted in time? And updated with changes? Was the budget spent according to the workplan/was the budget updated? -If any of the activities/outputs were delayed, what was the cause, and what, if any, were the negative effects on the project? How did the project cope/manage the delays and/or negative effects?	-IOM country office program staff
13.	Are the costs proportionate to the results achieved?	-IOM country office program staff
<b>Outcomes and Impacts</b>		
14.	What would you describe as the positive changes resulting from the project in the short term and longer term? [Classify by intended or unintended] (what factors contributed to them?)	- IOM country office program staff - Government - UN - Consultants
15.	What would you describe as the negative impacts of the project in the short term and longer term? [Classify by intended or unintended]	- IOM country office program staff - Government - UN - Consultants
<b>Sustainability</b>		
16.	How likely are the benefits of the project to continue and what are the main factors that influence the achievement or non-achievement of project sustainability?	- IOM country office program staff - Government - UN - Consultants
17.	How well has the project been supported by national/local institutions and how well is it integrated? -What sustainability mechanisms/options were put in place by the Government and/or local communities to ensure that project results are sustained? -Are there sufficient resources in place to ensure sustainability of the project? financial and human resources?	- IOM country office program staff - Government - UN - Consultants



18.	To what extent have the partners and beneficiaries been able to 'own' the outcomes of the project post funding?	- IOM country office program staff - Government - UN - Consultants
<a href="#">Other</a>		
19.	What would you recommend for the continued success for this project's results (and other similar)?	All
20.	What would you say are the main lessons learnt from this project? 1) for the management of the project and 2) the results achieved?	All
<a href="#">Any other comments</a>		

## Annex three: List of persons interviewed

<b>#</b>	<b>Name</b>	<b>Position</b>	<b>Institution</b>	<b>Method</b>
1.	Porfidia Ajata	Supervisor de Estadísticas e Indicadores Sociales	INE	Zoom
2.	Sergio Blanco	Coordinador de Programa	UN Habitat	Zoom
3.	Horacio Calle	Head of Mission	IOM Bolivia	Zoom
4.	Raul Espana Cuellar	Director	IDIS	Zoom
5.	Daniela Galoppo	Senor Project Assistant (Development Projects)	IOM Bolivia	Zoom
6.	Fernando Gutierrez	Gestión de Recursos	IOM Bolivia	Zoom
7.	Fernando Landa Cazarola	Economista – Pobreza y Empleo	UDAPE	Zoom
8.	Ivan Marquez	Jefe de Unidad de Estadísticas e Indicadores Sociales	INE	Zoom
9.	Lizeth Mendoza	Especialista de Demografía, Migración, y Hechos Vitales	INE	Zoom
10.	Roland Pardo Saravia	Subdirector de Política Social	UDAPE	Zoom
11.	Rene Pereira Morató	Former Director	IDIS	Zoom
12.	Melvy Vargas	Consultant	Independent	Zoom
13.	Miguel Vera	Consultant	Independent	Zoom

## Annex four: List of documents / publications consulted

### **Project documentation:**

IOM project documents, including proposal and budget, interim project reports and final report, consultant reports  
IOM Migration Governance Framework  
IOM Fund eligibility criteria (undated)  
IOM mission and strategic focus (undated)

### **External documentation:**

Organisation for Economic Co-operation and Development - Development Assistance Committee; "DAC Criteria for Evaluating Development Assistance";  
<http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

National Statistics Institute of Bolivia; Bolivia Population and Housing Census 2012 (Censo Nacional de Población y Vivienda 2012); accessed February 2021;  
<https://www.ine.gob.bo/?s=censos+2012>

Flores-Palacios, Ximena Dr.; *Climate Migration and COVID-19 in Bolivia: The nexus and the way forward*; OM Migration, Environment and Climate Change (MECC) Division;  
<https://environmentalmigration.iom.int/blogs/climate-migration-and-covid-19-bolivia-nexus-and-way-forward> ; accessed March 2021

Cartill Informativa; *Ley N. 370 de Migración*; 8 mayo 2013 ;  
<https://www.migracion.gob.bo/index.php?r=content%2Fdetail&id=604&chnid=12#> ; Accessed March 2021