



**External ex-post combined  
Evaluation: of IOM project support  
for the implementation of the  
Migration Information and Data  
Analysis System (MIDAS)**

*TC.0856/TC.0946/TC.1048/TC.1057/IB.0133*

Final Report

July 2022

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## Executive Summary

The following report is an ex-post evaluation of the projects TC.0856/TC.0946/TC.1048/TC.1057/IB.0133 which supported the implementation of the Migration Information and Data Analysis System (MIDAS) of the International Organization of Migration (IOM) in Paraguay. Two projects (TC.0856 and TC.1057) were funded by the IOM Development Fund (“the Fund” or IDF).

This ex-post evaluation was commissioned by the Fund and IOM Paraguay and was carried out by Patricia Goldschmid and Anita Leutgeb of the Owl RE research and evaluation consultancy in Geneva with the support of local independent consultant David Cordone. The purpose of the evaluation was to assess the relevance and coherence of the combined projects to their stakeholders and beneficiaries, the effectiveness and efficiency of the project management and implementation, the impact, how well cross-cutting themes of human rights and gender were mainstreamed in the projects, and if the desired effects were sustainable, and/or had the prospects of sustainability.

The evaluation was carried out primarily through a desk review of available data and documents as well as 37 key informant interviews conducted remotely and in Paraguay with IOM staff, government officials and border control representatives across the country.

### Findings

The project was relevant in that it followed a request from the national government at the time to reinforce the migration management system in Paraguay. It was based on an assessment of border point capacities across the country carried out in 2014, which showed a need for an upgraded and integrated system with a connection to Interpol was essential. The five projects were not planned as a single program. While all projects were linked in that they were developed as a continuation to be able to provide support to the government of Paraguay (GoP), each project developed its own Results Matrix (RM) that was, however not specifically linked to the others in a logical sequence.

The coherence was considered adequate in that all the projects were aligned with the general objective to improve migration management in Paraguay, however no links were found to other countries implementing MIDAS or to other organizations working on migration management topics in the country. The outcomes and outputs of the projects were mostly achieved and contributed to an improved system for migration management.

The collaboration between the IOM and the GoP was reported as positive in the initial projects but encountered challenges after 2018 with changes in government administration and within IOM. The main challenges in the implementation of MIDAS in Paraguay were linked to technological issues such as connectivity, outdated technological materials, and lack of technical services as well as insufficient financial human resources. In addition, changes in staff at both IOM and the General Migration Directorate (*Dirección General de Migración*) (DGM) influenced the continuity of the projects. The impact of the five projects was significant in that it provided a more efficient approach to processing persons travelling in and out of the country and allowed the DGM to better monitor data about these migration flows. Sustainability was found to be a weak element of the implementation of MIDAS. While the system continues

to operate, major challenges prevail linked to technical and technological obstacles, as well as a lack of resources for services and maintenance. Cross-cutting issues were considered minimally in all the projects.

**Relevance (rating: Good - 3):** The implementation of MIDAS was relevant as it followed a request from the national government at the time to reinforce the migration management system in Paraguay. It was based on an assessment of border point capacities across the country carried out in 2014, which generated a conclusion that an upgraded and integrated system with a connection to Interpol was essential. The five projects were developed and adapted according to the needs of the DGM. Each new project was established as a continuation of the MIDAS implementation with the aim to ensure sustainability. Nevertheless, a common thread between the projects was difficult to trace, and some overlaps were detected.

**Coherence (rating: Adequate – 2):** The coherence was considered adequate in that all the projects were aligned with the general objective to improve migration management in Paraguay. Compatibility was found between projects funded by IOM and those funded by the GoP. Nevertheless, little coherence was found between the implementation of MIDAS and other IOM initiatives linked to migration in the country, or with other IOM Country Offices (COs) implementing MIDAS. The projects were not found to have a specific link to other organizations implementing related projects on improving migration management in the country either.

**Effectiveness (rating: Adequate – 2):** The outcomes and outputs of the projects were mostly achieved and contributed to an improved system for migration management. The process was initiated in 2015 with the implementation of MIDAS at the two international airports with subsequent projects covering border posts along the borders with Argentina, Brazil, and Bolivia. The fact that each new project was developed without an official handover to the DGM was reported as contributing to a lack of ownership on behalf of the DGM. With the departure of the IOM team during the second part of 2019 the technical challenges became an obstacle in the successful management of the system. A lack of clarity in the communication and management of expectations was noted by stakeholders as another challenge in the collaboration of the later projects.

**Efficiency and cost effectiveness (rating: Adequate – 2):** The projects were reported as cost effective and could not have been implemented with fewer resources. Financial resources were, however, reported as challenging in the collaboration with the DGM. Changes in administrations led to changing priorities where funds were allocated to other departments within the government, such as the health department during the COVID-19 pandemic. Funding for some projects was received with delays of up to six months, which led to complications in the projects, as elaborated below. Most activities were carried out within the project timeline, with some activities carried out after the close of the projects. Reporting was appropriate for the projects supported by the Fund (TC.0856 and TC.1057) as well as the DGM funded project (TC.0946). However, IOM final documentation was incomplete on projects TC.1048 and IB.0133.

**Impact (rating: Good – 3):** The impact of the five projects was significant in that it provided a more efficient approach to processing persons travelling in and out of the country and allowed

the DGM to better monitor data about these migration flows. The most visible impact confirmed by stakeholders was that the system had improved the processing of persons crossing the borders by decreasing the amount of time it took for each person to cross the border. After eight years and five projects, the impact was more significant at the initial stage covering the installation at the two international airports. However, as the process advanced several challenges prevented the system from operating efficiently and produce continued reliable results.

**Sustainability (Poor – 1):** Sustainability was found to be a weak element of the implementation of MIDAS. While the system continues to operate, major challenges prevail linked to technical and technological obstacles, as well as a lack of resources for services and maintenance. Sustainability was ensured through the creation of new projects to ensure continued implementation of MIDAS including the provision of assistance throughout the five projects. However, this was also said to have led to a lack of ownership by the government and instead an interdependence between the DGM and IOM which ceased when the IOM technical team left the country. While support was still offered after the departure of the IOM technical team, it was said to be complex in terms of communication and timing. In order to ensure a long-term effective operation of MIDAS under the control of the DGM, a sustainability plan should have been developed during the first project with a long-term projected structure.

## Conclusions and recommendations

The five projects (TC.0856 / TC.0946 / TC.1048 / TC.1057 / IB.0133) all contributed to the installation and operation of an improved system for migration management. IOM was reported as a valuable partner in this process, providing technical guidance, support and follow up. The ten border posts were successfully equipped with the MIDAS system, and officials at both the DGM headquarter and all border posts were trained to use the system and process the information. Nevertheless, this evaluation found that despite the continuity generated with each new project, border posts today are only partially able to use the MIDAS system effectively. While collaboration was strong in the first phase of projects, a lack of ownership by the DGM was prevalent and perpetuated further with changes in government as well as in IOM staff. A lack of clarity on expectations was identified as a main problem together with a lack of sustainability measures at the start of each project and for the implementation as a whole. The projects failed to address the weak technological infrastructure and scarce resources in the government to allow for the effective continuity of the system.

The following are conclusions and recommendations drawn from the findings:

### 1. Project design

While the initial outcomes and outputs were achieved, they were not sustainable in part due to lack of infrastructure in the country that is not strong and stable enough for the MIDAS system. Appropriate measures in terms of anticipating capacity and resources were not integrated into the project design to secure ownership by the government.

**Recommendation (priority level: 1-high):** For IOM Paraguay, the Immigration and Border Management Division of the IOM HQ, the Fund, and the COs implementing MIDAS.

- Establish a clear assessment of the existing infrastructure in the country and the resources available for government to take ownership and manage the system after the project close.

- Ensure that funds are available for hardware and software maintenance for the MIDAS system.
- Always create a formal handover plan at the project close with clear action points for the government entity.
- Secure human resources with technical expertise. For similar projects in the future ensure that implementing partners are committed and have clarity about software and hardware requirements and ensure that sufficient resources are allocated to the continuation of the project. Potentially a binding agreement that outlines roles and responsibilities of partnering institutions could be developed, in order to ensure agreements on responsibilities and timelines. This recommendation was also put forward in the evaluation of the MIDAS implementation in Belize<sup>1</sup> and is applicable in this context.

## 2. Sustainability

No official handover was carried out because at the end of each project, a new one was launched. This led to continued reliance on IOM and a lack of local ownership. The government IT technical team was not prepared to take over the operation of the system. It is essential that necessary resources and expertise are secured prior to the handover with the necessary manuals/guidelines available for support at the closure of the project (IB.0133) and for any further follow up projects.

**Recommendation: (priority level: 1-high):** For IOM Paraguay, the Immigration and Border Management Division of the IOM HQ,

- Integrate an official documented handover into the MIDAS project with clear guidelines, responsibilities for covering financial and human resources.
- Ensure that IT teams are proficient and secure in the management of the MIDAS system prior to the handover.
- Ensure operational manuals are available in the local language for all border officers to have access to a technical resource on how to use MIDAS.

## 3. Training

While training was provided it was not continued throughout the projects. As technology evolves continued training is essential.

**Recommendation: (priority level: 1-high):** For IOM Paraguay

- Organize an annual training with a train the trainers approach for officials at both border points and the DGM to instruct them about updates and modifications to the system as the MIDAS technology evolves.

## 4. Cross-cutting issues

Efforts were made to include cross-cutting issues to some extent in the later projects, however they were limited in most. As MIDAS provides an opportunity to gain insights into migrant profiles and behavior to better address specific needs, this could be taken into consideration in future analysis and could be embedded in the implemented systems. In addition,

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<sup>1</sup> "Enhancing Migration Management in Belize through an upgrade of the Migration Information Data Analysis System (MIDAS)" that was implemented by IOM Belize from November 1st, 2016 to September 30th, 2017

environmental sustainability measures should also become more prevalent in the project scope.

**Recommendation: (priority level: 1-high):** For IOM Paraguay, the Immigration and Border Management Division of the IOM HQ, the Fund, and the COs implementing MIDAS.

- Include cross-cutting issues such as gender and accountability to affected populations in future project development, in line with IOM guidelines on rights-based approach to programming and on gender mainstreaming into projects.
- Consider embedding mechanisms into the system to allow for cross-cutting issues to be systematically considered.
- Consider more environmental sustainability elements in the projects, possibly through collaboration with other organizations implementing similar projects and covering these issues or through alignments with international goals such as the Sustainable Development Goals (SDG) for example.

## **5. Funding**

Financial resources were a problem in all projects due to changes in government and diverging priorities. This is a continued risk factor in projects, which could be mitigated through alternative funding sources to support projects.

**Recommendation: (priority level: 2 - medium): For IOM Paraguay**

- Develop a business plan as part of the DGM funding architecture (such as increasing by 1USD/traveler the entry fee in the country) to ensure that they have the financial capacity to replace the equipment and organize their own trainings.

## Glossary of Terms

CS	Civil Society
CoM	Chief of Mission
DAC	Development Assistance Committee
DGM	General Migration Directorate ( <i>Dirección General de Migración</i> )
GoP	Government of Paraguay
IDF	IOM Development Fund
ICMPD	International Centre for Migration Policy Development
IOM	International Organization for Migration
MI	Ministry of Interior ( <i>Ministerio de Interior</i> )
MIDAS	Migration Information and Data Analysis System
OECD	Organisation for Economic Co-operation and Development
PM	Project Manager
RM	Results Matrix
TIP	Trafficking in Persons
UNHCR	United Nations High Council for Refugees
SDG	Sustainable Development Goals



## 1. Introduction

The following report is an ex-post evaluation of the projects TC.0856/TC.0946/TC.1048/TC.1057/IB.0133 which supported the implementation of the Migration Information and Data Analysis System (MIDAS) of the International Organization of Migration (IOM) in Paraguay. Two projects (TC.0856 and TC.1057) were funded by the IOM Development Fund (“the Fund” or IDF).

This ex-post evaluation was commissioned by the Fund and IOM Paraguay and was carried out by Patricia Goldschmid and Anita Leutgeb of the Owl RE research and evaluation consultancy in Geneva with the support of a local independent consultant, David Cordone. The evaluation was carried out from February to July 2022. Data collection was carried out in March and April including a field visit to Paraguay from 20 to 25 March, 2022. The purpose of the evaluation was to assess the relevance and coherence of MIDAS for the stakeholders and beneficiaries, the effectiveness and efficiency of the management and implementation of the projects, the impact, how well cross-cutting themes of human rights and gender were mainstreamed throughout the projects, and how sustainable the desired effects were or could be.

The evaluation was carried out primarily through a desk review of available data and documents as well as 37 key informant interviews conducted remotely and in Paraguay with IOM staff, government officials and border control representatives across the country.

## 2. Context of the evaluation

One of the challenges related to migration management in Paraguay relates to border control due to its position as an origin and transit country for human trafficking and a route for other transnational crimes (such as trafficking in persons (TIP), migrant smuggling, drugs and arms). The Paraguayan State, through the General Directorate of Migration<sup>2</sup> (DGM) under the Ministry of Interior (MI), made a request for IOM to provide technical capacity and equipment to strengthen controls on entry and exit from the country in order to contribute to orderly and safe migration.

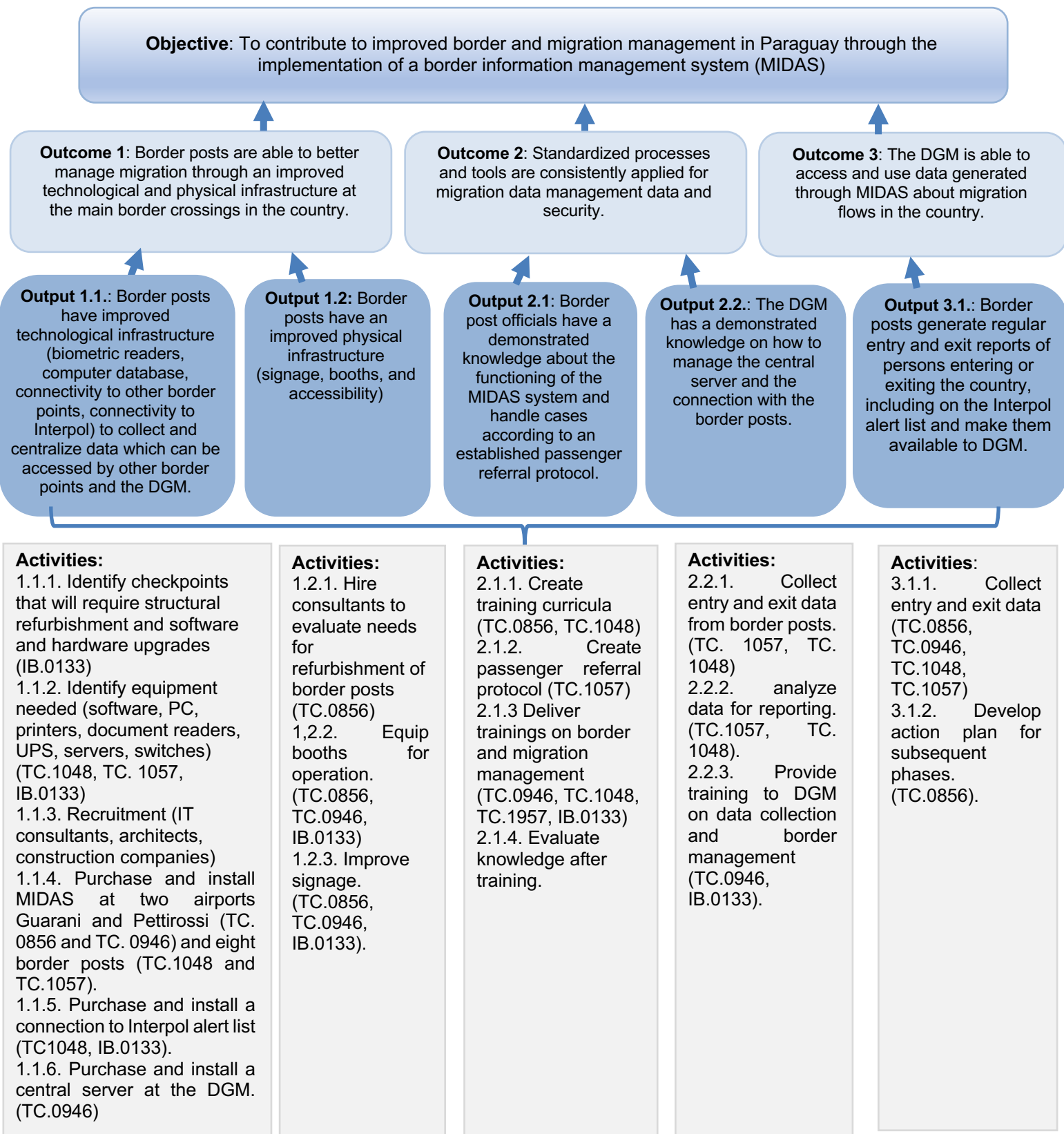
The body in charge of implementing the national migration policy and applying the Migration Law (No. 978/1996) and its regulations is the DGM. For its part, IOM assists governments in managing their borders, in an aligned approach to address national security concerns, respecting the rights of migrants and cross-border travelers, and enhancing economic benefits through the facilitation of institutional initiatives, education, trade and tourism. An agreement was signed on 6 August 2015 with the MI, the DGM and IOM for the implementation of the system in two phases, the first phase during the period August 2015 - July 2016, which covered the implementation in the two most important airports in the country, and then a second phase during the period 2017-2019; during this period MIDAS was installed in 10 border control posts, which control 90% of border migration movement; during the period 2019-2021,

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<sup>2</sup> Dirección General de Migraciones

corresponding to a third phase, IOM was supporting the strengthening of the implementation of MIDAS in the border control posts where the system was already installed.

The five MIDAS projects are combined into the following results matrix (RM) to illustrate a consolidated intervention logic foreseen for MIDAS. It takes the main outcomes, outputs, and activities from the five matrices designed for the projects.



## Assumptions

The following assumptions were identified from the available documentation. These were divided into four categories: institutional, technological, as well as political and policy related as depicted in the table below. This evaluation found that the most important institutional assumption was thought to have been missing from the available project documentation, namely: *the government has the resources to continue to maintain and update MIDAS after IOM project(s) end.*

**Table 1: Summary of Project Assumptions**

Category	Assumption
<b>Institutional:</b>	<p>Interest of the authorities in the project activities.</p> <p>The government accompanies the implementation of projects and maintains functioning migration equipment and systems and provides continuous training to its officials.</p> <p>Migration officers pass on the knowledge they have learned to their colleagues.</p> <p>Migration officers make comments and recommendations for the best use of the system and equipment.</p>
<b>Technological:</b>	<p>The system is successfully installed and officials both at border posts and at the DGM are trained.</p> <p>Interconnectivity is available either through classical ADSL/VPN Internet connections or through a fibre optic connection.</p> <p>The country's infrastructure (e.g. electricity) is maintained at a level that allows the use of the equipment and software.</p>
<b>Political and policy related:</b>	<p>The government uses the information obtained for the formulation of action plans and the establishment of recommendations to improve migration management.</p> <p>The government proactively uses migration data as a basis for creating appropriate migration policies.</p>

## 3. Evaluation purpose and objectives

### 3.1. Purpose and objectives

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

The evaluation aimed to promote transparency and accountability to assist the Fund and IOM Paraguay in their decision-making and to better equip staff to make judgments about projects and provide relevant recommendations for the government.

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 and design of the results matrix and the extent to which the objective, outcomes and outputs were well formulated; the indicators were SMART, and baseline and targets were appropriate;
- (c) Assess the coherence of the project with IOM’s activities and other interventions in the sector;
- (d) Assess the effectiveness of the projects in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;
- (e) Assess the efficiency of project implementation;
- (f) Assess the impact prospects and outcomes to determine the entire range of effects of the MIDAS implementation (or potential effects) and assess the extent to which the implementation has been successful in producing the expected change;
- (g) Assess the sustainability of the project’s results and benefits (or measures taken to guarantee it) or prospects for sustainability;
- (h) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund and IOM Paraguay in its decision-making about future project funding.

These objectives are operationalized 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 Country Office in Asuncion, Paraguay; the IOM Regional Office in Buenos Aires, Argentina; the Immigration and Border Management Division and more specifically the MIDAS team in Headquarters, and all IOM units and Country Offices implementing similar projects to improve migration management reinforced border controls, as described in the following table.

**Table 2: Evaluation Intended Uses and Users**

<b>Intended Users</b>	<b>Intended Uses</b>
IOM office, Paraguay IOM Regional Office, Argentina GoP, Paraguay	<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 agenda.</li> <li>- To improve identification of and alignment of IOM’s interventions with national, regional, and global development and migration agenda.</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 similar projects	<ul style="list-style-type: none"> <li>- To improve efficiency and effectiveness of current and future projects funded by The Fund as well as other comparable IOM projects.</li> </ul>

The Fund	<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 for The Fund.</li> </ul>
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### 3.2. Evaluation scope

The evaluation covered five projects linked to MIDAS in Paraguay from 2015 to 2022 as described in the table below:

**Table 3: Evaluation Projects**

<b>(TC.0856) Migration management through an interconnected registration and personal identification system (PIRS/MIDAS) at the Silvio Pettirossi y Guaraní Airports in Paraguay</b>			
<b>Duration of the project</b>	<b>Budget (USD)</b>	<b>Donor</b>	<b>Scope</b>
31 July 2015 31 October 2016	200,000	The Fund	i) Technical support for the implementation of a pilot border information management system that facilitated the registration and processing of migration data at two selected international airports, <u>Silvio Pettirossi Airport and Guaraní Airport</u> . ii) The refurbishment of airport booths to be used for migration control and the appropriate signage. iii) Training of migration officials working at the border crossing points, as well as first instance users; iv) Creation of an action plan for subsequent phases of the project based on the continuous monitoring of the products financed by the Government, and the evaluation of the system and equipment installed at the two selected airports.
<b>(TC.0946) Migration management through an interconnected registration and personal identification system (PIRS/MIDAS) in Paraguay</b>			
<b>Duration of the project</b>	<b>Budget (USD)</b>	<b>Donor</b>	<b>Scope</b>
6 August 2015 31 July 2016	800,000	DGM	i) A computerized border management system developed by the Government of Paraguay installed and functioning at the selected airports, <u>Silvio Pettirossi Airport and Guaraní Airport</u> ; ii) improved signposting and equipment at the airports; iii) General Migration Directorate (DGM) officials are trained in the management of the PIRS/MIDAS system, providing for the transfer of knowledge to their colleagues.
<b>(TC.1048) Migration management through an interconnected registration and personal identification system (PIRS/MIDAS) in Paraguay Phase II</b>			
<b>Duration of the project</b>	<b>Budget (PYG)<sup>3</sup></b>	<b>Donor</b>	<b>Scope</b>

<sup>3</sup> Paraguayan Guarani

23 July 2017 31 October 2019	5,874,709,320	DGM	<p>i) Reports generated on entry and exit of persons through selected border posts; <b><u>Border with Brazil: Salto del Guairá, Pedro Juan Caballero; Argentina: Alberdi, Itá Enramada, Pilar; and Bolivia: Infante Rivarola, Mcal. Estigarribia.</u></b></p> <p>ii) Equipment installed for efficient data collection at selected border checkpoints: <b><u>Ciudad del Este, Encarnación, Puerto Falcón, Salto del Guairá, Pedro Juan Caballero, Alberdi, Itá Enramada and Pilar;</u></b> iii) Border posts at <b><u>Encarnación, Ciudad del Este, Puerto Falcón, Salto del Guaira, Pedro Juan Caballero, Alberdi, Ita Enramada</u></b> refurbished; iv) Officials trained in the operation of PIRS/MIDAS.</p>
<b>(TC.1057) Migration management strengthening with a focus on the Paraguayan Border Zones</b>			
<b>Duration of the project</b>	<b>Budget (USD)</b>	<b>Donor</b>	<b>Scope</b>
25 September 2017 25 December 2018	150,000	The Fund	<p>i) Representatives of the Directorate of Migration and the institutions involved validate the protocol for passenger referral; ii) Border posts have computer equipment and connectivity services in accordance with the requirements for capturing and processing selected border control data; iii) Border posts in <b><u>Encarnación, Ciudad del Este and Puerto Falcón</u></b> have a technical proposal for the refurbishment of their facilities; iv) Officials have knowledge of the use of alert lists through PIRS/MIDAS; v) Border centres generate reports on the entry and exit of persons.</p>
<b>(IB.0133) Improved migration management through the establishment of human and structural capacity building in information technology and communication (TIC)<sup>4</sup>.</b>			
<b>Duration of the project</b>	<b>Budget (PYG)</b>	<b>Donor</b>	<b>Scope</b>
8 November 2019 7 March 2022	1,599,133,461	DGM	<p>Implementation of entry and exit controls by the DGM at 10 border migration checkpoints: <b><u>Puente Internacional de la Amistad- Ciudad del Este, Puente Internacional San Roque Gonzalez de Santa Cruz-Encarnacion, Puerto José Falcón, Mayor Infante Rivarola, Pedro Juan Caballero, Salto del Guairá, Pilar;</u></b> ii) Capacity building of DGM for the necessary skills to operate a biographic and biometric system for the control of persons entering and exiting the country.</p>

<sup>4</sup> Tecnología de información y comunicación

### **3.3. Evaluation criteria**

The evaluation focused on the following six main evaluation criteria, based on the Organisation for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC) guidelines: relevance, coherence, 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 18 evaluation questions with 14 sub-questions (listed in blue) defined in collaboration with the IOM Paraguay and the IOM regional office in Argentina (as outlined in the evaluation matrix presented in the ToR/Inception Report in Annex 1).

## **4. Evaluation methodology**

The evaluators 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.

The evaluation design included considering ethical considerations such as UN-SWAP Evaluation Performance Indicator (EPI) norms and standards on gender equality. No major ethical issues were encountered by the evaluation.

### **4.1. Data sources and collection**

Data was collected from a number of different sources in order to cross validate evaluation findings.

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

- 1) Desk review of available data and documents;
- 2) Key informant interviews: interviews were conducted on site and online with IOM and stakeholders involved in the project.

### **4.2. Data sampling**

Stakeholders interviewed were chosen based on the extent of their involvement in the projects and their availability for consultation. They were identified in collaboration with the IOM evaluation manager. The ToR/Inception Report is available in Annex 1. The list of interviewees is available in annex 2. The main documents consulted are listed in annex 3.

A sample of 37 stakeholders involved in the project were interviewed. The stakeholders included:

- 5 IOM staff
- 4 government representatives from the DGM



- 28 border post officers at 9 border posts<sup>5</sup> across the country (7 equipped with MIDAS<sup>6</sup> and 2 without MIDAS<sup>7</sup>)

### 4.3. Data Analysis

Quantitative and qualitative approaches were used to analyze 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 and substantiate findings, and to underline any weaknesses in the evidence. For each evaluation criteria a rating was determined based on the following scale:

**Table 4: Evaluation criteria and scaling**

Evaluation Criteria Scaling		Explanation	Supporting evidence
5	Excellent (Always)	There is evidence of a 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 evidence of a good contribution but with some areas for improvement remaining.	
3	Good (Mostly, with some exceptions)	There is evidence of a satisfactory contribution, but continued improvement is required.	
2	Adequate (Sometimes, with many exceptions)	There is evidence of some contribution, but significant improvement is 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 5: Limitations and challenges**

No.	Potential limitations identified in the inception phase	How these limitations were addressed
1	The context of COVID-19: The timing of the evaluation during the COVID-19	Early and close involvement of the project manager and the regional M&E officer from

<sup>5</sup> This selection of border posts was representative of the different locations and types of border posts.

<sup>6</sup> Silvio Pettrossi Airport; Puerto José Falcon, Puerto de Pilar; Encarnacion; Ciudad del Este; Pedro Juan Caballero; Mayor Infante Rivarola.

<sup>7</sup> Puerto de Alberdi and Ita Enramada



	pandemic response and recovery were thought to impact on the availability of IOM staff and project stakeholders/beneficiaries, and/or extend the time it will take to respond to the evaluation request and provide inputs.	the RO in Argentina helped prepare for and coordinate meetings and ensure availability of key stakeholders. The stabilization of the COVID-19 pandemic at the time of the evaluation also allowed for travel to the country to meet stakeholders in-person.
2	General problem of insufficient data or insufficient representative data collected, also owing to poor response rate from interviewees.	Insufficient data was incurred in that the documentation available for consultation was missing two narrative final reports (TC.1048 and IB.1033). The latter being due to the fact that the project ended at the time of the evaluation and the report was handed in subsequently. Nevertheless, the interviewee response rate was very good; Triangulation with other data gathering tools from different sources was used to address data gaps.
3	Interviewees may have been reticent to reveal the factors that motivated them or any problems they experienced, or they may not be transparent about their motivation or internal processes.	Sources were anonymized and interviews were conducted on a one-to-one basis in confidentiality. All external interviews were conducted without the presence of IOM staff.
4	Coordination with an external junior consultant to assist with the collection of data at specific border controls. The data may not be collected thoroughly enough, or summaries may not be sufficient.	Collaboration with IOM Paraguay and the regional office in Buenos Aires facilitated the contact with the consultant who collaborated effectively on the data collection as well as the delivery of final feedback.

## 5. Findings

The project was relevant in that it followed a request from the national government at the time to reinforce the migration management system in Paraguay. It was based on an assessment of border point capacities across the country carried out in 2014, which generated a conclusion that an upgraded and integrated system with a connection to Interpol was essential. The five projects were not planned as a single program. While all projects were linked in that they were developed as a continuation to be able to provide support to the GoP, each project developed its own RM that was, however not specifically linked to the others in a logical sequence. The coherence was considered adequate in that all the projects were aligned with the general objective to improve migration management in Paraguay, however no links were found to other countries implementing MIDAS or to other organizations working on migration management topics in the country.

The outcomes and outputs of the projects were mostly achieved and contributed to an improved system for migration management. The collaboration between the IOM and the GoP was reported as positive in the initial projects but encountered challenges after 2018 with changes in government administration and within IOM. The main challenges in the implementation of MIDAS in Paraguay were linked to technological issues such as connectivity, outdated technological materials, and lack of technical services as well as

insufficient financial human resources. In addition, changes in staff at both IOM and the DGM influenced the continuity of the projects.

The impact of the five projects was significant in that it provided a more efficient approach to processing persons travelling in and out of the country and allowed the DGM to better monitor data about these migration flows. Sustainability was found to be a weak element of the implementation of MIDAS. While the system continues to operate, major challenges prevail linked to technical and technological obstacles, as well as a lack of resources for services and maintenance. Cross-cutting issues were considered minimally in all the projects.

The table below summarizes the findings and provides a rating for each evaluation criteria. The findings were based on document reviews and interviews conducted:

**Table 6: Summary evaluation findings per criteria**

<b>Evaluation criteria and rating</b>	<b>Explanation</b>
<b>Relevance 3 – Good</b>	The implementation of MIDAS was relevant in that it was established following a request for assistance from the GoP through the DGM. It was based on a diagnostic conducted by IOM and the DGM in 2014, which identified the need for a centralized and interconnected national database to verify migrant movements in real time. Paraguay was identified as a country of origin and transit of criminal activity, which obliged authorities to develop better monitoring and control strategies at border centers.
<b>Coherence 2 - Adequate</b>	The coherence was considered adequate in that all the projects were aligned with the general objective to improve migration management in Paraguay. While compatibility was found between projects funded by IOM and those funded by the GoP, no links were found with other IOM CO's implementing MIDAS or with organizations implementing complementary projects in Paraguay.
<b>Effectiveness 2 - Adequate</b>	The outcomes and outputs of the project were mostly achieved and contributed to an improved system for migration management. The collaboration between the IOM and the GoP was reported as positive in the initial projects but encountered challenges after 2019 due to changes in government administration and within IOM. The projects were initiated in 2015 with the implementation of MIDAS at the two international airports with subsequent projects covering border posts along the Paraguayan borders with Argentina, Brazil, and Bolivia. Each new project was necessary for the government to continue with the implementation and maintenance of MIDAS, which meant that they were implemented consecutively but without official closures or handovers. This was reported as contributing to a lack of ownership on behalf of the DGM. A lack of clarity in the communication and management of expectations was noted by stakeholders as another challenge in the collaboration of the later projects.
<b>Efficiency and cost effectiveness 2 - Adequate</b>	The projects were reported as cost effective and could not have been implemented with fewer resources. Financial resources were, however, reported as challenging in the projects funded by the DGM due to changing priorities. For example, a change in administration led to shifting priorities where funds were allocated to other government departments, such as the health department during the COVID-19 pandemic for later projects.
<b>Impact 3 - Good</b>	The impact of the five projects was significant in that it provided a more efficient approach to processing persons travelling in and out of the country and allowed

	the DGM to better monitor data about these migration flows. The most visible impact confirmed by stakeholders was that the system had improved the processing of persons crossing the borders by decreasing the amount of time it took to process each person. After a period of eight-years covering five projects the impact was more significant at the initial stage covering the installation at the two international airports. However, several challenges prevented the system from operating efficiently and to produce continued reliable results.
<b>Sustainability 1 - Poor</b>	Sustainability was found to be a weak element of the implementation of MIDAS. While the system continues to operate, major challenges prevail linked to technical and technological obstacles, as well as a lack of resources for services and maintenance. In order to ensure a long-term effective operation of MIDAS under the control of the DGM, a sustainability plan should have been developed during the first project with a long-term projected structure.

### Relevance – 3 - Good

The implementation of MIDAS was relevant as it followed a request from the national government at the time to reinforce the migration management system in Paraguay. It was based on an assessment of border point capacities across the country carried out in 2014, which generated a conclusion that an upgraded and integrated system with a connection to Interpol was essential. The five projects were developed and adapted according to the needs of the DGM. Each new project was established as a continuation of the MIDAS implementation with the aim to ensure sustainability. Nevertheless, a common thread between the projects was difficult to trace, and some overlaps were detected.

#### 1. Were the projects aligned with national priorities and strategies, government policies and global commitments?

- Is the implementation of MIDAS compatible with the policies of the Paraguayan State on migration management?

**Finding:** The implementation of MIDAS was relevant in that it was established following a request for assistance from the GoP through the DGM. It was based on a diagnostic conducted by IOM and the DGM in 2014, which identified the need for a centralised and interconnected national database to verify migrant movements in real time. Paraguay is a country of origin and transit of criminal activity, which obliged authorities to develop better monitoring and control strategies at border centres.

The implementation of MIDAS was seen as relevant by both internal and external stakeholders. The project was established to respond to the needs of the government. It was based on a joint diagnostic carried out by the DGM and IOM through a previous project supported by the Fund (TC.0768)<sup>8</sup> in mid-2014, which identified the lack of an interconnected national database as one of the most critical issues in the country according to project reporting.

In addition, Paraguay was identified as a country of origin and transit for human trafficking and a route for other transnational crimes (such as human, drug and arms trafficking, as well as

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<sup>8</sup> TC.0768 - Strengthening Paraguay's Migration Management System (2014)

migrant smuggling), which obliged national authorities to develop monitoring and control strategies in border centers.

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

- To what extent were the needs expressed and experienced by the DGM in terms of migration management at migration control posts taken into consideration?
- To what extent were migrant needs and rights taken into consideration?

**Finding:** The projects were initiated based on the needs of the DGM to improve the country's migration management system. All five projects were developed by IOM in close collaboration with the DGM. Border posts were selected according to the volume of migrant traffic flow that pass through them as a percentage of total migration traffic in the country. The needs of the DGM were considered as the projects were based on requests from the DG. Changes in leadership at the DGM also meant that needs changed, and projects had to be adjusted accordingly. In addition, no specific outputs or activities included migrants as beneficiaries.

The needs of the government entity responsible for migration management (DGM) were considered in the development of all projects, however those of migrants were considered only to a limited extent in that they benefitted from improving processing time through borders. The border points were selected to receive the MIDAS system according to the volume of migrants that pass through them with the aim of covering the largest part of the migration volume for the country (estimated at around 90%).

The needs of the DGM were considered as the projects were based on requests from the government. However, the changes in leadership at the DGM also meant that needs changed, and projects had to be adjusted accordingly. This also led to challenges in continuity and communication resulting in differing perceptions about the extent to which the DGM was able to manage MIDAS independently as further elaborated in *Effectiveness* below.

**3. Were the five projects designed with a logical connection between the objectives, outcomes, outputs and indicators and a logical sequence/relationship between the five projects based on a solid rationale/needs assessment?**

**Finding:** The five projects were linked in that they were developed in continuation to be able to provide support to the GoP. However, each project had its own RM that was not specifically linked to the others in a logical sequence. The evaluation found considerable overlaps among projects in terms of outcomes and outputs, but few references were made to preceding projects.

As it is beyond the scope of this evaluation to analyse each results matrix individually, an overall matrix was developed and analysed generalising the single project results matrices (see p. 14). The following are several general considerations about the logical connection between the five projects.

The five projects were not planned as a single program, but they were linked in that they were developed as a continuation to be able to provide support to the GoP. Nevertheless, each project developed its own RM that was, however, not specifically linked to the others in a logical sequence. Two projects (TC.0856 and TC.0946) were complementary in that they both focused on the implementation of MIDAS at the two main airports Silvio Pettirossi and Guarani International Airport. One, financed by the Fund (TC.0856) focused on capacity building and technical support, while the other, financed by the GoP focused on technical equipment for the airport border posts.

Similarly, the two subsequent projects (TC1048 and TC.1057), the second also financed by the Fund, were complementary as both focused on reinforcing border points along the Paraguayan borders with Argentina, Brazil, and Bolivia, with the same repartition of financing. The final project (IB.0133) was developed to assist the DGM with technical support and training, which was reported as necessary at that time. The evaluation found considerable overlaps between the projects, with some even using the same exact wording. Very little reference was made to previous projects or projects carried out in parallel. All projects included technical support and some training either for border post personnel or DGM officials.

Needs or progress assessments were carried out before the start of the first project as well as after the first installations at the airports (TC.0856 and TC.0946) and after the implementation at the subsequent border points (TC.1048 and TC.1057), further elaborated in the efficiency section of this report. However, an overall assessment of the country infrastructure to ensure that MIDAS was feasible long-term was missing.

## Coherence – 2 Adequate

The coherence was considered adequate in that all the projects were aligned with the general objective to improve migration management in Paraguay. Compatibility was found between projects funded by IOM and those funded by the GoP. Nevertheless, little coherence was found between the implementation of MIDAS and other IOM initiatives linked to migration in the country, or with other COs implementing MIDAS. The projects were not found to have a specific link to other organizations implementing related projects on improving migration in the country either.

### 4. To what extent were the project activities implemented for MIDAS compatible with other activities implemented by IOM?

- To what extent were the project activities implemented for MIDAS compatible with other activities implemented by IOM in the country?

**Finding:** This evaluation found that while the projects, which ran from 2015 to 2022, had a logical structure, they also had many overlaps and limited continuity in terms of implementation of technical aspects, capacity building, and support. Few links were found with other MIDAS projects implemented by other IOM COs.

This evaluation found that while the projects, which ran from 2015 to 2022, had a logical structure, they also had many overlaps and limited continuity in terms of implementation of technical aspects, capacity building, and support. The first two (TC.0856 and TC.0946) developed in parallel to accommodate the implementation of the system at the two

international airports in the country and the subsequent two (TC.0157 and TC.1048) focusing on the implementation at main border crossings along the borders with Argentina, Brazil, and Bolivia. The final project (IB.0133) was developed to reinforce the existing border points. Nevertheless, little coherence was found between the MIDAS projects and other IOM initiatives implemented in the country such as migrant reintegration projects or projects linked to fulfilment of migrants' rights for example.

In addition, few links were found between MIDAS implemented in Paraguay with other MIDAS projects abroad. For example, the IOM team did visit the MIDAS system implementation in Belize prior to the start of the first project (TC.0856), but as far as this evaluation is aware, no specific learnings were implemented in Paraguay as the evaluation was not consulted by the IOM office in Paraguay. The evaluation of the Belize implementation was submitted in January of 2019, but the points raised in this evaluation were not considered for the planning of subsequent MIDAS projects in Paraguay either (IB.0133 initiated in November 2019). Similarly, MIDAS has been installed throughout Africa, where learnings could also be shared. For example, the potential conflicts stemming from other international actors that may implement systems with conflicting technology and influence cross-border cooperation, as seen with the US developed Securiport project implemented in Senegal, while MIDAS was implemented in bordering Mali and Niger<sup>9</sup>.

#### **5. To what extent were the projects compatible with other interventions in this field?**

**Finding:** While interventions in migration management were found to be developed by other actors in the country, this evaluation did not find any synergies or alignments with these activities. No other organizations were integrated into the project processes in terms of support or collaboration, which could have created value for the projects in terms of creating synergies, sharing information, bridging potential gaps also in terms of resources for example.

The projects were not found to align with any other activities in migration in the country, nor did they integrate any other organizations in terms of support or collaboration. Some responses from interviewees indicated that a collaboration with another organization could have contributed to a more efficient implementation of the projects by creating synergies, sharing information, and bridging potential gaps, also in terms of resources for example.

Several other actors were found to have been working on migration related projects such as the ICMPD with the Migration EU eXpertise Initiative<sup>10</sup> also covering irregular migration, migrant smuggling, and trafficking in human beings with a focus on coordinating environmental migration. In addition, a UNHCR project on border management promoted the implementation of a border protection strategy at the borders between Paraguay and Brazil as well as the Paraguayan border with Bolivia<sup>11</sup>, and a U.S. Customs and Border Protection initiative sought

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<sup>9</sup> University of Oxford, Faculty of Law (7 September 2021); Border Criminologies Blog; Border Externalization to West Africa: Three Logics of Border Security Technologies; <https://www.law.ox.ac.uk/research-subject-groups/centre-criminology/centreborder-criminologies/blog/2021/09/border>

<sup>10</sup> Migration EU eXpertise Initiative: <https://www.mieux-initiative.eu/en/about/what-is-mieux>;

<sup>11</sup> UNHCR border management: <https://reporting.unhcr.org/sites/default/files/Paraguay%20factsheet-May%202021.pdf>



to help Paraguay secure its borders through the implementation of the Automated Targeting System<sup>12</sup>. Nevertheless, no known links or contacts were seen by this evaluation.

## Effectiveness – 2 - Adequate

The outcomes and outputs of the projects were mostly achieved and contributed to an improved system for migration management. The collaboration between the IOM and the GoP was reported as positive in the initial projects but encountered challenges after 2019 with changes in government administration and within IOM. The process was initiated in 2015 with the implementation of MIDAS at the two international airports with subsequent projects covering border posts along the borders with Argentina, Brazil, and Bolivia. The fact that each new project was developed without an official handover to the DGM was reported as contributing to a lack of ownership on behalf of the DGM. With the departure of the IOM team during the second part of 2019 the technical challenges became an obstacle to the successful management of the system. A lack of clarity in the communication and management of expectations was noted by stakeholders as another challenge in the collaboration of the later projects.

### 6. Have the projects outputs and outcomes been achieved in accordance with the stated plans?

To what extent did the projects contribute to the following aims of MIDAS:

- in collecting, processing, storing and analysing traveller information and sharing the data in real time across the national border network, meeting security standards;
- in providing a statistical basis for migration policy planning, considering human and institutional mobility trends and institutional and budgetary conditions.

**Finding:** The outcomes and outputs were achieved in that an improved technological and physical infrastructure was installed with enhanced security, which allows for a more effective management of persons entering and existing the country. Officials were trained both at border posts and at the DGM headquarters. Nevertheless, while it was effective in the two initial projects covering the implementation at the two international airports, feedback from border posts along the Paraguayan borders with Argentina, Brazil, and Bolivia highlighted a number of challenges linked to outdated technology, capacity, and connectivity. Similarly, while the aim was to equip the DGM with the capacity to manage the system and use the data to better inform national migration planning, this result was not achieved at the time of the evaluation.

All project outcomes contributed to an improved border control system. This included providing a technology to allow for collecting, processing, storing and analyzing traveler information including a link to Interpol for an enhanced security system to identify criminals passing through the borders. Staff were trained at both the DGM and at all border points involved in the implementation of MIDAS to allow for effective processing of people entering and exiting the country, as well as managing security through the monitoring of the Interpol alert list. The system was meant to allow for a connectivity between border posts with the main DGM office,

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<sup>12</sup> US Customs and Border Protection and National Customs Directorate of Paraguay: <https://py.usembassy.gov/u-s-customs-and-border-protection-and-national-customs-directorate-of-paraguay-reach-agreement-to-help-secure-paraguays-borders/>

which would monitor and use the results as well as an interconnectivity among the border points.

Interviews with migration officials from eight border posts, where the MIDAS system was installed, indicated that the system had improved migration processing at all posts visited. All confirmed that more information could be recorded in less time, and some had been able to identify persons with entry or exit restrictions.

Nevertheless, the evaluation found a number of challenges in the successful achievement of the outcomes and outputs. Feedback indicated that internet and electricity connections were difficult to maintain due to differing capacities in the various posts. For example, some posts in more remote locations such as Mayor Infante Rivarola had limited connection to the internet, unstable connection to electricity or even a power generator, and a server which had not been operating for a few months. Most others shared similar concerns linked to technical issues referring to failing or outdated equipment. None of the posts equipped had the capacity to repair or replace any of the equipment.

Concerns were also linked to a lack of adaptability of the system. Migration is reported as a changing phenomenon, which requires the possibility to adapt criteria directly on site. However, all modifications require centralized programming either at the DGM server or in Geneva, which was seen as a challenge as indicated by this stakeholder: *“Everything comes from the same source, the difficulty in modifying the system – adapting it to the context and the situation. Some points have connection problems, such as remote areas. It should be more adapted to the context. Language complicated, technical.”*

While the initial objective was to install MIDAS at all border points across the country, only 10 out of 42 posts had installed MIDAS. This was partially due to changes in priorities by the government and limitations in funding (for example, the COVID-19 pandemic which caused a reallocation of funding to health). Given that the current installation was reported as covering over 90% of migration crossing in the country, plans focused on reinforcing current MIDAS equipped border points, but no further plans to expand to other posts were reported. Nevertheless, feedback from interviews conducted at two border posts that did not receive the MIDAS system also indicated that there is a need for an improvement to their current migration management system through the installation of MIDAS at further posts.

The objective of MIDAS was to provide capacities to the government to be able to manage the MIDAS system independently. But the fact that IOM created ongoing new projects to be able to ensure continuity was thought by both internal and external stakeholders to result in the government lacking ownership as indicated by this stakeholder: *“IOM provided all the technical backup for it. There were 4 or 5 years that the government didn’t apply their technical capacities to become independent.”*

The following table provides a summary of the main achievements across the five projects with a short analysis of the results.



**Table 7: Assessment and Analysis of Results**

<b>Project component</b>	<b>TC.0856</b>	<b>TC.0946</b>	<b>TC.1048</b>	<b>TC.1057</b>	<b>IB.0133</b>	<b>Analysis</b>
<b>Objective:</b>						
To contribute to improved border and migration management in Paraguay through the implementation of a border information management system (MIDAS).	✓	✓	✓	✓	✓	All projects were aligned and succeeded in contributing to the objective of strengthening border management. However, the system has significant sustainability issues such as technological challenges and resources which are perpetuated by the lacking ownership from the DGM.
<b>Outcomes:</b>						
1. Border posts are able to better manage migration through improved technological and physical infrastructure at the main border crossings in the country.	✓	✓	✓	✓	✓	The system was successfully installed at the border control points covered in the projects (two international airports and eight border posts along the Paraguayan borders with Argentina, Brazil, and Bolivia). But, as described for outcome 2, the system was not fully functioning for the exchange of data.
2. Migration data management and security is improved through their interconnectedness as well as the connection with the DGM and Interpol.			✓	✓	✓	Later projects had an outcome on the use of MIDAS for border verification and data recording. While they are connected, data is not shared systematically due to technological issues at the border posts with connectivity and server capacities. In addition, the connection with Interpol was reported as partially functioning.
3. The DGM is able to access and use data generated through MIDAS about migration flows in the country.			✓	✓	✓	Projects TC.0856, TC.0946 and IB.0133 reported that DGM staff was trained successfully to operate and manage the MIDAS system. Information is being generated and some reporting has been recorded as being shared with 8 national institutions. However, some border points have a weak technological infrastructure and outdated equipment which impacts the reliability of the reporting and the usage by the DGM.
<b>Outputs:</b>						
1.1. Border posts have improved technological infrastructure (biometric readers, computer	✓	✓	✓	✓	✓	The technical equipment including computers, monitors, cameras, software, printers, passport readers, fingerprint readers, UPS, field servers, HQ servers, switches was

database, connectivity to other border points and to Interpol) to collect and centralize data which can be accessed by other border points and the DGM						successfully installed with the MIDAS system operational at Silvio Pettirossi Airport and Guarani international Airports as well as border posts with Brasil (Salto del Guairá, Pedro Juan Caballero); Argentina (Alberdi, Itá Enramada, Pilar), and Bolivia (Infante Rivarola, Mcal. Estigarribia).
1.2. Border posts have an improved physical infrastructure (signage, booths, and accessibility)	✓	✓	✓	✓	✓	All projects contributed to improved signage at border posts, including at the Silvio Pettirossi and Guarani international Airports as well as border posts Salto del Guairá, Pedro Juan Caballero; Alberdi, Itá Enramada, Pilar, Infante Rivarola, Mcal. and Estigarribia were provided with improved signage as well as improved control booths with furniture and air conditioning.
2.1. Border post officials have a demonstrated knowledge about the functioning of the MIDAS system and handle cases according to an established passenger referral protocol.	✓		✓		✓	Three projects had specific outputs on the training of staff (TC.0856, TC. 1048, and TC.1057); officials at border posts were trained and had necessary skills/knowledge to manage alert/exit/entry lists. However, the training planned in TC.1057 was not recorded as completed as the government requested for the trainings to be carried out in 2019 (after the project end). Regarding the project TC. 1057 output on validation of a passenger referral protocol, the protocol was validated by the DGM's Directorate of Migratory Movement, the institution in charge of implementing the Protocol. It was decided by the DGM that no other institutions would participate.
2.2. The DGM has a demonstrated knowledge on how to manage the central server and the connection with the border posts.		✓			✓	Training of DGM officials was carried out during the first MIDAS project (TC.0946) and again during the last one (IB.0133). However, it was reported that they were not sufficiently equipped to carry the management of MIDAS forward.
3.1. Border posts generate regular entry and exit reports of persons entering or exiting the country, including on the Interpol alert list	✓	✓	✓	✓		Entry and exit reports were part of outputs in projects TC.1048 and TC.1057. At the time of this evaluation, all border posts were reported as regularly generating entry and exit reports. While the connection to Interpol was established during the initial projects (TC.0856 and TC.0946),

and make them available to DGM.						the Interpol alert list was reported as received two months after the project closure.
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**7. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent were the target beneficiaries involved in the processes?**

**Finding:** The collaboration with the DGM was seen as effective in the first projects with several challenges noted in the later part of the process. According to interviewees, the main challenge was linked to communication and expectations between IOM and the DGM. This was thought to have been perpetuated by changing administrations with one administration in place for the first two projects and another for the last ones.

The collaboration with the DGM was seen as effective in the first projects with several challenges noted in the later part of the process after 2018, as confirmed by this statement: *“At the beginning, the collaboration was good. It corresponded to the needs we had at that momentum. The process was planned for one year, it should have been planned over 5 years.”*

For example, a board was established for the first projects to discuss ongoing projects including key members from the IOM and DGM programs, finance, and technology, as well as one representative from the MI (TC.1048). This was reported as very valuable for the alignment of activities and resolution of challenges. However, this was discontinued subsequently as indicated by this stakeholder: *“There is a general disconnect with the Project or with IOM. In 2015 they were very present and as the years went on, they set us aside.”*

According to interviewees, the main challenge was linked to communication and expectations between IOM and the DGM. This was reported as having been perpetuated by changing administrations with one administration in place for the first two projects and another for the last ones. While the system is an IOM product, the aim was for it to be managed by the DGM. However, the DGM did not have the capacity or resources to be able to fully manage the technical challenges that emerged both due to limitations in financial and human resources. With each new project, IOM was able to provide technical assistance to resolve the problems until a change in staff at IOM which left the mission without a technical expert.

Problems were also encountered in the collaboration with Interpol and the link with its international alert system. An extensive process of negotiation and communication took place, specifically between the IOM, the DGM, and various national and regional entities within Interpol, even reaching higher levels such as Interpol Headquarters in Lyon, and the General Directorate of Information Technologies and Communications of the Presidency of the Republic. This led to delays in the implementation of one project, which was extended until May 2017 as a result (TC.0946).

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

- Have the MIDAS implementation support targets agreed with DGM and the Fund been achieved in the framework of the projects implemented?

**Finding:** Positive external and internal factors influenced the results of the project included the recognition of the MI of a need for an improved migration system and the preparedness of officials to adapt to a new system. Internally, the collaboration worked well during the first projects. Negative external factors included challenges with the changing migration phenomenon which required ongoing adaptation, the changes in government administrations as well as the COVID-19 pandemic in the last project. Negative internal challenges were linked to changes in IOM staff, technical issues with software and hardware, lacking human and financial resources, as well as communication challenges in managing expectations.

While the main targets were achieved by the different projects and the country has a border control system that allows for a better management of the migration flows in the country, several obstacles remain mainly linked to technical challenges and lacking infrastructure at border posts, and a lack of clarity about follow up steps with the DGM.

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

**External:**

- The **recognition** of the MI for a need to improve the migration management system in the country facilitated the initial phase of the project.
- The **preparedness** of border post officials to accept and adapt to a new system was identified as a positive factor supporting the implementation of the system.

**Internal:**

- A **strong collaboration** among the IOM implementing team with the DGM during the first projects was also seen as facilitating the results, including the CoM, the PM, and the technical coordinator. IOM capacity as a facilitator and problem solver was appreciated by the DGM.
- The **regular meetings** among the heads of the relevant departments from both IOM and the DGM at the beginning of the MIDAS implementation (until 2016) to coordinate the implementation was also seen as valuable and contributing to effective execution of the initial projects.

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

**External:**

- **Changes in the government** influenced the continuity of the projects. Every new administration needed to be updated and projects often justified as priorities shifted. For example, 6 directors of migration throughout the process. For the DGM (particularly affecting TC.1057) the change in the national administration brought a high turnover of staff, as well as a change of officials, which hindered the process of information transfer, requiring more time to initiate the transfer to the new staff of the institution.

- **The changing migration phenomenon** required ongoing follow up and adaptation through close collaboration, which was seen as a challenge with a project-based approach as stated by the following stakeholder: *“The dynamic aspect required for technology and changing environments was missing.”*
- **The COVID-19 pandemic** was an external factor (particularly for IB.0133) as it led to the development of the emergency law, with financial resources shifted to health. This changed the dynamics of the project implementation as funding became limited for further expansions and the strategy shifted to reinforcement of existing border posts.

**Internal:**

- **Changes in staff** at IOM were seen as challenging for the continuity of the projects, in particular, the departure of the initial team including the CoM, the PM and the technical coordinator who all left IOM Paraguay at the same time.
- **Technical obstacles** with software and hardware were the most frequent challenges identified in the reporting and by the interviewees. For example, issues with connectivity and synchronization particularly in remoter areas, problems with server capacities and updates, as well as level of understanding of the system and how it functions.
- **Lacking financial resources** to cover technical needs such as updates to IT programmes and infrastructure, financial, as well as human resources for support were lacking on the government side and IOM by the end of the five projects.
- **Communication** was a problem throughout the duration of the five projects but particularly towards the end according to stakeholders. The interpretation of responsibilities both for human and financial resources varied among parties.

## Efficiency and Cost-Effectiveness – 2 - Adequate

The projects were reported as cost-effective and could not have been implemented with fewer resources. Financial resources were, however, reported as challenging in the collaboration with the DGM. Changes in administrations led to changing priorities where funds were allocated to other departments within the government, such as the health department during the COVID-19 pandemic. Funding for some projects was received with delays of up to six months, which led to complications in the projects, as elaborated below. Most activities were carried out within the project timeline, with some activities carried out after the closure of the projects. Reporting was appropriate for the projects supported by the Fund (TC.0856 and TC.1057) as well as the DGM funded project (TC.0946). However, IOM final documentation was incomplete on projects TC.1048 and IB.0133.

### 9. How cost-effective were the projects? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?

- Were the different MIDAS projects implemented on schedule and meeting the flexibility and cost expectations of the solution?

**Finding:** The projects were cost-effective with some obstacles encountered. Two projects were supported by the Fund (TC.0856 and TC.1057) and ran in parallel with projects funded by the government (TC.0946 and TC.1048). The final project was established to cover pending technical issues and capacity building necessary for the DGM to take ownership of MIDAS. Funding ultimately influenced the full implementation of MIDAS across the country as funds for the DGM were reallocated from migration to health due to the COVID-19 pandemic.

The projects were found to be cost-effective and could not have been implemented with fewer resources without reducing the quality and quantity of results. Two projects were financed by the Fund (TC.0856 and TC.1057). These were reported as providing the impulse for the other projects, which were financed by the GoP.

Project TC.0856 funded all technical support and training and ran in parallel with TC.0946 financed by the DGM, which covered software and hardware at the two international airports. Similarly, project TC.1048 funded by the government ran in parallel with TC.1057, covering the installation of hardware and software at the subsequent eight border points along the Paraguayan borders with Argentina, Brazil, and Bolivia. The final project (IB.0133) provided the necessary resources for technical support and capacity building to allow the DGM to take ownership of the MIDAS system. While initially the plan was to equip all border posts with MIDAS, with the COVID-19 pandemic, funds initially designated for this through the DGM were reallocated to health by the MI and the government strategy for MIDAS changed from equipping new posts to reinforcing existing ones. Therefore project IB.0133 focused on the reinforcement of existing border posts.

#### **10. How efficient was the overall management of the projects?**

-Were the project activities undertaken and project outputs delivered on time / within budgets, as planned?

**Finding:** The management was reported as efficient for the first two projects; however, a number of challenges influenced the later ones. Activities were undertaken and outputs delivered mostly on time with some exceptions in project TC.1057, where deliverables were carried out after the project closure. Documentation was available for most projects; however narrative final reports were missing for two projects (TC.1048 and IB.0133). What influenced the successful implementation were the changes in government and IOM staff, which affected priorities and financial resources available, and ultimately continuity among the projects.

The management was seen as mostly efficient particularly for the initial two projects (TC.0865 and TC.0946), which ran from 2015 to 2016 and were developed in close collaboration with the initial IOM team as well as the DGM administrators. Most activities were carried out within the project timeline, with some activities carried out after the project closure (capacity building and the reception of the Interpol alert list TC.1057).

Reporting was appropriate for the projects supported by the Fund (TC.0856 and TC.1057) as well as the DGM funded project (TC.0946). However, final documentation was incomplete on



projects TC.1048<sup>13</sup> and IB.0133 (for IB.0133 the final narrative report was not submitted at the time of this evaluation).

As previously mentioned, what influenced the continuation of a smooth implementation of MIDAS were the changes of government administrations with subsequent changing priorities and budget allocation. Within the government entity responsible for migration working under the MI, there were 6 different directors in place throughout the five projects. The initial Director led the institution during projects from 2015-2016. The current Director was in the position in 2018, then departed and returned in 2020. The DGM is also reported as depending on financing from the MI. With scarce funding, particularly since the COVID-19 pandemic, funds were allocated to health and other initiatives. This resulted in challenges according to all stakeholders interviewed. While the initial objective was to install MIDAS at all border points across the country, the lack of resources meant that the strategy was changed to installing it at those points that represented the highest migrant transit. Currently, only 10 out of 42 posts have installed MIDAS, which was seen as a shortcoming on the projects, as indicated by this stakeholder: *“There is no point in doing update with just 10 posts out of 42. This was the biggest failure.”*

Similarly, changes in staff at IOM influenced the continuity of the projects. The initial team was in place until 2019 after which the office leadership had two changes: an ad interim CoM was responsible for one year, followed by a new CoM hired externally and currently still in place. The departure of the technical expert was reported as having a significant impact on the technical efficiency of the projects, as mentioned above.

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

**Finding:** Project monitoring was conducted regularly, and actions adapted accordingly, particularly in the first projects. Assessments were carried out before the start of the first project (2014) and towards the end of the project phase (2021). However, no systematic assessments were conducted prior to each MIDAS project. Financial documents were submitted every three months and IOM was responsible for the narrative final reports. A no-cost extension of 5 months was solicited for the first project TC.0856 until March 2017. Managing resources was said to be a challenge as resources were limited, particularly at the DGM. Payments were received with delays for several projects particularly those funded by the government (TC.0946 and IB.0133), with IB.0133 requiring three revisions due to the delays.

Project monitoring was conducted regularly, particularly covering technical aspects. An initial assessment was done prior to the launch of the implementation of MIDAS in 2014. A monitoring report was then conducted in 2018 after the first phase of the implementation of MIDAS in 2018, in collaboration with IOM and the DGM, and a technical assessment was conducted in 2021 by IOM. The areas that were assessed in the 2018 monitoring report

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<sup>13</sup> This was reported that this was due to the fact that some documentation was lost during the migration to the PRIMA system at the time.

included the equipment available for migration control, the number of officials available and their knowledge on the use of the system, the time required to take action in case of alerts as well as the response time to technical problems from the central office. Similarly, the technical assessment conducted in 2021 focused on the status of the MIDAS system at the different border posts and the specific needs for improvements of each post. The aim was to develop a work plan with a timetable defining the scope and responsibilities for each action. Nevertheless, at the time of this evaluation the problems identified had not been resolved yet due to limited resources and changing priorities.

Financial documents were submitted every 3 months and IOM was also responsible for the narrative final reports. These were submitted with diverging levels of delays. Due to some delays with contracts and material deliveries, a no-cost extension of five months was solicited from the Fund for the project TC.0856 until 31 March 2017 and an extension was granted for the project IB.0133 for two months until 7 March 2022.

Managing resources was reported as challenging for many of the projects. For example, for the first projects at airports, the transfer of funds was received late (TC.0946), which disrupted the smooth development of the project. Similarly, with IB.0133, the project was signed in November 2019 and, with a change in administration that followed, the budget was reduced, and only half of the funds were transferred. This led to three revisions due to the fact that funding was cut, and only half of the funds originally agreed were received.

The limitation in resources influenced the efficient management of the project and ultimately also influenced the impact (see below) as confirmed by this stakeholder: *“At the beginning it was good collaboration, they organized capacity building but then it stopped after 2018. After that we stopped due to financing. So, new people who came in weren’t trained in the same way...When authorities change, then priorities change.”*

### Impact – 3 - Good

The impact of the five projects was significant in that it provided a more efficient approach to processing persons travelling in and out of the country and allowed the DGM to better monitor data about these migration flows. The most visible impact confirmed by stakeholders was that the system had improved the processing of persons crossing the borders by decreasing the amount of time it took for each person to cross the border. After eight years and five projects, the impact was more significant at the initial stage covering the installation at the two international airports. However, as the process advanced, several challenges prevented the system from operating efficiently and produce continued reliable results.

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

- Is there evidence of changes in the Paraguayan state's control of people entering and leaving its territory?

-To what extent are the projects meeting the expectations of the Paraguayan State in terms of control of people entering and leaving its territory, and in providing a statistical basis for migration policy planning? To what extent did the MIDAS projects contribute to these changes?



**Finding:** The evaluation found that the projects had a significant impact on migration management in Paraguay in that it changed the manner of processing individuals coming into the country and allowed the government to have better data on migration flows. Nevertheless, the impact was greater at the beginning with the initial projects implemented at airports, where technical aspects and support were operating well, as delineated in the effectiveness section. Longer-term positive changes included improved data on migration movements, improved security and improved efficiency of the border posts (e.g. reduction of processing time).

The evaluation found that the projects had a significant impact on migration management in Paraguay in that it changed the process of processing individuals coming into the country and allowed the government to have better data on migration flows. Nevertheless, the impact was greater at the beginning, with the initial projects implemented at airports, where technical aspects and support were operating well as delineated in the effectiveness section. The evaluation found that the challenges incurred in the long-term influenced the impact. For example, due to weak internet connections at some border, authorities were not able to track migrant movements from one post to another and therefore did not know when or where they left the country. In addition, technical challenges were reported as resulting in problems with malfunctioning servers, connections to the Interpol failing or officials not recording all the relevant data. Finally, while the potential was there, it was not possible to establish to what extent the government was using the data.

**Short-term positive change:**

- The first implementations (TC.0857 and TC.0945) at the airport were a success and set the basis for further development across the country.

**Long-term positive change:**

- **Improved data about migrant movements:** The government has improved access and more detailed information about migrants crossing the Paraguayan borders with Argentina, Brazil, and Bolivia. Through the biometric system at the airports and at the posts across the country more thorough information is now gathered during the controls.
- **Improved security:** The ten border points that have been equipped with MIDAS are connected with INTERPOL and national alert lists, indicating that security is improved and potential individuals on the alert list may be apprehended upon entry into the country.
- **Improved migration management:** the information provided by MIDAS is available for use by the DGM, the National Statistics Authorities and other ministries for a better understanding of migrant behaviors and to inform policy development.
- **Improved efficiency of the border points:** the registration process at borders was reported as more efficient by several officials interviewed, with a significant increase in the number of migrants that are processed per hour for example, with variations depending on days and posts. *“For the country a major impact was the improvement in terms of timing and form for the official and the immigrant of migration process.”*

## Sustainability – 1 - Poor

Sustainability was found to be a weak element of the implementation of MIDAS. While the system continues to operate, major challenges prevail, linked to technical and technological obstacles, as well as a lack of resources for services and maintenance. Sustainability was ensured through the creation of new projects to ensure continued implementation of MIDAS including the provision of assistance throughout the five projects. However, this was also said to have led to a lack of ownership by the government and instead an interdependence between the DGM and IOM which ceased when the technical team left the country. While support was still offered after the departure of the technical team, it was said to be complex in terms of communication and timing. In order to ensure a long-term effective operation of MIDAS under the control of the DGM, a sustainability plan should have been developed during the first project with a long-term projected structure.

### 13. Did the projects take specific measures to guarantee sustainability?

- Has the support provided by IOM for the implementation of MIDAS included measures to favor its continuity, adaptation, maintenance and expansion?

**Finding:** The individual projects took limited measures to ensure continuity beyond the project duration. Capacity building was interrupted in 2018 at the airports and partially at other border posts. The succession of projects contributed to sustainability but was not a planned measure of sustainability that looked beyond the single project duration. Ownership was hampered by the lack of a proper handover process after the end of each project to the managing entity. The Government institutions did not receive and have the necessary capacities to carry out the maintenance of MIDAS independently in the longer-term.

The projects individually took limited measures to ensure continuity after each project closure. The main measure focused on capacity building at the start of the project for both the field level and at the DGM. However, training was only carried out until 2018 (TC.0856 and TC.0946) at the airports and partially at subsequent border posts (TC.1048 and TC.1057). Subsequent trainings were carried out by the DGM for new staff hired.

The creation of new projects, after the closure of each phase, was also considered as a measure to ensure continuity, however this was not a documented sustainability measure at the start, but rather a measure developed towards the end of each project.

Therefore, there was also no official handover at the end of each project, which would contribute to greater ownership by the entity that would carry forward the management of MIDAS. This was reported as contributing to the lack of ownership by the DGM that was noted, as the perception was that IOM would provide the continuity with support and capacity building.

A strong reliance by the DGM on the IOM technical support was noted by stakeholders, which created complications after the departure of the team. While support was still provided, it was by distance, either through another IOM CO or IOM HQ, with more complex processes and response times.

A problem with communication was identified by most stakeholders as an obstacle to the sustainable continuation of the project. A general lack of clarity about expectations and capacities on both sides was said to have led to difficulties.

Clearly documented measures such as operational manuals as part of official handovers after each project were missing from the MIDAS implementation. According to respondents, the documentation available for MIDAS support was initially only available for IOM internal use. While source codes and links to some documents were uploaded to a cloud server for the system, no additional instructions were provided. At the time of this evaluation, manuals for system updates and other documents were reported as under development or translated for the DGM administrator and the officials using the system.

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

**Finding:** The benefits generated, and the momentum created by each project did remain with the implementation of each new project. However, they were not sustained by the government but instead by each new project created for the continued installation and maintenance of the MIDAS system. The challenges faced with the technological element and the financial constraints remain a significant obstacle in the smooth operation of MIDAS to date.

The benefits generated by each project deliverables continued with the implementation of a new project, which contributed to ensuring a follow up for the installation and maintenance of the MIDAS system. However, the challenges faced with the technological element and the financial constraints remain a significant obstacle in the smooth operation of MIDAS. At the time of this evaluation, the last project (IB.0133) was closed with a number of pending challenges in terms of technological support for the operation of MIDAS and resources to maintain it, such as financial resources to cover the costs and technical expertise.

#### **15. Were the projects supported by national/local institutions and well-integrated into national/local social and cultural structures?**

- Did the selection of outputs that received funding from the Fund for the implementation of MIDAS support the sustainability and institutional ownership of the system?

**Finding:** The project was supported by the MI and its Migration Directorate (DGM), which collaborated closely with IOM on all projects developed. However, feedback from several stakeholders indicated that a system should have been established to allow for a longer-term service support and ongoing capacity building to ensure a continuity as technology and migration needs evolve.

The project was supported by the MI and its Migration Directorate, which collaborated closely with IOM on all projects developed. Two projects (TC.0856 and TC.1057) were developed with support provided by the Fund, while the other three projects (TC.0946, TC.1048 and IB.0133) were developed in parallel funded by the DGM.

The Fund was reported as providing the base financing to allow for the first implementation of MIDAS at the two international airports. This covered technical assistance, installation of

materials and reinforcement of infrastructure as well as capacity building for officials both at the DGM and at the airports.

While capacity building was provided to allow the DGM and officials at border posts to take ownership of the first projects after their closure, the fact that after each project a new one was launched was reported as influencing the ownership, as the national structures continued to rely on IOM for technical support.

Feedback from several stakeholders indicated that a system should have been established to allow for a longer-term service support and a system for ongoing capacity building beyond the project approach to ensure a continuity as technology and migration needs evolve.

**16. Have adequate levels of financial resources and suitable qualified human resources within IOM and partners been available to continue to deliver the project's stream of benefits?**

**Finding:** The major obstacles of the project were linked to technical challenges as well as both financial and human resources. The evaluation found a lack of specific sustainability measures and a clear agreement with the government for the continuation of MIDAS.

The major obstacles of the project were linked to technical challenges and resources, both financial and human, as described previously. This would have required a specific plan to be able to ensure that the system was adapted to the local context taking into consideration the potential challenges, according to feedback from stakeholders. What was said to be missing was a specific project component for the sustainability and a clear agreement with the government for the continuation of MIDAS, specifically ensuring that the government had the capacity to secure ongoing service and maintenance. See recommendations for further suggestions in this respect.

### Cross-cutting themes

Cross-cutting issues were minimally addressed in all projects, more so in the first four and to a limited extent in the final project (IB.0133). Gender mainstreaming and rights-based approaches were not identified in these projects. Similarly, no specific considerations were reported on environmental sustainability actions, including climate change mitigation and adaptation. This was partially due to the fact that these were not cross-cutting themes at the time of the initial projects.

**17. Was the project designed and planned, taking into consideration a gender analysis, needs assessment and available guidance?**

*-Has the support provided by IOM for the implementation of MIDAS favored the inclusion of gender equality and diversity considerations in the adoption and operationalization of MIDAS?*

**Finding:** Gender inclusion was not prioritized in the earlier projects but was integrated into the later ones, particularly the last one completed in March 2022 (IB.0133). It was considered a challenge in terms of gender balance in training, as there was no gender balance among staff at the DGM and officials at the border control posts. Consequently, in initiatives such as trainings, participants remained mostly male.

While the system does generate regular reports with information on gender, age, border post of entry/exit, reason for visit, nationality, among others, the information about gender is not considered specifically by the authorities. Cross-cutting topics were considered more in the later projects after 2018. The last project (IB.0133) completed in March 2022 focused on recruitment of women with 44% of those recruited in its first call for applications being women. It was reported that for subsequent calls for applications the percentage of women applicants and those selected would be high, and for this purpose a call for applications was planned in order to achieve the goal of 50% women hired by the project.

At start of the MIDAS process in 2015, cross-cutting topics were not as prioritized as they are today. Gender breakdown was integrated into analyses however it was not considered a priority or criteria for action. For example, gender balance for training was not achievable as there was no gender balance priority among staff in the government entities or border posts and there was no gender balance among its officials. Therefore, all the training session participants were mostly male.

#### **18. To what extent were environmental sustainability actions, including climate change mitigation and adaptation considered in the implementation of the MIDAS projects.**

**Finding:** This evaluation did not find any consideration of environmental sustainability actions such as climate change mitigation and adaptation in the implementation of the MIDAS projects.

This evaluation did not find any consideration of environmental sustainability actions such as climate change mitigation and adaptation in the implementation of the MIDAS projects. This topic was also not a priority or part of the cross-cutting issues to be considered at the time of the projects. Climate change aspects should be reflected in future projects in terms of energy saving approaches.

## **6. Conclusions and recommendations**

The five projects (TC.0856 / TC.0946 / TC.1048 / TC.1057 / IB.0133) all contributed to the installation and operation of an improved system for migration management. IOM was reported as a valuable partner in this process, providing technical guidance, support and follow up. The ten border posts were successfully equipped with the MIDAS system, and officials at both the DGM headquarter and all border posts were trained to use the system and process the information. Nevertheless, this evaluation found that despite the continuity generated with each new project, border posts were only partially able to use the MIDAS system effectively. While collaboration was strong in the first phase of projects, a lack of ownership by the DGM was prevalent and perpetuated further with changes in government as well as in IOM staff. A lack of clarity on expectations was identified as a main problem together with a lack of sustainability measures at the start of each project and for the implementation as a whole. The projects failed to address the weak technological infrastructure and scarce resources in the government to allow for the effective continuity of the system.

The following are conclusions and recommendations drawn from the detailed findings presented in the previous sections:

## 1. Project design

While the initial outcomes and outputs were achieved, they were not sustainable, partly due to the lack of infrastructure in the country that was not strong and stable enough for the MIDAS system. Appropriate measures in terms of anticipating capacity and resources were not integrated into the project design to secure ownership by the government.

**Recommendation (priority level: 1- high, to be completed by 30 September 2022):** For IOM Paraguay, the Immigration and Border Management Division of the IOM HQ, the Fund, and the COs implementing MIDAS.

- Establish a clear assessment of the existing infrastructure in the country and the resources available for the government to take ownership and manage the system after the project closure.
- Ensure that funds are available for hardware and software maintenance for the MIDAS system.
- Always create a formal handover plan at the project closure with clear action points for the government entity.
- Secure human resources with technical expertise. For similar projects in the future ensure that implementing partners are committed and have clarity about software and hardware requirements and ensure that sufficient resources are allocated to the continuation of the project. Potentially a binding agreement that outlines roles and responsibilities of partnering institutions could be developed, in order to ensure agreements on responsibilities and timelines. This recommendation was also put forward in the evaluation of the MIDAS implementation in Belize<sup>14</sup> and is applicable in this context.

## 2. Sustainability

No official handover was carried out because at the end of each project, a new one was launched. This led to continued reliance on IOM and a lack of local ownership. The government IT technical team was not prepared to take over the operation of the system. It is essential that necessary resources and expertise are secured prior to the handover with the necessary manuals/guidelines available for support at the closure of the project (IB.0133) and for any further follow up projects.

**Recommendation: (priority level: 1- high, to be completed by 30 September 2022):** For IOM Paraguay, the Immigration and Border Management Division of the IOM HQ,

- Integrate an official documented handover into the MIDAS project with clear guidelines, responsibilities for covering financial and human resources.
- Ensure that IT teams are proficient and secure in the management of the MIDAS system prior to the handover.
- Ensure operational manuals are available in the local language for all border officers to have access to a technical resource on how to use MIDAS.

## 3. Training

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<sup>14</sup> “Enhancing Migration Management in Belize through an upgrade of the Migration Information Data Analysis System (MIDAS)” that was implemented by IOM Belize from November 1st, 2016 to September 30th, 2017

While training was provided, it was not continued throughout the projects. As technology evolves, continuous training is essential.

**Recommendation: (priority level: 1- high, to be completed by 30 September 2022):** For IOM Paraguay

- Organize an annual training with a train the trainers approach for officials at both, border points and the DGM, to instruct them about updates and modifications to the system as the MIDAS technology evolves.

#### **4. Cross-cutting issues**

Efforts were made to include cross-cutting issues to some extent in the later projects, however they were limited in most. As MIDAS provides an opportunity to gain insights into migrant profiles and behavior to better address specific needs, this could be taken into consideration in future analysis and could be embedded in the implemented systems. In addition, environmental sustainability measures should also become more prevalent in the project scope.

**Recommendation: (priority level: 1-high, to be completed by 30 September 2022):** For IOM Paraguay, the Immigration and Border Management Division of the IOM HQ, the Fund, and the COs implementing MIDAS.

- Include cross-cutting issues such as gender and accountability to affected populations in future project development, in line with IOM guidelines on rights-based approach to programming and on gender mainstreaming into projects.
- Consider embedding mechanisms into the system to allow for cross-cutting issues to be systematically considered.
- Consider more environmental sustainability elements in the projects, possibly through collaboration with other organizations implementing similar projects and covering these issues or through alignments with international goals such as the Sustainable Development Goals (SDG) for example.

#### **5. Funding**

Financial resources were a problem in all projects due to changes in government and diverging priorities. This is a continued risk factor in projects, which could be mitigated through alternative funding sources to support projects.

**Recommendation: (priority level: 2 – medium, to be completed by 31 December 2022):** For IOM Paraguay

- Develop a business plan as part of the DGM funding architecture (such as increasing by 1USD/traveler the entry fee in the country) to ensure that they have the financial capacity to replace the equipment and organize their own trainings.

#### **Lessons learned:**

- MIDAS experience should be shared across continents.
- Project committees with IOM and the government entity implementing MIDAS are valuable and essential to discuss ongoing projects and should include people from programs, finance, and technology.

- It is known that government changes influence project development in terms of priorities and financing. Project Managers should be prepared for this and already integrate potential mitigation strategies into the project conception phase.
- Implementation of projects at the migration level that incorporate technology can be considered as constantly changing. There is a need to find financing not just for the implementation (service) but also for the constant updating and training of system users.
- The presence of the CoM in the project implementation and with the partners is essential in getting buy-in from government counterparts.
- Clear rules, guidelines and roles defined from the beginning (and in writing) are essential for such projects to ensure accountability and ownership.



## Annex one: Evaluation Inception Report and Terms of Reference

### 1. Introduction and Context

This document is a combined Terms of Reference (ToR) and Inception report produced for the IOM Development Fund (the Fund) and IOM Paraguay, covering five projects that focused on the implementation of the Migration Information and Data Analysis System (MIDAS). This document also takes into consideration the ToR, developed by IOM Paraguay. The ex-post evaluations include two projects financed by The Fund TC.0856 and TC.1057, as well as IOM Paraguay projects IB.0133 and TC.1048 financed by the government of Paraguay (GoP). Reference will also be made to IOM Paraguay project TC.0946, also financed by the government of Paraguay. These projects are described further below.

This report outlines the purpose, objectives, methodology, questions, tools and workplan of the consultancy.

One of the challenges related to migration management in Paraguay relates to border control due to its position as an origin and transit country for human trafficking and a route for other transnational crimes (such as trafficking in persons (TIP), drugs and arms). The Paraguayan State, through the General Directorate of Migration<sup>15</sup> (DGM) under the Ministry of Interior, made a request for IOM to provide technical capacity and equipment to strengthen controls on entry and exit from the country in order to contribute to orderly and safe migration.

The body in charge of implementing the national migration policy and applying the Migration Law (No. 978/1996) and its regulations is the General Directorate of Migration. For its part, IOM assists governments in regulating their borders, in an aligned approach to address national security concerns, respecting the rights of migrants and cross-border travellers, and enhancing economic benefits through the facilitation of institutional initiatives, education, trade and tourism.

Since 2015, IOM Paraguay has been collaborating with the DGM to install the Migration Data Information and Analysis System (MIDAS) at migration checkpoints prioritized by the Directorate. MIDAS facilitates the collection, processing, storage, and analysis of traveller information in real time and across an entire border network. MIDAS is a high-quality information system with international security standards, which allows the capture of biometric data. Through its use, it enables states to control entries and exits from their territory, while providing a solid statistical basis for migration policy planning more effectively.

The basic outputs of the five (5) projects are summarized below:

(TC.0856) Migration management through an interconnected registration and personal identification system (PIRS/MIDAS) at the Silvio Pettrossi y Guaraní Airports in Paraguay			
Duration of the project	Budget (USD)	Donor	Scope

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<sup>15</sup> Dirección General de Migraciones

31 July 2015 31 October 2016	200,000	The Fund	i) Technical support for the implementation of a pilot border information management system that facilitated the registration and processing of migration data at two selected international airports, Silvio Pettirossi Airport and Guarani Airport. ii) The refurbishment of airport booths to be used for migration control and the appropriate signage. iii) Training of migration officials working at the border crossing points, as well as first instance users; iv) Elaboration of an action plan for subsequent phases of the project based on the continuous monitoring of the products financed by the Government, and the evaluation of the system and equipment installed at the two selected airports.
<b>(TC.0946) Migration management through an interconnected registration and personal identification system (PIRS/MIDAS) in Paraguay</b>			
<b>Duration of the project</b>	<b>Budget (USD)</b>	<b>Donor</b>	<b>Scope</b>
6 August 2015 31 July 2016	800,000	DGM	i) A computerized border management system developed by the Government of Paraguay installed and functioning at the selected airports; ii) improved signposting and equipment at the airports; iii) General Migration Directorate (DGM) officials are trained in the management of the PIRS/MIDAS system, providing for the transfer of knowledge to their colleagues.
<b>(TC.1048) Migration management through an interconnected registration and personal identification system (PIRS/MIDAS) in Paraguay Phase II</b>			
<b>Duration of the project</b>	<b>Budget (PYG)<sup>16</sup></b>	<b>Donor</b>	<b>Scope</b>
23 July 2017 31 October 2019	5,874,709,320	DGM	ii) Reports generated on entry and exit of persons through selected border posts; ii) Equipment installed for efficient data collection at selected border checkpoints; iii) Border posts at Encarnación, Ciudad del Este and Puerto Falcón refurbished; iv) Officials trained in the operation of PIRS/MIDAS.
<b>(TC.1057) Migration management reinforcement with a focus on the Paraguayan Border Zones</b>			
<b>Duration of the project</b>	<b>Budget (USD)</b>	<b>Donor</b>	<b>Scope</b>
25 September 2017 25 December 2018	150,000	The Fund	ii) Representatives of the Directorate of Migration and the institutions involved validate the protocol for passenger referral; ii) Border posts have computer equipment and connectivity services in accordance with the requirements for capturing and processing selected border control data; iii) Border posts in Encarnación, Ciudad del Este and Puerto Falcón have a technical proposal for the refurbishment of their facilities; iv) Officials have knowledge of the use of alert lists through PIRS/MIDAS; v) Border centres generate reports on the entry and exit of persons.

<sup>16</sup> Panamanian Guarani

<b>(IB.0133) Improved migration management through the establishment through human and structural capacity building in information technology and communication (TIC)<sup>17</sup>.</b>			
<b>Duration of the project</b>	<b>Budget (PYG)</b>	<b>Donor</b>	<b>Scope</b>
8 November 2019 7 March 2022	1,599,133,461	DGM	i) Implementation of entry and exit controls by the DGM at selected border migration checkpoints; ii) Capacity building of DGM for the necessary skills to operate a biographic and biometric system for the control of persons entering and exiting the country.

## **2. Purpose and Objectives**

The purpose of conducting this ex-post evaluation is to assess the relevance of the projects to the stakeholders and beneficiaries, coherency, the effectiveness and efficiency of project management and implementation, the impact, how well were cross-cutting themes of human rights and gender were mainstreamed in the projects, and if the desired effects are sustainable, and/or have the prospects of sustainability, (following the DAC evaluation criteria<sup>18</sup>). For cross-cutting themes, the evaluation follows UNEG (2014) Integrating Human Rights and Gender Equality in Evaluations; IOM (2018) Guidance for Addressing Gender in Evaluations; and UNEG (2018) UN-SWAP Evaluation Performance Indicator Technical Note as noted in the ToR in annex six.

The evaluation aims to promote transparency and accountability which will, in turn, assist the Fund and IOM Paraguay in their decision-making and to better equip staff to make judgments about projects and provide relevant recommendations for the government. In addition, it aims to improve effectiveness where possible and with regard to future The Fund project funding. Concerning the expected use of findings, the ex-post evaluation aims to also identify lessons learned, good practices, and to provide a learning opportunity for the Fund 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:

- (a) Assess the relevance of the intended results for the projects;
- (b) 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 for projects funded by The Fund;
- (c) Assess the coherence with IOM's activities and other interventions in the sector;
- (d) Assess the extent to which the needs of stakeholders and beneficiaries were taken into account during project design and if the project is aligned with national priorities and strategies, government policies and global commitments
- (e) Assess the effectiveness in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;

<sup>17</sup> Tecnología de información y comunicación

<sup>18</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>.

- (f) Assess the efficiency and cost-effectiveness of project implementation, along with regular progress monitoring of project resources and if the costs were proportional to the results achieved;
- (g) Assess the impact prospects and outcomes to determine the entire range of effects (or potential effects) and assess the extent to which the projects have been successful in producing expected change;
- (h) Assess the sustainability of the results and benefits (or measures taken to guarantee it) or prospects for sustainability, and if these benefits generated by the project still continued once external support ceased;
- (i) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (j) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund and IOM Paraguay 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). A Results Matrix (RM) is reproduced for each project in annex 5 to illustrate the intervention logics foreseen for the projects.

### 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 12 weeks. The evaluation will be conducted considering and respecting the regulations in place with regard to the global COVID-19 pandemic. It will use a participatory approach involving and consulting with the relevant stakeholders in the different steps of the evaluation and integrating this approach into the methodology as far as is feasible. This will include initial feedback provided at the conclusion of the data collection. It will also apply a mixed methods approach and cross validate evaluation findings through the triangulation process, where possible. An onsite researcher will be hired to assist in the collection of data in the field.

The evaluation will follow the United Nations Evaluation Group (UNEG)<sup>19</sup> norms and standards for evaluation and the IOM Data Protection Principles<sup>20</sup>, particularly those related to interaction with project beneficiaries. The evaluation will also consider the UNEG ethical guidelines<sup>21</sup> as well as the UNEG Code of Conduct for Evaluations in the UN System<sup>22</sup>. This evaluation, both in the design and implementation phase (data collection and analysis) and dissemination of its results, will follow the IOM Principles set forth in documents IN/138: IOM Data Protection Principles<sup>23</sup> and MA/88 Data Protection Manual<sup>24</sup>, especially those related to the collection of data by legal means, obtaining the informed consent of individuals, and the protection and confidentiality of the information or personal data collected. Obtaining informed consent from data sources is a sine qua non condition for data collection, analysis

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<sup>19</sup> [UNEG \(2016\) Norms and Standards for Evaluation](#)

<sup>20</sup> [HLCM \(2018\) UN Principles on Personal Data Protection Privacy](#)

<sup>21</sup> [UNEG \(2020\) Ethical Guidelines for Evaluation](#)

<sup>22</sup> [UNEG \(2008\) Code of Conduct for Evaluation in the UN system](#)

<sup>23</sup> <https://www.iom.int/data-protection>

<sup>24</sup> [IOM \(2015\) IOM Data Protection Manual](#)

and use. Likewise, the evaluation will be aligned with the norms and standards of evaluation<sup>25</sup> established by UNEG, particularly those of independence (of judgment), impartiality, absence of conflict of interest, honesty and integrity, transparency and accountability.

In its design, execution and dissemination of its results, the evaluation will clearly integrate the rights and gender approaches in accordance with UNEG and IOM guidelines<sup>26</sup>. The methodology, methods, tools, and data analysis techniques are expected to be gender sensitive. In addition, the findings, conclusions, and recommendations will reflect a gender analysis.

### 3.1. Research methods/tools

Research tools will be mainly 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.

<b>Tool</b>	<b>Description</b>	<b>Information Source</b>
<i>Document review</i>	Review of main documentation.	IOM documentation on PRIMA, including internal/external reports, relevant publications, review of the website, country reviews etc.
<i>Interviews internal</i>	Some 5-7 semi-structured interviews using an interview guide.	Interviews with: <ul style="list-style-type: none"> <li>- IOM country office program staff</li> <li>- IOM regional staff</li> <li>- IBM HQ</li> </ul>
<i>Interviews external</i>	Some 10-15 structured interviews using an interview guide.	Interviews with: <ul style="list-style-type: none"> <li>- National government institutions</li> <li>- Border control staff and officials</li> </ul>

### 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 led by the project co-ordinator 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. Interviews will be conducted at the following border posts: Silvio Pettrossi Airport; Pilar; Encarnacion; Ciudad del Este; Pedro Juan Caballero; Mayor Infante Rivarola. In addition, two border posts will be selected that have not been part of the MIDAS initiative. Further interviews will be conducted in Asuncion with the government stakeholders.

### 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

<sup>25</sup> <http://www.unevaluation.org/document/detail/1914>

<sup>26</sup> Ver [UNEG \(2018\) UN-SWAP Evaluation Performance Indicator Technical Note](#). Annex 1.

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 a combined Results Matrix, (see Annex 1) for the five projects, both numeric and descriptive results and used to rate the projects individually and as part of the MIDAS implementation, according to the assessing evaluation criteria, see table below for further explanation.

Evaluation Criteria Scaling	Explanation	Supporting evidence
5 Excellent (Always)	There is evidence of a 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 evidence of a good contribution but with some areas for improvement remaining	
3 Good (Mostly, with some exceptions)	There is evidence of a satisfactory contribution but requirement for continued improvement	
2 Adequate (Sometimes, with many exceptions)	There is 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) The context of COVID-19: The timing of the evaluation during the COVID-19 pandemic response will likely impact on the availability of IOM staff and project stakeholders/beneficiaries, and/or extend the time it will take to respond to the evaluation request and provide inputs.  
*Mitigation strategy:* Early and close involvement of the project manager and former project managers to help coordinate meetings and ensure availability of key stakeholders.
- (b) 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 (e.g. greater focus on documents if interviews are insufficient or of insufficient quality) will help address data gaps.

- (c) 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.

*Mitigation strategy:* Anonymizing sources and ensuring interviews are conducted on a one-to-one basis in confidentiality can help address issues of reticence.

- (d) Coordination with external consultant- a junior consultant will assist with the collection of data at specific border controls. The data may not be collected thoroughly enough, or summaries may not be sufficient.

*Mitigation strategy:* Collaboration with IOM Paraguay and the regional office in Buenos Aires will ensure that a qualified candidate is selected, and ongoing contact will be ensured between the junior consultant and the main consultant as well as with IOM Paraguay to ensure clarity and thoroughness.

The workplan is divided into three phases, covering a 12-week period:

**Phase 1 – Inception:** An initial meeting with the 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 field work will be undertaken. Interviews will be conducted by two consultants and all relevant project data will be collected and reviewed.

**Phase 3 - Report writing:** 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.

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

	February – April 2022											
Week beginning	31.01.	07.02.	14.02.	21.02.	28.02.	07.03.	14.03.	21.03.	28.03.	04.04.	11.04.	18.04.
Weeks	1	2	3	4	5	6	7	8	9	10	11	12
Key tasks												
Kick off meeting with project manager; document review												
Drafting and delivery of inception report												
Data collection: interviews												
Data analysis and report writing												
Delivery of draft report												
Validation of the report by the project managers and												



Fund staff; finalisation of report and evaluation brief													
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### 3.5. Team management

The evaluation will be carried out by Owl RE consultant Patricia Goldschmid and Anita Leutgeb. Data collection will also be supported by a junior consultant based in Paraguay, to be selected by IOM Paraguay in cooperation with Owl RE.

## 4. Deliverables

The following deliverables (draft and final) are foreseen for the consultancy in English<sup>27</sup>:

- ToR/Inception report (this document)
- Executive summary (2 pages)
- Evaluation report (in English)
- Evaluation learning brief (in English and Spanish)
- Final presentation of results in multimedia format

Deliverables	Schedule of delivery
Inception Report shared with IOM	15.02.2022
Completed field data collection	25.03.2022
De-briefing sessions with the project managers delivered	25.03.2022
Draft Evaluation Report	15.04.2022
Final Evaluation Report and Evaluation Learning Brief	22.04.2022

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<sup>27</sup> Translation into Spanish will be managed by the IOM CO in Paraguay



## Annex One: Evaluation Matrix

Key Evaluation Questions and sub questions	Indicators	Data Collection Tools	Sources of Information
<b>RELEVANCE:</b> The extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change.			
1. Is the project aligned with national priorities and strategies, government policies and global commitments? - Is the implementation of MIDAS compatible with the policies of the Paraguayan State on migration management?	Alignment of project with relevant national policies, strategies, government policies and global commitments, as well as the migration ecosystem in Paraguay.	Document review Interviews	Project documentation Interviewees
2. To what extent were the needs of beneficiaries and stakeholders taken into account during the design of the projects?  -To what extent were the needs expressed and experienced by the DGM in terms of migration management at migration control posts taken into consideration? - To what extent were migrant needs and rights taken into consideration?	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 Interviewees
3. Were the five projects designed with a logical connection between the objectives, outcomes, outputs and indicators and a logical sequence/relationship between the five projects based on a solid rationale/needs assessment?	Consistency and logic among the results matrix of the five projects. Design of project according to IOM project development guidelines; SMART indicators and outcomes, needs assessment carried out.	Document review	Project documentation
<b>COHERENCE:</b> The extent to which other interventions (particularly policies) support or undermine the intervention, and vice versa. Includes internal coherence and external coherence			

<p>4. To what extent were the projects compatible with other IOM activities?  To what extent were the project activities implemented for MIDAS compatible with other activities implemented by IOM in the country?</p>	<p>Extent to which the projects were compatible with other IOM activities in the country and with IOM's Immigration and Border Management Division.</p>	<p>Document review Interviews</p>	<p>Project documentation External documentation Interviewees</p>
<p>5. To what extent is this project compatible with other interventions in migration management in the country?</p>	<p>Extent to which the projects are compatible with other identified interventions in this field by other organizations or by the Paraguayan State on migration management and border control.</p>	<p>Document review Interviews</p>	<p>Interviewees External documentation</p>
<p><b>EFFECTIVENESS</b> : The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.</p>			
<p>6. Have the projects outputs and outcomes been achieved in accordance with the stated plans and results matrix?  To what extent did the projects contribute to the following aims of MIDAS:  - in collecting, processing, storing and analysing traveller information and sharing the data in real time across the national border network, meeting security standards;  - in providing a statistical basis for migration policy planning, considering human and institutional mobility trends and institutional and budgetary conditions.</p>	<p>Extent to which projects outputs and outcomes have been achieved and the projects deliverables and results (expected and unexpected) led to benefits for stakeholders and beneficiaries.</p>	<p>Document review Interviews</p>	<p>Project documentation Interviewees</p>
<p>7. 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?</p>	<p>Level of Involvement and extent of effectiveness of target beneficiaries, partners and stakeholders in collaboration and coordination processes.</p>	<p>Document review Interviews</p>	<p>Project documentation Interviewees</p>

<p>8. What major internal and external factors have influenced (positively or negatively) the achievement of the project's objectives and how have they been managed within the project timeframe?</p> <p>- Have the MIDAS implementation support targets agreed with DGM and the Fund been achieved in the framework of the projects implemented?</p>	<p>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.</p>	<p>Interviews</p>	<p>Interviewees</p>
<p><b>EFFICIENCY &amp; COST EFFECTIVENESS:</b> The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.</p>			
<p>9. How cost-effective were the projects? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results? Were the different MIDAS projects implemented on schedule and meeting the flexibility and cost expectations of the solution?</p>	<p>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.</p>	<p>Document review Interviews</p>	<p>Project documentation Interviewees</p>
<p>10. How efficient was the overall management of the projects? -Were the projects activities undertaken and project outputs delivered on time / within budgets, as planned?</p>	<p>Degree of timeliness of project inputs provided by stakeholders /beneficiaries needed to implement activities. Narrative and budget reports submitted on time. Implementation of project activities implemented as scheduled; any variations to the project reported and adapted on PRIMA</p>	<p>Document review Interviews</p>	<p>Project documentation Interviewees</p>
<p>11. Were projects resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the</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>

projects (TC.0857 or TC.1057) require no-cost or costed extensions from the Fund?			
<b>IMPACT:</b> The extent to which the intervention has generated or is expected to generate significant positive or negative, intended, or unintended, higher-level effects.			
12. Which positive/negative and intended /unintended effects/changes are visible (short and long-term) as a result of the project?  - Is there evidence of changes in the Paraguayan state's control of people entering and leaving its territory?  -To what extent are the projects meeting the expectations of the Paraguayan State in terms of control of people entering and leaving its territory, and in providing a statistical basis for migration policy planning? To what extent did the MIDAS projects contribute to these changes?	Incidence of positive and negative effects /changes (short and long-term, intended and unintended) to which the projects contributes.	Document review Interviews	Project documentation Interviewees
<b>SUSTAINABILITY:</b> The extent to which the net benefits of the intervention will continue or are likely to continue.			
13. Did the projects take specific measures to guarantee sustainability and how was this supported by partners and the IOM?  - Has the support provided by IOM for the implementation of MIDAS included measures to favour its continuity, adaptation, maintenance and expansion?	Number of documented specific measures taken to ensure sustainability, level of support by partners and IOM.	Document review Interviews	Project documentation Interviewees
14. Have the benefits generated by the projects deliverables continued once external support ceased?	Extent to which the benefits generated by the project have continued post external support.	Interviews	Interviewees
15. Were the projects 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	Interviews	Interviewees

<p>- Did the selection of outputs that received IDF funding for the implementation of MIDAS support the sustainability and institutional ownership of the system?</p>	<p>commitment by key stakeholders to sustain project result.</p>		
<p>16. Have adequate levels of financial resources and suitable qualified human resources within IOM and partners been available to continue to deliver the project's stream of benefits?</p>			
<p><b>Cross Cutting Themes</b></p>			
<p>17. Were the projects designed and planned, taking into consideration a gender analysis, needs assessment and available guidance?          -Has the support provided by IOM for the implementation of MIDAS favoured the inclusion of gender equality and diversity considerations in the adoption and operationalization of MIDAS?</p>	<p>Extent to which the project has carried out a gender analysis and needs assessment and followed MA/59 (Guidelines on Implementing the IOM Programme Policy on Migrants and Gender Issues) and MA/62 (Guide on Gender Indicators for Project Development).</p>	<p>Document review Interviews</p>	<p>Project documentation Interviewees</p>
<p>18. To what extent were environmental sustainability actions, including climate change mitigation and adaptation considered in the implementation of the MIDAS projects.</p>	<p>Actions that specifically considered environmental sustainability, including climate change mitigation and adaptation.</p>		

## ***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. Lessons learned
9. 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, survey, etc).

### 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 organization (and how long have you been in this position?).	All stakeholders
	What has been your role and involvement in the implementation of MIDAS? At what stage did you become involved in MIDAS?	All stakeholders
<b>Relevance</b>		
1.1	How well aligned is MIDAS with relevant national/regional policies, organizational mandates and global commitments?  -Is the implementation of MIDAS compatible with the policies of the Paraguayan State on migration management and border control, the digital agenda and the set of information systems on border management?	All stakeholders
1.2.	To what extent does MIDAS respond to the need(s) expressed and experienced by the DGM in terms of migration management at migration control posts?	Government institutions IOM staff
1.3.	Were the projects designed with a logical connection between the objectives, outcomes, outputs and indicators and a logical sequence/relationship between the five projects based on a solid rationale/needs assessment?	IOM Staff
<b>Coherence</b>		
2.1.	How well is the project integrated with other IOM work in the country? - Is the manner in which MIDAS was implemented in Paraguay consistent with the strategic vision and standards defined by IOM's Immigration and Border Management Division?	IOM staff
2.2	How well is the MIDAS integrated with other external work in the country with similar objectives?	IOM staff Government institutions
<b>Effectiveness</b>		
3.1.	Did MIDAS produce the intended results, compared to its plan and target outputs? What were the quality of results?  - in collecting, processing, storing, and analyzing traveler information and sharing the data in real time across the national border network, meeting security standards  - in providing a statistical basis for migration policy planning, considering human and institutional mobility trends and institutional and budgetary conditions	All stakeholders



3.2.	What role did collaboration and coordination play in MIDAS's achievements? [With government departments and other stakeholders].	All stakeholders
3.3.	What factors [Classify by internal or external] favored or hindered the achievement of these targets?  - Have the MIDAS implementation support targets agreed with DGM and IDF been achieved in the framework of the projects implemented?	All stakeholders
<b>Efficiency and Cost Efficiency</b>		
4.1.	To what extent did MIDAS represent the best possible use of available resources to achieve results of the greatest possible value to stakeholders and beneficiaries involved? - Were the different MIDAS projects implemented on schedule and meeting the flexibility and cost expectations of the solution?	IOM staff Government institutions
4.2.	How well were the projects implemented; were all inputs delivered on time? -Were the project activities undertaken and project outputs delivered on time / within budget, as planned?	All stakeholders
4.3.	Were resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the projects (TC.0857 or TC.1057) require no-cost or costed extensions from IDF?	IOM staff
<b>Outcomes and Impacts</b>		
5.1.	What would you describe as the positive/ negative changes resulting from MIDAS in the short term and longer term? [Classify by intended or unintended]  - Is there evidence of changes in the Paraguayan state's control of people entering and leaving its territory?  -To what extent are the projects meeting the expectations of the Paraguayan State in terms of control of people entering and leaving its territory, and in providing a statistical basis for migration policy planning?  - How did the MIDAS projects contribute to these changes?	All stakeholders
<b>Sustainability</b>		
6.1	What measures did the projects take to ensure sustainability? - Has the support provided by IOM for the implementation of MIDAS included measures to favor its continuity, adaptation, maintenance and expansion? If so, how effective have these measures been?	All stakeholders
6.2	How likely are the benefits of MIDAS to continue and what are the main factors that influence the achievement or non-achievement of MIDAS's sustainability? - Did the selection of outputs that received IDF funding for the	All stakeholders

	implementation of MIDAS support the sustainability and institutional ownership of the system?	
6.3.	How well has the project been supported by national/local institutions and how well is it integrated?  - Are enough resources available for its continuation?	IOM staff Government institutions
<b>Cross Cutting</b>		
7.1.	Has the support provided by IOM for the implementation of MIDAS favoured the inclusion of gender equality and diversity considerations in the adoption and operationalization of MIDAS?	IOM staff
7.2.	To what extent has the implementation of MIDAS paid attention to the consideration of migrants' rights at different stages of the process?	All stakeholders
7.3.	Has the implementation of MIDAS integrated environmental sustainability actions, including climate change mitigation and adaptation?	All stakeholders
<b>Other</b>		
8.1.	What would you recommend for the continued success for the results achieved (and other similar initiatives)?	All stakeholders
8.2.	What would you say are the main lessons learnt from the implementation of MIDAS? 1) for the management and 2) the results achieved?	All stakeholders
Any other comments		All stakeholders

**Annex Four: Checklist for evaluation**

Following is a checklist that will be followed by the evaluation team for the evaluation.

#	Step	Yes / No Partially (specify date)	Explanation / comment
<b><i>Inception and preparatory phase</i></b>			
	Document review by Owl RE team		
	Kick-off meeting with project manager		
	Creation of inception report		
	Validation of inception report by project manager		
	Validation of inception report by Fund team		
	Creation of interview schedule by project manager		
	Reception and comment on interview schedule by the evaluation team		
<b><i>Data collection phase</i></b>			
	Initial briefing with IOM manager/staff		
	Data collection conducted with main stakeholder groups		
	Feedback presentation/discussion with IOM manager/staff at conclusion of data collection		
<b><i>Analysis and reporting phase</i></b>			
	Compilation and analysis of data /information		
	Quality control check of evidence by evaluation team leader		
	Submission of draft report to project manager and Fund team		
	Reception of comments from project manager and Fund team		
	Consideration of comments received and evaluation report adjusted		
	Validation of final report by project manager		
	Validation of final report by Fund team Production of learning brief		

**RESULTS MATRIX TC.0856**

**Objective:** Contribute to strengthening the border management capacity of the Directorate General of Migration through technical assistance for the implementation of a border information management system at two selected airports.

**Outcome 1:** The Directorate General of Migration has the capacity to manage the PIRS/MIDAS system for the regular registration and control of migratory movements at two airports in the country.

**Output 1.1.:**  
Technical assistance for the installation of the computerized migration management system in operation at the two selected airports is provided.

**Output 1.2.:**  
Technical assistance provided for the installation of appropriate signage and equipment to carry out border management tasks.

**Output 1.3.:**  
Migration officials trained in the management of the PIRS/MIDAS system and in peer education to transfer knowledge to their colleagues.

**Output 1.4.:** An action plan for subsequent phases of the project developed, based on continuous monitoring and evaluation of the system and equipment installed at the two selected airports.

**Activities output 1.1.:**  
- Train the team of IT professionals who will be in charge of identifying the necessary equipment for the installation of the PIRS/MIDAS border information management system, including appropriate tools for passport verification procedures and equipment for training (UV lamps, magnifying glasses, Passport Verification Procedures Manual (PEPM), etc.; suggested equipment to be installed includes personal computers (PCs), monitors, software, printers, passport readers, fingerprint readers, cameras, UPS, field servers, HQ servers, switches.  
- Purchase and install the equipment.  
- Install PIRS/MIDAS (Personal Identification and Registration System) border management

**Activities output 1.2.:**  
- Hire the consultant for the refurbishment of the booths and for the design and installation of the signage at the airports.  
- Equip the booths for proper operation.  
- Install the signage at the two selected airports.

**Activities output 1.3.:**  
- Adapt IOM's training curriculum based on the gaps identified in the evaluations conducted including topics on border management, data collection, storage and analysis, travel documents, passport verification procedure, passenger assessment (including issues related to human trafficking and smuggling and a gender approach);  
- Conduct training for migration officers based on a modified curriculum with three target levels of training: regular users, duty officers and administrators. The trainings will focus on: PIRS/MIDAS (Administrators; PIRS/MIDAS field focal points and point of arrival users) or passport verification procedures or Essential migration management practices or trafficking and smuggling of persons.

**Activities output 1.4.:**  
- Conduct a mid-term and final evaluation of the project to assess progress and final results of the project.  
- Develop action plan for subsequent phases of the project, based on government consultation, ongoing monitoring and the final evaluation of the pilot phase.

## RESULTS MATRIX TC.0946

**Objective:** Contribute to strengthening the border management capacity of the General Directorate of Migration through the implementation of a border information management system at selected airports.

**Outcome 1:** The General Directorate of Migration improves the monitoring of the regular flow of incoming and outgoing people at selected airports and provides updated statistics on migration information.

**Output 1:** The Government of Paraguay has a computerized border management system installed and operational at selected airports.

**Output 2:** Selected airports better signposted and equipped.

**Output 3:** DGM officials are trained in the management of the PIRS/MIDAS system, providing for the transfer of knowledge to their colleagues.

**Activities output 1:**

- The team of professionals in charge of project implementation was formed.
- The necessary equipment for the installation of the PIRS/MIDAS system was identified and purchased.
- The equipment was installed at the identified airports and the central office.
- The PIRS/MIDAS (Personal Identification and Registration System) border management system was installed at the two airports;

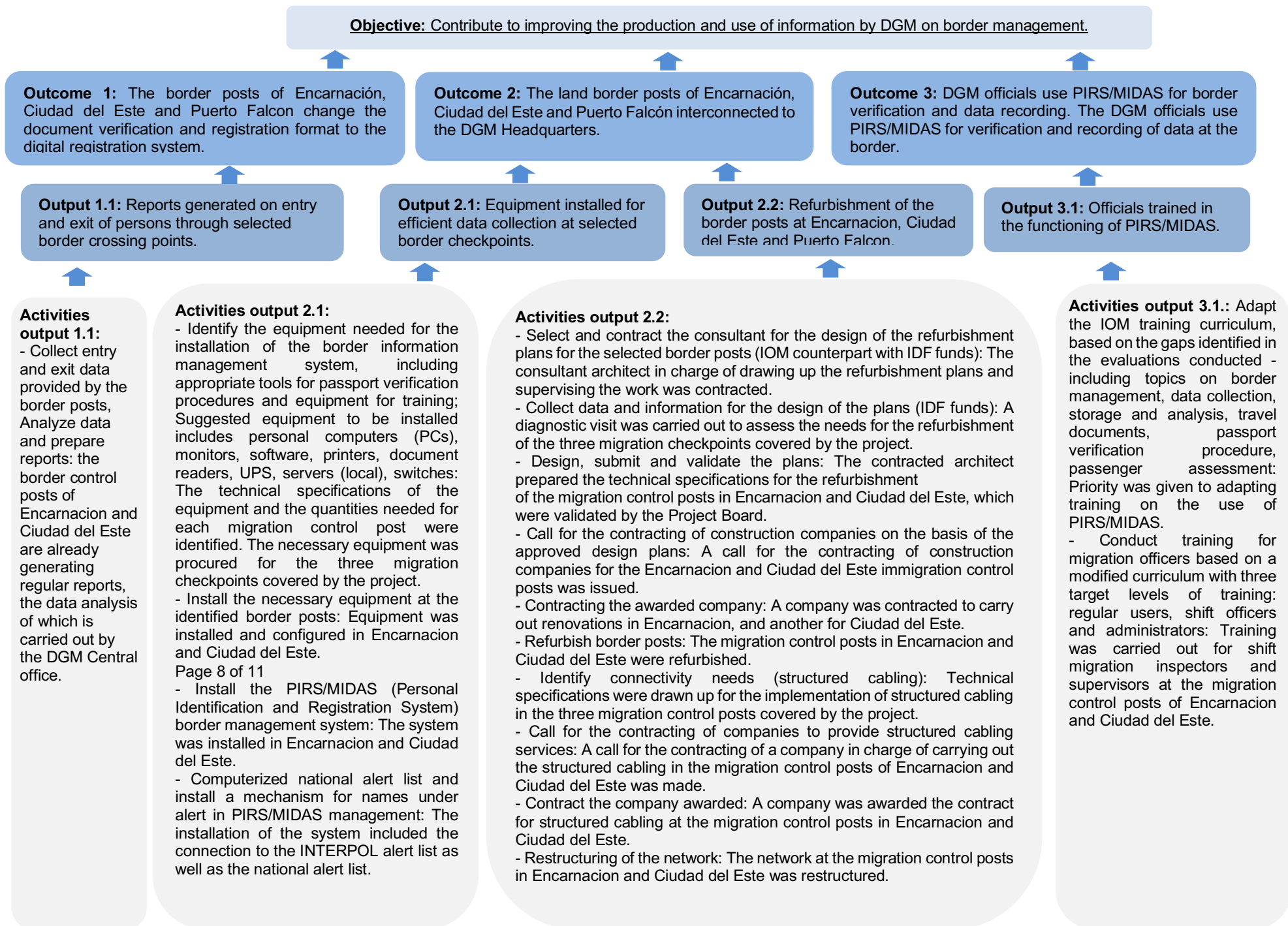
**Activities output 2:**

- The infrastructure of the selected airports was readapted to improve the security environment and achieve more efficient border management.
- Signage was acquired and installed for adequate signage at the selected two airports;

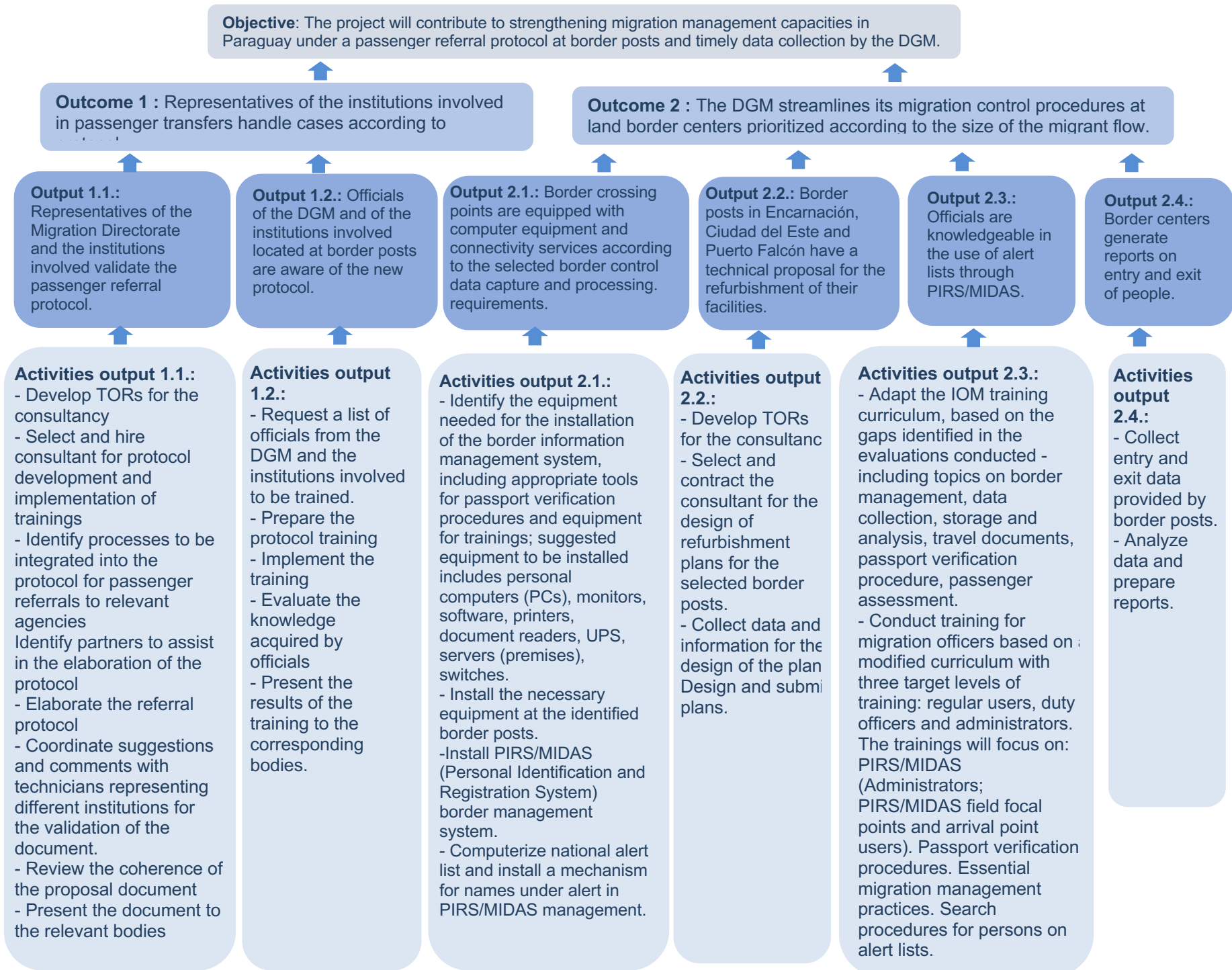
**Activities output 3:**

- Training was carried out for migration officers based on a modified curriculum with three target levels of training: Regular users (in charge of basic verification and data uploading), supervisors at airports (with decision-making power in the event of irregularities arising during migration procedures), computer technicians (with the capacity to make modifications to the system).
- The project was constantly monitored and a mid-term internal evaluation was carried out after 6 months.

## RESULTS MATRIX TC.1048



## RESULTS MATRIX TC.1057





## RESULTS MATRIX IB.0133

**Objective:** The project will contribute to improving the production, management and use of migration management information.

**Outcome 1:** The DGM uses a border management system with international security standards and biometric registration in prioritized migration control posts at the central level and located on the borders with Argentina, Brazil and Bolivia.

**Outcome 2:** DGM officials use PIRS/MIDAS for border verification and data recording.

**Output 1.1:** DGM implements entry and exit controls at selected border migration checkpoints.

**Output 2.1:** DGM officials have the skills to manage a biographic and biometric entry/exit control system.

### **Activities output 1.1.:**

- 1.1.1 Identify checkpoints that will require structural refurbishment and software and hardware upgrades.
- 1.1.2 Identify equipment required for the proper functioning of the border information management system, including appropriate tools for passport verification procedures and equipment for training. The equipment and work requested includes: purchase and maintenance of passport readers, router for failover, UPS batteries for servers and computers, Windows licences, contingency connectivity service contracting, server maintenance.
- 1.1.3 Identify possible spare parts required by the migration control post and the central level.
- 1.1.4 To call for tenders from construction companies on the basis of the approved design plans and to contract the company awarded the contract.
- 1.1.5 Contract the selected company
- 1.1.6 Install the equipment and furniture at the identified border posts
- 1.1.7 Train officials in the use of the system
- 1.1.8 Monitor system operation
- 1.1.9 Purchase necessary equipment and furniture
- 1.1.10 Identify connectivity needs (structured cabling) and the posts where this is already in place
- 1.1.11 Conduct price survey for contracting companies to provide structured cabling services
- 1.1.12 Conduct price survey for contracting structured cabling services

### **Activities output 2.1.:**

- 2.1.1 Draw up the ToR in IOM formats, which shall be prepared in conjunction with the requirements of the DGM, taking into account the purpose of the recruitment and the functions to be performed by the persons to be recruited.
- 2.1.2 Make the call for recruitment on the basis of the ToR and specifications.
- 2.1.3 Select and recruit candidates (disaggregated by gender) who meet the requirements of the call for applications.
- 2.1.4 Coordinate list of officials to be trained.

## ***Annex Six: IOM Paraguay TOR (in Spanish)***

### **EVALUACIÓN DEL APOYO DE LA ORGANIZACIÓN INTERNACIONAL DE LAS MIGRACIONES (OIM) PARA LA IMPLEMENTACIÓN DEL SISTEMA DE INFORMACIÓN Y ANÁLISIS DE DATOS SOBRE LA MIGRACIÓN (MIDAS) EN LA REPÚBLICA DEL PARAGUAY”**

Términos de Referencia

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**Solicitante de la evaluación:** Oficina de la Organización Internacional para las Migraciones (OIM) en Paraguay y Fondo para el Desarrollo de la OIM (IDF).

**Gestora de la evaluación:** Elisa FILIPPINI, *Asistente Senior de Proyectos*.

#### **Contexto de la evaluación**

La OIM, bajo el principio “la migración en forma ordenada y en condiciones humanas beneficia a los migrantes y a la sociedad”, es la principal organización intergubernamental al nivel internacional en el ámbito de la migración que trabaja con los gobiernos y organizaciones de la sociedad civil pertenecientes a los Estados Miembros con la misión de:

- Fomentar la comprensión de las cuestiones migratorias;
- Alentar el desarrollo social y económico a través de la migración;
- Velar por el respeto de la dignidad humana y el bienestar de los migrantes; y
- Ayudar a encarar los crecientes desafíos que plantea la gestión de la migración a nivel operativo.

Uno de los desafíos relativos a la gestión de la migración en Paraguay, se relaciona con control fronterizo debido a su posicionamiento como país de origen y tránsito de la trata de personas y ruta de otros delitos transnacionales (como el tráfico ilícito de migrantes, de drogas y armas). El Estado paraguayo, a través de la Dirección General de Migraciones<sup>28</sup> (DGM, dependiente del Ministerio del Interior), solicitó a la OIM disponer de capacidad técnica y equipamientos para reforzar los controles de entrada y salida del país con la finalidad de contribuir a una migración ordenada y segura.

El órgano de ejecución de la política migratoria nacional y de aplicación de la Ley de Migraciones (N° 978/1996) y su reglamentación es la Dirección General de Migraciones. Por su parte, la OIM ayuda a los gobiernos a regular sus fronteras, actuando en concertación para abordar las preocupaciones de seguridad nacional, respetando los derechos de los migrantes y viajeros transfronterizos, y potenciando los beneficios económicos a través de la facilitación de las iniciativas institucionales, la educación, el comercio y el turismo

Desde el 2015 la OIM en Paraguay colabora con la DGM para la instalación del Sistema de Información y Análisis de Datos sobre la Migración (MIDAS<sup>29</sup>, por sus siglas en inglés) en los puestos de control migratorio priorizados por la Dirección. MIDAS facilita la recopilación, el procesamiento, el almacenamiento y el análisis de la información de los/as viajeros/as en tiempo real y a través de toda una red de fronteras. El MIDAS es un sistema de información de alta calidad con estándares de seguridad internacional, que permite la captura de datos biométricos. A través de su utilización, facilita a los Estados controlar con mayor eficacia las entradas y salidas

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<sup>28</sup> <https://www.migraciones.gov.py/>

<sup>29</sup> [https://www.iom.int/sites/g/files/tmzbd1486/files/documents/midas-brochure18-v7-en\\_digitall.pdf](https://www.iom.int/sites/g/files/tmzbd1486/files/documents/midas-brochure18-v7-en_digitall.pdf)

de su territorio, a la vez que proporciona una sólida base estadística para la planificación de políticas migratorias.

El apoyo de la OIM para la implementación de MIDAS en Paraguay se ha dado principalmente través de cinco (5) proyectos, cuyas características básicas se resumen a continuación:

<b>0356) Gestión de la Migración por medio de un Sistema Interconectado de Registro e Identificación de Personas (PIRS/MIDAS) en los Aeropuertos Silvio Pettirossi y Guaraní de Paraguay</b>			
<b>Duración</b>	<b>Presupuesto</b>	<b>Ante</b>	<b>Alcance</b>
1 julio 2015 octubre 2016	00.000		Apoyo técnico para la implementación de un sistema de gestión de migración fronteriza piloto que facilitará el registro y procesamiento de migratorios en dos aeropuertos internacionales seleccionados, el aeropuerto Silvio Pettirossi y el Aeropuerto Guaraní. ii) El acondicionamiento de las cabinas de los aeropuertos que serán utilizadas para el control migratorio y la señalización adecuada. iii) La capacitación a los funcionarios de migraciones que trabajan en los puntos fronterizos, así como funcionarios de primera instancia; iv) La elaboración de un plan de acción para los meses posteriores del proyecto basado en el monitoreo continuo de los costos financiados por el Gobierno, y la evaluación del sistema y el equipamiento instalados en los dos aeropuertos seleccionados.
<b>0346) Gestión de la Migración por medio de un Sistema Interconectado de Registro e Identificación de Personas (PIRS/MIDAS) en Paraguay</b>			
<b>Duración</b>	<b>Presupuesto</b>	<b>Ante</b>	<b>Alcance</b>
agosto de 2015 1 julio 2016	00.000		El Gobierno de Paraguay cuenta con un sistema computarizado de migración fronteriza instalado y funcionando en los aeropuertos seleccionados; ii) Los aeropuertos seleccionados están mejor señalizados y equipados; iii) Los funcionarios de la DGM son capacitados en la gestión del sistema PIRS/MIDAS mediante la transferencia de conocimientos a sus colegas.
<b>0348) Gestión de la Migración por medio de un Sistema Interconectado de Registro e Identificación de Personas (PIRS/MIDAS) en Paraguay FASE II</b>			
<b>Duración</b>	<b>Presupuesto</b>	<b>Ante</b>	<b>Alcance</b>
3 junio 2017 octubre 2019	874.709.320		Informes generados de entrada y salida de personas por los puestos fronterizos seleccionados; ii) Equipos instalados para una recolección eficiente de datos en los puestos de control fronterizos seleccionados; iii) Refacción de los puestos de frontera de Encarnación, Ciudad del Este y Puerto Falcón; iv) Funcionarios capacitados en el funcionamiento del PIRS/MIDAS.
<b>0357) Fortalecimiento de la Gestión Migratoria con enfoque en Zonas Fronterizas del Paraguay</b>			
<b>Duración</b>	<b>Presupuesto</b>	<b>Ante</b>	<b>Alcance</b>
septiembre 2017 diciembre 2018	50.000		Representantes de la Dirección de Migraciones y de las instituciones colaboradoras validan el protocolo de derivación de pasajeros; ii) Puestos fronterizos cuentan con equipos de cómputo y servicios de conectividad de acuerdo a los requerimientos de captura y procesamiento de datos de control migratorio en los puestos de control fronterizos seleccionados; iii) Puestos de frontera de Encarnación, Ciudad del Este y Puerto Falcón cuenta con una propuesta técnica para la refacción de sus instalaciones; iv) Funcionarios cuentan con conocimiento en el uso de listados generados a través del PIRS/MIDAS; v) Centros de frontera generan informes de entrada y salida de personas.
<b>0333) Mejora en la Gestión Migratoria por medio de la generación de capacidades humanas y estructurales en tecnologías de la información y comunicación – TIC.</b>			
<b>Duración</b>	<b>Presupuesto</b>	<b>Ante</b>	<b>Alcance</b>

noviembre 2019 marzo 2022	599.133.461		DGM implementa controles de entrada y salida en los puestos de control orio fronterizos seleccionados; ii) Los funcionarios de DGM tienen las lades para el manejo de un sistema biográfico y biométrico de control de as y salidas de personas
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La implementación de MIDAS inició en Paraguay con la instalación del sistema en dos aeropuertos: el Aeropuerto Internacional Silvio Pettrossi<sup>30</sup> y el Aeropuerto Internacional Guaraní<sup>31</sup>, así como también a nivel central donde se encontraba la oficina principal de la DGM. Posterior a ello, el MIDAS se instaló en los puestos de control migratorio terrestres y fluviales ubicados en el Puente Internacional de la Amistad (Ciudad del Este, frontera con Brasil), el Puente Internacional San Roque (Encarnación, frontera con Argentina), Puerto Falcón (frontera con Argentina), Pedro Juan Caballero (frontera con Brasil), Salto del Guairá (frontera con Brasil), Pilar (frontera con Argentina) e Infante Rivarola (frontera con Bolivia). Así, MIDAS ha sido instalada en 10 de los 41<sup>32</sup> puestos de control migratorio.

Ad portas de la finalización del proyecto IB.0133, el equipo del proyecto considera necesario contar con una evaluación independiente de los resultados, según se previó al momento de su formulación en línea con la Política de Evaluación de la OIM<sup>33</sup> y los lineamientos de la OIM para evaluaciones<sup>34</sup>. Adicionalmente, el IDF encargó a la firma *Owl RE* la evaluación de los proyectos TC.0856, TC.1057 y TC.1048 cuya realización se vio retrasada por cuentas de las restricciones asociadas a la pandemia por COVID-19, y que ha sido reprogramada para el primer semestre de 2022.

En procura de hacer uso eficiente de los recursos disponibles y garantizar la gestión coordinada de la recolección de datos y la interacción con las contrapartes gubernamentales, el Fondo, *Owl RE* y la Oficina de la OIM Paraguay acordaron unificar estas iniciativas en una única evaluación programática externa del apoyo brindado a la implementación del MIDAS en la República del Paraguay, de acuerdo con estos términos de referencia.

### Propósito y objetivos de la evaluación.

La evaluación para la OIM es una función imprescindible que apunta entre otros a la rendición de cuentas, el análisis de cambios en el contexto de ejecución, los riesgos y las hipótesis, la toma de decisiones informadas basadas sobre evidencias, la extracción de lecciones aprendidas, y la garantía de la inclusión de cuestiones transversales<sup>35</sup> para el aprendizaje organizacional.

El propósito de la evaluación es identificar si el impulso dado por la OIM a la implementación de MIDAS en Paraguay ha contribuido a que el Estado paraguayo controle más eficazmente a las personas que entran y salen de su territorio y cuente con una sólida base estadística para la planificación de políticas migratoria. Los objetivos específicos son los siguientes:

<sup>30</sup> Aeropuerto Internacional Silvio Pettrossi, principal aeropuerto del país que registra mayor actividad y conexiones, situado en la ciudad de Luque a corta distancia de la ciudad capital Asunción y su área metropolitana.

<sup>31</sup> Aeropuerto Internacional Guaraní, situado en el distrito de Minga Guazú, a corta distancia de Ciudad del Este, capital del departamento de Alto Paraná (frontera con Brasil).

<sup>32</sup> [https://www.migraciones.gov.py/application/files/8716/4090/3536/DIRECCION\\_DE\\_MOVIMIENTO\\_MIGRATORIO\\_Org.\\_DMM.pdf](https://www.migraciones.gov.py/application/files/8716/4090/3536/DIRECCION_DE_MOVIMIENTO_MIGRATORIO_Org._DMM.pdf)

<sup>33</sup> [Office of the Inspector General/OIM \(2018\), IOM Evaluation Policy.](#)

<sup>34</sup> IOM Monitoring and Evaluation Guidelines (2021) Chapter 5: <https://publications.iom.int/books/iom-monitoring-and-evaluation-guidelines>

<sup>35</sup> [Office of the Inspector General/OIM \(2018\), IOM Evaluation Policy.](#)

- Generar evidencia que sea de utilidad para la DGM a la hora de tomar decisiones sobre el plan de mantenimiento y expansión de MIDAS.
- Identificar elementos críticos de la operación y sostenibilidad de MIDAS en el país que puedan servir de base para acciones de mejora.
- Identificar el valor agregado generado por la OIM en su apoyo a la implementación de MIDAS en el país, y en particular la importancia de los aportes del IDF.
- Identificar lecciones aprendidas y buenas prácticas respecto a la puesta en funcionamiento de MIDAS en el país, que sean relevantes para su potencial expansión.

Los resultados de esta evaluación serán usados por la DGM, la OIM e IDF, de tal manera que puedan determinar el valor generado por la asistencia técnica brindada para implementar MIDAS, y documentar lecciones aprendidas y mejores prácticas que se destacan en la formulación, implementación y seguimiento de las intervenciones. Más concretamente,

- IDF: Podrá identificar el valor generado por los recursos asignados por el Fondo a la implementación del MIDAS en el país, y valorar su alineación con los objetivos de apoyo a los Estados miembro.
- OIM Paraguay: La misión formulará una respuesta gerencial a las recomendaciones derivadas de la evaluación en coordinación con IDF y la DGM. Las acciones de esta respuesta serán objeto de seguimiento periódico.
- DGM: La gerencia de la evaluación remitirá a la DGM como contraparte principal y donante, el informe de evaluación, que fuera de utilidad para una programación mejorada basada en la toma de decisión informada con evidencias y capitalización de buenas prácticas.
- División de Gestión de Inmigración y Fronteras de la OIM (Sede): Los resultados de la evaluación se sumarán a la evidencia disponible sobre los resultados del apoyo de la OIM a la implementación de MIDAS y al repositorio de lecciones y buenas prácticas.

## Alcance de la evaluación

Se espera que la evaluación cubra los siguientes aspectos:

- Alcance temporal: la evaluación cubre el periodo julio de 2015 a marzo de 2022, periodo en el cual se implementan los proyectos que constituyen el apoyo de la OIM a la implementación de MIDAS.
- Alcance temático: todos los componentes que hicieron parte de los proyectos anteriormente mencionados, en tanto estuvieron directamente relacionados con la implementación de MIDAS.
- Alcance geográfico e institucional: Oficina de la DGM (nivel central) y puestos de control migratorio en donde fue instalado MIDAS: Aeropuerto Internacional Silvio Pettrossi, Aeropuerto Internacional Guaraní, Puente Internacional de la Amistad en Ciudad del Este, Puente Internacional San Roque en Encarnación, Puerto José Falcón, Pedro Juan Caballero, Salto del Guairá, Pilar, Infante Rivarola.
- Temas transversales: La evaluación debe considerar una serie de temas transversales a la intervención, de acuerdo con los lineamientos de la OIM y de Naciones Unidas en la materia: el enfoque de Derechos (*Rights-Based Approach to Programming, RBA*)<sup>36</sup>, Género<sup>37</sup> y Desarrollo Sostenible. Estos temas

<sup>36</sup> Ver [IOM \(2015\) Rights-based approach to programming](#).

<sup>37</sup> Ver [UNEG \(2014\) Integrating Human Rights and Gender Equality in Evaluations](#); [IOM \(2018\) Guidance for Addressing Gender in Evaluations](#); y [UNEG \(2018\) UN-SWAP Evaluation Performance Indicator Technical Note](#). Annex 1.

transversales deben ser integrados en las preguntas de evaluación bajo los criterios priorizados, el diseño y ejecución de la evaluación y la presentación de sus resultados.

Finalmente, en línea con su propósito y objetivos se espera que en la evaluación se identifiquen y documenten las lecciones aprendidas y las buenas prácticas y que se presenten recomendaciones prácticas, todas ellas claramente sustentadas en hallazgos y conclusiones soportadas en evidencia triangulada.

## Criterios de Evaluación

En este ejercicio se aplicarán los criterios estándar de evaluación para proyectos de desarrollo de acuerdo con las definiciones y lineamientos del Comité de Asistencia para el Desarrollo de la Organización para la Cooperación y el Desarrollo Económico (*DAC-OECD*) en su revisión del 2019<sup>38</sup>.

En línea con los criterios, los objetivos del ejercicio, la norma de utilidad y el estándar de análisis de evaluabilidad del UNEG<sup>39</sup>, se aplicarán los criterios de pertinencia, coherencia, eficacia, eficiencia, impacto y sostenibilidad.

## Preguntas de Evaluación

A continuación, se presenta una lista de preguntas que se derivan de los criterios mencionados anteriormente. Esta lista no es exhaustiva teniendo en cuenta los objetivos del ejercicio y las condiciones de recursos y duración, hasta que se consolide en la versión final del reporte de inicio (*inception report*).

El reporte de Inicio deberá incluir una matriz de evaluación en la que Owl RE especificará las subpreguntas bajo cada pregunta, los indicadores de medición, las fuentes de verificación y métodos de recolección y análisis de datos.

### **Pertinencia:**

1. ¿En qué medida MIDAS es una herramienta prioritaria para proveer bases estadísticas para la planificación de políticas migratoria, considerando las tendencias de movilidad humana e institucionales y las condiciones institucionales y presupuestales?
2. ¿En qué medida responde el proyecto a necesidad(es) expresada(s) y experimentada(s) por la DGM en materia de gestión migratoria en los puestos de control migratorio?

### **Coherencia:**

3. ¿La implementación de MIDAS es compatible con las políticas del Estado paraguayo en gestión migratoria y control fronterizo, la agenda digital y el conjunto de sistemas de información sobre gestión de fronteras?
4. ¿La manera en que se ha implementado MIDAS en Paraguay es consistente con la visión estratégica y los estándares que ha definido la División de Gestión de Inmigración y Fronteras de la OIM?

### **Eficacia:**

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<sup>38</sup> Ver [OECD \(2020\) Mejores criterios para una mejor evaluación](#) y OECD (2021) [Applying Evaluation Criteria Thoughtfully](#).

<sup>39</sup> Ver: UNEG (2016) [Norms and Standards for Evaluation](#)

5. ¿Se han logrado las metas de apoyo a la implementación de MIDAS acordadas con la DGM y el IDF en el marco de los proyectos ejecutados? ¿Qué factores favorecieron o dificultaron el logro de estas metas?
6. ¿Está siendo MIDAS útil para recopilar, procesar, almacenar y analizar la información de los viajeros y compartir los datos en tiempo real en la red nacional de fronteras, cumpliendo con estándares de seguridad?

#### **Eficiencia:**

7. ¿El apoyo de la OIM a la implementación de MIDAS se dio en los tiempos previstos y cumpliendo con las expectativas de flexibilidad y costos de la solución?
8. ¿La selección de productos (outputs) de apoyo a la implementación de MIDAS que recibieron financiamiento del IDF favoreció la sostenibilidad y apropiación institucional del Sistema?

#### **Impacto:**

9. ¿En qué medidas MIDAS está cumpliendo las expectativas del Estado paraguayo en materia de control de las personas que entran y salen de su territorio, y en materia de bases estadísticas para la planificación de políticas migratoria?
10. ¿Existe evidencia de cambios en el control por parte del Estado paraguayo de las personas que entran y salen de su territorio a las que la implementación de MIDAS esté contribuyendo?

#### **Sostenibilidad:**

11. ¿El apoyo brindado por la OIM para la implementación del MIDAS ha incluido medidas para favorecer su continuidad, adaptación, mantenimiento y expansión? Si fuera el caso ¿qué tan eficaces han sido esas medidas?

#### **Temas transversales**

12. ¿El apoyo brindado por la OIM para la implementación del MIDAS ha favorecido la inclusión de consideraciones de igualdad de género y diversidad en la adopción y puesta en operación del Sistema?
13. ¿En qué medida la implementación de MIDAS ha puesto atención a la consideración de los derechos de las personas migrantes, en las diferentes etapas del proceso?
14. ¿En la implementación de MIDAS se ha integrado acciones de sostenibilidad ambiental, incluyendo mitigación y adaptación al cambio climático?

### **Metodología y métodos de evaluación.**

Esta evaluación de resultados tendrá un diseño no-experimental y un enfoque basado en el uso (*Utilization Focused Evaluation*, UFE) y en la Teoría del Cambio del proyecto (*Theory Driven Evaluation*)<sup>40</sup>. Se espera que el/la evaluador/a proponga un enfoque y métodos de **recolección y análisis** de datos que permitan dar respuestas creíbles, válidas y fiables a las preguntas de evaluación, formular recomendaciones prácticas y de

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<sup>40</sup> Para una perspectiva de los enfoques y técnicas usualmente empleados en cooperación Ver [UNEG \(2020\) Compendium of Evaluation Methods Reviewed. Volume 1](#); [IEO \(2020\) Evaluation of International Development Interventions. An Overview of Approaches and Methods](#); y [CECAN \(2020\) Choosing Appropriate Evaluation Methods. A Tool for Assessment & Selection \(version 2\)](#).



identificar lecciones y posibles buenas prácticas del proceso de formulación, implementación y monitoreo del proyecto. Los parámetros básicos para la formulación de la propuesta metodológica son los siguientes:

- Triangulación de datos para asegurar la credibilidad y validez de los hallazgos. Las conclusiones y recomendaciones son validadas en puntos clave del proceso de evaluación con las partes interesadas, sin que ello comprometa la independencia del equipo evaluador.
- La recolección de datos apunta a conocer las perspectivas del espectro más amplio posible de partes interesadas. Además, la recolección de datos primarios y su posterior análisis incluye desagregación por sexo y otras características demográficas relevantes.
- Definición debidamente sustentada de las estrategias de muestreo que serán implementadas para favorecer la validez de los hallazgos y la minimización de los sesgos, tanto si se trata de muestreo probabilístico como no probabilístico.
- Selección de un diseño no experimental adecuado para responder a las preguntas de evaluación centradas en los cambios a nivel de efecto y de objetivo, sus causas y la determinación de la contribución del proyecto a los mismos.
- Mecanismos para dar cuenta de los niveles de validez interna y externa de los hallazgos, y presentación explícita de las relaciones entre evidencia, hallazgos, conclusiones y recomendaciones.
- Selección de una combinación de métodos cuantitativos y cualitativos de recolección y análisis de datos que sean compatible con el tiempo y recursos disponibles para la evaluación y las medidas de prevención y cuidado frente al COVID-19. La recolección de datos puede abarcar tanto puestos de control donde se ha implementado MIDAS como aquellos donde no está implementado, para efectos de comparación.
- Aprovechamiento de información secundaria y del acervo documental del proyecto y de otras fuentes documentales disponibles y relevantes para la evaluación. Un inventario preliminar (no exhaustivo) se incluye a continuación:

<b>Categoría</b>	<b>Ítems disponibles</b>
<b>Documentación TC.0856</b>	<ul style="list-style-type: none"> <li>• Documentos de formulación del proyecto</li> <li>• Registros de capacitaciones</li> <li>• Informe intermedio y final, narrativo y financiero</li> <li>• Registros fotográficos</li> <li>• Listas de asistencia a Juntas de proyecto</li> </ul>
<b>Documentación TC.0946</b>	<ul style="list-style-type: none"> <li>• Documentos de formulación del proyecto</li> <li>• Registros de capacitaciones</li> <li>• Informe de auditoría interna</li> <li>• Informe intermedio y final, narrativo y financiero</li> <li>• Registros fotográficos</li> <li>• Registros de donación de equipos</li> <li>• Registros de compras</li> </ul>
<b>Documentación TC.1057</b>	<ul style="list-style-type: none"> <li>• Documentos de formulación del proyecto</li> <li>• Registros de capacitaciones</li> <li>• Informe intermedio y final, narrativo y financiero</li> <li>• Registros de revisión del proyecto</li> <li>• Plan de trabajo</li> <li>• Nota DGM</li> </ul>

<b>Documentación TC.1048</b>	<ul style="list-style-type: none"> <li>• Documentos de formulación de proyecto.</li> <li>• Acuerdos entre OIM y DGM, y sus anexos.</li> <li>• Informe intermedio y final, narrativo y financiero</li> <li>• Registros de compras o contratación de servicios.</li> <li>• Registros de capacitaciones</li> <li>• Registros fotográficos</li> </ul>
<b>Documentación IB.0133</b>	<ul style="list-style-type: none"> <li>• Documentos de formulación de proyecto.</li> <li>• Acuerdos entre OIM y DGM, y sus anexos.</li> <li>• Registros de compras o contratación de servicios.</li> <li>• Registros fotográficos.</li> <li>• Registros de reuniones de coordinación entre OIM y DGM.</li> <li>• Registros de capacitaciones de los funcionarios de DGM.</li> <li>• Informes de registro de asistencia y tareas sobre funcionarios/as contratados/as en el proyecto.</li> <li>• Informes intermedio y final, narrativo y financiero de la OIM Paraguay.</li> </ul>
<b>Documentación general</b>	<ul style="list-style-type: none"> <li>• Brochure actualizado:  <a href="#">2021 MIDAS brochure updated SP.pdf</a></li> <li>• Descripción MIDAS actualizada:  <a href="#">2021 MIDAS Description SP.pdf</a></li> <li>• Visión estratégica:  <a href="#">MIDAS Strategic Vision SP.pdf</a> (documento interno).</li> </ul>

## Ética, normas y estándares de evaluación.

La evaluación deberá seguir las normas y estándares de evaluación del Grupo de Evaluación de Naciones Unidas (UNEG, por sus siglas en inglés)<sup>41</sup> y los Principios de Protección de Datos de la OIM<sup>42</sup>, particularmente los relativos a la interacción con las personas beneficiarias del proyecto. El/la evaluador/a deberá considerar los lineamientos éticos del UNEG<sup>43</sup> y el Código de Conducta para las evaluaciones en el Sistema de las Naciones Unidas del UNEG<sup>44</sup>.

La presente evaluación, tanto en la fase de diseño, como de ejecución (recogida y análisis de datos) y difusión de sus resultados, deberá seguir los Principios de la OIM enunciados en los documentos IN/138: Principios de protección de datos de la OIM<sup>45</sup> y MA/88 Manual de Protección de Datos<sup>46</sup> especialmente los relativos a la recolección de datos por medios legales, la obtención del consentimiento informado de las personas, la protección y confidencialidad de las informaciones o datos personales recogidos. La obtención del consentimiento informado por parte de las fuentes de datos es una condición sine qua non para su recolección, análisis y uso. Asimismo, la evaluación deberá alinearse con las normas y estándares de evaluación<sup>47</sup> establecido por el UNEG particularmente aquellos de independencia (de juicio), de imparcialidad, de ausencia de conflicto de intereses, honestad e integridad, transparencia y rendición de cuenta.

<sup>41</sup> [UNEG \(2016\) Norms and Standards for Evaluation](#)

<sup>42</sup> [HLCM \(2018\) UN Principles on Personal Data Protection Privacy](#)

<sup>43</sup> [UNEG \(2020\) Ethical Guidelines for Evaluation](#)

<sup>44</sup> [UNEG \(2008\) Code of Conduct for Evaluation in the UN system](#)

<sup>45</sup> <https://www.iom.int/data-protection>

<sup>46</sup> [IOM \(2015\) IOM Data Protection Manual](#)

<sup>47</sup> <http://www.unevaluation.org/document/detail/1914>

Tanto en su diseño, como en su ejecución y la difusión de sus resultados, la evaluación deberá integrar de manera clara los enfoques de derechos y de género de acuerdo con las guías del UNEG y la OIM<sup>48</sup>. Se espera que la metodología, métodos, herramientas, y técnicas de análisis de datos sean sensibles al género. Adicionalmente, los hallazgos, conclusiones y recomendaciones deben reflejar un análisis de género.

## Entregables

A continuación, se presentan los productos y entregables requeridos para esta evaluación, los cuales deberán ser elaborados según formato e idioma solicitados por la OIM para su publicación.

- **Informe de inicio** (*inception report*) de acuerdo con el formato indicado en el Anexo No.1, este informe constituye la propuesta detallada de evaluación e incluye el análisis de evaluabilidad, la construcción de la teoría de cambio del proyecto, el muestreo de personas a entrevistar, la matriz de evaluación y los instrumentos de recolección de datos. La aprobación del documento es requisito para avanzar a la etapa de recolección de datos; la calidad del documento será valorada según los criterios incluidos en el Anexo No.2. Idioma: inglés o español.
- **Una sesión virtual de presentación y discusión de los hallazgos preliminares**, una vez concluida la etapa de recolección de datos y antes de iniciar la preparación del informe de evaluación. Idioma: español.
- **Borrador del informe de evaluación** de acuerdo con el formato indicado en el Anexo No. 3, en donde se presentan los hallazgos y conclusiones frente a las preguntas de evaluación derivadas de la evidencia encontrada, así como las recomendaciones derivables de las conclusiones. Su calidad será valorada según los criterios incluidos en el Anexo No. 4 y se espera que su extensión máxima sea de 30 páginas excluyendo anexos, portada, índice y listas (acrónimos, tablas, figuras, etc.). Idioma: inglés o español.
- **Taller de validación de recomendaciones** con la participación de los principales usuarios de los resultados de la evaluación y destinatarios de las recomendaciones, con el propósito de reforzar su calidad en términos de relevancia y viabilidad. Idioma: español
- **Sesión de presentación de los resultados de la evaluación** ante contraparte y equipo de implementación del proyecto; con esta presentación se deberá acompañar una infografía que sirva para actividades posteriores de difusión. Idioma: español.
- **Versión final del informe de evaluación** una vez consideradas las observaciones recibidas por las partes interesadas durante la sesión de presentación. Idioma: inglés o español.
- **Hoja informativa sobre la evaluación** (*evaluation brief*), elaborada de acuerdo con el formato indicado en el Anexo No. 5 y diligenciado según la guía del Anexo No. 6, acompañada con una presentación para audiencias externas (no suple el resumen ejecutivo que hace parte del informe de evaluación). Idioma: español e inglés.

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<sup>48</sup> Ver [UNEG \(2018\) UN-SWAP Evaluation Performance Indicator Technical Note](#). Annex 1.

- **Diligenciamiento de la sección de recomendaciones** de la matriz de respuesta gerencial del Anexo No. 7, incluyendo a quién va dirigida y su nivel de prioridad, con base en las recomendaciones de la versión final del reporte. Finalmente se realizará una presentación de la matriz de repuesta gerencial a la OIM. Idioma: español.

## Especificaciones y roles

### Como gestora de la evaluación, la *Asistente Senior de Proyectos de la OIM en Paraguay*:

- Recopilará la documentación de los proyectos requerida para la evaluación y la pondrá a disposición de Owl RE.
- Pondrá a disposición del equipo de evaluación dos (2) asistentes de recolección de datos contratados exclusivamente para aplicar en puestos de control por fuera de la sede central de la DGM los instrumentos definidos por Owl RE. Esta asistencia estará disponible si la recolección de datos en estos puestos inicia antes del 7 de marzo de 2022.
- Coordinará la distribución de los productos de evaluación entre los/as miembros del Grupo de Referencia para la Evaluación (GRE) que se establecerá; recopilará los comentarios y los transferirá a él/la evaluador/a, según los plazos acordados.
- Contactará a Owl RE con las personas de las que se espera obtener una entrevista, tanto aquellas que hacen parte de la OIM como las de otras partes interesadas del proyecto.
- Convocará al GRE a las reuniones de presentación de hallazgos preliminares y a la presentación de resultados, según el cronograma que se acuerde.
- Coordinará el diligenciamiento de la matriz de respuesta gerencial en coordinación con el equipo de la Misión, contando con todas las áreas involucradas.

### Owl RE como evaluador:

- Realizará la evaluación apegándose a las normas y estándares indicados en la sección VII, particularmente los relacionados con la independencia.
- Realizará de forma directa y presencial (preferentemente) la recolección de datos que involucre a personal de nivel gerencial o directivo de la DGM, el Ministerio del Interior u otras contrapartes gubernamentales.
- Capacitará a los asistentes de recolección de datos contratados por la OIM sobre la correcta aplicación de los instrumentos diseñados por Owl RE y controlará la calidad de sus entregables.

### El Fondo (IDF):

- Formalizará la aprobación/improbación de los productos de evaluación con base en estos términos de referencia, los estándares de calidad y los insumos del GRE.

GRE tiene como propósito de favorecer la apropiación y uso de los resultados de la evaluación:

- Estará conformado por la Asistente Senior de Proyectos, la gestora del proyecto IB.0133, el oficial Regional de M&E, el Especialista Regional de Migración y Gestión Fronteriza para las Américas y el Caribe, y un representante de la División de Gestión de Inmigración y Fronteras de la OIM.
- Revisará el reporte de inicio y el reporte final y proveerá comentarios por escrito a través de la gestora de la evaluación.

- Participará en la presentación de hallazgos preliminares, validación de recomendaciones y presentación final de los resultados por parte Owl RE.
- Proveerá información y orientaciones durante la fase de inicio útil para la definición del diseño final de la evaluación y la identificación de fuentes de datos clave.

Como parte de las actividades de aseguramiento de la calidad de la evaluación, se considerarán como mínimo:

- Una vez finalizada la etapa de recolección de datos, *Owl RE* realizará una presentación de los hallazgos preliminares para identificar conjuntamente posibles omisiones, malinterpretaciones y déficits de información y tomar medidas para resolverlos antes de que inicie la redacción del informe final.
- *Owl RE* implementará mecanismos que le permitan documentar el nivel de triangulación de los datos para soportar cada hallazgo presentado y hará explícitos en su informe los niveles de evidencia disponible en cada caso.
- *Owl RE* incluirá en el informe de inicio una descripción precisa de los métodos de recolección y análisis de datos y su nivel de validez y fiabilidad.
- En la valoración de los productos de la evaluación se aplicarán las listas de verificación del UNEG y la OIM incluidas en la sección de anexos y se contará con la asesoría técnica del Oficial Regional de M&E.

## Cronograma

Se espera que la evaluación tenga una duración máxima de XX semanas. A continuación, se incluye un cronograma indicativo. El plan de trabajo y el cronograma se definirán en detalle como parte de la parte de inicio y será parte de informe correspondiente en concordancia con el diseño definitivo de la evaluación.

Actividad	Duración (semanas)	Responsable	Localización	Programación
Elaboración del informe de inicio		Owl RE	Sede evaluadora	Feb 2022
Capacitación en instrumentos de recolección	0,3	Owl RE	Sede evaluadora	Feb 2022
Levantamiento de información en puestos fronterizos	2	IOM Paraguay	Paraguay	Feb-Mar 2022
Entrevistas contrapartes gubernamentales		Owl RE	Paraguay	Marzo 2022
Presentación hallazgos preliminares		Owl RE	Paraguay	
Preparación informe final		Owl RE	Sede evaluadora	
Presentación de resultados		Owl RE	Sede evaluadora	
Preparación respuesta gerencial	2	IOM Paraguay	Paraguay	

## Presupuesto

Complementando el presupuesto asignado por IDF para la realización de la evaluación de TC.0856, TC.1057 y TC.1048, la oficina de la OIM en Paraguay destinará hasta PYG 47.000.000 del proyecto IB.0133 para apoyar al equipo de *Owl RE*, en la recolección de datos en los puestos fronterizos que seleccione. Este apoyo se concretará en la contratación de servicios profesionales para la aplicación de los métodos e instrumentos diseñados por el equipo evaluador *Owl RE*, a quienes serán transferidos los datos.

**Elaboró:** Elisa FILIPPINI, *Project Senior Assistant*; y Boris KAMDEM, *M&E Assistant*.

**Revisó:** REY Jhonn, *Regional Monitoring & Evaluation Officer*.

**Aprobó:** Alessia Castelfranco (IDF); Pablo Cuevas (Jefe de oficina, OIM Paraguay)

**Fecha de aprobación:** 05/02/2022

## Annex two: List of persons interviewed

### Interviews Asuncion

1.	Pablo Cuevas	CoM	IOM Paraguay
2.	Elisa Filippini	Project Senior Assistant	IOM Paraguay
3.	Chiara Masi Netto	Former Project Manager MIDAS	IOM HQ
4.	Patricia Añazco	Former Project Manager MIDAS	IOM Paraguay
5.	Diego Canete	Former IT Coordinator	IOM Chile
6.	Rodolfo Milessi	Director de Gabinete	DGM Paraguay
7.	Favio Espinoza	Director de Movimiento Migratorio	DGM Paraguay
8.	Derlis Aguilar	Director de Tecnología, Información y Comunicación	DGM Paraguay
9.	Alicia Quintana	Directora de Asesoría Jurídica	DGM Paraguay

### Interviews at Border Points

10.	Ramon Dario Venitez Belaria	Supervisor	Puerto Falcon
11.	Miguel Jimenez	Entry Controller	Puerto Falcon
12.	Gustavo Giancummo	Entry Controller	Puerto Falcon
13.	Rodrigo Garcia	Exit Controller	Puerto Falcon
14.	Augustina Munoz	Exit Controller	Puerto Falcon
15.	Victor Marcos	Supervisor	Aeropuerto Silvio Pettirossi
16.	Natalia Witt	Controller	Aeropuerto Silvio Pettirossi
17.	Isabelle Rojas	Controller	Aeropuerto Silvio Pettirossi
18.	Cesar Santacruz	Controller	Aeropuerto Silvio Pettirossi
19.	Juan Pablo Riwas	Controller	Aeropuerto Silvio Pettirossi
20.	Laura Areco	Controller	Aeropuerto Silvio Pettirossi
21.	Rodrigo Maqueda	Controller	Aeropuerto Silvio Pettirossi
22.	Sergio Roa	Supervisor	Ita Enramada
23.	Mariana Ramirez	Controller	Ita Enramada
24.	Miguel Santander	Controller	Ita Enramada
25.	Adrián Mieres	Supervisor	Ciudad del este
26.	Ricardo Urbierta	Exit Controller	Ciudad del Este
27.	Fernando Díaz Pérez	Exit Controller	Ciudad del Este
28.	Vilma Lugo	Inspectora de Alberdi	Pilar
29.	Fabiana Borba	Encargada de Oficina regional	Pilar
30.	David Frutos	Supervisor	Pilar
31.	Graciela Barrios	Controller	Pilar
32.	Cesar Duarte	Jefe del puesto de control Migratorio	Departamento de Itapua y del Puente San Roque González
33.	Zunilda Céspedes	Controller	Puente San Roque González
34.	Hugo escurra	Supervisor	Pedro Juan Caballero
35.	Ana María Casey	Controller	Pedro Juan Caballero
36.	Cándido Acosta	Jefe interino	Infante Rivarola
37.	Lujan Fabio Samaniego	Controller	Infante Rivarola

## Annex three: List of documents / publications consulted

### ***Project documentation:***

IOM project documents, including proposal and budget, interim project reports and final report

IOM Migration Governance Framework

IOM Fund eligibility criteria (undated)

IOM mission and strategic focus (undated)

### ***Other documentation consulted:***

International Centre for Migration Policy Development (January 2009 to April 2023); Migration EU eXpertise Initiative; [mieux-initiative.eu/en/about/what-is-mieux](https://mieux-initiative.eu/en/about/what-is-mieux); accessed June 2022

United Nations High Council for Refugees (June 2021); Fact Sheet Paraguay; <https://reporting.unhcr.org/sites/default/files/Paraguay%20factsheet-May%202021.pdf>; accessed June 2022

U.S. Embassy Paraguay Press Release (23 April 2021); U.S. Customs and Border Protection and National Customs Directorate of Paraguay Reach Agreement to Help Secure Paraguay's Borders;; <https://py.usembassy.gov/u-s-customs-and-border-protection-and-national-customs-directorate-of-paraguay-reach-agreement-to-help-secure-paraguays-borders/>; accessed June 2022

U.S. Customs and Border Projection; ATS-Global presentation, <https://www.icao.int/Meetings/TRIP-Symposium-2021/PublishingImages/Pages/Presentations/Automated%20Targeting%20System-Global%20%28ATS-G.pdf>; accessed June 2022

University of Oxford, Faculty of Law (7 September 2021); Border Criminologies Blog; Border Externalization to West Africa: Three Logics of Border Security Technologies; <https://www.law.ox.ac.uk/research-subject-groups/centre-criminology/centreborder-criminologies/blog/2021/09/border>; accessed June 2022