

External ex-post combined Evaluation: of the Personal Information and Registration System (PIRS) and the Migration Information and Data Analysis System (MIDAS)

*TC.0856/TC.0946/ TC.1048/TC.1057/IB.1033*

#### DRAFT TOR/Inception Report February 2022

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## 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 development and implementation of the Personal Information and Registration System (PIRS) and the Migration Information and Data Analysis System (MIDAS). The ex-post evaluations include two IDF projects TC.0856 and TC.1057, as well as IOM Paraguay projects IB.1033 and TC.1048. Reference will also be made to IOM Paraguay project TC.0946. 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 smuggling of migrants, drugs and arms). The Paraguayan State, through the Directorate General of Migration (DGM, under the Ministry of Interior), invited 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 (Dirección General de Migraciones). 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 characteristics of five (5) projects supported by IOM are summarized below:

|  |  |  |  |
| --- | --- | --- | --- |
| **(TC.0856)** Migration management through an interconnected registration and personal identification system (PIRS/MIDAS) at the Silvio Pettirossi y Guaraní Airports in Paraguay | | | |
| **Duration of the project** | **Budget (USD)** | **Donor** | **Scope** |
| 31 July 2015  31 October 2016 | 200,000 | IDF | 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. |
| **(TC.0946)** Migration management through an interconnected registration and personal identification system (PIRS/MIDAS) in Paraguay | | | |
| **Duration of the project** | **Budget (USD)** | **Donor** | **Scope** |
| 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. |
| (TC.1048)Migration management through an interconnected registration and personal identification system (PIRS/MIDAS) in Paraguay Phase II | | | |
| **Duration of the project** | **Budget (PYG)[[1]](#footnote-2)** | **Donor** | **Scope** |
| 23 July 2017  31 October 2019 | 5,874,709,320 | DGM | 1. 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. |
| (TC.1057)  **Migration management reinforcement with a focus on the Paraguayan Border Zones** | | | |
| **Duration of the project** | **Budget (USD)** | **Donor** | **Scope** |
| 25 September 2017  25 December 2018 | 150,000 | IDF | 1. 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. |
| (IB.0133) **Improved migration management through the establishment through human and structural capacity building in information technology and communication (TIC)[[2]](#footnote-3).** | | | |
| **Duration of the project** | **Budget (PYG)** | **Donor** | **Scope** |
| 8 November 2019  7 March 2022 | 1,599,133,461 | DGM | 1. 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. |

## 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 expected 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[[3]](#footnote-4)) .

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. In addition, it aims to improve effectiveness where possible and with regard to future IDF 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 and its implementing partners with regard to the project formulation process. The findings will also help make evidence-based strategic decisions in relation to specific projects, while also demonstrating the Fund’s on-going commitment to results based management.

The primary objectives of the evaluation are to:

1. Assess the relevance of the intended results for the projects;
2. 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 the IDF funded projects;
3. Assess the coherence with IOM’s activities and other interventions in the sector;
4. 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
5. 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.;
6. 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;
7. 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;
8. 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;
9. Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
10. 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.

## ***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 8 weeks. The evaluation will be conducted considering and respecting the regulations in place with regard to the global COVID 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)[[4]](#footnote-5)norms and standards for evaluation and the IOM Data Protection Principles[[5]](#footnote-6), particularly those related to interaction with project beneficiaries. The evaluation will also consider the UNEG ethical guidelines[[6]](#footnote-7) as well as the UNEG Code of Conduct for Evaluations in the UN System[[7]](#footnote-8). 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[[8]](#footnote-9) and MA/88 Data Protection Manual[[9]](#footnote-10), 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 and use. Likewise, the evaluation will be aligned with the norms and standards of evaluation[[10]](#footnote-11) 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[[11]](#footnote-12). 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.

|  |  |  |
| --- | --- | --- |
| **Tool** | **Description** | **Information Source** |
| *Document review* | Review of main documentation. | IOM documentation on PRIMA, including internal/external reports, relevant publications, review of the website, country reviews etc. |
| *Interviews internal* | Some 5-7 semi-structured interviews using an interview guide. | Interviews with:   * IOM country office program staff * IOM regional staff |
| *Interviews external* | Some 10-15 structured interviews using an interview guide. | Interviews with:   * National government institutions * Border control staff and officials * NGOs where relevant |

## 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.

## 3.3. Analysis

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

Findings will be used to assess the achievements of results as articulated in 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 | *Supporting evidence will be detailed for each rating given*. |
| 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.

1. 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. Interviews will take place remotely over a period of 6 weeks and will allow for an extended interview period to compensate for the disruptions caused by COVID-19.

1. General problem of insufficient data or insufficient representative data collected, owing to poor response rate from interviewees.

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

1. 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.

1. 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 manager and Fund staff; finalisation of report and evaluation brief |  |  |  |  |  |  |  |  |  |  |  |  |

### 3.5. Team management

The evaluation will be carried out by Owl RE consultant Patricia Goldschmid with Glenn O’Neil as a support and for quality control. Data collection will be conducted by Patricia Goldschmid and a junior consultant to be selected by IOM Paraguay in cooperation with Owl RE.

## Deliverables

The following deliverables (draft and final) are foreseen for the consultancy in English[[12]](#footnote-13):

* ToR/Inception report (this document)
* Executive summary (2 pages)
* Evaluation report
* Evaluation learning brief
* Final presentation of results (in Spanish)

|  |  |
| --- | --- |
| **Deliverables** | **Schedule of delivery** |
| Inception Report shared with IOM | 15.02.2022 |
| Completed field data collection | 18.03.2022 |
| De-briefing session with project manager delivered | 18.03.2022 |
| Draft Evaluation Report | 17.04.2022 |
| Final Evaluation Report and Evaluation Learning Brief | 24.04.2022 |

## Annex One: Evaluation Matrix

|  |  |  |  |
| --- | --- | --- | --- |
| **Key Evaluation Questions and sub questions** | **Indicators** | **Data Collection Tools** | **Sources of Information** |
| **RELEVANCE:** Extent to which the project`s objective and intended results remain valid as originally planned or modified | | | |
| 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. | 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 |
| **COHERENCE:** The compatibility of the project with other IOM activities and interventions of the sector. | | | |
| 7. To what extent is this project compatible with other IOM activities?  To what extent were the project activities implemented for MIDAS compatible with other activities implemented by IOM in the region? | Extent to which the project is compatible with other IOM activities in the country and with IOM's Immigration and Border Management Division. | Document review  Interviews | Project documentation External documentation Interviewees |
| 8. To what extent is this project compatible with other interventions in migration management in the region? | Extent to which the project is compatible with other identified interventions in this field by other organisations or by the Paraguayan State on migration management and border control. | Document review  Interviews | Interviewees External documentation |
| **EFFECTIVENESS :** The extent to which the project achieves its intended results | | | |
| 9. Have the project’s outputs and outcomes been achieved in accordance with the stated plans and results matrix?  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. | Extent to which project outputs and outcomes have been achieved and the projects deliverables and results (expected and unexpected) led to benefits for stakeholders and beneficiaries. | Document review  Interviews | Project documentation Interviewees |
| 10. 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? | Level of Involvement and extent of effectiveness of target beneficiaries, partners and stakeholders in collaboration and coordination processes. | Document review  Interviews | Project documentation Interviewees |
| 11. 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?  - Have the MIDAS implementation support targets agreed with DGM and IDF been achieved in the framework of the projects implemented? | Identification of influential a) internal factors (positive and negative) and b) external factors (positive and negative).  Effectiveness of project management of internal and external factors. | Interviews | Interviewees |
| **EFFICIENCY & COST EFFECTIVENESS:** How resources (human, financial) are used to undertake activities and how well these are converted to outputs | | | |
| 12. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?  Were the different MIDAS projects implemented on schedule and meeting the flexibility and cost expectations of the solution? | Adherence to original budget- Level of budget variance.  Extent to which the resources required for project activities could have achieved the same results with less inputs/funds, on a sustainable basis. | Document review  Interviews | Project documentation Interviewees |
| 13. How efficient was the overall management of the project?  -Were the project activities undertaken and project outputs delivered on time / within budgets, as planned? | 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 | Document review  Interviews | Project documentation Interviewees |
| 14. Were project 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? | Level and quality of monitoring of project resources.  Incidence of no cost/ costed extension allocated. | Document review | Project documentation |
| **IMPACT**: How the project intervention affects outcome and whether these effects are intended or unintended. | | | |
| 16. 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? | 1. Incidence of positive and negative effects /changes (short and long-term, intended and unintended) to which the project contributes. | Document review  Interviews | Project documentation Interviewees |
| **SUSTAINABILITY :** If the project`s benefits will be maintained after the project ends | | | |
| 18. Did the project 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 |
| 19. Have the benefits generated by the project deliverables continued once external support ceased? | Extent to which the benefits generated by the project have continued post external support. | Interviews | Interviewees |
| 20. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?  - Did the selection of outputs that received IDF funding for the implementation of MIDAS support the sustainability and institutional ownership of the system? | Extent of sustainability measures taken by national /local institutions to support the project. Level of commitment by key stakeholders to sustain project result. | Interviews | Interviewees |
| **Cross Cutting Criteria** | | | |
| 22. 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 favoured the inclusion of gender equality and diversity considerations in the adoption and operationalization of MIDAS? | 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). | Document review  Interviews | Project documentation Interviewees |
| 23. To what extent were environmental sustainability actions, including climate change mitigation and adaptation considered in the implementation of the MIDAS projects. | Actions that specifically considered environmental sustainability, including climate change mitigation and adaptation. |  |  |

## 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

1. Evaluation framework and methodology  
   - Data sources and collection  
   - Data analysis  
   - Sampling  
   - Limitations and proposed mitigation strategies
2. Findings
3. Conclusions and recommendations
4. 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** |
| **General** | | |
|  | Please briefly explain your work at IOM/external organisation (and how long have you been in this position?). | All stakeholders |
|  | What has been your role and involvement in the project being evaluated? At what stage did you become involved in the project? | All stakeholders |
| **Relevance** | |  |
| 1.1 | How well aligned is the project with relevant national/regional policies, organisational 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 the project respond to the need(s) expressed and experienced by the DGM in terms of migration management at migration control posts? | IOM staff |
| 1.3. | 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? | IOM Staff |
| **Coherence** | |  |
| 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 project integrated with other external work in the country with similar objectives? | IOM staff Government institutions |
| **Effectiveness** | |  |
| 3.1. | Did the projects produce the intended results, compared to its plan and target outputs?  What were the quality of results?  - 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 | IOM staff Government institutions |
| 3.2. | What role did collaboration and coordination play in the project’s achievements? [With government departments and other stakeholders]. | IOM staff Government institutions |
| 3.3. | Have the MIDAS implementation support targets agreed with DGM and IDF been achieved in the framework of the projects implemented? What factors [Classify by internal or external] favoured or hindered the achievement of these targets? | IOM staff Government institutions |
| **Efficiency and Cost Efficiency** | |  |
| 4.1. | To what extent did the project represent the best possible use of available resources to achieve results of the greatest possible value to stakeholders and beneficiaries involved? - 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? | IOM staff |
| 4.3. | Were project 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 |
| **Outcomes and Impacts** | |  |
| 5.1. | What would you describe as the positive/ negative changes resulting from the projects 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 |
| **Sustainability** | |  |
| 6.1 | What measures did the project take to ensure sustainability?  - Has the support provided by IOM for the implementation of MIDAS included measures to favour its continuity, adaptation, maintenance and expansion? If so, how effective have these measures been? | IOM staff Government institutions |
| 6.2 | How likely are the benefits of the project to continue and what are the main factors that influence the achievement or non-achievement of project sustainability? - Did the selection of outputs that received IDF funding for the implementation of MIDAS support the sustainability and institutional ownership of the system? | IOM staff Government institutions |
| 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 |
| **Cross Cutting** | | |
| 7.1. | To what extent is gender equality created by the project still evident?  -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? | IOM Staff Government institutions |
| 7.3. | Has the implementation of MIDAS integrated environmental sustainability actions, including climate change mitigation and adaptation? | IOM Staff Government Institutions |
| **Other** | | |
| 8.1. | What would you recommend for the continued success for this project’s results (and other similar)? | All stakeholders |
| 8.2. | What would you say are the main lessons learnt from this project? 1) for the management of the project and 2) the results achieved? | All 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** |
| ***Inception and preparatory phase*** | | | |
|  | 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 |  |  |
| ***Data collection phase*** | | | |
|  | 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 |  |  |
| ***Analysis and reporting phase*** | | | |
|  | 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 |  |  |

**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.

**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.

**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 1.1 .:** 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.

**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 systems at the two airports;

- Computerize the national alert list modules and install a mechanism to identify names under alert in the PIRS/MIDAS 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.

**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.

**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 1.4.:**

- 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.0856**

**RESULTS MATRIX TC.0856**

***Annex 5 : RESULTS MATRICES (TC.0856, TC.1057)***

***Annex 5 : RESULTS MATRICES (TC.0856, TC.1057)***

**RESULTS MATRIX TC.1057**

**RESULTS MATRIX TC.1057**

**Objective**: The project will contribute to strengthening migration management capacities in Paraguay under a passenger referral protocol at border posts and timely data collection by the DGM.

**Outcome 1 :** Representatives of the institutions involved in passenger transfers handle cases according to protocol.

**Outcome 1 :** Representatives of the institutions involved in passenger transfers handle cases according to protocol.

**Outcome 2 :** The DGM streamlines its migration control procedures at land border centers prioritized according to the size of the migrant flow.

**Outcome 2 :** The DGM streamlines its migration control procedures at land border centers prioritized according to the size of the migrant flow.

**Output 1.1.:** Representatives of the Migration Directorate and the institutions involved validate the passenger referral protocol.

**Output 1.1.:** Representatives of the Migration Directorate and the institutions involved validate the passenger referral protocol.

**Output 1.2.:** Officials of the DGM and of the institutions involved located at border posts are aware of the new protocol.

**Output 1.2.:** Officials of the DGM and of the institutions involved located at border posts are aware of the new protocol.

**Output 2.1.:** Border crossing points are equipped with computer equipment and connectivity services according to the selected border control data capture and processing. requirements.

**Output 2.1.:** Border crossing points are equipped with computer equipment and connectivity services according to the selected border control data capture and processing. requirements.

**Output 2.2.:** Border posts in Encarnación, Ciudad del Este and Puerto Falcón have a technical proposal for the refurbishment of their facilities.

**Output 2.2.:** Border posts in Encarnación, Ciudad del Este and Puerto Falcón have a technical proposal for the refurbishment of their facilities.

**Output 2.3.:** Officials are knowledgeable in the use of alert lists through PIRS/MIDAS.

**Output 2.3.:** Officials are knowledgeable in the use of alert lists through PIRS/MIDAS.

**Output 2.4.:** Border centers generate reports on entry and exit of people.

**Activities output 2.4.:**

- Collect entry and exit data provided by border posts.

- Analyze data and prepare reports**Output 2.4.:** Border centers generate reports on entry and exit of people.

**Activities output 2.4.:**

- Collect entry and exit data provided by border posts.

- Analyze data and prepare reports.

**Activities output 2.3.:**

- Adapt the IOM 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.

- 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 arrival point users). Passport verification procedures. Essential migration management practices. Search procedures for persons on alert lists.

**Activities output 2.3.:**

- Adapt the IOM 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.

- 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 arrival point users). Passport verification procedures. Essential migration management practices. Search procedures for persons on alert lists.

**Activities output 2.2.:**

- Develop TORs for the consultancy

- Select and contract the consultant for the design of refurbishment plans for the selected border posts.

- Collect data and information for the design of the plans

Design and submit plans.

**Activities output 2.1.:**

- Identify the equipment needed for the installation of the border information management system, including appropriate tools for passport verification procedures and equipment for trainings; suggested equipment to be installed includes personal computers (PCs), monitors, software, printers, document readers, UPS, servers (premises), switches.

- Install the necessary equipment at the identified border posts.

-Install PIRS/MIDAS (Personal Identification and Registration System) border management system.

- Computerize national alert list and install a mechanism for names under alert in PIRS/MIDAS management.

**Activities output 2.1.:**

- Identify the equipment needed for the installation of the border information management system, including appropriate tools for passport verification procedures and equipment for trainings; suggested equipment to be installed includes personal computers (PCs), monitors, software, printers, document readers, UPS, servers (premises), switches.

- Install the necessary equipment at the identified border posts.

-Install PIRS/MIDAS (Personal Identification and Registration System) border management system.

- Computerize national alert list and install a mechanism for names under alert in PIRS/MIDAS management.

**Activities output 1.2.:**

- Request a list of officials from the DGM and the institutions involved to be trained.

- Prepare the protocol training

- Implement the training

- Evaluate the knowledge acquired by officials

- Present the results of the training to the corresponding bodies.

**Activities output 1.1.:**

- Develop TORs for the consultancy

- Select and hire consultant for protocol development and implementation of trainings

- Identify processes to be integrated into the protocol for passenger referrals to relevant agencies

Identify partners to assist in the elaboration of the protocol

- Elaborate the referral protocol

- Coordinate suggestions and comments with technicians representing different institutions for the validation of the document.

- Review the coherence of the proposal document

- Present the document to the relevant bodies

**Activities output 1.1.:**

- Develop TORs for the consultancy

- Select and hire consultant for protocol development and implementation of trainings

- Identify processes to be integrated into the protocol for passenger referrals to relevant agencies

Identify partners to assist in the elaboration of the protocol

- Elaborate the referral protocol

- Coordinate suggestions and comments with technicians representing different institutions for the validation of the document.

- Review the coherence of the proposal document

- Present the document to the relevant bodies

**Activities output 3.1.:** Adapt the IOM 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: Priority was given to adapting training on the use of PIRS/MIDAS.

- Conduct training for migration officers based on a modified curriculum with three target levels of training: regular users, shift officers and administrators: Training was carried out for shift migration inspectors and supervisors at the migration control posts of Encarnacion and Ciudad del Este.

**Output 2.2:** Refurbishment of the border posts at Encarnacion, Ciudad del Este and Puerto Falcon.\_

**Output 2.2:** Refurbishment of the border posts at Encarnacion, Ciudad del Este and Puerto Falcon.\_

**Activities output 2.1:**

- Identify the equipment needed for the installation of the border information management system, including appropriate tools for passport verification procedures and equipment for training; Suggested equipment to be installed includes personal computers (PCs), monitors, software, printers, document readers, UPS, servers (local), switches: The technical specifications of the equipment and the quantities needed for each migration control post were identified. The necessary equipment was procured for the three migration checkpoints covered by the project.

- Install the necessary equipment at the identified border posts: Equipment was installed and configured in Encarnacion and Ciudad del Este.

Page 8 of 11

- Install the PIRS/MIDAS (Personal Identification and Registration System) border management system: The system was installed in Encarnacion and Ciudad del Este.

- Computerized national alert list and install a mechanism for names under alert in PIRS/MIDAS management: The installation of the system included the connection to the INTERPOL alert list as well as the national alert list.

**Activities output 2.1:**

- Identify the equipment needed for the installation of the border information management system, including appropriate tools for passport verification procedures and equipment for training; Suggested equipment to be installed includes personal computers (PCs), monitors, software, printers, document readers, UPS, servers (local), switches: The technical specifications of the equipment and the quantities needed for each migration control post were identified. The necessary equipment was procured for the three migration checkpoints covered by the project.

- Install the necessary equipment at the identified border posts: Equipment was installed and configured in Encarnacion and Ciudad del Este.

Page 8 of 11

- Install the PIRS/MIDAS (Personal Identification and Registration System) border management system: The system was installed in Encarnacion and Ciudad del Este.

- Computerized national alert list and install a mechanism for names under alert in PIRS/MIDAS management: The installation of the system included the connection to the INTERPOL alert list as well as the national alert list.

**Activities output 2.2:**

- Select and contract the consultant for the design of the refurbishment plans for the selected border posts (IOM counterpart with IDF funds): The consultant architect in charge of drawing up the refurbishment plans and supervising the work was contracted.

- Collect data and information for the design of the plans (IDF funds): A diagnostic visit was carried out to assess the needs for the refurbishment of the three migration checkpoints covered by the project.

- Design, submit and validate the plans: The contracted architect prepared the technical specifications for the refurbishment

of the migration control posts in Encarnacion and Ciudad del Este, which were validated by the Project Board.

- Call for the contracting of construction companies on the basis of the approved design plans: A call for the contracting of construction companies for the Encarnacion and Ciudad del Este immigration control posts was issued.

- Contracting the awarded company: A company was contracted to carry out renovations in Encarnacion, and another for Ciudad del Este.

- Refurbish border posts: The migration control posts in Encarnacion and Ciudad del Este were refurbished.

- Identify connectivity needs (structured cabling): Technical specifications were drawn up for the implementation of structured cabling in the three migration control posts covered by the project.

- Call for the contracting of companies to provide structured cabling services: A call for the contracting of a company in charge of carrying out the structured cabling in the migration control posts of Encarnacion and Ciudad del Este was made.

- Contract the company awarded: A company was awarded the contract for structured cabling at the migration control posts in Encarnacion and Ciudad del Este.

- Restructuring of the network: The network at the migration control posts in Encarnacion and Ciudad del Este was restructured.

**Activities output 2.2:**

- Select and contract the consultant for the design of the refurbishment plans for the selected border posts (IOM counterpart with IDF funds): The consultant architect in charge of drawing up the refurbishment plans and supervising the work was contracted.

- Collect data and information for the design of the plans (IDF funds): A diagnostic visit was carried out to assess the needs for the refurbishment of the three migration checkpoints covered by the project.

- Design, submit and validate the plans: The contracted architect prepared the technical specifications for the refurbishment

of the migration control posts in Encarnacion and Ciudad del Este, which were validated by the Project Board.

- Call for the contracting of construction companies on the basis of the approved design plans: A call for the contracting of construction companies for the Encarnacion and Ciudad del Este immigration control posts was issued.

- Contracting the awarded company: A company was contracted to carry out renovations in Encarnacion, and another for Ciudad del Este.

- Refurbish border posts: The migration control posts in Encarnacion and Ciudad del Este were refurbished.

- Identify connectivity needs (structured cabling): Technical specifications were drawn up for the implementation of structured cabling in the three migration control posts covered by the project.

- Call for the contracting of companies to provide structured cabling services: A call for the contracting of a company in charge of carrying out the structured cabling in the migration control posts of Encarnacion and Ciudad del Este was made.

- Contract the company awarded: A company was awarded the contract for structured cabling at the migration control posts in Encarnacion and Ciudad del Este.

- Restructuring of the network: The network at the migration control posts in Encarnacion and Ciudad del Este was restructured.

**Output 3.1:** Officials trained in the functioning of PIRS/MIDAS.

**Output 3.1:** Officials trained in the functioning of PIRS/MIDAS.

**Output 2.1:** Equipment installed for efficient data collection at selected border checkpoints.

**Output 2.1:** Equipment installed for efficient data collection at selected border checkpoints.

**Activities output 1.1:**

- Collect entry and exit data provided by the border posts, Analyze data and prepare reports: the border control posts of Encarnacion and Ciudad del Este are already generating regular reports, the data analysis of which is carried out by the DGM Central office.

**Output 1.1:** Reports generated on entry and exit of persons through selected border crossing points.

**Output 1.1:** Reports generated on entry and exit of persons through selected border crossing points.

**Outcome 3:** DGM officials use PIRS/MIDAS for border verification and data recording. The DGM officials use PIRS/MIDAS for verification and recording of data at the border.

**Outcome 3:** DGM officials use PIRS/MIDAS for border verification and data recording. The DGM officials use PIRS/MIDAS for verification and recording of data at the border.

**Outcome 2:** The land border posts of Encarnación, Ciudad del Este and Puerto Falcón interconnected to the DGM Headquarters.

**Outcome 2:** The land border posts of Encarnación, Ciudad del Este and Puerto Falcón interconnected to the DGM Headquarters.

**Outcome 1:** The border posts of Encarnación, Ciudad del Este and Puerto Falcon change the document verification and registration format to the digital registration system.

**Outcome 1:** The border posts of Encarnación, Ciudad del Este and Puerto Falcon change the document verification and registration format to the digital registration system.

**Objective:** Contribute to improving the production and use of information by DGM on border management.

**Objective:** Contribute to improving the production and use of information by DGM on border management.

**RESULTS MATRIX TC.1048**

**RESULTS MATRIX TC.1048**

**RESULTS MATRIX IB.0133**

**RESULTS MATRIX IB.0133**

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

**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.

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

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

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

**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.

**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.

**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.

**RESULTS MATRIX TC.0946**

**RESULTS MATRIX TC.0946**

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

**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;

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

**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;

**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 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.

1. Panamanian Guarani [↑](#footnote-ref-2)
2. Tecnología de información y comunicación [↑](#footnote-ref-3)
3. 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>. [↑](#footnote-ref-4)
4. [UNEG (2016) Norms and Standards for Evaluation](http://www.unevaluation.org/document/detail/1914) [↑](#footnote-ref-5)
5. [HLCM (2018) UN Principles on Personal Data Protection Privacy](https://unsceb.org/sites/default/files/imported_files/UN-Principles-on-Personal-Data-Protection-Privacy-2018_0.pdf) [↑](#footnote-ref-6)
6. [UNEG (2020) Ethical Guidelines for Evaluation](http://www.unevaluation.org/document/detail/2866) [↑](#footnote-ref-7)
7. [UNEG (2008 Code of Conduct for Evaluation in the UN system](http://www.unevaluation.org/document/detail/100) [↑](#footnote-ref-8)
8. <https://www.iom.int/data-protection> [↑](#footnote-ref-9)
9. [IOM (2015) IOM Data Protection Manual](https://publications.iom.int/books/iom-data-protection-manual) [↑](#footnote-ref-10)
10. <http://www.unevaluation.org/document/detail/1914> [↑](#footnote-ref-11)
11. Ver [UNEG (2018) UN-SWAP Evaluation Performance Indicator Technical Note](http://www.uneval.org/document/detail/1452). Annex 1. [↑](#footnote-ref-12)
12. Translation into Spanish will be managed by the IOM CO in Paraguay [↑](#footnote-ref-13)