



International Organization for Migration (IOM)
The UN Migration Agency

Evaluation Report

Final internal evaluation of the “Tajik-Afghan Integration, Resilience and Reform Building Programme” (TAIRR Programme)

August 2020

*This full report is complemented by a **two-page “Evaluation Brief”** that presents a summary of the key findings, conclusions, and recommendations.*

Project information:

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IOM Managing Mission	Tajikistan
IOM Project Manager	Michael Hewitt (since July 2018)
Donor	United Kingdom’s Department for International Development (DFID)
Donor project code	ARIES Project Number 300051-101

*The evaluation focuses on the most recent phase, and only to a limited extent on the previous phases.

Evaluation information:

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Evaluation field visit dates	8-14 March (5-day agenda not counting travel days)

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List of acronyms

BMCC	Border Management Coordination Centres
CCCM	Camp coordination and camp management
CSSF	United Kingdom's Conflict Stability and Security Fund
COVID-19	Coronavirus disease 2019
DFID	United Kingdom's Department for International Development
GBAO	Gorno-Badakhshan Autonomous Region
IOM	International Organization for Migration
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MSC	Most Significant Change
NGO	Non-governmental organization
RPL	Recognition of Prior Learning
RPS	Reintegration Planning Sessions
RM	Returned migrants
SME	Small and medium enterprises
TAIRR	Tajik-Afghan Integration, Resilience and Reform Building Programme
TOC	Theory of Change
ToR	Terms of Reference
UNDAF	United National Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
VCM	Vulnerable community member

Executive summary

This report presents results of a final internal independent evaluation of the four-year DFID-funded TAIRR programme (Tajik-Afghan Integration, Resilience and Reform Building Programme). The programme was implemented from April 2016 to May 2020 by the Tajikistan country office of the International Organization for Migration (IOM), the UN Migration Agency. It was carried out by Sarah Harris, the Regional M&E Officer based in Vienna with IOM's Regional Office for South-Eastern, Europe, Eastern Europe and Central Asia. The evaluation was independent, as the evaluator was not involved in the design and implementation of the project.

The evaluation assessed questions across five criteria (relevance, effectiveness, efficiency, impact and sustainability), as well as questions related to gender and human rights. The purpose of the evaluation was to respond to the needs of three main evaluation users: (a) IOM senior management and partner NGOs, to assess performance and gather lessons learned; (b) IOM staff, to provide evidence and learning for future projects; and (c) the donor, DFID, to contribute to DFID's Programme Completion Review (PCR). The evaluation focuses on the period since August 2018, when a major reprogramming was finalized, resulting in changes to activities, intended results, and overall theory of change. It also focuses more on component two (income and employment) and component three (reintegration and safe migration), with limited attention to component one (border management).

Methods used for the data collection included document review; review of monitoring data; semi-structured interviews and focus group discussions. Purposeful sampling was used, prioritizing a diverse range of stakeholders that included IOM project staff, consultants and implementing partners; national government officials and local authorities; and beneficiaries (migrants and potential migrants and family members, and vulnerable community members). Data analysis relied mainly on qualitative analysis (deductive -theory-led- thematic analysis) of documents and transcripts facilitated by use of NVivo software, as well as the extraction, compilation and analysis of quantitative monitoring data.

A key limitation was the remote location of the targeted communities. Communities included in the field visit were selected on basis of feasibility to reach, most of which became not at all feasible after the length of the trip was delayed and then shortened from original two weeks to just one week: the outbreak of COVID-19 delayed travel, and then the delayed travel shortened the trip as snows were starting to melt on the mountain roads, making travel to the GBAO district too dangerous. In the end, the evaluator visited only Khatlon district and the capital city, Dushanbe. A learning workshop in Dushanbe organized during the evaluation field visit was attended by stakeholders from Khatlon and GBAO, enabling indirect incorporation of their views into the evaluation findings.

The evaluation started in late January 2020 with document review and inception phase, the field visit was completed in early March 2020, and the report was finalized in August 2020.

Conclusions

The below provides a summarized version of the key conclusions, lessons learned, and best practices, with a more detailed version provided in the Conclusions section of this report.

- **Relevance:** The TAIRR programme (overall design, results matrix and theory of change) was relevant and responsive to the context and needs, and alignment was improved with the reformulation of August 2018. In particular, as the security situation in Afghanistan became less relevant, the focus shifted to internal conflict dynamics within Tajikistan, cross-border activities were removed, and border guard capacity activities were reduced. The main target beneficiaries – returned migrants (RM), potential migrants and their families – and other vulnerable community members (VCMs) are well-served by the interventions. After reformulation, TAIRR also focused particular attention on critical needs among re-entry banned migrants: livelihood and reintegration support. TAIRR aligns well to government priorities, and Tajik officials report good cooperation with IOM and were consulted and

involved during design and implementation. TAIRR aligns well to priorities of the United Nations Development Assistance Framework (UNDAF) for 2016-2020 and to IOM mandate, especially after reformulation by focusing more on returning migrant workers.

- **Effectiveness:** Overall, based on indicator progress and evidence collected from stakeholders, component three (reintegration and safe migration) appears most effective, followed by component two (income and employment) and then component one (border management). Overall, beneficiaries have reported a high level of satisfaction. The reprogramming that was completed in August 2018 also increased the level of result achievement, particularly since it focused on a more specific target group – a returned migrants (RM) with re-entry bans – and removed less critical elements with a lower likelihood of contributing to significant impacts (shelter and camp coordination and camp management (CCCM), health, and countertrafficking). The reformulation also included better indicators that were more specific, measurable and achievable compared to the prior results framework. In terms of synergies between components, there are some interlinkages between activities but not between outputs, and there was no apparent intentional planning in selection of activities in each community in terms of promoting synergies. Targeting a much more limited number of communities after reformulation may have resulted in some synergies, as multiple activities were more likely to be carried out in one community, though there are inherent limitations to synergies between components (e.g. though vocational training provides skills, it doesn't necessarily mean that trainees are then equipped to run a business).
- **Efficiency:** In terms of time, workplan was implemented more or less on schedule, considering slow-downs imposed by reprogramming and resultant delays and adjustments, including a three-month no-cost extension. TAIRR has a clear, detailed theory of change and Monitoring, Evaluation and Learning (MEL) Plan developed after reformulation, with a more manageable number of indicators and more qualitative data collection. Its implementation was facilitated by a dedicated M&E officer, with the main challenge being overestimating the accessibility of data. Activity monitoring was covered by a yearly work plan; a risk management plan was updated quarterly; and finances were tracked regularly using IOM's financial tracking system. In terms of human resources, a key challenge was a gap in management for several months, though other team members bridged well the gap. The composition of staff and consultants was well suited to needs, though internal procurement processes led to delays and inhibited flexibility of identifying vendors. In terms of financial resources, there was a steady burn rate in line with the schedule of tranches, with an understandably slightly lower burn rate during the period of reformulation. There were no major issues with availability inputs from partners, though it was very difficult to identify high-quality national consultants. The perception among stakeholders consulted is that costs were proportionate to the results achieved, with reformulation helping to bring expectations in line with budget available.
- **Impact:** The most significant changes can be seen at individual and family level, with some at community level change, with very limited evidence of change in terms of the situation in the entire border area. Grants led to individual, family and community level change (e.g. ability to cover basic needs, improved access to services, and investment into community projects). Changes related to vocational training, case management for migrants, and reintegration planning sessions were seen mainly at individual level, with some family level (e.g. improved family relations). TAIRR also supported community engagement as the methodology behind grants delivery, by establishing migration sub-committees in specific villages and working through those to select grantees. These committees facilitated bringing attention to migration issues and needs of returned migrants (RMs) in the rural areas where those issues are most acute. Changes related to border management (community engagement, training, strategic planning and joint learning) could not be well assessed in the scope of this evaluation, though there is some evidence of increased trust by community members in the border guards and improved border management practices in Tajikistan. Contribution to observed changes is

likely highest at an individual and family level, for grants and vocational training, for improved practices among the Migration Services officials, and for the positive changes among beneficiaries of the reintegration planning sessions (having hopes and planning for the future, receiving moral support and feeling listened to, and having more confidence and motivation). TAIRR likely also had a positive impact on migration decisions and outcomes, in terms of discouraging use of fraudulent travel documents to evade the re-entry ban, increasing awareness of laws and rights, and encouraging safer migration practices. Impact on the entire border area is not likely; beyond target communities, there is no observable contribution of TAIRR to trans-national crime and mitigation of conflict in the entire border area more generally.

- **Sustainability:** There was a strong level of consultation and coordination with partners, and community engagement involved migrants and others into the prioritization and planning of activities. For component two (income and employment), results are most sustainable at the individual level. There was a high business success rate (75%), and businesses that may not generate high profits or expand still provide a source of income. Under component three (reintegration and safe migration), it is likely that Migration Services officials will continue to offer case management to migrants and refer them to services, though not all may have full confidence to continue without TAIRR support. There is interest by government to expand training to other areas, and the training manual developed will reportedly be distributed to all regions, though it is unclear whether or how the eight 'trained trainers' may be used. For reintegration planning, it is still early to assess sustainability, with the value mainly in their piloting and promotion of good practices under this project. Migration Services would need resources to continue, and the agency's internal action plan reportedly will not cover it. Though attention to reintegration issues could be integrated into other planned activities, there was no apparent plan to do so. It is also likely that cooperation between Migration Services and mahallah migration sub-committees will continue, though it is unclear whether resources are in place to support this long-term. Sustainability is less clear for component one (border management), given more limited data available in the scope of this evaluation, though IOM staff report a high level of ownership by from within Border Guard.
- **Gender:** Gender was well integrated into design and implementation, including a gender analysis in the proposal, and several implementing partners were chosen on their basis of experience working with women and on women empowerment. All relevant indicators include sex disaggregation. Consultations included a broad, representative and diverse range of stakeholders, and women project staff carried out monitoring of women beneficiaries, which is often more acceptable given local cultural norms. Some limited efforts were made to support business ideas and courses that expand traditional gender roles, though business ideas were mostly traditional (sewing, bakery, etc.) given inherent limitation of working in disadvantaged villages in which women face challenges expanding beyond their traditional roles. Still, the project did promote women to open a business, which is already an important step and which may contribute to shifting gender roles.
- **Vulnerability:** TAIRR also did a good job addressing vulnerabilities (financial vulnerability i.e. poverty, disability, and psychological vulnerability). The focus on returned migrants with re-entry bans and families of migrants was a useful approach to ensure the most vulnerable in terms of finances (i.e. poverty) were addressed. At the same time, while access to income was a major concern among return migrants, health and psychological needs were also significant. In relation to health issues, persons with disabilities were particularly targeted by TAIRR after reformulation; 17% of grantees were persons with disabilities. Many targets are disaggregated by disability, though not all results were disaggregated by disability in donor reports. As with disabilities, TAIRR intentionally brought attention to psychological needs after reformulation, primarily through attention to psychological issues in the reintegration planning sessions. A key change brought about by RPS sessions was also psychological, the type of change most

referenced most by RPS participants: receiving moral support, improving confidence and motivation, and improving hopes for the future. At the same time, the project team observed during implementation a much higher demand than expected; a psychologist was hired to provide one-one-one sessions, but one session reportedly cannot begin to address identified psychosocial issues, including some quite serious issues such as suicidal thoughts.

Lessons learned and good practices were also identified. The below provides a summary, with more details for each included in the Conclusion section of this report.

Good practices

- Use a strong theory of change to clarify vision, and shift focus from activities to results.
- Case management and reintegration planning proved very useful approaches in line with the needs of migrants, and could be expanded to other areas of Tajikistan.
- Sustained community engagement and participatory approaches.
- Involve government authorities to promote ownership and sustainability.

Lessons learned

- Strengthen documentation of project achievements, particularly at outcome level.
- When working with security agencies, direct and regular engagement is important.
- Promote a tailored and synergistic approach to migrant support.
- Improve referral or linking to available services when new activities are being piloted, to avoid that consultants carry the burden of continuing support.

Recommendations

Based on findings and conclusions, the IOM Country Office in Tajikistan is recommended to:

1. By the end of 2020, carry out project development and fundraising to enable IOM to continue supporting livelihoods and reintegration support for migrants, building on the vast and strong experience and knowledge that has been consolidated within the project team.
2. By the end of 2020, promote expansion of case management and reintegration planning sessions. This may involve a short lessons learned document (prepared by the end of the project period) with key points to be shared with government partners at the close of the TAIRR programme, to promote institutionalization of the good approaches that were piloted. For instance, in case of limited current resources it could be suggested to explore how to integrate reintegration topics into other related activities that are already included in internal action plans, such as those related to preventing violent extremism or prevention of diseases.
3. By the end of the project period, take steps that will facilitate eventual sharing of key lessons learned and good practices from TAIRR with future similar projects, whether implemented by IOM or other actors. Ensure that all project documents are saved, organized, and available to IOM staff that will stay in the Mission, including sources of knowledge on lessons learned and good practice (evaluation report, lessons learned reports, grant effectiveness report, knowledge assessment, etc.).
4. Within the next year, pending the outcome of IOM project development and fundraising, make key learning documents available also to external partners in case IOM is unable to continue directly supporting similar work.

5. By the end of this project, consider conducting a final internal learning session to present and discuss findings of this evaluation and other lessons learning, in case the good practices can be beneficial to colleagues in other Missions.

1. Introduction

This report presents results of an evaluation of a four year programme, The “Tajik-Afghan Integration, Resilience and Reform Building Programme” (TAIRR) programme, funded by the UK’s Department for International Development (DFID). The TAIRR programme started implementation in April 2016 and was set to end in March 2020, before receiving a two-month no-cost extension which extended the end date to May 2020. This evaluation focuses mainly on the implementation since August 2018, when an significant reprogramming was carried out resulting in changes to the project narrative document, results matrix, theory of change and budget. The previous years are considered as well though mainly in relation to the relevance of the current programme design.

The evaluation was conducted as an independent internal evaluation by Sarah Harris, the Regional Monitoring and Evaluation Officer for IOM’s Regional Office in Vienna covering South-Eastern Europe, Eastern Europe and Central Asia. Though the evaluator had not been previously involved in the design or implementation of the project, aside from providing an M&E training for IOM staff and participating to a learning workshop that involved review of the project’s new M&E Plan (which the evaluator did not develop, but did provide some inputs and suggestions on from a technical perspective).

The evaluation was carried out in the final months of implementation. The data for the evaluation was gathered from a desk review of project documents including reports and monitoring data, and from key informant interviews and focus group discussions during a field visit (8-14 March) to Dushanbe and various communities in Khatlon province. The Gorno-Badakhshan Autonomous Region (GBAO) could not be visited due to a combination of weather and road conditions as well as scheduling issues related to travel restrictions emerging from the COVID-19 situation.

Contents of this evaluation report: Section 2 presents the context, purpose, scope and evaluation criteria. Section 3 outlines the data sources, data collection and sampling methods, and data analysis approaches. Section 4 presents the findings organized by evaluation criteria and questions established in the evaluation ToR, along with related conclusions (which are also summarized in Section 5). Based on the findings, a list of recommendations is then provided in Section 6.

The evaluation terms of reference can be found in Annex 1, followed by additional annexes with the inception report including evaluation matrix, the list of persons interviewed and document consulted, and interview and focus group discussion guides that were used during the field visit.

2. Context and purpose of the evaluation

2.1 Context

The TAIRR programme is the third phase of IOM’s cross-border programming on border management and community stabilization between Tajikistan and Afghanistan since 2014, funded by the United Kingdom’s Department for International Development (DFID). TAIRR builds on the foundations and achievements of Phase 1 (2014-2015) and II (2015-2016), summarized in the TAIRR project document.

The programme was managed by the Tajikistan country office of the International Organization for Migration (IOM), the UN Migration Agency, and implemented through yearly projects that align with DFID financial years. Based on results of a DFID annual review, TAIRR underwent an intensive reprogramming over several months, mid-way through its implementation, which finalized in August

2018. It involved updating the problem analysis to better address the objective and resulted in changes to the project narrative document, results framework, theory of change and budget.

The following provides a summary of the context and environment in which the programme has been implemented, as presented in the reformulated project document.

The Tajik-Afghan border stretches over 1,400 kilometres of largely remote, extremely mountainous terrain. A deteriorating security situation in northern Afghanistan since 2014, particularly in those districts bordering Tajikistan, is putting enormous strain on communities living on the Afghan side of the border, as well as on the border agencies of Tajikistan and Afghanistan. Threats and risks largely related to cross-border crime and the narcotics trade have increased. A financial crisis in Tajikistan, in part attributable to the return of Tajik migrant workers from the Russian Federation and drop in remittances, as well as to the decrease in the Russian ruble, is keenly felt in the border areas and is having a negative impact on livelihoods.

TAIRR has therefore sought to improve security and stability along vulnerable areas of the Tajik-Afghan border through a comprehensive approach that encompasses both community-level approaches and upstream support to government actors on both sides of the border, though focus was on Tajikistan only since the reformulation in 2018. The project contributes to the overall resilience of the Tajik-Afghan border areas to intra-regional and external tensions and wider external shocks. The project target areas on the border have faced instability arising from recent history, ethnic-socio identity and establishment of non-state power and organised crime networks with reputed links to state actors. In this environment, IOM assessed that securitised or militarised approaches could not succeed alone and that community stabilisation and empowerment approaches were therefore required.

The outcome and the objective ('impact' in DFID terminology) remain largely the same after the reformulation but were refined based on a refined understanding of the long-term goals related to crime and conflict. The objective (project impact, in DFID terminology) of the TAIRR programme is to strengthen resilience to conflict and improve inter-ethnic and cross-border relationships in the Tajik-Afghan border area. The outcome is largely a reformulation of that objective statement, adding a more specific focus on increasing resilience of migrants in communities near the Tajik-Afghan border. Increasing resilience is equated to a decrease of vulnerability.

The reformulation improved the objective and output in terms of results language and clarity. The objective encompasses changes to the Tajik-Afghan border, while the outcome focuses on changes in the communities along the border targeted by the project:

Prior to reformulation	After reformulation
<u>Objective:</u> Reformed Tajik and Afghan governmental and border management bodies that operate in a more open environment enabling stronger community level resilience to pressures linked to socio-economic instability, conflict, crime, health, and disasters through increased integration	<u>Objective:</u> Strengthened resilience to conflict and improving inter-ethnic and cross border relationships in the Tajik-Afghan Border
<u>Outcome:</u> Improved security and stability in vulnerable areas of the Tajik-Afghan border	<u>Outcome:</u> Increased resilience to crime and conflict amongst migrants in communities near the Tajik/Afghan border

Outputs were reduced and modified in the reformulation, in line with the refined understanding of contribution of the programme and related theory of change, including scope and level of contribution that could reasonably be expected.

Prior to reformulation	After reformulation
<u>Output 1:</u> Tajik and Afghan border agencies have an increased opportunity to cooperate and enhanced	<u>Output 1:</u> More capable, trusted, and coordinated Border Management forces have increased capacity to prevent/detect

capacity to plan and improve their responses to the security concerns of border communities	transnational crime and increase community security
<u>Output 2:</u> Vulnerable Tajik and Afghan community members are equipped with knowledge, skills and tools necessary to improve livelihoods and strengthen community cohesion	<u>Output 2:</u> Grants and vocational training are facilitated to provide income opportunities and employment for vulnerable community members (VCMs), small and medium enterprises (SMEs), RM in communities near the border <u>Output 3:</u> Tajik migrants to Russia have improved access to information on safe migration and access reintegration support
<u>Output 3:</u> Capacity building workshops, technical and high-level meetings result in improved capacity of government emergency management agencies and community actors to provide shelter and camp coordination and camp management (CCCM) during displacement scenarios	<i>Cut in reprogramming.</i>
<u>Output 4:</u> Border communities, NGOs and government agencies capacitated to counter tuberculosis, human trafficking and lack of access to rights and disseminate prevention messages and materials	<i>Cut in reprogramming. Some elements related to prevention messages and materials for safe migration are included under Output 3.</i>
<u>Output 5:</u> Tajik and Afghan authorities possess and utilize a platform for improved coordination and sustainable cross-border community stabilization cooperation	<i>Cut in reprogramming. Some elements related to cross-border coordination retained under Output 1.</i>

Prior to reprogramming, the focus was on vulnerable people generally within the border areas. After the reformulation, TAIRR focused more specifically on returned migrant workers rather than a too broad focus on vulnerable community members, and targeted a more limited number of communities.

Since the formulation, the project has aimed to contribute to the objective and outcome by addressing some of the key drivers assessed to be contributing to crime and conflict, using a threefold approach:

1. Increasing **capacity of border forces** in Tajikistan and Afghanistan to prevent transnational crime.
 - Activities: community meetings in Khatlon, joint training for Tajik and Afghan female border guards, high-level working group meetings in Dushanbe
2. Increasing **access to income for basic needs** for returned migrants (RMs) and for other vulnerable community members (VCMs).
 - Activities: SME grants and information sessions, technical support to selected grantees (financial literacy, business trainings and entrepreneurship sessions), vocational training courses (including recognition of prior learning), community engagement (trainings for committees at mahallah (village) level)*
3. Reducing **grievances** experienced by returned migrant workers, prospective migrants and their families, in relation to access to services and resources in Tajikistan, and to re-entry bans and disaffecting experiences during migration in the Russian Federation.
 - Activities: trainings for Migration Services officials, awareness raising (materials and online outreach) for migrants, counselling and peer discussion groups for returnees ('Reintegration Planning Sessions'), facilitation of migration sub-groups at mahallah (village) level*

*Those marked with an asterisk were indicated as part of the project design by IOM staff though they are not described in the project document, theory of change, nor M&E Plan. Community engagement was used as the methodology behind the grants delivery. Instead of hosting grants call for proposal

processes, the project established migration sub-committees in specific villages and worked through those committees to select grantees for small businesses that would contribute to local communities. The process developed more fully as the project was implemented, and as a result it isn't reflected in the project documents.

TAIRR has sought to improve security and stability along vulnerable areas of the Tajik-Afghan border through a comprehensive approach that encompasses both **community-level approaches** and **upstream support to government actors** on both sides of the border (though focus has been on Tajikistan only since the reformulation in 2018). The project contributes to the overall **resilience** of the Tajik-Afghan border areas to intra-regional and external tensions and wider external shocks.

2.2 Evaluation purpose

Per the Terms of Reference (see Annex 1), this evaluation aims to address the following audiences:

- IOM senior management in Tajikistan as well as by partner NGOs, to assess performance and gather lessons learned for future similar programming and activities.
- IOM staff in the region and globally, to provide data and learning for future project planning and an evidence base for IOM interventions.
- The donor (DFID) to contribute to DFID's Programme Completion Review (PCR), to assess value for money for a set of activities that they have funded.

2.3 Evaluation scope

The TAIRR programme started implementation in April 2016 and was set to end in March 2020, before receiving a two-month no-cost extension which extended the end date to May 2020. This evaluation covers the entire period of the implementation but focused mainly on the period since August 2018, when a significant reprogramming was carried out resulting in changes to the project narrative document, results matrix, theory of change and budget. The previous years are considered as well though mainly in relation to the relevance of the current programme design.

The donor report for Y3 Q2 stated that changes brought by reprogramming would go into effect from October 2018. However, changes were already evident earlier (e.g. reporting on related activities and indicators stopped already in previous reporting period) and the progress report covering September (for September-November 2018) already used the new formulation of activities and results. In effect, therefore, the evaluator used August 2018 as marking end of the previous period, and September 2018 onward as the new reprogrammed period.

Although the project is now set to finish by end of May 2020, all activities were completed by end of March 2020 due to DFID's project finalisation requirements and schedule for conducting their Project Completion Review (PCR). This evaluation was therefore able to consider all activities of the project and all of the intended results.

Due to reformulation of the programme in August 2018, the scope of activities performed over the period, and existing data collected through assessment products in the final year, the evaluation focused more on elements of the project that have not been sufficiently addressed to date. This included elements of output 3 under the reformulated results matrix, as well as output 2. Documents were provided by Mission to support the desk review for Outputs 1 and 2 (*Annex 3*).

2.4 Evaluation criteria

The evaluation assessed the five criteria promoted by the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC), relevance, effectiveness, efficiency, impact and sustainability, as well as cross-cutting issues of gender and human rights. Questions were established for each criterion, as outlined in the terms of reference (*Annex 1*).

3. Evaluation framework and methodology

3.1 Data sources and collection

Based on the evaluation questions and proposed methodology in the terms of reference (ToR) (Annex 1), the Evaluator refined the approach through initial review of project documents. An evaluation matrix (Annex 2) was developed to plan for data collection: for each evaluation question in the ToR, the Evaluator established sub-questions, indicators, and related data sources and collection methods. An inception report was drafted and shared with the Evaluation Manager, which included evaluation matrix, a list of documents gathered to date, and a list of stakeholders to prioritize for meetings.

The field data collection used relied mainly on the below qualitative methods:

- Document review of project documents and reports. Given scope of evaluation, the focus was on activities and results since the reformulation in August 2018. The evaluator reviewed also the last two donor reports prior to reformulation and tracked the progress of indicators to the extent possible given documentation provided to evaluator. *For documents list, see Annex 4.*
- The evaluator also extracted, compiled and analysed quantitative monitoring data reported in various documents (donor reports, logframes, risk management plans, financial data, etc.)
- Semi-structured interviews and focus group discussions with IOM staff, consultants and implementing partners; national government officials and local authorities; and beneficiaries. A meeting was also held with national and regional representatives of the donor (DFID). *For interview list, see Annex 3.*

3.2 Sampling

Purposeful sampling was used, specifically prioritization of a diverse sample of stakeholders. Given time limitations, it was not possible select the communities to visit, as they were selected based on feasibility to travel to, but the evaluator did strive to meet with a diverse selection of stakeholders in each community. *A list of stakeholders with a table illustrating stakeholder groups included in each community visited can be found in Annex 4.*

The Evaluator prioritized meeting with the most relevant stakeholders, including all of the IOM key project staff, all of the main government partners, and the current implementing partners. Several of the implementing partners and government stakeholders identified in the project documents were not included in the field visit in the end, based on the rationales provided by Evaluation Manager.

3.3 Data analysis

The data analysis relied mainly on qualitative analysis of documentation and of written notes taken by the Evaluator during interviews. Initial analysis began during the inception phase. A brief document review was carried out to inform the evaluation matrix, which guided further analysis (Annex 2).

A deductive (theory-led) thematic analysis approach was employed for documents and transcripts, using a coding scheme based on the evaluation criteria and sub-questions in the evaluation matrix (Annex 2). The evaluator used NVivo software to code and sort the information from the documents and notes.

Findings were triangulated through cross-analysis of data from the various sources. The Evaluator strived to ensure that assessments were objective and balanced, affirmations accurate and verifiable, and recommendations realistic, and to follow relevant ethical guidelines including IOM standards and

guidance on evaluations including United Nations Evaluation Group (UNEG) norms and standards, the IOM Project Handbook and the IOM Evaluation Guidelines, and IOM Data Protection Principles.

3.4 Limitations and mitigation strategies

After finalizing the agenda and travel logistics, the length of the field visit was shortened from original 14 days foreseen in the ToR to just 7 days (5 days agenda, excluding travel days). The trip was first shortened after the dates were amended, given that the new dates brought the visit into a period of melting snows, thus making travel to the GBAO area too dangerous. The trip was further shortened after an announcement of travel restrictions by the Tajik government just before the planned field visit, related to suspension of travel from countries affected by the coronavirus (COVID-19) outbreak. The restriction was amended a couple days later, by which point the initial flights had been cancelled and then had to be rebooked. In the end, the agenda allowed for sufficient time to meet with a variety of stakeholders in the capital city of Dushanbe, as well as in Khatlon district. Though travel to the GBAO region was not possible, a learning workshop was held in Dushanbe during the visit which included the participation of stakeholders from both Khatlon and GBAO region (local authorities and NGOs). Observation of the workshop and analysis of the findings enable incorporation of their views on the results of the project. The workshop was also attended by the IOM staff member stationed in GBAO, whom the evaluator was able to interview in person to learn more about the unique circumstances and conditions in GBAO.

The outbreak of COVID-19 and resultant global pandemic, which first delayed the field visit by a week, also resulted in longer period needed to complete the analysis. Delays in analysis were also caused by the need to find an alternate consultant to complete the transcriptions, given the high cost of services by the first selected consultant. This was mitigated by using a known previous consultant from North Macedonia who was available and willing to take on the assignment on short notice.

It was challenging to compare results achievement of the project before and after the reformulation. On the one hand, this was due to limited documentation available reportedly related to a change in project management in the middle of implementation. On the other hand, it is also due to poor formulation of some results and indicators in the original design, and inconsistencies between project document, logframe, and donor reports. The indicators reported in donor reports largely matched the project proposal; however, several in the project document were not included in donor reports, and a couple in the donor reports were not in the project proposal. The logframe included only a selection of indicators (five for each of the outputs), and it was often unclear what was the period for the 'achieved' information. The donor report template allowed for reporting whether indicators were 'on track' or 'achieved' but no column for total progress, only progress during the quarter. The evaluator considered to compare quarter to quarter across reports, but that was also challenging as IOM staff did not always use the column only for progress during the quarter, and did not always correctly reflect status ('on track' versus 'achieved') according to the set targets. Activity progress table also frequently kept information from previous quarters. In the end, the evaluator was able to reconstruct quarter-to-quarter progress in activity and result achievement using an Excel table, with enough data to make a comparison and reach conclusions related to effectiveness.

4. Findings and Conclusions

This section is organized according to the evaluation criteria and the evaluation questions established in the evaluation ToR (Annex 1). A conclusion is reached about each question, followed by a summary of the related findings that led to the conclusion (evaluator's judgment based on findings). A summary of the conclusions is provided in Section 5, followed by a list of recommendations in Section 6.

4.1 Relevance

Do the expected outcomes and outputs remain valid and pertinent as modified in the reformulation? Did the project respond to beneficiary needs, and was reformulation more or less effective at responding to needs?

Nearly all key contextual factors and needs related to the objective that were identified in the original project document are still relevant, related to increasing resilience to conflict and improving inter-ethnic and cross border relationships in the Tajik-Afghan border. The reformulated outcome and outputs, together with 'intermediate outcomes' in the theory of change, all align to that objective and remain valid and pertinent given the identified contextual factors and needs.

Based on review of the original project document, there were clearly identified contextual factors and needs at the start of the programme that appear were well linked to intended results. All of the key contextual factors appear to have remained relevant, though the degree of some has shifted slightly:

- *"A deteriorating **security situation in northern Afghanistan** since 2014, particularly in those districts bordering Tajikistan, which puts enormous strain on communities living on the Afghan side of the border, as well as on the border agencies of Tajikistan and Afghanistan"* (project document). The political and security environment in Afghanistan continues to impact on the border forces and border communities in Tajikistan, as that Tajikistan's Khatlon area borders one of the most unstable areas of Afghanistan (Kunduz). Security dynamics were closely monitored during implementation. For instance, in Y3 Q2, IOM noted in the donor report the accumulation of about 10,000 to 15,000 fighters at the Tajik-Afghan border belonging to Taliban, ISIS etc in Afghanistan, according to the Ministry of Interior of Tajikistan. The security situation in Afghanistan continues to impact on intended results of the project, particularly operation of cross-border markets that the project contributed to constructing.

However, it became less significant to TAIRR due to institutional shifts in the Afghan Border Forces, which changed its reporting structure and is now under the Ministry of Interior, which does not authorize for travel to Tajikistan. IOM also experienced more limited access to the border areas in Afghanistan. At the same time, the project team also identified a need to focus more on instability coming from internal sources in Tajikistan, particularly related to conflict in GBAO. The reformulation of August 2018 significantly reduced therefore the component on border guard capacity building and removed activities related to joint patrols. Likewise, activities were also cut related to establishing a visa application centre in Khorog and cross-border vocational training courses involving Afghan community members.

- *"Threats and risks largely related to **cross-border crime and narcotics trade** have increased. [...] An area of instability arising from recent history, ethnic-socio identity and establishment of non-state power and organised crime networks with reputed links to state actors"* (project document). Cross-border crime was identified from the first project document in 2016, and has been an ongoing factor throughout implementation. While cross-border aspects became less important after reprogramming, cross-border crime continue to be an important context

element affecting Khatlon and GBAO as border areas. Khatlon is the region of Tajikistan with highest return for migrants with re-entry bans, and also produces the highest number of Tajik citizens fighting in extremist groups. In 2016, the project document assessed that “the full effects of the re-entry ban phenomenon remain to be seen; however, many observers point to the fact that a large number of unemployed and disenfranchised men with no alternatives may pose a threat to stability.” Explanation of the link between re-entry banned migrants and stability was strengthened with evidence and more detailed reasoning in the revised theory of change. There is also anecdotal evidence through cases of grant beneficiaries becoming involved into criminal activities as they were waiting to receive their grants, affirming the importance of targeting this group in order to contribute to stability, and livelihood grants appear to remain relevant in reducing vulnerabilities.

- *“A financial crisis in Tajikistan, in part attributable to the return of Tajik migrant workers from the Russian Federation and drop in remittances, is keenly felt in the border areas and is having a negative impact on livelihoods” (project document).* There were some increases in the level of remittances during implementation. For instance, during the first half of 2018 remittances increased to 7% in comparison to the same period of the previous year. However, the Russian Federation continues to impose re-entry bans on Tajik migrants to Russia, and therefore the potential impact on remittances and the financial situation in Tajikistan remains relevant. The situation is worsening now in the context of coronavirus restrictions and resultant impacts on migrant workers ability to earn and send home remittances.

Additional contextual factors by stakeholders:

- **COVID-19** is another significant contextual factor that has emerged in the final months of the TAIRR implementation. As noted in the final donor report: “COVID-19 represents the most significant change in the context, increasing chances of conflict due to loss of remittances, increased fear and potential food shortages. COVID-19 will likely add to the socio-economic pressures experienced by migrants, potentially contributing to increased conflict – future interventions will need to consider this when engaging with the wider migrant population.” Addressing COVID-19 as a public health issue is in line however with integration of attention to infectious disease and health issues in the migration reintegration support sessions.

Considering those contextual factors, the activities of the TAIRR programme appear to cover well the needs of target beneficiaries related to the project objective and outcome. The relevance of needs related to border guards is less clear based on data available, including a stated need to build capacity of border guards, including on cross-border cooperation and strategic planning, as well as the need for improved engagement between border guards and communities. However, this evaluation is more focused on the other components, for which the project appears to have overall well aligned to needs:

- **Livelihood needs** of returning migrants and their families related to employment and income for which the grants and vocational training seemed well suited. TAIRR uses a livelihoods approach with some attentional also to private sector development, which seems a well-considered approach in terms of best use of the available resources under the programme.
- **Cross-border trade**, the need for which was premised on idea promoted by the World Bank that it helps to improve employment and income especially in rural and remote locations. While this approach was again well-considered, it ultimately proved to not be feasible, and thus this need was appropriately downplayed in the reprogramming.
- **Social reintegration needs** of returning migrants and their families related to loss of social status in the family, decreased self-worth and feelings of being lost, for which reintegration sessions and referrals to health and psychosocial services seemed well suited (though not able to fully cover all needs – see further below on psychosocial needs, in particular).

- **Information on safe migration**, related to reducing and mitigating grievances and promoting positive migration outcomes including disaffection, isolation and alienation. This is an important need but was not a major focus, given TAIRR's main concern with reintegration of returned migrants. For instance, one stakeholder highlighted that more information about laws of destination countries could be provided (e.g. through capacity building to Migration Services) about changes in legislation and how to prepare to migrate safely and legally.

It's better to warn and to train people beforehand than to heal afterwards. What we are doing with case management is great, but it's following the consequences. It would be great to give these people concrete support so that they don't get banned in the first place.

- IOM project team

Some needs shifted since the start of the programme, though most of those were well covered by the reformulation in August 2018. The project aimed to address various of the aspects associated with **vulnerability** for returned migrant workers and their families, corresponding to the three programme components. This appears to be well aligned with needs of the target groups. Prior to reprogramming, TAIRR broadly targeted vulnerable community members. After reprogramming, focus shifted more specifically to returned migrants and their families, particularly those with re-entry bans. The project team reported that this was a critical part of the revised theory of change: returned migrants under a re-entry ban could be a contributor to instability as they would be more likely to be involved in crime. TAIRR also targeted a more limited number of communities after reprogramming, which helped to maximize impact of resources on beneficiaries.

Are the project activities and outputs consistent with the intended outcomes and objective? Is the theory of change appropriate for the context?

In terms of internal logical coherence, the results matrix (logframe) is very well designed, with a strong vertical logic between the activities and the intended results. The assumptions are also sound, and are further detailed in a strong theory of change that includes a detailed description of why and how the interventions will contribute to results. The theory of change is well-articulated, logically sound, and evidence based. The linkages between result levels was strengthened in the theory of change revised during reformulation, including other pathways of change needed to achieve the higher level results that are beyond the scope of TAIRR but that other actors are involved in. The results matrix and theory of change are overall exemplary in terms of providing an evidence-based, results-oriented approach.

While building on many elements already present in the original project document, the reformulation deepened, clarified and honed the analysis in the theory of change and also resulted in substantial changes to the project narrative document, results framework, and budget. The large number of indicators prior to reformulation also appears to have been unwieldy to manage and monitor, resulting in many indicators without measurement especially at outcome level. In this respect, the reformulation of the project improved the clarity of formulation and reduced to a more manageable number of indicators, in line with a utilization-focused approach to monitoring. There was also much more consistency and clarify in reporting on indicators after the reprogramming.

In addition, the theory of change is well aligned to and appropriate for the context. Stakeholders overall felt that the activities were appropriate ones for achieving the intended results of the TAIRR programme. In particular, the reformulation focused attention on what appeared to be the most critical needs among re-entry banned migrants: livelihood and reintegration support. By cutting out other elements (shelter and camp coordination and camp management (CCCM), health and countertrafficking) and reducing resources invested in the support to border guards, the reformulation was able to shift focus to these needs. IOM field staff report that they have a long list

of names of persons requesting grants, there is an apparent growing interest among international actors to support such initiatives, as evidenced for instance by healthy attendance of the migration working group where the integration is a major issue. There was positive feedback from migrant beneficiaries of the reintegration support sessions.

Some stakeholders identified areas where IOM or other international actors could consider expanding their work, in particular in relation to health and psychosocial needs of re-entry banned migrants. Those are explained in more detail in the cross-cutting issues section further below.

Is the planning in line with government priorities and IOM's global strategy?

The programme was designed to align at strategic level with the Afghanistan National Development Strategy and the National Solidarity Programme for empowering rural communities. In Tajikistan, the project closely aligned to the National Development Strategy 2006-2015 and National Poverty Reduction strategies. The Tajik government officials that were interviewed reported further that the programme goals and objectives meet the National Development Strategy 2016-2030, in particular components on employment and on diversification of labour migration. The security situation along the Tajik-Afghan border appears also to remain a priority. Furthermore, Tajik officials reported good cooperation and mutual understanding with IOM, and report that they were consulted and involved throughout design and implementation. Afghan officials could not be consulted within the scope of this evaluation.

In Tajikistan, this topic was raised in 2015, because of the economic crisis in the Russian Federation and other countries resulting in migrants returning home. Starting in 2015, the government policy was focused on reintegration of the migrants. A program was approved on labour migrants' reintegration, aimed at social support of those migrants. Of course we didn't have good experience with that, so with this TAIRR project of IOM, the initiative was the right one and met our strategic plans.

- Ministry of Labour

The case management training for Migration Services was much appreciated, and there was expressed interest from the Migration Services to replicate reintegration planning sessions in other areas of the country. Government officials also highlighted the importance of providing livelihoods support through grants, in particular grants for SME development, and even if grants are not available then it would be "very important" to at least conduct vocational or skills trainings.

The focus on re-entry banned migrants was very timely, as it was reportedly a topic that had been raised in the year prior to the start of the TAIRR programme, and TAIRR was the first project in Tajikistan supporting this category of people. Government officials reported that TAIRR was of great benefit, as they needed to learn from the good experiences of others in the area to respond to huge groups of migrants coming back. Even the terminology about reintegration was reportedly new, especially among Migration Services staff at grassroots levels.

Going forward, government officials noted that there is now a need to build statistical capacity and to improve migration statistics. This is a priority for government in order to ensure accurate statistics to develop a "correct, effective and full strategy on migration," and thereby better assist migrants. The government indicated this as a need that is related to the ability to expand case management and reintegration planning session in other areas of the country: "in the future also would be good to maybe start a pilot project in a couple of districts and try to identify and address all existing problems of migrants. That's very important for us."

As for alignment to IOM strategies, at a country level TAIRR was designed to align with the United Nations Development Assistance Framework (UNDAF) priorities for 2016-2020. Prior to reformulation, TAIRR targeted a broader range of beneficiaries on the basis of vulnerability, including vulnerable

women, young men, and others. When TAIRR was reformulated, the project team refocused on the issue of returning migrant workers as a contributor to instability, and that meant much more firmly and centrally placed the programme within IOM’s mandate as understood by the broader development community in Tajikistan. So while the programme was from the start in line with IOM mandate and global strategy, the reformulation has helped to demonstrate to other actors that we were acting on a migration issue rather than generally on a stability issue. The re-focusing from vulnerability in general to the specific vulnerabilities of a specific group of beneficiaries is also well in line with the new institutional guidance on working with vulnerable populations.

Finally, it should be highlighted again that the agreed focus of this evaluation was on components two and three of the programme. The extent to which the first component was aligned with strategic priorities, for instance around crime and conflict, was not assessed within the scope of the evaluation.

4.2 Effectiveness

Have the project outputs and outcomes been achieved in accordance with stated plans? Are there any gaps, and how can they be explained?

Findings here focus on the intended results per the reprogrammed project documents, developed in August 2018 and which went into effect in October 2018. The progress against indicators outlined below for each output and outcome is copied from the logframe. For each output and outcome, there is also an explanation of gaps, as well as comparison to results before and after reformulation.

Output 1: Border Management

Progress against indicators: **Most of the targets were achieved**, with gaps in the number of border guards trained (only 69% achieved) and the percentage that scores of 75% on the post training test (only 87%, just shy of the target of 90%). These gaps are not directly explained in the final donor report, though it is noted that work with Border Guards “has been slow despite close cooperation and engagement, with approvals taking time delayed or cancelled activities.” The donor report also notes that “a few absences occurred due to Afghans unable to get permission”; however, the Afghan targets were closest to being met, with higher gaps in terms of target number of Tajik participants.

Result	Indicators	Target achieved?
Output 1: More capable, trusted and coordinated BM forces have increased capacity to prevent/detect transnational crime and increase community trust	# of community members participating in Border Guard outreach activities [by sex] (target: 1,1190)	✓ 1,379 (not sex disaggregated)
	% of participating community members reporting increased trust in Border Guards (target: 60%)	✓ 61%
	# of meetings hosted in Border Management Coordination Centres, BMCC (target: 8)	✓ 27
	# of training sessions (target: 6)	✓ 6
	# of border guards trained [by country, sex] (target: 115)	✗ 110
	– Tajik females (target: 44)	✓ 44
	– Afghan females (target: 46)	✓ 46
	– Tajik men (target: 20)	✓ 20
– Afghan men (target: 5)	✗ 0	
		✗ 87%
	% of trainees who score 75% or above on post training test (target: 90%)	

For number of meetings hosted in Border Management Coordination Centres (BMCCs), there was reportedly a miscommunication with Border Forces as they only reported ‘official meetings’ with senior officials during most of the period since reformulation. It was clarified however by the end of the project that the BMCCs have regularly been used operationally to meet with Afghan Border Police.

Additionally, joint patrols were still planned for Y4 Q4 at least as of Y3 Q3, per the November 2018 update to the results framework. However, these never materialized due to changes in the context; according to IOM project staff, it was agreed with government that it was no longer a viable result and was therefore removed from project plans and the change was duly reported to the donor.

Comparison to results prior to reformulation:

Most of the indicators for Output 1 in the original project design appear to never have been used and/or measured. Those that were reported on are not comparable. In particular, the indicator on number of meetings held in BMCCs including only ‘high-level strategic’ meetings prior to the reformulation; after reformulation, the indicator was amended to any coordination meetings held in BMCCs regardless of the level. The BMCCs are now used operationally to meet with Afghan Border Police regularly, but no data is available to compare to the situation prior to reformulation.

The indicators that are comparable (number of training sessions and number of border guards trained) show a regular and gradual increase over the entire period, before and after the reformulation.

Comparing the knowledge assessment reports from 2018 and 2020, a few observations can be made. There was an increase in the number that share their knowledge afterwards (85% in 2018, ‘nearly all’ in 2020), and the number of trainees promoted after the training (33% in 2018, 42% in 2020). There was a drop in the number of trainees that apply knowledge (91% in 2018, 50% in 2020).

Output 2: Income and Employment

Progress against indicators: Targets were nearly all achieved. The only gap was related to the level of increase of self-worth of beneficiaries of grants and trainings. As project staff explained, it proved difficult as it was not possible to engage throughout several months with the same selected trainees or grantees to see the changes in self-esteem, particularly as the timeline was too short after reformulation of the project. As a mitigation strategy, the project carried out a "baseline" survey with people who hadn’t yet received a grant and another round of surveys with grantees and trainees. The results didn’t show an important change, according to project staff, which they explain with the following: (a) returned migrants contacted for the baseline already assumed they were going to receive grants (increase in self-esteem), and (b) persons interviewed were often confused by the feeling-related questions (despite having testing the tools beforehand), and did not know how to respond. However, most significant change (MSC) stories from grantees and participants to the reintegration planning sessions (RPS) show that many feel more confident about themselves, or are proud to contribute to the village’s life.

Result	Indicators	Target achieved?
Output 2: Grants and vocational training are facilitated to provide income opportunities and employment for VCMs, SMEs, RM in communities near the border	# of in-kind grants provided to VCMs, SMEs, RM and their families [by sex, disability] (target: 161)	✓ 176 (not disability disaggregated, see below for gender*)
	<i>Target by type of beneficiary:</i> <ul style="list-style-type: none"> - VCMs (target: 100) - SMEs (target: 20) - RM (target: 41) 	✓ 104 ✓ 25 ✓ 47
	# of migrants trained with job skills through vocational trainings and skills certification [by sex, disability] (target: 2,400, at least 15% female)	✓ 2,403
	Post training survey satisfaction rate (target: 60%)	✓ 82.4% (97% for recognition of prior learning, RPL)

	% of vocational trainees reporting increased self-worth after grant/training [by sex and disability] (target: 60%)	✗ 48% (50% for returned migrants, 35% for recognition of prior learning, RPL)
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*Sex and disability targets were not given, and results were not disaggregated by disability. The gender disaggregation of the targeted number of grants, given that the majority of re-entry banned migrants are male, was overall 15% female. The result was 21% female overall, meeting the target.

In addition, prior to reformulation, TAIRR met its target of supporting nine infrastructure projects. While only 88 people were employed (target was 270), the projects secondarily benefitted 38,307 people. Also, 90 Afghan women benefitted from entrepreneurship training (surpassing target of 60).

Comparison to results prior to reformulation:

Majority of the grants were delivered prior to the reformulation (112 as of August 2018), though the number continued to increase during the post-reformulation period (176 as of March 2020). There appears to be no noticeable difference in number of persons attending vocational trainings before and after reformulation, but a gradual increase over time, with the largest quarterly increase in the quarter just prior to reformulation (Y3 Q1, April-May 2018). There was an increase in the satisfaction rate, from 78% before to 82.4% after reformulation. That may be explained by addition of recognition of prior learning post-reformulation, for which there was a 97% satisfaction rate among participants.

Output 3: Reintegration and Safe Migration

Progress against indicators: Most of the targets were achieved. The gap in the number of cases filed by Migration Services officials is likely to relate again to the fact that official data did not match the actual number re-entry banned migrants identified in the districts (16,000 vs 4,000). At the same time, it should be recognized that Migration Services held a large total number of consultations, even if they did not all result in cases filed. Total consultations was 8,607 (1,291 female), of which 4,177 (489 female) had re-entry bans, and all were referred to government and NGOs for employment, job skills and health support.

The gaps in the number attending the reintegration planning sessions can be explained also by that fact. There were also gaps in targets related to information on safe migration, which can be explained in part by internal delays within IOM at global level for the Russian language content needed for the social media application (MigApp).

The reason for a gap in terms of social media interactions is not clear. Finally, it should be kept in mind that this component of the project included many novel elements that had not been tried before, and thus it took more time for project staff and partners to plan and organize the activities, coupled with fact that reintegration planning sessions came at the very end of the project.

Result	Indicators	Target achieved?
Output 3: Tajik migrants to Russia have improved access to information on safe migration and access reintegration support	<i>Case management:</i>	
	# of cases filed State Migration Services [by sex, disability] (target: 200)	✗ 178 (153 male, 25 female)
	% client satisfaction rate for people who have received case filing support by the Migration Services staff [by sex, disability] (target: 60%)	✓ 84%
	<i>Reintegration planning sessions:</i>	
	# of migrants with re-entry bans participating in support group meetings (offline) [by sex, disability] (target: 8,000)	✗ 6,005 (280 women, 82 with disability or with a disabled family member)

	% Support group participants involved in Online support group network [by sex and disability] (target: 50%)	✗ Not available (“very few”, as reported)
	% Support group/network participant satisfaction rate [by sex and disability] (target: 85%)	✓ 87%
	# Referrals to other reintegration services by the State Migration Services [by sex and disability] (target: 600)	✓ 3,280
	<i>Safe migration information:</i>	
	# of social media interactions on safe migration information with users/migrants (target: 100)	✗ 70
	# of posts on different social media feeds about safe migration (target: 240)	✓ 327
	# uploads/updates of content on IOM's MigApp (target: 40)	✗ 0*

*Number of uploads/updates of content on IOM’s MigApp is reported as 0 in the logframe, even though the donor reports indicate that this was an ongoing activity throughout the final year of implementation. This is due to IOM project team regularly gathering information in an internal template to prepare for upload into MigApp. However, this information could not be uploaded in the end as indicated above.

Comparison to results prior to reformulation:

This project component was added after reformulation, and results therefore cannot be compared to the period prior to reformulation. However, it can be observed that two of the three outputs that were cut from the original design (shelter and CCCM; cross-border cooperation) were exhibiting low levels of progress against indicators at the time of the reformulation. However, in the case of shelter and CCCM, those were only planned to begin about the time of reformulation and were cut not due to low performance but due to decision to reduce the number of programme approaches. The other output that was cut (health and countertrafficking) was doing quite well in terms of achievement.

Outcome: Resilience

Progress against indicators: **All targets were achieved.** Several indicators were qualitative, for which the bar was not set particularly, especially the first two related to border guard capacity building.

Result	Indicators	Target achieved?*
Outcome: Increased resilience to crime and conflict amongst migrants in communities near the Tajik/Afghan border	Border Guard attribute changes in ability to prevent/detect crime to project activities (target: BG representatives and activity participants report multiple examples of changes impacting crime)	✓ Border Guards regularly mention decrease in offenses, or increase in offense detection (<i>not available for activity participants</i>)
	Community Members attribute changes in Border Guard ability to prevent/detect crime to project activities (target: community representatives and activity participants report examples of changes to ability impacting crime)	✓ All community leaders (6) and members in focus groups noted an increase in the capacity of BG to detect crimes

	<p>% Successful Businesses as a result of the grants/vocational trainings [by sex and disability] (target: 60%)</p> <p>Migrants identify changes to income and/or employment as a result of grants/vocational trainings (target: yes)</p> <p>% of migrants participating in support groups who report improved reintegration expectations or reduced sense of isolation [by sex and disability] (target: 60%)</p> <p>Support group participants identify changes to reintegration as a result of project activities (target: Multiple examples of participants attributing change to project activities)</p>	<p>✓ 79% (excluding 57 people that couldn't be reached), of which 11% are women and 17% persons with disabilities</p> <p>✓ Yes</p> <p>✓ 80% of participants answer "yes" to at least 2 out of 3 questions on their positive feelings and future plans.</p> <p>✓ Many participants attributed change in perspectives to project activities. Several feel "better prepared", more self-confident, have ideas or hopes for the future, and felt listened to.</p>
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Comparison to results prior to reformulation:

The formulation of indicators related to success of grants changed in reformulation. While these were welcome changes in terms of improving quality of indicators, it raises challenges in terms of comparability of results before and after reformulation for the purposes of this evaluation. Prior to reformulation, 72% of VCMs and 50% of SMEs were 'successful' according to criteria at that time (increase in profit directly attributed to received grant, 30 USD for VCMs and 150 USDs for SMEs). By the end of the project, 75% of grants were deemed 'successful' based on new criteria, expanded to include two additional elements in addition to profit: turnover and more persons employed. Beneficiaries only had to meet two of the three to be considered 'successful', so it is therefore unclear (again, for purposes of this evaluation) how many beneficiaries met the first criteria related to profit.

Changes in ability to detect crime before and after reformulation cannot be compared, since the indicator did not exist prior to reformulation and there is no available evidence on situation prior to reformulation. In particular, the knowledge assessment of 2018 does not reference crime detection.

How effective was the modification of the project to reach the proposed results?

The reformulation exercise, based on DFID recommendations in their annual PCR, identified that the programme coverage was too broad in terms of activities and geographic areas, thus diluting impact that the programme could have. At the same time, the reformulation was an opportunity to formally remove elements related to cross-border conflict, and focus more within Tajikistan, and removed less critical elements and with lower likelihood of contributing to significant impacts (shelter and CCCM, health, and countertrafficking). Combined, this helped to focus attention in specific areas and also to

go a bit deeper into dynamics and institutional structures within target areas, by adding an element of community engagement through village sub-committees on migration.

Comparing achievement of results before and after reprogramming, the overall level of achievement of results appears to be higher post-reprogramming, considering the details already provided in the section above in relation to each output and outcome. In particular, outcome level achievement was unclear prior to reformulation given the lack of measurement of indicators. The reformulation also included better formulated indicators – in particular, more specific, measurable and achievable compared to the results framework prior to reprogramming.

Are the target beneficiaries being reached and satisfied with the services provided?

Some indicators related to satisfaction were included prior to reprogramming, but progress was not consistently reported on in the donor reports. After reprogramming, IOM project team reports frequently assessing satisfaction with services provided, in line with the MEL Plan. Project activities also integrate monitoring visits to check on satisfaction of participants. Since reprogramming, IOM reports that the project team maintained close links with beneficiaries. A satisfaction survey was developed for each project activity to get beneficiary feedback and inputs to shape further work and make any needed adjustments.

For grants and vocational trainings, the satisfaction surveys reportedly did not reveal any negative feedback regarding organizational issues. According to project staff, during the grant effectiveness assessment of IOM grants carried out regularly, many any grantees making profit stated (orally) that they were very satisfied with the grants, although the level of satisfaction was not precisely quantified (e.g. how many stated they were satisfied, or even qualifying whether it was e.g. ‘most’ or ‘all’). Other assessments of grantees did quantify satisfaction: (a) 5 out of 10 SME grantees were satisfied with grant delivered in 2017; and (b) For the previous phase, out of 108 grants delivered in GBAO, 94 were satisfied, with only 11 not satisfied and 3 wanted to give the grant back.

A grant effectiveness survey of July 2019 supported by TAIRR, which covered grants by IOM through TAIRR as well as grants offered by several other agencies, found that beneficiaries consider grants as important in helping address needs: 97% of respondents considered their grant as relevant to what they set out to achieve, and 70% of respondents are generally happy with grant conditions and would not change anything in purpose, structure or aims. The three grantees that the evaluator met with were all satisfied with grant conditions and process.

The satisfaction rate for vocational courses trainees was 82.4%, and the satisfaction rate for Recognition of Prior Learning was 97% (percentage that were “satisfied” to “very satisfied” with the training). For case management by Migration Services, the satisfaction rate of those who received case filing support was 84%. Satisfaction rate for reintegration planning sessions was 87%. Reintegration planning sessions were piloted under this project, and there were uncertainties at the start about how well it would work in practice, but it has received quite positive feedback from facilitators, participants, and the project team. IOM staff report that Migration Services staff who facilitated sessions were satisfied also as government officials, when they saw migrants were pleased with the

“We had a high satisfaction rate from the migrants, and we had every reason to expect low satisfaction rate because we were not offering what migrants most frequently said that they want and need, which is a job. And when you go and sit down with migrants and say, ‘let’s talk about your reintegration’ and you don’t have any employment options to offer them, that’s kind of a major weakness. But despite that, a vast majority of migrants felt that it was beneficial and useful in some way.”

– IOM project team

fact that government was visiting them in their village and providing them with support.

Less information is available on the border guards component, but according to findings of the final knowledge assessment, there was high level of appreciation for the interaction between border guards and local communities – over 30% very satisfied, and over 40% moderately satisfied. As for border guards that participated in trainings, 85% were satisfied with the curriculum as of November 2018 (last available data, indicator removed in reprogramming). While an assessment of knowledge was carried out recently, there were no specific questions related to satisfaction; however, limited suggestions were given for improvement of trainings, with most finding the training topics to exceed expectations, which is an indirect indication of the satisfaction level.

Has there been any synergy between different elements of the implementation?

In the theory of change, a ‘three-fold approach’ is presented, with the three project components are presented as separate pillars that converge at outcome level. While the reformulation improved the explanations and evidence for how and why interventions within each component aims to contribute to outcome-level changes, thereby strengthening coherence at that higher level, there is no reference to interlinkages at lower levels – between activities, outputs or intermediate outcomes of the three components. The theory of change shows synergies at activity level within components, by illustrating linkages between sets of activities, but no synergies between results or components.

As for synergies promoted in practice during implementation, several observations can be made. First, there wasn’t any apparent intentional planning in selection of activities in each community in terms of promoting synergies, despite the project document stating that “subsequent to reformulation, overlapping activity areas will be the focus of future targeting for community engagement around economic development. This will create synergy between activities and multiply impact.” However, the project team had planned to promote synergies in relation to the Reintegration Planning Sessions, though unfortunately those started later than planned and didn’t allow time for promoting synergies. The evaluator is not aware of mapping or other analysis of how the various activities fit together within each targeted community, which could serve as a basis for checking synergies and how such synergies may contribute to results. It is likely that targeting a more limited number communities after reformulation did lead to some increased synergies, given that multiple activities were therefore more likely to be carried out in a community, but evidence was not yet available to check or test that.

For example, grants were chosen based on their merits and not factoring in how they may cohere with other project activities. Also, the IOM project team reports that the community-driven process for selection of grantees, while useful in promoting participation of communities and stakeholders into the process, was not as conducive to promoting synergies with other outputs. Also, there were very few beneficiaries who received both a grant and vocational training, and it appears that was never intentionally planned by the project team. One project team member reflected that they could have considered to only announce some grants for participants of the vocational training course, in order to perhaps have more visible impact, but that may have gone against the open and transparent approach used for the grant application process. At the same time, however, there are inherent limitations to extent to which synergy between grants and vocational training could have been promoted. This includes a recognition by the project team that while vocational training may provide skills in a vocation, it does not necessarily mean that someone is suitable to run a business.

A few points of synergy can be found in terms of stakeholders involved in several activities. One is the Migration Services officials, who were beneficiaries of capacity building on case management and delivery of services and also trained to be RPS facilitators. Additionally, RPS facilitators referred migrants to vocational training opportunities. However, grant and vocational training support under

TAIRR was mostly completed by the time of the RPS activities, so referrals to vocational training were mainly presented as an option for migrants to pursue on their own, with TAIRR providing referral to the Employment Agency. To the extent possible, TAIRR did provide support to returned migrants with skills and experience to officially certify their skills through Recognition of Prior Learning. There were a few cases though of grants provided to individuals who received a certification of prior learning, and some additional recognition of prior learning within the RPS was also covered.

There appears to be no synergies between the border management component and the others, given on one hand the nature of the work with border guards, and on the other hand, the operational context. In effect, the activities under the border management component were outsourced to and managed by IOM border management staff outside the core TAIRR project team, which was a limitation in terms of promoting synergies. However, the major limitation to synergies was the operational context. At reformulation, the intention was to promote synergy with grantees using border points for trade. Unfortunately, markets rarely opened and it wasn't a feasible result in the end, and there are a limited number of other synergies to make between grantees, returnees and border guards, since few were regularly using the border crossings.

The need for more synergy is recognized by IOM project staff. In future projects, for instance, the idea is to shift from looking at grants on their own to seeing grants as part of a tailored reintegration approach, using grants as tool or a way of responding to particular needs rather than saying we have X amount of grants and we are going to find the people to give them to. This was promoted to some extent already under TAIRR, specifically the project team reported trying to build synergy between grants and the community committees, for instance by promoting linkages between transport and production. Still, there was limited data on this available to the evaluator, and it was suggested in the final project period to consider assessing more the synergies at village level with jamoat leaders to see the accumulation of results.

While the evaluator was still finalizing this report, the IOM project team carried out a small survey of stakeholders (head of migration sub-committees, of jamoats, of Adult Training Centers, Migration Services). As it came too late in the process for the evaluator to incorporate into the analysis, the findings are presented here exactly as the project team shared it with the evaluator:

- *When asked "which activity was the most useful to you", many stated several activities were equally useful, such as recognition of prior learning, grants, community trainings. Most of these activities relate to output 2, but the stakeholders mentioning it were the jamoat heads and the heads of migration subcommittees, who worked mostly under that pillar. It should be noted that the heads of migration services all mentioned and the RPS and livelihood activities (grants, trainings, etc.). One said "I think that none of these activities should go alone. Because, they are useful in bunch both for us and migrants."*
- *The question on synergies was not really understood, and the respondents had difficulties to draw conclusions. However, their remarks add insights to conclusions that were already drawn in the report: there is a clear link between training and certification of skills and employment. Various stakeholders (heads of subcommittees on migration, facilitators, staff of migration services) mentioned that after having certified their skills or received a training, several village members found a job.*
- *It is also often mentioned that following all the activities, the thinking of either the stakeholders themselves or the beneficiaries, changed. This "change of thinking" encompasses the willingness to learn, the knowledge and new attitudes towards migration strategies, the "trust" to migration services. This point of "change of thinking" was particularly brought by the head of migration subcommittees.*
- *Lastly, a question about the change in coordination among stakeholders revealed that stakeholders were citing each other, which means the coordination has improved in all locations. Thus, the head of migration sub-committees and heads of Mahallah said they were working better together, and had improved relations with Migration Services and jamoats. Jamoat heads mentioned as well and improved coordination with MS, while the MS all said they were working closer to the people (returned migrants).*

4.3 Efficiency

How well are the resources (funds, expertise and time) being converted into results?

Observations can be made about **timeliness** of activities according to workplans. Only last two years of TAIRR are analysed, since workplans are not available for the first two years. While reprogramming went into effect from October 2018, and in practice from August it affected operational planning, a revised workplan for Year 3 was not produced, with the next version of the workplan for Year 4 starting from April 2019.

- Year 3 (April 2018 to March 2019): The workplan follows activities of the pre-reformulation project document, along with reporting, monitoring and evaluation activities. While a few activities were completed on time or ahead of schedule (vocational training, joint study visit), most activities that should have started during July-Aug were delayed a few months (grants, financial literacy and entrepreneurship course, border guards training, community meetings). Community meetings also did not happen as regularly (planned monthly from May-Dec 2018 but carried out in the end only in Aug 2018, and then also in January and March of 2020). Other activities were first delayed and then cancelled due to reprogramming (the planned monitoring of infrastructure projects; all shelter and CCCM, health, and countertrafficking activities; annual community survey to assess communities resilience).
- Year 4 (April 2019-March 2020): Progress against the workplan becomes trickier to assess due to the fact that donor reporting cut out the section on progress against activities, leaving only a section on progress against results. At the same time, activities in the Year 4 workplan were broken down to task level, which would not all have been reported. The workplan also added detail in terms of specific member of IOM project team responsible for each task, which was a positive development. Though the evaluator was unclear about final status and precise completion dates of many activities, overall most activities appear to have been carried out more or less on schedule.

The capacity building workshop under Output 1 was delayed three times before it was finally cancelled, along with cancellation of a visit by border guards to an international conference. Completion of the final knowledge assessment was also delayed by a few months. For Output 2, vocational training again went ahead as scheduled, but start of grants activities was delayed by a few months (due to introducing preparations and technical support), although the precise schedule appears not well detailed. Technical training to grants recipients was first delayed (planned for six different periods over the year), due to an inability to timely find an appropriate contractor that both IOM and the donor could approve, and it was ultimately cancelled given also the currency fluctuations by that point. Still, in the end, TAIRR was able to use existing resources (the project's grant consultant) to provide the planned technical support. Plans for community engagement were not clear, and thus could not be assessed. For Output 3, training of trainers was slightly ahead of schedule, awareness raising on safe migration was carried out as planned, the roundtable on migration issues was delayed from Q1 to Q3, and the reintegration planning sessions were delayed by a few months.

Overall, the project team appears to have well planned and utilized the time available, considering the slow-downs imposed by the reprogramming exercise and resultant adjustments needed. IOM project team did report, however, that internal procurement processes led to some significant delays and also inhibited flexibility of identifying vendors who could provide services that were a bit beyond the bounds of normal mission experience.

The third year was reportedly the most challenging for implementation, but productive in terms of achieving set goals and in refining the project logic for greater impact. An NCE was ultimately needed but was planned for timely at donor's suggestion in order to ensure sufficient time to wrap-up project activities by the end of Year 4.

In many ways, TAIRR is a model project in terms of the monitoring system compared to other projects in IOM, despite the fact that challenges were faced later in terms of availability and ability to collect the required information. Development of the monitoring system was facilitated by a dedicated M&E officer. In addition to substantial changes to the project narrative document, results framework, and budget after reformulation in August 2018, a Monitoring, Evaluation and Learning (MEL) Plan was also developed in December 2018, which enabled strengthened data collection on a more limited number of indicators as well as the useful introduction of various qualitative data collection methods, such as Most Significant Change. Despite coming up with strong indicators and approaches after the reprogramming, the project team reports that they did overestimate a bit the availability of data and their ability to collect the information needed. In the end, however, the monitoring system was strong in terms of proactive steps throughout to plan for and adjust approaches to maximize the data quality.

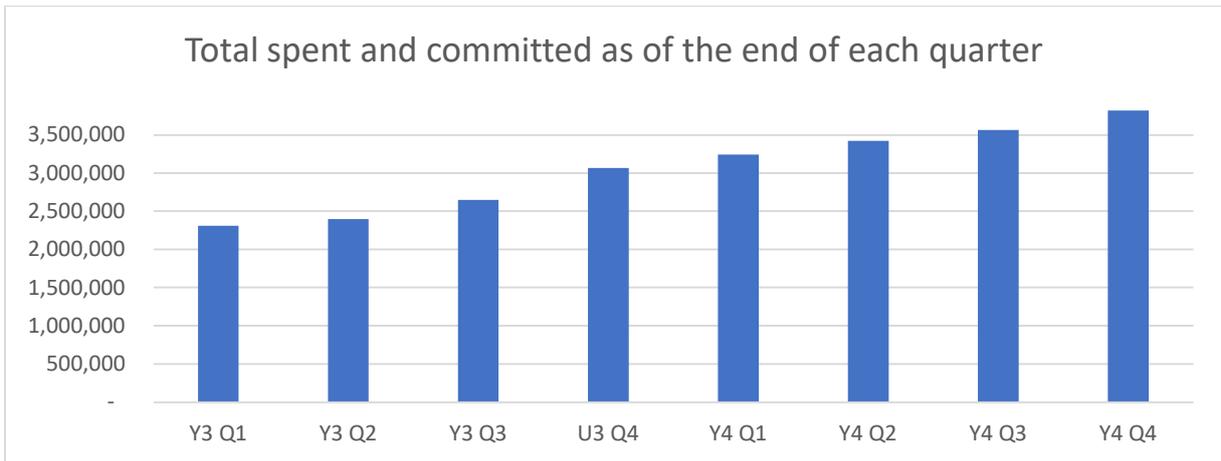
Activity monitoring is covered by a detailed yearly work plan. Results monitoring is guided by the MEL Plan along with a logframe, along with a strong and detailed Theory of Change. The logframe and a risk management plan is updated at least quarterly. The project finances were reviewed regularly using IOM's internal financial tracking system. The dedicated M&E officer planned and oversaw monitoring activities, including carrying out directly various monitoring field visits, and field trips were planned to efficiently combine both operational and monitoring activities. Attention was also given to collecting beneficiary feedback throughout implementation, including forms to collect satisfaction levels, focus groups discussions, and compliance checks with participants and implementing partners to ensure that all activities were carried out as planned and to check for cases of fraud.

There are a few areas that could be strengthened, however. Progress against the work plan could have been better documented: the work plan is only a planning tool, it is not used to track progress and timeliness of each task; the evaluator was not provided with any minutes or record of team meetings or other meetings where activity progress may have been discussed (though project staff report that meetings were recorded, this could not be verified, as evaluator was not timely provided with those documents); and donor reports for FY 2019-2020 cut out the section on activity progress. Additionally, results monitoring beyond indicators were not always well documented (e.g. results of Most Significant Change, focus on output level achievement in the donor reports).

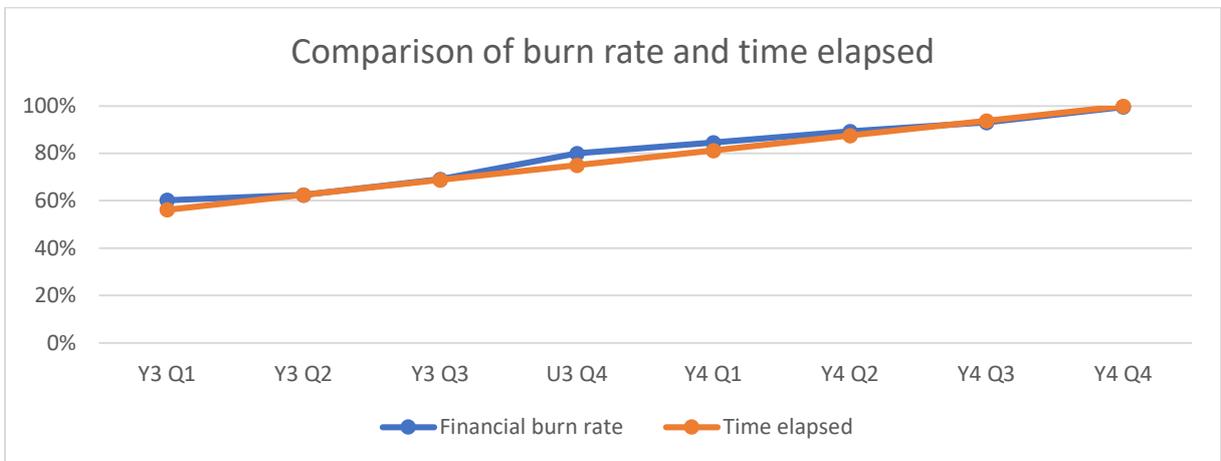
In terms of **human resources**, a key challenge was a gap in management as the Project Manager was rotated to a new position coinciding with a period of transition also to a new Chief of Mission of IOM Tajikistan. However, other team members were able to bridge well the gap until new management was in place. The project team includes a senior programme assistant who supported TAIRR from the start, along with a vocational training coordinator, a grants coordinator, a compliance officer, a legal expert, and a GBAO-based community livelihoods coordinator. Additionally, in the first years, an engineer was also hired and then the position was closed after the infrastructure activities were finished. After arrival of new project manager, an intern was also hired to support awareness raising and an M&E officer was brought on board as well. The project team composition and consultants selected all appear of high quality and well suited to respond to project needs and demands.

Additionally, border management activities were carried out by IOM Tajikistan's border management unit, as a sort of internal implementing partner, a situation which reportedly was challenging at times given that those staff do not officially report to the TAIRR project manager in terms of responsibilities and reporting lines.

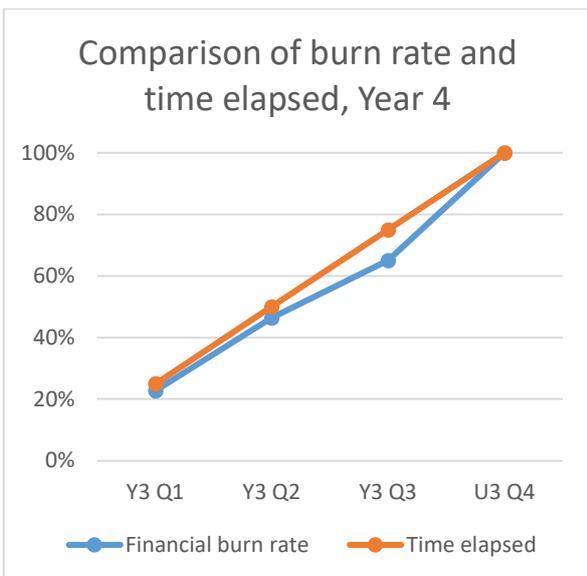
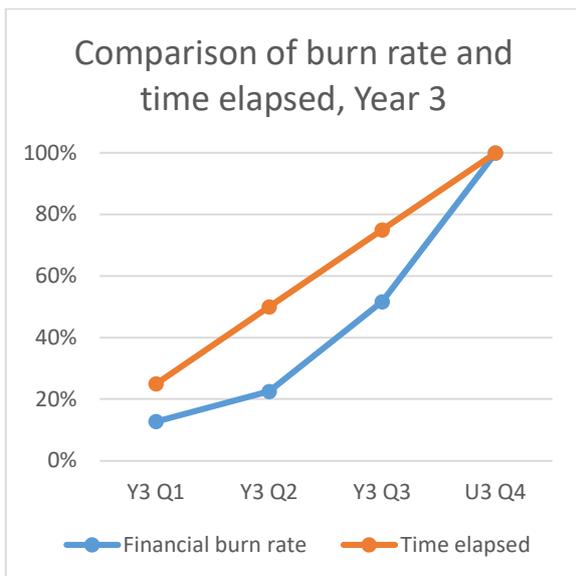
Finally, in terms **financial resources**, there was a steady burn rate throughout the project in line with the schedule of tranches of funds that TAIRR received.



Therefore, the burn rate for the programme closely matched the time elapsed throughout the last two years of the programme implementation, counting also funds spent in the first two years.



Looking specifically at the burn rate within each of the last two years of the project, a slightly lower burn rate can be observed during the period of reformulation, which is to be expected given the staff time that had to be devoted to that at the expense of operational activity progress.



To what degree were inputs provided or available in time to implement activities from all parties involved?

There appear to be no major issue in terms of availability of inputs from implementing partners or from government and other partners. One key issue highlighted by the IOM project team relates to difficulty in timely identifying high-quality national consultants.

For the two most recent implementing partners, that have worked with IOM since reformulation (NGOs Rural Invest and Nakukor), both partners were reportedly well aware of IOM procedures on procurement, finance, irregular practices, and fraud awareness, and no major issues were reported in terms of timeliness of implementation. Only minor issues were noted in relation to Nakukor in terms of delays in reporting, related to limited funding continuity under TAIRR and therefore insufficient funds to maintain staff over a longer period. Other minor issues were also reported in relation to working with Migration Services staff on the Reintegration Planning Sessions. National government representatives referenced some issues in implementation related to internal issues in their offices; full details were not provided, but it doesn't appear to have had major impacts.

Are the costs proportionate to the results achieved?

Reformulation of TAIRR helped to more feasibly match the budget available with the intended results. Prior to reformulation, there is a perception that TAIRR was promising more than it could deliver with the budget and geographic scope that it involved. After reformulation, many activities that were cut were also the most underperforming ones. Additionally, given challenges in assessing the impact of the first component on border guard capacity building, the funds for that component were reduced and shifted to the other project components, for which the results could be better observed and demonstrated. All of those measured were intended to improve the effectiveness of the project given its limited budget, and this seems to have been a justified and proper approach to take. While limited data was available to confirm, project staff shared some reflections based on their own analysis. In particular, they felt that when you compare RPS coverage with other interventions like grants, the impact appears to be better in terms of value for money. To get a good result from grants, there is a perceived need to really invest in follow up support, as well as the initial grant. Given the scale of the need, the targeting of grants meant it was always going to be impossible to see the impact higher than community level.

The perception among stakeholders consulted is that costs were proportionate overall to the results achieved. In particular, stakeholders agreed with project staff that the recognition of prior learning (RPL) activities have a high value for money, and several stakeholders thought they were significantly more beneficial because for a few dollars you can equip someone with a certificate, which gives access to better employment, both in Tajikistan and in other countries such as Russia. Similar comments were made about the full vocational training courses in terms of perceived value for money. As one of the government stakeholders noted, even if grants are not available then it would be very important to at least conduct vocational or skills trainings.

4.4 Impact

**What changes can be observed in the target population/key stakeholders?
What other unplanned changes (positive or negative) can be observed?**

Overall, most changes can be seen at individual and family level, with some changes at community level in areas targeted by the programme, though very limited evidence of change can be seen in terms of the situation in the entire border area. Grants led to individual, family and community level change. Changes related to vocational training, case management for migrants, and reintegration planning sessions were seen mainly at an individual level, with some at family level. For awareness raising on safe migration, there was no evidence available of changes beyond output level.

Changes related to border management activities (community engagement, border guards training, strategic planning and joint learning) could not be well assessed in the scope of this evaluation, though there is some evidence of positive changes from the knowledge assessment report in terms of increased trust by community members in the border guards and improved border management practices in Tajikistan. No findings could be made on Afghan border guards and communities. Further findings cannot be made given that scope of the evaluation did not allow for corroboration of findings of the knowledge assessment with border guards, community members or other stakeholders.

This section considers changes observed in the target population, including the intended changes per the results matrix and theory of change, as well as other changes observed in the data. The focus here is on changes in outcome level (attitudes, behaviours, and practices). Change at the level of the project objective (goal in the DFID terminology) could not be fully assessed with available evidence, let alone extent of contribution by TAIRR. However, a few observations are made at the end of this section.

Outcome-level change

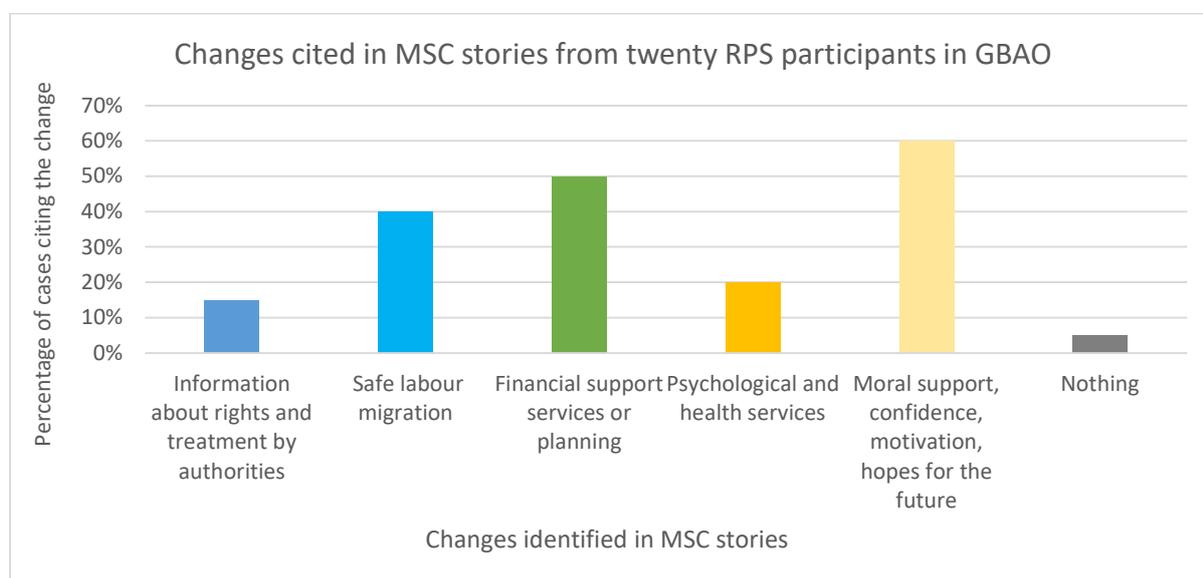
Component 1: The final knowledge assessment identified changes among border guards in terms of improvements in border management practices and the ability of border guards to prevent and detect crime. The community meetings and the Friends of the Border Guard initiative aimed to build trust between border guard and communities, and some evidence of these hoped for changes can be found in the knowledge assessment. However, evidence behind the assessment is relatively limited, given the number of border guards that were available for interview (border guards reportedly rotate regularly throughout the country, and of those that could be reached, most were not involved in community engagement), and given that data collection generally with the border guards is very difficult and does not allow us the level of access required to demonstrate results fully. There was thus limited other data sources with which to triangulate findings (only perceptions of IOM staff), and also insufficient data to assess changes among Border Forces of Afghanistan. IOM project staff also noted that measuring impact of this component is difficult, including due to lack of clear measurements of success in terms of capacity building of border guards, especially across all the different donor support, a point which was raised also in the annual reviews by DFID.

Component 2: Grant-related changes are mainly at individual level, with some changes at family level and to a lesser extent at community level. Grantees were able to bring in some income to support themselves and their families. Even if profits were not great in all cases, the additional income helped to cover basic needs. The reformulation clarified the approach and expected changes. The original idea was an economic development approach, whereas the reformulation identified that TAIRR was actually focused more on livelihoods, a realization arising also from observations by DFID staff. In line with that, limited results can be expected at community level. Still, some community level changes can be observed. For instance, several community members and grantees reported cases when grantees were able to participate more to village and community life, for instance by helping rehabilitate a road or a bridge, or to establish a school. Grants also support communities by offering

access to services being produced. Many grantees were also able to employ community members (300 persons in total). Vocational trainings provided a tangible benefit at the individual level and were able to reach more people compared to grants (2,403 trainees as compared to 176 grantees), but vocational training changes appears more limited to an individual-level. For example, project staff surveyed RPL participants, and 51% stated that the training helped them to get a job. Training also had positive impacts on the families of the trainees. There are also anecdotal cases reported by IOM staff where receipt of grants is linked to preventing involvement in criminal activities; and several such cases were referenced by stakeholders in the learning workshop (1 in Chamaniston village, Panj district; 1 in Rudaki village, Jaihun district).

Component 3: For reintegration support, the greatest positive impact is seen at individual level, but with some impact also at family level and to a lesser extent at community level. This component was designed to have the most direct impact on involvement in crime and conflict, not just through the transfer of knowledge but also by helping address grievances since TAIRR provides a face-to-face link with government services and information to provide them with a way forward. This impact is seen in satisfaction rates and through MSC responses which show beneficiaries are just glad someone listened to them in the first place.

The project team collected stories of change from twenty RPS participants in GBAO using the Most Significant Change (MSC), which were analysed by the evaluator to identify the types of changes. While knowledge was not tested, based on those MSC and data from interviewing other beneficiaries and facilitators, most participants were likely able to increase their knowledge in some way. Specifically, information was provided on rights in relation to treatment to authorities, safe labour migration abroad, and available support services (financial, psychological, and health). In addition to building knowledge, the sessions also led to changes in terms of having hopes and planning for the future, receiving moral support and feeling listened to, and having more confidence and motivation. Confidence could be related to social reintegration, starting a business or finding work, or plans to migrate abroad for work.



For awareness-raising, as noted before, there is insufficient evidence available to assess changes, and therefore also the contribution of TAIRR to any changes also cannot be assessed. Contributions appear to be limited to output level, through building capacity of Migration Services to provide information through case management and in Reintegration Planning Sessions (e.g. consequences of travelling with fraudulent documents). The theory of change also references building capacity of Migration Services and consular officials on safe migration awareness raising and assistance, as well as engaging with migrants online in Russia. The latter was not a large focus in practice and there is insufficient evidence of related changes. However, for building capacity of Migration Services, a TAIRR project member (the legal consultant) provided ongoing coaching and mentoring, training sessions,

assessment, provision of resources and constant engagement. Survey results also indicate a significant uptake in use of Migration Services by community members subsequent to the RPS sessions. There is also some anecdotal evidence of changes in behaviour among migrants attending reintegration planning sessions, as well as the indicator showing progress in the attitude of participants regarding reintegration expectations or reduced sense of isolation.

For the nine small-scale infrastructure projects (completed prior to reformation), positive changes for communities are very likely. However, while donor reports stated that “monitoring of completed infrastructure projects to assess their benefit to local community members are undertaken on a regular basis,” no monitoring reports or other data were available to learn about and assess changes. Observations can only be made in relation to one infrastructure project that the evaluator visited, a project to bring electricity to a small village, which reportedly has been very helpful and useful for the entire community there based on the community leader and the women members of the community that the evaluator met with.

Finally, TAIRR also supported community engagement alongside the other programme activities that were implemented. In particular, TAIRR helped to establish migration sub-committees at mahallah (village) level through implementing partners supporting community engagement. In Tajikistan, the sub-district is the last official level of governance, with nothing official at community and village level. There are Migration Services at the district level, but then at sub-district and village level there is almost nothing. The law allows however for citizens to establish community based structures called mahalla committees. TAIRR helped to establish mahallah sub-committees on migration, to facilitate bringing attention to migration issues and the needs of returned migrants in the rural areas where those issues are most acute. It was also intended that migration sub-committees would help raise migration issues to sub-district and district level. This seems like a likely impact, though the evaluator had limited evidence to confirm.

Objective-level change

The above changes are observed in the communities that TAIRR targeted. At objective level (the goal, in DFID terminology), TAIRR aimed to contribute to strengthened resilience to conflict and improving inter-ethnic and cross-border relationships in the Tajik/Afghan border. However, impact at the level of the entire border area is not likely based on available evidence. There are also reportedly complex political economy factors that challenge the achievement of results at that level.

The theory of change explains how interventions aim to contribute to higher-level changes, including through intermediate outcomes linking each of the three outputs to the outcome. However, there is less explanation and also limited measurement to date of any higher-level changes beyond outcome.

Two objective-level indicators were established at the start of the project: number of legal crossings through the Tajik/Afghan land border (target: 25% increase by March 2020), and number of recorded instances of cross-border conflicts and crimes (target: reduce from 30 in 2015 to 15 by March 2020). As of the time of reprogramming in August 2018, however, those were both proceeding in the wrong direction: legal crossings were decreasing (9.34% decrease from January to December 2017), and instances of conflicts and crimes was increasing (41 armed clashes). Further progress in indicators is not available, as they were dropped in reprogramming and were not replaced with other objective-level indicators. Rather, the monitoring system included only outcome and output indicators.

Increased cross border trade is a longer term goal that the project aimed to contribute to. TAIRR supported construction of cross-border markets in its first half, but given the security situation in Afghanistan, it is not likely that those cross-border markets will open any time soon. This means that the project has been not able as intended to contribute significantly to improved cross-border trade.

Observations can also be made based on the theory of change, in relation to the three components:

1. The theory of change states that “If the border forces of Tajikistan and Afghanistan have increased capacity to manage the border effectively, and have increased coordination with each other and the surrounding communities, then transnational crime will be reduced, cross border relationships will be improved and Tajik border communities will experience greater security from violent elements in Afghanistan and reinforce the trust towards government forces.” However, there is limited evidence available of increased coordination, so it is not possible even in theory to assess likely contribution to changes related to conflict, crime and security. Also, several planned elements did not materialize in the end (border guard-community engagement around access to markets, joint patrolling and immigration control, workshop on strategic planning), thereby weakening the logical connection to intended impacts. *The likely impact of the first component is therefore relatively weaker.*
2. The theory of change also states that “If returned migrant workers, prospective migrants and their families have access to increased income for basic needs, gained through employment opportunities, new and developed businesses, they will be more resilient to involvement in crime, criminal organizations or violent extremism in Tajikistan, or abroad.” IOM supported small grants, business development, and skills development that would increase income and thereby in theory reduce financial desperation leading to engagement with criminal networks, as well as reducing the need to migrate due to desperation. *There is therefore a strong likelihood of impact of this second component.*
3. Finally, the theory of change states: “If returned migrants and their families mitigate or lessen grievances arising from policy or experiences in Tajikistan or Russia, and particularly with re-entry bans or the socio-economic exclusion arising from such bans, then they will be less likely to identify with, or resort to organized crime or violent extremist groups for validation and support.” TAIRR strived to mitigate or lessen grievances through case management for re-entry bans and reintegration planning sessions, both of which showed strong results. IOM also referred migrants to assistance, recognizing that “who return are likely to be unprepared for their return, lacking the economic or social capital for reintegration.” *In theory, therefore, there is a strong likelihood of impact of this third component.*

Additionally, in terms of impacts on migration decisions and outcomes, the theory of change states, “If migration services and consular officials have greater capacity to advise and assist migrants leaving for, working in, and returning from Russia, and migrants are engaged online with safe migration information during their stay, then fewer migrants will experience poor migration outcomes, including disaffection, isolation and alienation.” TAIRR appears to have made a likely contribution in terms of assistance to returned migrants through offering a chance to debrief, seek peer support and receive counselling in the reintegration planning sessions. Feedback from the beneficiaries consulted and the stories of change also indicate that TAIRR had a positive impact also on migration decisions and outcomes, in terms of discouraging use of fraudulent travel documents to evade the re-entry ban and increasing awareness of laws and rights and thereby encouraging safer migration practices.

Overall, given scope and coverage, TAIRR should not be expected to have a substantial impact on the entire border area. As noted in the theory of change, many elements required are outside the scope of the TAIRR programme. For instance, TAIRR relied on work being done by UNDP and other specialized actors on institutional corruption, and on the work of expert bodies on drug trafficking such as UNODC. Other important areas beyond the scope of TAIRR include coordination between border guards and the department of labour on migrant movements. Rather, TAIRR focused on areas where IOM has a comparative advantage, such as best practices in border management.

What is the likely contribution of the project to observed changes?

Contribution of the project is likely highest at an individual and family level, and to a lesser extent at community level. However, beyond the target communities, there is no observable contribution of TAIRR to trans-national crime and mitigation of conflict in the entire border area more generally.

For **grants**, the beneficiaries of the project do not appear to have had access to other resources, nor does there appear to be other significant contributing factors, thereby indicating *a likely high level of contribution by TAIRR*. While other grant opportunities may exist, stakeholders feel that the returned migrants targeted by this programme have limited access to those due to criteria and application processes that may be hard to understand. Under TAIRR, the project explained and helped beneficiaries to navigate the process. For vocational training, there is a clear contribution of TAIRR support to obtaining the certification, and that reportedly is a very important factor in supporting higher paying work opportunities. For reintegration, there is a high likelihood that TAIRR contributed to improved practices among the Migration Services officials targeted and the various positive changes among beneficiaries of the reintegration planning sessions, though it unclear whether how those good results may be passed to other officials using the manual and trainers that were trained under TAIRR. For awareness-raising, as noted before, there is insufficient evidence available to assess changes, and therefore also the contribution of TAIRR to any changes also cannot be assessed.

For border management though various positive changes are observed, *there was limited evidence available to triangulate findings and extent to which TAIRR contributed* compared to other factors could not be fully assessed. It is likely that TAIRR made some degree of contribution to supporting mitigation of conflict within targeted communities by building trust and engagement between border forces and the community members. However, though the theory of change is based on engagement with communities, the relationship with border guards seems to not have been oriented well enough towards a community engagement approach to achieve solid impacts in terms of community engagement. In practice, TAIRR was more oriented to infrastructure and training of border guards, based on which it can be said that TAIRR did make contributions to improving border management practices.

4.5 Sustainability

To what extent have target groups and partners been involved in the planning and implementation process?

There appears to have been a strong level of consultation and coordination during both the planning process and throughout implementation. As reported in donor reports and confirmed in interviews, Tajik government support of TAIRR remained high throughout the programme. Afghan government support was also reportedly high, but there was no substantial exchange with the Afghan government since the reformulation in August 2018, and no evidence was available to assess previous involvement. However, donor reports indicated that community development councils in Afghanistan were helpful in proposing female activists for vocational training courses and entrepreneurship training.

At activity level, there was a high degree of coordination and planning at national and local levels with government and NGO partners. The community engagement approach also ensured that migrants and community members were also involved into the prioritization and planning of project activities. The early infrastructure projects were selected in consultation with the communities, and the vocational training courses were selected in part on request of each jamoat. IOM also reports frequently meeting with relevant UN and other international organizations. Partners from national and local government as well as migrants were also consulted during learning workshops.

And of course there were many other organizations for the development who would come and just throw the project and then escape, but they, every now and then they were coming to do monitoring and conduct trainings, workshops.

- Jamoat leader

The products and processes under TAIRR also involved variety of partners. For instance, grants review and approval was carried out by a Bids Evaluation Committee that involved external experts, such as a representative of the Ministry of Labour. Also, a working group of specialists from the Ministry of Labour, Migration and Population Employment and the Ministry of Health and Social Protection was established for developing the handbook for employees of Migration Service. The State Committee on Investment and State Property from Tajikistan also provided information to IOM about the number of registered businesses in target areas, opportunities to further develop, and existing demand. The Ministry of Labour also ensured that all local Migration Services attended the training. RPL course rollout engaged a working group of technical specialists from the labour industry to develop a testing manual for RPL exam.

“From the beginning, as a first step, we invited migration services, community members, local jamoats, government representatives. We did it all together, because it’s also sensitive, the returning migrants are unemployed and we have community stabilization issues. Our project is to support the community to prevent conflict. And because of this, we need to work very well with and involve partners, otherwise it would be difficult.

- IOM project team

Involvement of partners in relation to the border guards component is less clear, again given the scope of this evaluation and data available. It was reportedly difficult to bring sufficient attention to the TAIRR programme given its comparatively small size in relation to other, much bigger border management initiatives. It therefore proved challenging to really promote the community engagement approach that had been envisioned in the project. While the evaluator was not able to corroborate with other sources, IOM project staff report that the internal evaluation of training that TAIRR supported has a high level of ownership from within the Border Guard, contributing to a high level of sustainability. This reportedly supported them to develop their own response and maintain the staff in the right place to address weaknesses and ensure strong internal support.

Are any results or benefits likely to continue after the project? Which ones, and how/why?

Border Guards Capacity Building

There is insufficient evidence to draw many conclusions about the sustainability of this component. The trainings do appear to have contributed to improved knowledge and skills that will continue to be applied by the trainees, and there was also a marked increase in the representation of women staff in the border guards. However, it is unclear how sustainability will be ensured, for instance in terms of addressing rotation and turnover of staff, and how to continue providing trainings.

Still, while again the evaluator was not able to corroborate with other sources, IOM project staff report that the developed specialized training curriculum for female border guards within the TAIRR project

was included into the training support package of all educational institutions of the Border Forces of Tajikistan. All new female border guards will now receive three months trainings in the Border Guards Training Centres of Tajikistan including on gender-specific thematic areas. This curriculum was shared with the training department of Afghan Border Police as well.

Grants and Vocational Training

Grants and vocational training results are sustainable at individual level. In the case of grants, they have their own activities and equipment, and they will be able to continue. It will reportedly be a family business for most people and will allow them to continue generating income, and the skills and knowledge they received through the support and technical training will be used and will help them. Business development training was intended to support sustainability of the grants. However, this was not able to be fully implemented in the end, as it had to be cancelled due to budget challenges after currency fluctuations. Still, this has significant potential to impact the sustainability as IOM staff report good evidence of the direct face-to-face training/mentoring equipping grantees, including women, with the confidence and skills to expand their business. While grantees will likely continue to generate income from their businesses, it is not clear however whether businesses will be able to grow and expand.

Other external factors related to sustainability:

- Sustainability is threatened by structural barriers, for instance some businesses may be dropped by those believing they will have better opportunities abroad when their ban expires. The theory of change assumes that engagement by UNDP and the Aga Khan Foundation with government on community level infrastructure, tax barriers, public-private partnerships and broader economic stimulus is important to shore up individual and SME grants efforts. The theory of change also states that IOM will monitor outcomes of those initiatives to evaluate the impact on TAIRR interventions. However, no data on this was available to the evaluator.
- Furthermore, IOM planned to refer grant beneficiaries to programmes being implemented by other UN agencies like UNDP and UNIDO, and promote inclusion of grants beneficiaries into the Union of Craftspeople of Tajikistan. It is not clear the extent to which this was done. IOM staff reports that through it proved challenging to implement these plans, TAIRR did engage with private sector stakeholders. For instance, female vocational trainees in carpet weaving were referred to an UNIDO project, where they looked into modernization of carpets. The project helped to establish those links and beneficiaries received a training on computer design and colour combination. In addition, the project built linkages with the Union of Craftsmen, which invited the beneficiaries to attend fairs in Dushanbe and realize their products.
- Finally, the theory of change states, “The project assumes that no significant renewal of an economic crisis exacerbates the economic situation, nor affects project efforts.” Therefore, with the current COVID-19 global pandemic already having serious economic repercussions, it is also important to consider that this will undoubtedly have impacts on the ability to sustain the gains made and thereby contribute to longer-term impacts.

As for vocational training, the certificates will continue to help them secure employment in the future, whether in Tajikistan or in countries abroad where they may migrate for work. Also, a package for implementation of recognition of prior learning (RPL) was provided that can be used by Adult Training Centres in other districts to provide certifications.

Case Management and Reintegration Planning

For case management, it is likely that many of the trained Migration Services officials will sustain the benefits by continuing to assist migrants and refer them to services. However, not all of the trained officials may be ready to continue without TAIRR staff available to provide support. Only 6 persons of

those trained are now working completely independently, while others continue to ask questions due to not being completely confident. Still, TAIRR made strong efforts to build knowledge and skills among individual officials, and provided a manual to promote that case management will continue. This manual (at the time of this report, printed and distributed to the national Migration Services with a request to distribute it to local Migration Service offices) represents an institutional commitment to supporting case management and consultation, and given the strong involvement from government (the Ministry of Labour and Migration Services) this aspect has a strong likelihood of sustainability.

For reintegration planning, TAIRR only just finished implementing the activities, with the last session in February, so still very early to see whether the approach could be sustained. There was no exit planning in terms of encouraging government to take over and carry on the approach, beyond promoting the experience and results of the piloted activities under TAIRR. Rather, the project had only planned to pilot the approach given that any planning promoted under TAIRR could not be expected to equip the government to take on the activity in the short term, as the government simply does not have the required budget. Also, the activity is localised and it isn't likely that the government would take on such an approach at sub-national level. Still, the Migration Services will continue case management and consultation, utilising the skills and information learned through RPS.

It is possible that cooperation between Migration Services and the mahallah migration sub-committees may continue, given the supports provided under TAIRR, though it is unclear whether resources are in place and whether commitment is there to support this longer-term. TAIRR aimed to support sustainability by using participatory approach with involvement of district Migration Services, who have been encouraged to take ownership going forward of the coordination with the mahallah migration sub-committees. TAIRR also provided information to trained Migration Services officials to continue supporting migrants in future, for example support available and contacts related to health issues and psychological support so they can continue to refer migrants. Likewise, TAIRR provided migration sub-committees with information on available services and how to pursue future collaboration, and built capacities (e.g. training on fundraising) to give them skills and knowledge that can be used to continue collaborating with government and other development organizations.

Do the target groups have any plans to continue making use of the services/products produced in the project framework?

Grantees are assumed to be interested to continue their businesses. Although insufficient data was available to confirm, a high success rate of businesses (75%) can be observed and grantees were supported throughout implementation to promote as much as possible the sustainability. Vocational trainees will also likely continue to use their skills and certificates, though insufficient data is available.

The RPS sessions can be considered as a pilot to highlight needs and promote good practices. The trained Migration Service officials would need to have resources to continue reintegration planning sessions, in line with the agency's internal action plan, which do not currently include reintegration planning sessions or other similar activity, and no plans with activities targeting only on re-entry banned migrants as was done in the RPS. However, attention to reintegration could be integrated into other planned activities such as preventing violent extremism or preventing the spread of diseases.

Migration Services indicates they are interested to expand case management training to other areas, using the manual that was developed and trainers that were trained. It is not clear however exactly how and when that will proceed. The ability to expand to other areas is also unclear, as government officials stated that they would welcome another project that could help to expand. IOM staff and partners questioned whether resources are

"We have now a system, which is very effective. And the Migration Service staff are very interested to work through the system.

- Government official

available to enable continued case management capacity development since there is a lack of resources to organize trainings. However, government officials in Dushanbe stated that the manual that was developed will be distributed to all regions.

There is insufficient data to draw conclusions about whether the Border Guards intend to continue to make sure of the training, though it can be assumed that individual border guards trained will continue to apply their knowledge and skills based on levels of satisfaction and the evidence from the knowledge assessment about how knowledge and skills are being applied. Also, the joint training is now part of the border guards institutional training curriculum, though in terms of resources it is not clear whether they will continue. IOM staff report receiving many requests from the Border Forces of Tajikistan and Afghan Border Police to continue delivering joint trainings, but could not organize more with the available budget under TAIRR. If at all, it is more likely that trainings will continue nationally rather than 'jointly' between Tajikistan and Afghanistan. IOM staff also believe based on border guards capacity building report that it will likely have an impact on how the Border Guards approach training internally in the future.

4.6 Cross-cutting Issues

To what degree was gender successfully mainstreamed in project design and implementation?

In terms of gender mainstreaming in the **project design**, the conclusions are drawn based on analysis using the “Guiding Questions for Mainstreaming Gender into the Project Cycle” from the IOM Project Handbook of 2012, the version in force at the time this project was developed in (both initial design and later revision of project documents):

Guiding questions	Yes/No	Comments
Has a gender analysis been conducted?	Yes	A section on Gender Appraisal is included per the DFID proposal template.
Have the results of gender analysis been used to define a strategy and activities that respond to the needs of men and women?	Yes	Gender is included into the design of activities and results.
Does the proposal avoid the use of token sentences such as “gender will be mainstreamed” and instead incorporate gender considerations into the project document?	Yes	Specific ways that gender will be integrated are included.
Has sex-disaggregated data been used to assess whom the target group consists of?	Yes	Statistics on target groups and their needs in the proposal are not gender disaggregated, but reference is made to increasing numbers of women migrants.
Have potential barriers to participation been examined and strategies and activities to overcome these barriers included in the proposal?	Yes	Though not explicitly addressed, several implementing partners were chosen on their basis of experienced working with women.
Has an empowerment component been included? (e.g. a greater role for women in decision-making, or a change in behaviour and gender roles)	Yes	Several implementing partners were chosen on basis of working on women empowerment, and efforts were made to support business ideas and courses that expand traditional gender roles.

Does the Results Matrix include indicators that are gender-sensitive?	Yes	All relevant indicators include sex disaggregation.
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In terms of gender mainstreaming in the **project implementation**, the Evaluator again referred to the respective guiding questions provided in the IOM Project Handbook of 2012:

Guiding questions	Yes/No
Has the hiring of a gender-balanced project team been promoted?	Yes, the team is gender balanced.
Have staff and implementing partners received training so as to avoid gender stereotypes?	Yes, IOM project staff attended an IOM Gender Marker workshop, in which gender stereotypes were in the agenda. The implementing partner NGO Rural Invest has a good gender knowledge, and conducted training on gender mainstreaming for staff of village committees as part of its community engagement activity. The NGO Nakukor is a long partner of IOM, and received a number of trainings on gender issues, including gender stereotypes.
Have local institutions working on gender equality been involved in project implementation, to the extent possible, especially the national gender machinery?	Yes, several implementing partners listed in the proposal have experience working on gender.

The Evaluator also complemented the above analysis with the guiding questions from the current IOM Project Handbook, revised in 2017, which came into effect during the project implementation:

Guiding questions	Yes/No
Do ongoing consultations include a broad, representative and diverse range of stakeholders?	Yes. They included government agencies, UN agencies and other international organizations, local NGOs, and beneficiaries.
Has gender-balanced participation in the project's activities been promoted, in terms of members of steering committees, trainers, beneficiaries and other stakeholders?	Yes. IOM put a lot of effort into ensuring gender-balanced participation. It worked well for ensuring balanced participation of both male and female participants for vocational training courses but it was not successful for RPS and grants for different reasons, in particular fact that only 13% of migrants are female. To increase female participation, IOM involved female facilitators but this did not change the gender balance.
For activities involving research reports, manuals, handbooks or other publications, have gender considerations been fully integrated and specific needs, concerns, and implications for men, women, girls and boys properly incorporated?	Yes, gender considerations were included in the grant effectiveness report, informational product (short videos), instructor's guide for provision of psychological assistance to returned migrants as well as articles posted in social platforms.
Are the different impacts that project activities might be having on men, women, boys, girls and other key groups being monitored, where relevant?	Yes, such kind of monitoring was made for grant and vocational training activities through MSCs and the profitability assessment. However, the impact was not "disaggregated" between these groups. IOM did organize one-on-one meetings with women when monitoring, and paid attention to send women colleagues on field trips to be sure to reach women from the communities and hear their voices (controlling husbands and traditional social norms would prevent them from meeting regularly with men that are not their relatives).

Has the contribution of the project towards addressing men's and women's issues been highlighted?	Yes, it was done through case studies, MSCs. As stated above, women staff were often part of the assessments organize to make sure to record women's voices.
Has particular attention been paid to the role of the project in contributing to the advancement of gender equality?	Yes, in theory, according to the project document. However, attention in practice seems limited to ensuring equal participation. However, there is limited action that TAIRR could make in this regard given inherent limitation of operating in disadvantaged villages where women continue to face challenges expanding beyond their traditional roles. Some limited efforts were reportedly made to support business ideas and courses that expand traditional gender roles, though business ideas were mostly traditional areas of work for women (sewing, bakery, etc.). Still, it promotes women to open a business and thus to take part in economic activities, which may contribute to shifting gender roles.

To what extent did the project address vulnerability (disability, financial vulnerability i.e. poverty, and psychological vulnerability) and consider special needs of vulnerable persons (including re-entry banned migrants)? To what extent has disability been integrated in the project? What are the results?

Overall, TAIRR did a good job in terms of addressing **vulnerabilities** through both design and implementation. The programme seems to have done the best it could with available resources to respond to needs stemming from particular vulnerabilities (disability, financial vulnerability i.e. poverty, and psychological vulnerability). The focus on returned migrants with re-entry bans and the families of migrants was a useful approach to ensure the most vulnerable in terms of finances (i.e. poverty) were addressed. At the same time, it was also discovered that while access to income was a major concern among return migrants, health and psychological needs were also significant among returned migrants. The focus after reformulation on assisting returned migrants, particularly those with re-entry bans, was therefore a logical way to integrate attention to vulnerability into the design. However, there are some limitations on the extent to which TAIRR could fully address the disability and psychological issues that were identified.

“Based on the phone survey, up to a third of the sample said that they would like to talk to a professional about their psychosocial health, which is massive, absolutely massive, way more than we expected. So, I think that’s a major outcome and opened the door for more significant work in that area.”

“Findings from reintegration planning sessions are that returned migrants are under enormous stress due to unemployment, experience anger and distress, and many are not able to reintegrate well. Further work is required.”

- IOM project team members

In terms of **psychological needs**, TAIRR intentionally brought attention after reformulation to assessing and (to extent possible) addressing psychological needs. The reformulation included a plan for research (which unfortunately had to be cancelled, due to currency fluctuations), and TAIRR integrated attention to psychological issues into reintegration planning sessions, and the team realized during implementation that there was a much higher demand than expected for psychosocial support.

A psychologist was hired to provide one-one-one sessions. However, funding was only available for one session for each migrant, and a single session is reportedly not enough especially for psychosocial needs. One session cannot begin to address the identified psychosocial issues, including some quite serious issues among beneficiaries, such as thoughts of suicide and impacts of experiencing labour exploitation and abuse. There was a high demand for follow-up sessions.

“One session is not enough. The most I can do in one session is to find out the problem, but to go further, more psychological support and consultations are needed.”

- Psychologist

Still, some felt that a single session is helpful in allowing migrants to air grievances and feel listened to, and the psychologist agreed that this does bring some benefit. IOM also referred specific cases to existing primary health care system where economic, health and psycho-social issues intersected creating critical vulnerabilities. However, stakeholders also highlighted a systemic lack of psychosocial specialists in Tajikistan’s primary health system.

“Sometimes people need someone to listen, to pour out problems that they cannot discuss in the family or with friends. And when they see that it’s not just polite discussion, this gives them hope. Even small support in these cases gives them power to overcome problems, it gives them hope and it helps them to see different options.”

- IOM project team member

TAIRR helped bring attention to the issue, and identified several key learning points in the donor reports: “(i) a large burden of health problems exists amongst returned migrants, (ii) migrants with psycho-social needs are often facing other health issues, (iii) migrants are sometimes unwilling or unable to access effective primary health care, (iv) many of these migrants are more open and willing to access psycho-social support than expected. These points were somewhat surprising as previous data had indicated that the primary issue faced by migrants was economic and that health was a less critical issue for most.”

As for **persons with disabilities**, this is another area of vulnerability the project specifically targeted after reformulation. Many targets in the reformulated logframe include disaggregation by disability, though not all results were actually disaggregated by disability in the donor reports. Migrants with disabilities acquired from accidents while working abroad face particular difficulties upon return, in terms of paying the cost of health care as well as securing income to support themselves and their families. This results in more acute psychological stress as well. For instance, one migrant was injured when falling from a construction site in Russia, and upon return to Tajikistan had to borrowed money from friends and others to cover a surgery and support his family, and the disability continues to prevent him from being able to earn income for his family.

In terms of the extent to which the programme was able to support migrants with disabilities, 17% of grantees were persons with disabilities. Also, a health specialist was hired to assist with cooperation with local relevant bodies, trying to arrange the process to identify the disability and secure formal recognition, and thereby social benefits. Of the 20 migrants referred to the health specialist, two migrants were found to qualify for disability benefits. However, the bureaucratic process was still ongoing to secure formal recognition, which is apparently long (two to three months) and quite hard, requiring support to navigate the process. The health specialist reported that he continued to assist the persons with disabilities even after the end of his contract with IOM.

Stakeholders identified a couple areas where IOM or other international actors could consider expanding work in relation to health (including disabilities) and psychological needs. First, Individualized and tailored approaches to support should be considered. Such an approach could be aligned with the grant activities, so that grants are used as tools for tailored reintegration. Also, it was suggested that an international actor like IOM could closely cooperate with local authorities to identify migrants with disabilities. TAIRR helped identify and refer to services, which was deemed very useful, but a more systemic approach to working with authorities to promote better access to services and address systemic issues is reportedly needed.

“Tell them what the situation is. Disabled persons ask about what the situation is, what they can do, what vocations are available. First of all, an individual approach is needed and it is necessary to talk to those guys and see what they want to do, what they themselves can do, and are eager to do. Then find institutions, organizations that could help them, maybe train them, to teach them and help them to start businesses. That’s how they could be reintegrated again and feel happy and useful in their society and community.”

- Returned migrant that participated in RPS

Has the project been conflict sensitive, including attention to risk management and mainstreaming Do No Harm?

Funded by the UK Conflict Stability and Security Fund (CSSF), TAIRR was designed with the objective to reduce conflict and integrated a conflict-sensitive approach starting from design and throughout the implementation. Design of TAIRR was supported by an analysis of conflict drivers conducted in 2014 and feedback from ongoing work with communities. The conflict analysis was refined during reformulation, further clarifying the nature of the conflict and approaches to be used to address it.

Evidence confirms that, as planned in the project document, TAIRR promoted an inclusive approach to community engagement and its relationship with the government, and mitigated potential negative impacts through a flexible and adaptable approach that centred community viewpoints. For instance, recognizing that returned migrants can be linked to instability and that is a sensitive issue, TAIRR made sure to involve and consult a broad range of stakeholders at national and local levels. IOM regularly collected information and engaged with authorities, as well as with peers through informal forums such as a weekly security breakfast. As another example, to avoid conflict sensitivity between community members and IOM, TAIRR used a clear criteria for selection of vocational training participants both in Tajikistan and Afghanistan.

While monitoring of conflict drivers prior to reformulation is unclear based on the evidence available, since reformulation the programme has kept a careful eye to conflict in a variety of ways. This includes a detailed risk register that included risks related to operational context (e.g. border unrest with pre-civil war elements or organised criminal gangs, or armed elements from Afghanistan attack or kill project staff or beneficiaries) and political context (e.g. government displeasure over researchers, NGOs or other actors working in GBAO on sensitive issues, or project support for 'rogue elements' damages government relations). Each risk had a clearly defined mitigation strategy, and the risk register were regularly reviewed and updated.

5. Conclusions

Relevance:

- The programme was overall relevant and responsive to context and needs of beneficiaries. Alignment was improved in the reformulation of August 2018, though the significance of some contextual factors shifted with reformulation. In particular, the Afghanistan security situation became less relevant as focus shifted to internal conflict dynamics within Tajikistan, cross-border activities were removed, and border guard capacity activities were reduced. Cross-border crime and the financial situation also remained significant factors, given the limited legal income opportunities, prevalence of cross-border crime and high level of labor migration abroad from those border regions.
- TAIRR covers well the needs of target beneficiaries related to the programme objective and outcome. The main target beneficiaries – returned migrants, potential migrants and their families – and other vulnerable community members are well-served by the interventions, which cover economic needs including livelihoods and small business, as well as cross-border trade opportunities though attention to this was more limited in practice; social reintegration needs; and need for reliable information on safe migration. TAIRR also targeted a more limited number of communities after reprogramming, which helped to maximize impact of resources on beneficiaries.
- The results matrix and theory of change are strong in terms of building on the identified contextual factors and needs, and in terms of internal coherence. There is a clear logical connection between interventions and results, and linkages between result levels and related assumptions are well explained with evidence.
- The reformulation focused attention on what appeared to be the most critical needs among re-entry banned migrants: livelihood and reintegration support. By cutting out other elements (CCCM and shelter, health and countertrafficking) and reducing resources invested in the support to border guards, the reformulation was able to shift focus to these needs.
- TAIRR aligns well to original and current government priorities, including those in the National Development Strategy for 2016-2030 and National Poverty Reduction strategies, in particular components on employment and on diversification of labour migration. Tajik officials report good cooperation and mutual understanding with IOM and were consulted and involved during design and implementation. Afghan officials could not be consulted within the scope of this evaluation. As for the focus on re-entry banned migrants, Tajik government officials reported that it was very timely, as it was a topic that had been raised in the year prior to the start of the programme, and TAIRR was the first project in Tajikistan supporting this category of people.
- As for alignment to IOM strategies, at a country level TAIRR was designed to align with the UNDAF priorities for 2016-2020. The TAIRR reformulation focused more on returning migrant workers as a key target group, and that meant much more firmly and centrally placed the programme within IOM's migration mandate.

Effectiveness:

- The programme was effective in achieving most results according to the indicators that were established, particularly since the reformulation helped to hone and focus the logic of the project on a more specific target group (returned migrants with re-entry bans). The income and employment component demonstrates the highest level of results achievement based solely on indicator achievement, followed by border management component and finally the reintegration and safe migration component. However, other evidence available suggests that the reintegration component is actually the most effective, followed by employment and then

by border management. For border management, the capacity building indicators are the lowest performing, and though community engagement indicators show high level of achievement, data could not be triangulated with other sources and indicators are therefore less trustworthy. For reintegration and safe migration, the main gaps related to numbers reached appears due to initial estimations from government partners that over-estimated the number of returned migrants in the target areas. Also, social media results were hindered by delays in Russian language updates to the MigApp mobile application.

- The reformulation was effective in increasing the level of result achievement compared to the period before reformulation. Removing less critical elements and with lower likelihood of contributing to significant impacts (shelter and CCCM, health, and countertrafficking) and shifting away from cross-border activities helped to re-focus on internal conflict dynamics and specific target group (returned migrants with re-entry bans) rather than vulnerably community members generally. The reformulation also included better formulated indicators – in particular, more specific, measurable and achievable compared to the results framework prior to reprogramming.
- Satisfaction surveys that were reportedly carried out for each activity indicated that overall, the beneficiaries had a high level of satisfaction. While grantee satisfaction was not precisely quantified in the post-reformulation period, project staff reported that “many” grantees were “very satisfied” (as stated orally during periodic grant effectiveness assessments). Prior to reformulation, assessments found that most grantees were satisfied, e.g. 50% of SME grantees and 94% of grantees in GBAO. Satisfaction was also high among other beneficiaries in the post-reformulation period: 82% of vocational course trainees, 84% of migrants receiving case management by Migration Services, and 87% of attendees of reintegration planning sessions were satisfied. While the indicator was cut in reformulation, 85% of border guards trainees were satisfied as of November 2018.
- The theory of change presents the three components as separate pillars that converge at outcome level. There are some interlinkages between activities, but not between outputs. There was no apparent intentional planning in selection of activities in each community in terms of promoting synergies. However, the project team had planned to promote synergies in relation to Reintegration Planning Sessions, though unfortunately those started later than planned. There are also inherent limitations to extent to which synergy between grants and vocational training could have been promoted (e.g. while vocational training provides skills, it doesn’t necessarily mean that trainees are then equipped to run a business). Still, targeting a more limited number of communities after reformulation may have resulted in some synergies, as multiple activities were more likely to be carried out in one community. Also, Migration Services staff that received capacity building on case management were also trained to be RPS facilitators. RPS facilitators also referred migrants to vocational trainings, though TAIRR support to those were already completed so it was an option for migrants to pursue on their own.

Efficiency:

- Overall, the project team utilized well the time available, considering slow-downs imposed by reprogramming and resultant adjustments. Most of the activities that should have started during July-Aug 2018 were but delayed a few months, but eventually completed according to a revised timeline that included a three-month no-cost extension period. Various delays were noted for activities under the border management component, though reasons and implications could not be fully explored in the scope of this evaluation. In the period post-reformulation, most activities appear to have been carried out more or less on schedule.
- TAIRR is a model project in terms of a strong monitoring system, facilitated by a dedicated M&E officer and a Monitoring, Evaluation and Learning (MEL) Plan, and guided by a detailed and well-formulated theory of change. The MEL Plan was developed post-reformulation, and

included a more manageable (and useful) number of indicators and more qualitative data collection methods, such as Most Significant Change and focus group discussions. Still, despite coming up with strong indicators and approaches after the reprogramming, the project team reports that they did overestimate the accessibility of data. In the end, however, the monitoring system was strong in terms of proactive steps throughout to plan for and adjust approaches to maximize the data quality. Activity monitoring was covered by a yearly work plan; a risk management plan was updated at least quarterly; and finances were tracked regularly using IOM's financial tracking system (PRISM). The M&E officer oversaw monitoring activities, including monitoring field visits, and staff travel was planned to efficiently combine both operational and monitoring activities.

- In terms of resources, a key challenge was a gap in programme management for several months in the middle of implementation. However, other team members bridged well the gap until new management was in place. The project team composition and consultants selected all appear of high quality and well suited to respond to project needs and demands. Also, internal procurement processes led to delays and also inhibited flexibility of identifying vendors who could provide services that were a bit beyond the bounds of normal mission experience. As for financial resources, there was a steady burn rate in line with the schedule of tranches of funds that TAIRR received. A slightly lower burn rate can be observed during the period of reformulation, which is to be expected given the staff time that had to be devoted to that at the expense of operational activity progress. There appear to be no major issue in terms of availability of inputs from implementing partners or from government and other partners, through there were noted difficulties in identifying high-quality national consultants.
- The perception among stakeholders consulted is that costs were proportionate overall to the results achieved. Reformulation of TAIRR also helped to more feasibly match the budget available with the intended results. Prior to reformulation, there is a perception that TAIRR was promising more than it could deliver. After reformulation, many activities that were cut were also the most underperforming ones.

Impact:

- Overall, most changes can be seen at individual and family level, with some at community level in areas targeted by the programme, though very limited evidence of change can be seen in terms of the situation in the entire border area. Grants led to individual, family and community level change (e.g. ability to cover basic needs through increased income and employment, improved access to services offered by grantees, and investment by some grantees into community projects). Changes related to vocational training, case management for migrants, and reintegration planning sessions were seen mainly at an individual level, with some at family level (e.g. improved family relations). For awareness raising on safe migration, there was no evidence available of changes beyond output level. For the nine small-scale infrastructure projects completed prior to reformation, positive changes for communities are likely, but there was insufficient evidence available to assess.
- TAIRR also supported community engagement alongside the other programme activities that were implemented. In particular, TAIRR helped to establish migration sub-committees at mahallah (village) level through implementing partners supporting community engagement, to facilitate bringing attention to migration issues and the needs of returned migrants in the rural areas where those issues are most acute. It was also intended that migration sub-committees would help raise migration issues to sub-district and district level. This seems like a likely impact, though the evaluator had limited evidence to confirm.
- Changes related to border management activities (community engagement, border guards training, strategic planning and joint learning) could not be well assessed in the scope of this evaluation, though there is some evidence of positive changes from the from the border

guards assessment report in terms of increased trust by community members in the border guards and improved border management practices in Tajikistan. No findings could be made on Afghan border guards and communities.

- Impact at the level of the entire border area is not likely based on available evidence. There is limited explanation in the theory of change for how interventions should contribute to change at objective level (goal, in DFID terminology). Two objective-level indicators were established at the start of the project (to increase legal crossings, and decrease cross-border conflicts and crimes); however, these were cut and not replaced during the reprogramming, and at that time were actually proceeding in the wrong direction (legal crossings were decreasing, and cross-border conflicts and crimes were increasing).
- Increased cross border trade is a longer term goal that the project aimed to contribute to. TAIRR supported construction of cross-border markets in its first half, but given the security situation in Afghanistan, it is not likely that those cross-border markets will open any time soon. This means that the project has been not able as intended to contribute significantly to improved cross-border trade.
- TAIRR likely had a positive impact also on migration decisions and outcomes, in terms of discouraging use of fraudulent travel documents to evade the re-entry ban and increasing awareness of laws and rights and thereby encouraging safer migration practices.
- Contribution of TAIRR to observed changes is likely highest at an individual and family level, and to a lesser extent at community level. However, beyond target communities, there is no observable contribution of TAIRR to trans-national crime and mitigation of conflict in the entire border area more generally. Contribution is likely higher for grants and vocational training. For reintegration, there is a high likelihood that TAIRR contributed to improved practices among the Migration Services officials and the various positive changes among beneficiaries of the reintegration planning sessions. For border management, there was limited evidence available to triangulate findings and extent to which TAIRR contributed compared to other factors could not be fully assessed.

Sustainability:

- There appears to have been a strong level of consultation and coordination during both the planning process and throughout implementation with government partners, as well as a high degree of coordination of activities at national and local levels with government and NGO partners. The community engagement approach involved migrants and community members into prioritization and planning of activities. IOM also reports frequently meeting with relevant UN and other international organizations.
- Involvement of partners in relation to the border guards component is less clear than for the other components, again given the agreed upon scope of this evaluation (focused mainly on components two and three) and data available. There is also insufficient evidence to draw many conclusions about the sustainability of this component. While the evaluator was not able to corroborate with other sources, IOM project staff report that the internal evaluation of training that TAIRR supported has a high level of ownership from within the Border Guard, contributing to a high level of sustainability. Grants and vocational training results are sustainable at individual level. There was a high success rate of businesses (75%), and even in cases where the business may not generate many profits or to expand, it still provides beneficiaries to have a source of income.
- For case management, it is likely that Migration Services officials will continue to assist migrants and refer them to services, even though not all may have full confidence to continue without TAIRR support. There is interest by government to expand training to other areas, and

the manual that was developed will reportedly be distributed to all regions, though it is not clear whether and how the eight trainer trainers may be used.

- For reintegration planning, it is still very early to assess sustainability. The RPS sessions can be considered as a pilot to highlight needs and promote good practices. Migration Services would need resources to continue, and the agency's internal action plan reportedly does not currently include reintegration planning sessions or other similar activity, though attention to reintegration issues could be integrated into other planned activities. It is also likely that cooperation between Migration Services and mahallah migration sub-committees will continue, though it is unclear whether resources are in place to support this long-term.

Cross-cutting issues:

- Gender was well integrated into design and implementation. The proposal included a short gender analysis and gender was included into design of activities and results. Reference is made to increasing numbers of women migrants, and several implementing partners were chosen on their basis of experienced working with women and on women empowerment. All relevant indicators include sex disaggregation. In implementation, consultations appear to have included a broad, representative and diverse range of stakeholders, and the project team ensured to have women staff carrying out monitoring of women beneficiaries, which is often more acceptable given a cultural norm that discourages women from speaking with strangers (meeting with women strangers is more accepted). Also, some limited efforts were reportedly made to support business ideas and courses that expand traditional gender roles. While business ideas were mostly traditional areas of work for women (sewing, bakery, etc.), it did promote women to open a business and take part in economic activities, which is already an important step and which may contribute to shifting gender roles. However, this is related to an inherent limitation of the programme given its operation in disadvantaged villages in which women face challenges expanding beyond their traditional roles.
- TAIRR also did a good job in addressing vulnerabilities (financial vulnerability i.e. poverty, disability, and psychological vulnerability). The focus on returned migrants with re-entry bans and the families of migrants was a useful approach to ensure the most vulnerable in terms of finances (i.e. poverty) were addressed. At the same time, while access to income was a major concern among return migrants, health and psychological needs were also significant.
- In relation to health issues, persons with disabilities were particularly targeted by TAIRR after reformulation, 17% of grantees were persons with disabilities. Two migrant attendees were also found to qualify for disability benefits, though the bureaucratic process was still on-going to secure formal recognition, which apparently takes several months and is a hard process to navigate. Many targets in the logframe include disaggregation by disability, though not all results were actually disaggregated by disability in the donor reports.
- As with disabilities, TAIRR intentionally brought attention to psychological needs after the reformulation, primarily through attention to psychological issues in the reintegration planning sessions. A key change brought about by RPS sessions was also psychological. Psychological change was the type of change most referenced most by RPS participants: receiving moral support, improving confidence and motivation, and improving their hopes for the future. At the same time, the project team realized during implementation that there was a much higher demand than expected. Though a psychologist was hired to provide one-one sessions, one session reportedly cannot begin to address the identified psychosocial issues, including some quite serious issues such as suicidal thoughts.

Additionally, lessons learned and good practices are identified below that could be useful in the design of similar projects. This includes those that emerged from the data during analysis, as well as several compiled by the TAIRR Project Manager and which align with the data gathered for the evaluation.

Good practices

- **Use a strong theory of change to clarify vision, and shift focus from activities to results.** As one staff member noted, “To me it seems, after we had this reorganization of the project when we changed the theory of change, we had a clearer vision of where we are going. Before it was like we were doing this and that, and we were too much focused on deadlines, but after that we were thinking differently and were more focused on results.”
- **Case management and reintegration planning proved very useful approaches in line with the needs of migrants, and could be expanded to other areas of Tajikistan.** While TAIRR targeted border areas near Afghanistan, it was reported by stakeholders that returned re-entry banned migrants in other areas have similar economic, social and health needs.
- **Sustained community engagement and participatory approaches.** This appears to have been a factor for success and also improved perceptions of the programme. As one government official noted, “*There are many other development organizations who come and just throw the project, and then escape. But with this project, every now and then they were coming to do monitoring and conduct trainings, workshop, and working with communities, community leaders.*” TAIRR also promoted sustainable attention to migration issues through establishment of migration sub-committees at mahallah (village) level, a good practice that would be useful to replicate in other areas given the high proportion of labour migrants.

According to project staff, the community engagement was used as the methodology behind the grants delivery. Instead of hosting grants call for proposal processes, the project established migration sub-committees in specific villages and worked through those to select grantees for small businesses that would contribute to local communities. The project staff felt that this allowed development of better connections with the beneficiary communities and align better with their village development plans.

The intention was also to enable identification and raising of migration issues to sub-district and district level. As one project team member noted, “*if you want to change anything at the national level, you should work first at the ground level. This informs what to change at the higher levels because these are service users, these people and when you work with them you understand really what you should change.*” However, this is an area that may require further exploration in future (as posed in lessons learned compiled by the Project Manager), in terms of whether strong community engagement facilitates better delivery of results.

- **Involve government authorities to promote ownership and sustainability.** At first, TAIRR had planned to implement the reintegration planning sessions without government involvement, but ultimately decided to involve the Migration Services officials as facilities as the activities are in line with their mandate and involvement would support ownership and sustainability. While this entailed some operational challenges, related to negotiation of payment modalities (results-based rather than a fixed salary) and ensuring timely planning and reporting of progress, it also greatly increased the sustainability of results. As one TAIRR team member noted, “*It worked very well and you can see there was a lot of demand, they were full of energy and were asking to continue these activities. So it was good approach, and through this also they involved more and deeper with all migrants.*”

Lessons learned

- **When working with security agencies, direct and regular engagement is important.** The TAIRR project team worked through another IOM team already working with the Border Guards, which had implications on the ability of the project team to assess their responses

and level of commitment, and to identify areas for negotiation and promotion of new ideas. This was especially needed in case of TAIRR that was trying to promote community engagement as a new approach for the Border Guards. Further details can be found in the lessons learned document compiled by the Project Manager.

- **Promote a tailored and synergistic approach to migrant support.** Based on the experience of TAIRR, the impact and benefits could likely be increased by using grants as a tool for responding to particular needs rather than just distributing a set number of grants, in this way shifting from looking at grants on their own to seeing grants as part of a tailored reintegration approach. Information, health, and psychosocial assistance could also be better linked, for example by having a team of professionals carrying out reintegration sessions (e.g. Migration Services official, health specialist, and psychologist), and referral also to relevant economic resources such as vocational training or even linking to specific private sector actors with employment opportunities.
- **Improve referral or linking to available services when new activities are being piloted, to avoid that consultants carry the burden of continuing support.** For instance, the psychologist is still in contact with many migrants with acute psychological issues, particularly several women. The health specialist also reported continue to support the migrants with disabilities.

6. Recommendations

Based on findings and conclusions described above, the following recommendations are provided for consideration by IOM in the implementation of ongoing and future projects.

IOM Country Office in Tajikistan is recommended to:

1. By the end of 2020, carry out project development and fundraising to enable IOM to continue supporting livelihoods and reintegration support for migrants, building on the vast and strong experience and knowledge that has been consolidated within the project team.
2. By the end of 2020, promote expansion of case management and reintegration planning sessions. This may involve a short lessons learned document (prepared by the end of the project period) with key points to be shared with government partners at the close of the TAIRR programme, to promote institutionalization of the good approaches that were piloted. For instance, in case of limited current resources it could be suggested to explore how to integrate reintegration topics into other related activities that are already included in internal action plans, such as those related to preventing violent extremism or prevention of diseases.
3. By the end of the project period, take steps that will facilitate eventual sharing of key lessons learned and good practices from TAIRR with future similar projects, whether implemented by IOM or other actors. Ensure that all project documents are saved, organized, and available to IOM staff that will stay in the Mission, including sources of knowledge on lessons learned and good practice (evaluation report, lessons learned reports, grant effectiveness report, knowledge assessment, etc.).
4. Within the next year, pending the outcome of IOM project development and fundraising, make key learning documents available to external partners in case IOM is unable to continue directly supporting similar work.
5. In the months following project completion, consider conducting a final internal learning session to present and discuss findings of this evaluation and other lessons learning, in case the good practices can be beneficial to colleagues in other Missions.

7. Annexes

1. **Evaluation Brief** – Two-page summary of key findings, conclusions and recommendations.
2. **Evaluation Terms of Reference (ToR)**
3. **Evaluation Matrix**
4. **Inception Report**
5. **Documentation reviewed**
6. **Persons interviewed or consulted**
7. **Field visit agenda**