International Organization for Migration (IOM)

The UN Migration Agency

EVALUATION OF THE
GHANA INTEGRATED MIGRATION MANAGEMENT
APPROACH PROJECT

MARCH 2017

Table of contents

Acronyms

Acronym	Full Name
BPU	Border Patrol Unit
EU	European Union
FMM West Africa	Support to Free Movement of Persons and Migration in West Africa
GIMMA	Ghana Integrated Migration Management Approach
GIS	Ghana Immigration Service
GSGDA	Ghana Shared Growth and Development Agenda
GSS	Ghana Statistical Service
HQ	Headquarters
IOM	International Organization for Migration
IML	International Migration Law
ISATS	Immigration Service Academy and Training School
IT	Information Technology
MFA	Ministry of Foreign Affairs and Regional Integration
MIB	Migration Information Bureau
MIC	Migration Information Centre
MIGOF	Migration Governance Framework
MoU	Memorandum of Understanding
NCE	No-cost Extension
OECD – DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
OIG	Office of the Inspector General
PPME	Policy, Planning, Monitoring and Evaluation
PSC	Project Steering Committee
SOPs	Standard Operating Procedures
TOT	Training of Trainers
TWG	Technical Working Group
UNDAF	United Nations Development Assistance Framework

Executive summary

The Ghana Integrated Migration Management Approach (GIMMA) project, funded by the European Development Fund of the European Union, has been implemented since June 2014 with the aim to contribute to the Government's efforts to establish an integrated migration management approach. The project has three specific components: (1) the capacity of the Ghana Immigration Services (GIS) to implement effective migration management measures is strengthened; (2) information resources on safe and legal migration and alternative livelihood options have been made accessible to potential migrants, returnees and migration affected communities; and (3) the existing knowledge management system on migration is enhanced through a consultative process with key stakeholders. The project, although implemented by the International Organization for Migration (IOM), depends on strong collaboration of the GIS; the project had seven key focal points from GIS that followed each component and sub-component.

IOM's Office of the Inspector General (OIG) and the country office in Ghana agreed to conduct an evaluation of GIMMA due to the importance of migration management projects in the context of the IOM Migration Governance Framework (MiGOF) that outlines comprehensive approach to well-managed migration. The objective of the evaluation is "to evaluate the relevance, performance and achievements of the project; to assess IOM collaborative approach and strategy in implementing capacity building initiatives, raising awareness of and offering alternatives to potential migrants, and strengthening data management; and to recommend any corrective measures for its finalization".[1]

The GIMMA project was properly aligned to the Government of Ghana's priorities and strategies particularly as set out by the GIS strategic plan and the new National Migration policy. GIMMA has remained flexible and adaptable to the needs of its partners and its main stakeholder, GIS, and therefore relevant within the country. Decisions related to beneficiary or site selections were primarily determined by GIS however participatory assessments were conducted to confirm the needs; this allowed the project to adapt its activities according to the findings and ensure agreement by all the stakeholders.

The coordination structure of the project identified roles and responsibilities within both IOM and GIS. Although challenges were faced at the start due to the very different institutional mechanisms of the main partners, IOM and GIS, clear efforts were made to minimize the negative impact of these challenges to implement the project smoothly. There are ways to further strengthen coordination in the remaining months of the project such as increasing the frequency of steering committee meetings and establishing mechanisms for communication and accountability between partners.

Each component was implemented independently of the other. Under Component 1, successes of the project include the development of the legal handbook, the review of the GIS training curriculum and the support provided to the ISATS, a top priority for GIS. Continued monitoring is required to determine how the activities will lead to changes in training and increase in knowledge. Border post rehabilitation was still ongoing during the time of the evaluation and hence it was too early to determine the effect of this support. Overall, there is an urgent need to ensure that maintenance plans are developed to operate the transfer and ensure proper usage of all equipment provided.

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[1] Evaluation Terms of Reference.

Under Component 2, the Migration Information Centre (MIC) in Sunyani and the Migration Information Bureau (MIB) in Accra were built or renovated during the project. GIS officers provide the information to the public via both the MIC and MIB and conduct outreach activities within the communities. The draft operational plan including the methodology and the messaging should be finalised and applied in both centres to ensure consistency. IOM should be present for all activities and together GIS and IOM should monitor the effectiveness of the information dissemination. Given that the livelihood activity had not yet been implemented, although all preparations were on the way, the evaluator was not able to determine to what extent it would demonstrate that alternatives to irregular migration exists within the community. As the project will soon be coming to an end, GIMMA should identify the follow-up support to the community past the project cycle.

Component 3 required more collaboration with other stakeholders in addition to GIS to improve migration data management. A common data template was developed amongst over 20 stakeholders to agree on common data sharing, which was a significant achievement, although it has not been put into use yet. At the time of the evaluation field visit, data processing units had been procured and GIS was being trained on their usage to capture and analyse the data of migration to and from Ghana from all border posts. Further elaboration of the action plan for developing the migration profiles is needed as progress is delayed.

Overall the project has taken efforts to increase its sustainability since the project development phase. The in-kind and financial contributions of GIS and their participation in the project are positive, however the lack of a maintenance plans for all the equipment purchased and provided to GIS is a concern to main stakeholders and weakens the sustainability. Currently there was no clear evidence that the project was already having an impact on migration management; an impact evaluation would be beneficial particularly given the launch of the EU Trust Fund project and other regional efforts for migration management.

The project has done a commendable job in documenting its processes. The results framework developed for the project requires some adjustment; the project could benefit from a monitoring plan to ensure that the remaining results are monitoring closely. Efforts have been made to mainstream gender within the confines of the gender balance within GIS.

IOM has been strictly following its guidelines and financial controls throughout the implementation. Nonetheless, the burn rate has been low and a no-cost extension was requested to the donor. Considering the three separate components and sub-components, concerns were raised by interviewees that the project staffing structure is too lean; 18% of the budget was dedicated to staff and office. This could have been increased given that IOM recommends no more than 30%.

The project has yet to reach all its results as many of the activities are still ongoing; more monitoring of the results is needed to gauge these efforts. However, there are some successes which were regularly highlighted in documentation and by interviewees particularly related to the development of the legal handbook and the subsequent training to all GIS officers. The contribution of computers at the ISATS for new GIS recruits has the potential of greatly improving the efficiency of GIS officers once in the field. An overview of the key findings and recommendations is provided in the final section of the report.

1. Introduction

1.1. Background of the GIMMA project

The International Organization for Migration (IOM) launched the Ghana Integrated Migration Management Approach (GIMMA) project in response of the growing need to support the Government of Ghana in managing migration, a priority area for the Government. The GIMMA project started on 1 June 2014 and is expected to be completed by 31 May 2017[2] for EUR 3 million funded by the 10th European Development Fund (EDF) of the European Union. The overall objective of the project is to contribute to the Government's efforts in the establishment of an integrated migration management approach. The project has three specific components:

> **Component 1**: The capacity of the Ghana Immigration Services (GIS) to implement effective migration management measures is strengthened;
>
> **Component 2**: Information resources on safe and legal migration and alternative livelihood options have been made accessible to potential migrants, returnees and migration affected communities; and
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> **Component 3**: The existing knowledge management system on migration is enhanced through a consultative process with key stakeholders.

Under Component 1, GIMMA has three main results: (1) improve the understanding of domestic, regional and international legal instruments through the development of a legal handbook and subsequent training of the handbook, (2) enhance the training capacities of the Immigration Service Academy and Training School (ISATS) by providing them with information technology (IT) equipment; and (3) provide selected border posts with equipment to strengthen their border control.

Component 2 has four main results which includes re-defining the role and structure of the Migration Information Bureau (MIB) (result 1), making the MIB and the Migration Information Centre (MIC)[3] operational (result 2) in order to ensure that potential Ghanaian migrants are better informed about the risks of irregular migration and the legal channels of migration (result 3). Finally, the project intends to provide alternative livelihood options in one targeted community (result 4). Both Components 1 and 2 provide support and capacity to GIS, the primary partner of the project.

The last component, strengthening the knowledge management system necessitates coordination amongst several stakeholders (result 1), to develop a national migration data management framework to guide data collection and analysis by all relevant stakeholders (result 2) and subsequently to develop a migration database (result 3). Finally, data will be analysed and made available for policy makers to facilitate better planning (result 4) which includes updating Ghana's Migration Profile. Please see Figure 1 showing the locations of the activities in Ghana.

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[2] At the time of the evaluation, a no-cost extension (NCE) was being discussed with the donor.
[3] Although the MIC is administratively under the Brong Ahafo regional command, the MIB has technical oversight for the MIC and activities related to public education hence the different names for each.
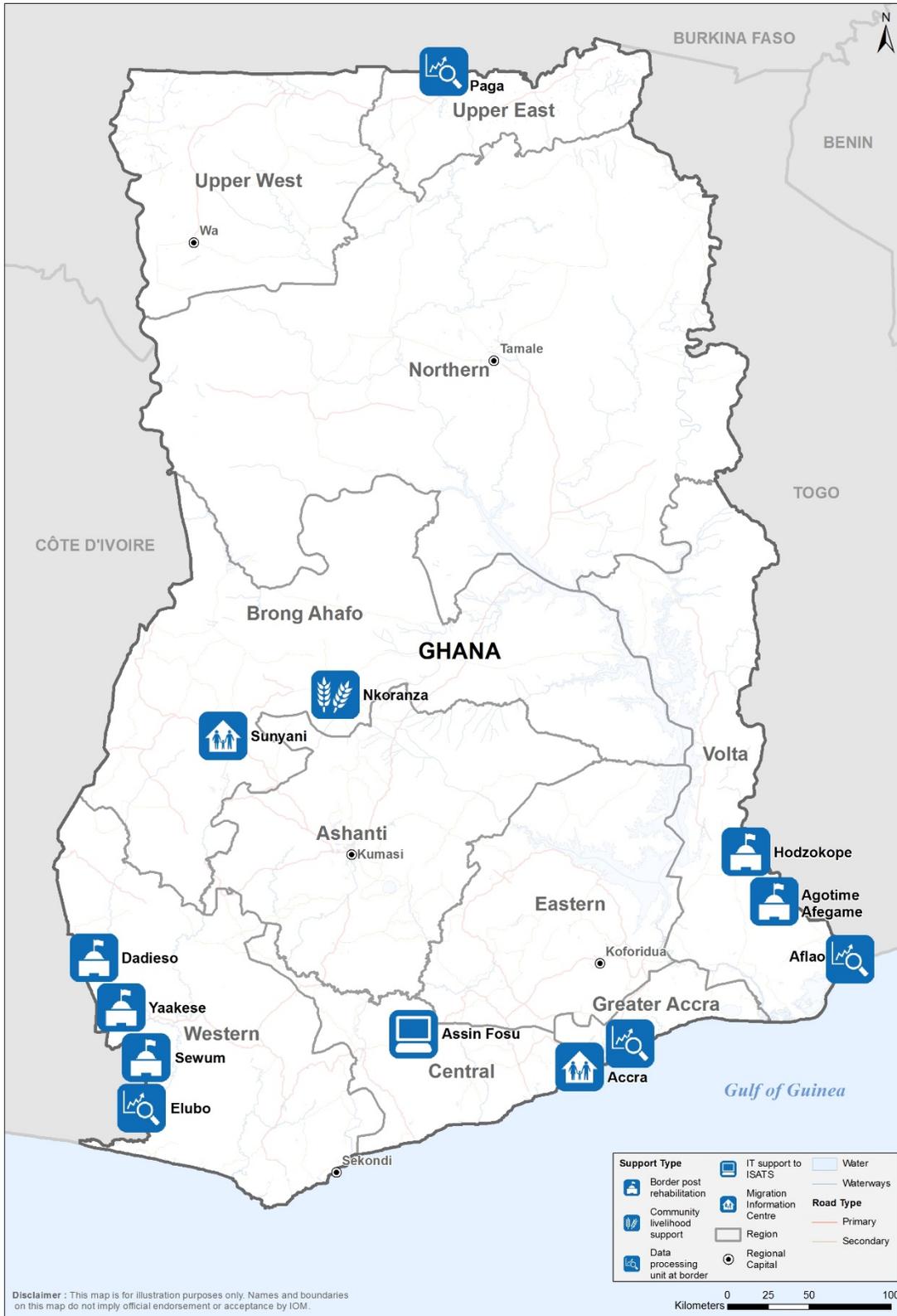
Figure 1: GIMMA activities within Ghana June 2014 - February 2017

1.2. Objective of the evaluation

IOM's Office of the Inspector General (OIG) and the Country Office (CO) in Ghana agreed to conduct an evaluation of GIMMA due to the importance of migration management projects in the context of the IOM Migration Governance Framework (MiGOF) that outlines comprehensive approach to well-managed migration. The objective of the evaluation is "to evaluate the relevance, performance and achievements of the project; to assess IOM collaborative approach and strategy in implementing capacity building initiatives, raising awareness of and offering alternatives to potential migrants, and strengthening data management; and to recommend any corrective measures for its finalization".[4]

The evaluation analyses the project through the evaluation criteria of relevance, effectiveness, efficiency and outcome.[5] Impact and sustainability are also taken into account as much as possible given that the project is still ongoing.

1.2.1. Methodology

An evaluation matrix was developed at the start of the evaluation and shared with the GIMMA Project Manager to assure a common understanding of the evaluation methodology. Based on this, the evaluation was conducted through documentation review (Annex 2) provided by the country office and identified by the evaluator. Furthermore, 29 interviews (including 13 women) were organized taking into account the role and responsibility of each interviewee (Annex 3 and 4 provide a list of the people interviewed and the interview guide respectively). The evaluator conducted two focus-group discussions (one for each gender) with returned and potential migrants in Berekum, a high-migration sending community in Brong Ahafo region. The evaluation commenced in February 2017 with a nine-day field visit undertaken to Ghana (see Annex 5 for the itinerary) which included travelling to different project sites.

1.2.2. Report outline

Within the report, relevance of the project, the effectiveness of coordination, and monitoring and reporting are all analysed holistically. The performance of the project (effectiveness and outcome) is analysed separately for each component. Finally, an analysis of efficiency, impact and sustainability is provided. Key findings and recommendations are highlighted in the sections and summarized in the conclusions section.

1.2.3. Limitations

The evaluation faced several limitations that affected the process and analysis. The evaluator was unable to visit Nkoranza where the alternative livelihood support was being conducted and thus analysed the situation based on interviews with IOM and GIS and the documents provided. The evaluator intended to have a focus group discussion with the newly formed trainers for the legal handbook; however only two were available at the agreed time. The evaluator was also unable to meet with the focal point for

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[4] Evaluation Terms of Reference.

[5] IOM Evaluation guidelines uses the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC) evaluation criteria with evaluation being defined as an assessment "to determine the relevance and fulfillment of objectives, developmental efficiency, effectiveness, impact and sustainability" of efforts supported by aid agencies: www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/about_iom/eva_techref/Evaluation_Guidelines_2006_1.pdf; or www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm.

Component 3 at GIS due to conflicting scheduling and did not meet with other agencies involved in Component 3, apart from the Ghana Statistical Service (GSS). Interpretation was necessary for the focus group discussions undertaken with migrants and potential migrants in Berekum and was provided by an IOM staff. Discussions has been held with the IOM GIMMA team to consider the possibility of conducting a survey with different stakeholders, notably GIS officers; however due to the difficulty in being able to administer such a survey electronically and ensure that officers would respond, it was considered unfeasible. In hindsight, the evaluator should have conducted discussions with the officers working at the MIC and the MIB however at the time, meetings were set up only with the head.

2. Evaluation findings: relevance, performance and achievements

2.1. Relevance of the project design

The GIMMA initial project design is based on the GIS' initial proposal that addresses border management issues and raises awareness on migration challenges as well as requests from other Ministries and stakeholders. The final proposal directly responds to various Government assessments, strategies and policies which outlined the need to manage migration, provide improved border support, curb irregular migration or improve data on migration. Examples include:

1. The Ghana Immigration Service, Strategic Plan 2011-2015 highlights key objectives such as providing capacity building to GIS officers or providing support to border posts.
2. The Medium-Term National Development Policy Framework, Ghana Shared Growth and Development Agenda (GSGDA) II, 2014-2017, prioritises migration for development as the major area for policy intervention, yet it also outlines some of the challenges faced in managing migration and the need to improve border management technology.
3. The National Migration Policy in which, although adopted in April 2016, many of the strategic priority areas such as irregular migration (section 4.2.1.2 states "increase public awareness about the dangers of irregular migration to promote informed migration decision making"), border management (section 5.1 states "strengthen government capacity of border management systems and technology"), or migration data and information management (section 11.1.1 states "to collect, analyse, and utilise migration data" and "to promote coordination among migration related institutions) are also addressed by GIMMA. The draft policy was available at the time that the GIMMA proposal was developed.
4. The Joint Declaration on Ghana-EU Cooperation on Migration, signed by the EU and Ghana in April 2016, highlights agreed action that would be taken by both parties and mentioned GIMMA as one of the migration initiatives that addresses root causes of migration.

The GIMMA project is highly relevant given the priorities set out by the Government and also given the high visibility of migration within the country. In 2016, an estimated 120,000 Ghanaians are found in the 28 EU countries, of which 4,660 illegally so.[6] Furthermore, as highlighted by the National Migration Policy, there is a lack of reliable and up-to-date data which limits the Government's ability to integrate migration into planning processes. The lack of data was systematically raised (and also referenced in the GIS strategic plan), providing further evidence of the need to strengthen migration data management.

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[6] Joint Declaration on Ghana-EU Cooperation on Migration, Accra, 16 April 2016.

2.1.1. Relevance to IOM and UN approaches in Ghana

The GIMMA project is consistent with IOM Ghana's strategic plans. The initial plan (2011–2015) for the Country Office referenced the GSGDA and had a strategic objective "to contribute to regular and safe migration and prevent irregular migration amongst potential migrants." The strategy included interventions such as implementing safe migration campaigns, building capacity and addressing the root causes of migration. Furthermore Strategic Objective 6.3.4 "to contribute to the Government of Ghana's objectives to manage mixed migration flows" included improving migration data management and building capacity of officials. The draft IOM Ghana plan for 2016–2019, now in line with the global IOM MIGOF approved by IOM Council in December 2015, demonstrates how GIMMA supports different key principles and objectives of the MIGOF: Principle 2 (evidence and whole-of-government approaches), Objective 1 (socio-economic well-being of migration and society) and Objective 3 (safe orderly and dignified migration).

Furthermore, the country office is ensuring that there is a coordinated approach between existing and future projects within the mission. For example, the newly developed EU Trust Fund proposal will continue to support information awareness activities and build on improved data on migration management. Although interviewees highlighted that further improvements could be made to strengthen coordination between various divisions, there were still examples of good coordination such as hiring the same consultant who had worked on GIMMA within another IOM project, which, although not the reason for rehiring, helped to strengthen the linkages and knowledge gained from one project to another.

GIMMA received co-funding from the Support to Free Movement of Persons and Migration in West Africa (FMM West Africa) which is a project implemented by a consortium led by IOM in Nigeria. This support was provided for the training workshop on migration data management strategy in July 2016 given the similar approaches of both projects. Furthermore, FMM was able to include other agencies such as the African Union Statistics Division, the Economic Community of West African States (ECOWAS) Statistics, IOM Global Migration Data Analysis Centre and UN Department of Economic and Social Affairs (UNDESA) who were all able to share information and provide different perspectives. As FMM supports the development of migration data guidelines for ECOWAS, the workshop was used to test the data collection kit they had developed.

The GIMMA project is also referenced and reported against in the United Nations Development Assistance Framework (UNDAF) under Thematic Area 4 "transparency and accountable governance" and particularly in Outcome 11 "data for evidence-based planning and decision-making."[7]

2.1.2. Adapting GIMMA based on needs and beneficiary selection

Given the vast approaches and stakeholders in each component, the project had a number of different beneficiaries: officers of the GIS, potential and returning Ghanaian migrants and other government agencies such as the GSS and the MFA. The beneficiary selection process, particularly for Components 1 and 2, was primarily determined by GIS. The Service identified the officers who would be focal points for the various components of the project in addition to those who would be trained as participants in training

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[7] UNDAF Annual report 2014-2015

or as trainers. IOM made recommendations such as ensuring gender balance in the selection process, or proposing the adequate profile for the job: for instance people with strong communication skills to work in the Migration Information Bureau and the Migration Information Centre, or people with legal background to facilitate the legal handbook training. Based on interviews, officers were properly selected for the various tasks and responsibilities. One lesson learnt identified within the project was that the newly posted officers at the MIC were junior officers with limited experiences engaging the media or speaking in public and therefore they had challenges in actively conducting information campaigns and attending to visitors. It was therefore recommended that this be considered when assigning officers for the MIB.[8]

Decisions as to where to provide assistance were made differently, based on the various components. The border posts, for instance, were selected by GIS. Due to the lack of pre-existing data on migration within the country, GIS' decisions as to where to provide support were based on where the most support was needed and where previous incidents of human trafficking and smuggling had been reported. Subsequently, the GIMMA border assessment was conducted within the five selected border posts to confirm the needs. The assessment of the knowledge, attitudes, practices and behaviours relating to migration was conducted in communities that had been identified by IOM and GIS teams in advance based on high concentrations of people engaged in irregular migration.[9] This approach, given the lack of data, was appropriate and allowed the project to adapt its activities according to the findings of the assessments.

GIMMA selected Nkoranza, a community of high migration, to provide the alternative livelihood support (under Component 3). Instead of focusing on 40 migrants who had voluntarily returned, GIMMA targeted returned and potential migrants based on the community's feedback during a stakeholder meeting and then confirmed during an initial assessment. This is one of several examples of how GIMMA remained relevant throughout the project duration by adapting to the context and seeking feedback from beneficiaries. Some key positive changes that took place during the project are:

1. The legal handbook was developed in-house, and not with a consultant as initially suggested, in order to improve ownership within the GIS and build the capacity of the Technical Working Group (TWG) members in charge of overseeing the development of the handbook.
2. GIMMA included the finalisation of the training curriculum and syllabus that had initially been started through another EU-funded project. The training programme had to be made more operational by distinguishing the knowledge required at different ranks and professions within GIS.
3. The MIC in Sunyani and the MIB in Accra were relocated to improve accessibility for citizens. Initially, both centres were only to be rehabilitated, yet requests were made at the start of the project to relocate them; the MIC in Sunyani is based outside the GIS offices and in Accra, the MIB is within the new GIS headquarters.
4. Given the migration crisis in the Mediterranean Sea region, GIMMA has had higher visibility and collaborated more with media, although this was not part of the original plan. Furthermore, in light of the increased number of Ghanaians migrating to the Middle East, awareness activities have included information on this migration flow, warning people about the dangers of this route as well.

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[8] Additional officer for MIB is being identified now so it is not possible to determine if this was taken into account.
[9] Stratcomm. GIMMA – Strategic Communication: An Assessment, November 2015.

The project is properly aligned to Government of Ghana's priorities and strategies particularly as set out by the GIS Strategic Plan, the GSDA and the new National Migration Policy. Furthermore, GIMMA is hinged to IOM's own strategic approach for the country. GIMMA has remained flexible and adaptable to the needs of its partners and particularly its main stakeholder, the GIS, thus remaining relevant within the country. Decisions related to beneficiary or site selections were supported by participatory assessments to confirm the needs; this is a good practice to ensure full transparency and understanding by all the stakeholders.

2.2.   Performance of the project components

Under this section, the coordination structures that were put in place by the project will be reviewed. Furthermore, a holistic analysis of the project monitoring and reporting will be undertaken and each of the three project components will be analysed separately as they were implemented independently of each other; analysis will be based on the effectiveness of the approach and the outcomes attained thus far.

2.2.1. Coordination structures within GIMMA

The GIMMA coordination structure required GIS participation at all levels. The primary focal point, the head of the Policy, Planning, Monitoring and Evaluation (PPME) was identified within GIS to oversee all three components on behalf of the GIS and another six focal points[10] were identified to support the various activities within the project. It was evident through the course of the evaluation that the components were implemented independently and did not require progress on the other components to succeed. Some interviews were concerned that it did not thus indicate a comprehensive approach to migration management. Furthermore, there were concerns that the IOM project structure was too lean and could have benefited from more staff given the many subcomponents and timeframe (see section 2.3 for more information).

A Project Steering Committee (PSC), made up of the EU, GIS (co-chair), GSS, IOM (co-chair), MFA, the Ministry of Finance, and the Ministry of the Interior, ensures oversight for the project to meet its objectives, approves any changes and provides strategic guidance.[11] The PSC meets at least three times a year. Minutes of all the meetings are kept and proper follow up of the action points is done. Although the structure is rigorous and well established, in order to supervise the implementation of the project, some challenges faced merit being raised.

The different institutional structures between IOM and GIS meant that a significant amount of time was required for both IOM and GIS to learn about each other's operating procedures. GIS being a paramilitary organization has a strict approach to rank and decisions must escalate up to high ranking officers. This adaptation period generated a slow start to the project as the agencies required adjustments to make the

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[10] Focal points were for the following activities: legal handbook, migration data, border patrol, the MIB, ISATS and the MIC. The ISATS IT lab focal point was no longer involved when that activity was complete and another focal point for the MIC was eventually added.
[11] PSC TOR.

new partnership work. At the time of the evaluation, the relationship was however considered strong by interviewees.

In 2016, there were also changes in the structure of focal points; three were changed,[12] requiring a period of adaptation for the new ones to continue supporting the GIMMA project. IOM maintains strong relationships with all focal points; however, in July 2016 at the PSC, a communication breakdown was noticed as IOM was informally communicating with all six focal points, yet this information was not always being provided to the primary focal point, leading to delays in decision-making. The solution was to have a mid-term review with all the focal points in October 2016, to which the EU was invited, to discuss the project and how to improve coordination. Many interviewees felt that coordination was strengthened following this meeting, yet that the project could also benefit from formal coordination procedures.

Interviewees complimented IOM's flexibility and ability to respond and find solutions to various requests and problems. However, there was also concern as, at times, activities could not be implemented due to the number of changes expected, making it difficult to proceed and causing further delays. An example includes identifying the statistical package for the data processing software under Component 3 which took over a year to agree to with the GIS and was raised in the PSC in October 2015 and again in October 2016.

Given the limited project time left, it is important that the remaining issues, particularly those related to slow decision-making, be addressed to maximize the use of time remaining. This may mean considering increasing the number of PSCs, establishing formal coordination procedures including for addressing non-compliance of agreed tasks, and finally, holding more regular focal point meetings such as the one that took place in October 2016.

Besides the PSC forum, in the last six months there was no regular coordination between the donor and IOM thereby limiting the donor's knowledge and ability to contribute to the project as may be required and beneficial. Challenges were brought to its attention at the PSC or after IOM had attempted to solve them. The project would certainly benefit from more regular communication between the EU and IOM as a means of contributing to solution-finding.

KEY FINDINGS

The project has a strong coordination structure that clearly outlines roles and responsibilities of the various stakeholders. However, challenges were faced at the start due to the very different institutional mechanisms of the main partners, IOM and GIS. Clear efforts have been made to minimize the negative impact of these challenges and ensure that the project can be implemented smoothly.

RECOMMENDATIONS

Improved coordination approaches should be agreed to in order to maximize the amount of time left in the project cycle. They could include increasing the frequency of the PSCs, formal procedures for communication and accountability for decision-making, and regular focal point meetings.

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[12] The focal points for MIB, MIC and migration data were changed.

Regular meetings with the EU should resume where IOM can provide updates on the implementation of the project and seek EU support and advice when it may be necessary.

2.2.2. Component 1 – capacity building to GIS

Results[13]	Update of completed activities and outputs [14]
1. **Understanding of domestic, regional and international legal instruments governing migration in Ghana is strengthened, leading to a more effective implementation** 2. **Training capacities of the ISATS are enhanced through the provision of equipment and capacity building support** 3. **Select border posts in key border areas are strengthened to execute more effective border control**	• GIMMA has developed the legal handbook and completed the Training of Trainers in order to train a minimum of 481 officers before the end of the project on the handbook. • The revision of the curriculum was completed and the syllabus was near completion at the time of the evaluation visit. • GIMMA sensitized 567 GIS officers on the new handbook and the revised curriculum in preparation for the training. • The ISATS' new IT computer lab was completed and officially launched in April 2016. • The construction of the new border posts had started at the time of the evaluation and all the equipment for the border posts has been procured though not handed over to GIS.

Legal handbook and training curriculum

As previously mentioned, adjustments were made within Component 1 based on requests from GIS at the start of the project (February 2015), including developing the legal handbook through the GIS Technical Working Group instead. Although this delayed the process, it ensured improved ownership; the TWG members also built their capacity as they reviewed national laws to be included in the legal handbook. All six TWG members were also sent to International Migration Law (IML) training in Italy to raise their awareness of the importance of international legal instruments in the management of migration. They were also able to see how training was organized in a participatory approach. Each participant also contributed to IML post-training reports and highlighted their own recommendations for developing the legal handbook. The TWG members will be supporting the newly formed trainers as they will roll out training sessions on the legal handbook between March and April 2017.

The Training of Trainers (TOT) on the legal handbook was completed in January 2017 by 25 GIS officers including five women. Starting in March, the trainers will be travelling to all 10 regions in Ghana to train a minimum of 481 officers through 13 training sessions in 11 regions.[15] Currently, some of the new trainers have already been used by ISATS to provide training on law to the new GIS recruits; this was an unexpected result of the training as the intention was not to have the newly trained officers used at ISATS. According to the officers at ISATS, this has already drastically improved the quality of the training as the students have an improved understanding of the laws and the trainers are better prepared with teaching materials and presentations due to the TOT. The TWG and the newly formed trainers also have their own respective WhatsApp platforms as they prepare for the training sessions that will be conducted on the legal handbook. One of the newly trained trainers explained that the handbook is now a key tool they depend on in their daily work and as they prepare for the training.

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[13] As per the GIMMA Proposal.
[14] This is not providing an exhaustive list of the activities nor does it include preparations or meetings that may have been conducted to complete the activities.
[15] Ghana has 10 regions however Immigration also has 1 additional administrative region (Tema).

Furthermore, the existing training syllabus of the GIS was revised to ensure that it clearly identifies the different types of knowledge and skills required for officers working at different levels within the Service. The syllabus was completed and the curriculum was being finalized at the time of the evaluation. Five-day sensitization workshops on the handbook and the new syllabus were conducted for 567 officers nationwide in August 2016. Interviewees, many of whom participated in the sensitization, considered these workshops to be positive as they allow officers to become aware of laws related to their jobs. For example, although officers knew that they had a role to play to combat terrorism, they were not aware of the Anti-Terrorism law; furthermore, GIS officers now understand that they have a role under the Foreign Exchange Act to prevent money laundering. In some regions, officers who had participated in the workshops went on to create WhatsApp platforms to discuss laws and share experiences according to one GIS officer.

ISATS training capacity support

Although the ISATS computer lab and the donation of 71 computers[16] was complete in April 2016, these computers had not yet been used by the School. This is mostly due to a hiatus on new recruitments of all public servants by the previous Government which was lifted in December 2016. Hence it was not possible to determine how the new lab has benefited the ISATS. Given that computer skill training has always been part of the curriculum even when ISATS did not have computers, it will be a significant improvement to have the newly formed officers practice on computers. Other skills such as map-reading will be done in the IT lab as well. The first training course is expected to take place in April 2017; it would be important for IOM to monitor this process soon after the first course as per their project plan. The completion of the computer lab is a long-term investment for GIS that will allow to better equip junior officers and ensure that they will be more effective when posted in the field where they may be required to use computers.

Strengthening of border posts

GIMMA supported the upgrading of five border posts and confirmed their needs based on the border assessment undertaken in April 2015. The decisions regarding which equipment to procure were determined by a list established by the Border Patrol Unit (BPU) of the GIS and subsequently agreed upon based on funding availability. Initially only one vehicle was to be purchased; however, given the assessed needs, two border posts were finally provided with vehicles (given the vast area of land they cover) and each of the five posts was provided with a motorcycle. Other equipment such as night vision goggles, handheld metal detectors, tents, and communication equipment were also procured and are presently at the IOM office waiting to be delivered. Finally, each post will be supplied with a prefabricated building for the accommodation of officers and for the use of offices. At the time of the evaluation, none of the border posts had received their equipment nor had the buildings been completed. The delay in delivering the equipment was two-fold: (1) the prefabricated buildings needed to be completed to ensure that the equipment would be secured once delivered and (2) a maintenance plan is required from GIS to show how all the equipment will be maintained in the long term. As agreed to with the donor, until this plan is provided, the procured goods will not be handed over. This should be a top priority for the GIMMA team or the PSC to ensure that equipment will be used during the project life cycle.

Following the process of identifying the land, getting permissions from the district office, clearing the land and preparing the foundation, the Yakese border post started being constructed the week prior to the visit (end of January 2017). It faced one complication as a flush toilet was being constructed within the

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[16] One laptop for the instructor and 70 desktops for the students.

building, yet no provision had been made to ensure that there would be water available. The contractor was present at the site at the time of the visit and together with an IOM staff member, this was being resolved although no budget had been allocated thus far. According to IOM staff, this is the only site out of the five with this problem. All other border post buildings were in the process of being constructed at the same time.[17] It should be noted that IOM followed up with the allocation of land provided for the border posts to ensure that, if families were relocated, they were being properly compensated for their land which remained the responsibility of GIS.[18] Furthermore, all border posts have been supplied with solar panels for electricity and a backup generator.

Whilst stakeholders interviewed at the site were supportive and confident that the assistance would significantly improve their work, there were also concerns given that they had not received the equipment yet and wanted assurance that the equipment and vehicles would be coming to the border posts. Although the ultimate delivery of the goods falls on GIS, it is important it be monitored by IOM to comply with the contractual agreement regarding the transfer and usage of the equipment for the reasons it was intended. As mentioned already, the maintenance plan is necessary (both at HQ and at the regional level) and officers should also be trained in this respect to ensure that all equipment is properly maintained and that roles and responsibilities are clearly defined.

KEY FINDINGS
The development of the legal handbook and review of the training curriculum was considered a priority need for GIS and hence a success of the project. GIS officers who had been sensitized expressed improved understanding of the laws and there was anecdotal evidence of positive efforts being done, such as WhatsApp platforms, to continue learning. Likewise, the support provided to the ISATS was equally considered a top priority for GIS and it was just unfortunate that in 10 months, the computers had not yet been used. Finally, it is too early to determine the effect that the support to the border posts will have besides providing the officers with necessary equipment, training and offices that they currently do not have.

RECOMMENDATIONS
A maintenance plan for the equipment provided under GIMMA is necessary to operate the transfer and ensure proper usage of the equipment and overall sustainability.
In the remaining months of the project, IOM should plan to conduct several monitoring trips together with GIS HQ to the ISATS (following the first training course in the IT lab) as well as to the border posts once equipment has been distributed in order to ensure compliance with IOM's project proposal which commits to monitoring.

2.2.3. Component 2 – information dissemination and alternative livelihoods

Results	Update of completed activities and outputs

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[17] The evaluator only visited the one border post.
[18] This was not part of the GIMMA budget.

1. **The role and institutional structure of the MIB[19] is redefined** 2. **Two MIBs are operational and have been provided with the necessary equipment, information materials and communication tools** 3. **Potential Ghanaian migrants are better informed about the risks of irregular migration and legal channels of migration** 4. **Alternative livelihood options are recognised among the target communicates with high numbers of returnees from Libya.**	• The MIC in Sunyani was completed in February 2016 and has received the necessary equipment: office furniture, supplies, and communication equipment to operate fully. Currently there are 12 people working at the centre. • The refurbishment of the MIB in Accra is near completion and new activities have not yet commenced.[20] • Communities of high return were identified both in Brong Ahafo region and Accra for the MIC and MIB to conduct information dissemination activities. These have started through the MIC in Sunyani. • Planning for alternative livelihood options is ongoing in Nkoranza, however the 20 individuals who will receive the support have not yet been identified.

Support to MIC in Sunyani and MIB in Accra

The refurbishment of the MIC (initially called the Migrant Consultation Centre) in Sunyani and the MIB in Accra was delayed as it was suggested that the centres be moved to other locations. This was agreed to by the EU in February 2015 as part of the changes requested in budget and activities as already mentioned. The MIC was subsequently located outside of the GIS offices to be more accessible for the potential migrants seeking information; the building was completed in February 2016 and received all the necessary equipment to conduct its work, including a vehicle. It should be noted that the MIC is now wheelchair-friendly as a ramp has been installed.

Interviewees felt that the MIC location, outside the GIS offices, was positive and would allow for more visitors. When the newly built MIC first opened, they received 153 visitors (100 male and 53 female) between February and May 2016; however, subsequently the numbers have drastically decreased.[21] Although it was agreed that something had to be done to increase these figures, no information was provided to the evaluator showing recent visits to the centre. During a focus group discussion with returnees and potential migrants in Berekum (about 40 km from Sunyani), migrants complained that the centre was too far; this was anticipated and hence the MIC officers also travel outside of the centre to the communities to disseminate information.

In Accra, the GIMMA team had to search for a location for the MIB and looked at options outside the GIS headquarters to make it more accessible; yet it did not find an adequate one. GIMMA also considered the MIB to be more sustainable, if it was part of the GIS headquarters. Eventually, following discussions, the MIB was placed in the newly refurbished GIS headquarters which should have been completed by mid-2015; however there were delays. In January 2017, MIB finally moved in and, at the time of the evaluation, had not started activities or opened to the public yet. The MIB is currently operating with only four officers and has made request for more staff. Though the MIC and MIB have been in existence before the GIMMA project and used for a similar purpose of providing information to migrants, the delays in refurbishment,

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[19] Initially the Centre in Sunyani was to be called a MIB.
[20] Noting that the MIB existed previously.
[21] The Progress report October 2016.

particularly for the MIB, have resulted in limited ability to conduct the information dissemination activities.

At the time of the evaluation, the MIB was not yet open to the public and there were no visible signs outside or inside the building to identify the MIB. It is important that significant effort be put in place to ensure that potential migrants can easily find the centre and feel welcome, particularly, given that they must enter the GIS headquarters to access the MIB. Some interviewees expressed concern that the location will deter the public to come to the MIB to seek information. Any efforts to make it more welcoming to the public may help.

Information dissemination activities

Communities of high return and potential migration were identified both in Greater Accra region and Brong Ahafo; as a result of the communication assessment further analysis about their information needs were determined and shared with the GIMMA team. In addition, a communication strategy was proposed by the same consultancy firm to help develop messaging in November 2015. The strategy insufficiently elaborated on the possible messaging and further work needed to be done to ensure a common approach and hence in November 2016, a subsequent meeting was held to agree on the key messages and methodologies for the information dissemination activities. Although messages were developed and an operational plan was drafted it was not finalized and based on the key informant interviews with IOM and GIS staff, it was not evident that the November meeting had adjusted the approach used by the MIC and MIBs. Thus far, besides the MIC flyer developed, there was no common message or information kit that was available and hence MIC officers developed their own messages and used videos that they found online to share messages about irregular migration. Although the efforts are commendable, the risk of this ad hoc approach is that messages can vary, could be contradictory and furthermore can conflict with IOM's efforts to encourage neutral messaging related to migration. In February 2017, a workshop was planned to finalise the operational plan that is based on the GIS Standard Operating Procedures for MIB and MIC.

During a focus group discussion[22] with potential migrants and returnees outside of Sunyani, most had heard about the MIC and the information provided; just over half of the men had participated in an activity or heard a radio spot about irregular migration. All of them were aware of the dangers of irregular migration and whilst most of the women reported that they would not want to go (again or at all), about half of the men said that they would consider taking on the journey (again or for the first time). The lack of opportunities experienced in the communities and the pressure from friends who "made it" were some of the reasons for wanting to take the risks of migrating irregularly. Despite knowing the risks and explaining the push and pull factors that led people to make this decision, all participants highlighted the importance of disseminating information on safe migration and the risks of irregular migration. When asked whether they were comfortable speaking to an immigration officer about migration, there was some hesitancy and generally the participants expressed discomfort even though the GIS officers at the MIC do not all wear their uniforms. Whilst this discomfort may not be felt by all, it is important for GIMMA to be aware of it and identify how best it can be addressed. One suggestion is to conduct more activities in partnership with other stakeholders such as church groups or with other non-governmental organizations thereby ensuring that other stakeholders are more formally part of the process. IOM should also attempt to participate in all the activities, in both Sunyani and Accra, as well as it was not always clear

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[22] Two focus group discussions took place, one for men with 24 participants and another for women with 9.

that this was presently the case. At the MIC, since August 2016, IOM has not participated in the activities as the previous IOM staff seconded to the MIC left at that time and the recruitment process for a new staff was delayed. The new staff, who started in Accra in November will be joining the MIC team at the end of February; this should greatly help to improve communication between the MIC and IOM and ensure that a systematic approach to messaging and dissemination is done.

Based on interviews and documentation reviewed, it was not clear whether consistent activities with MIC and MIB officers were taking place outside of the offices. In Sunyani, communities thus far had been visited only once; the intention remains to conduct regular activities within the same communities. To do so effectively, varying messages and activities need to be developed and prepared to maintain audience engagement. Finally, thus far, messages were not adjusted based on gender which was deemed necessary. It was cited that most of the migrants are male, many of whom feel pressure from wives and girlfriends to travel. Women are also the ones primarily using alternative routes to the Middle East. The recent workshop should have hopefully addressed these elements. As per the Project Progress report, materials developed should be as visual as possible, given low literacy rates or lack of willingness to read a lot. Currently GIMMA is also looking at methodologies and approaches to measure the knowledge gained and effectiveness of the campaigns. This is also key and should be done as soon as possible to measure the progress thus far.

Alternative livelihood options in Nkoranza

As part of Component 2, GIMMA proposed to provide these options in targeted communities, but it was finally decided to focus on one community and limit the intervention to 20 individuals as oppose to the 40 initially planned. Thus far, GIMMA has identified the crops to plant (pepper and onion) and has agricultural extension officers from the Department of Agriculture[23] available to support the process. Land was identified within the community that would be used and provided by the chiefs; GIMMA pays a token amount. Based on IOM's experience in a similar project, lessons learnt were adapted to this activity; for example, the 20 individuals will plant collectively on the same plot of land which will help to ensure a more participatory approach that avoids potential corruption and facilitates monitoring. The plot of land is also very close to the community to ensure easy access to the gardens.

The intention is to have a revolving fund approach so that other community members can participate thereby increasing the reach of the activity. At the time of the evaluation visit, the GIMMA team was determining how to identify the beneficiaries ensuring that women would also be selected and that a selection criteria and process was also agreed to by the community. The identification of motivated and knowledgeable people is key to ensure that a sufficient number of harvest cycles takes place and thereby increase the number of community members that can participate in subsequent rounds. In order to have at least two harvests before the end of the project, planting must be done by end of March this year.

Given that the activity has not yet started, it is not possible to assess at this stage what the effect of this activity will have on highlighting alternatives to irregular migration. It is evident that the lack of opportunities in the communities of origin is an added push factor for migration; however, for these alternative solutions to bear results, a significant investment in time is needed to select the right

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[23] Extension officers works for the Department of Agriculture, a decentralized agency of the Ministry of Food and Agriculture.

individuals and the community needs to be engaged and to accept the decisions made. As the project will soon be coming to an end, GIMMA should identify the follow-up support past the project cycle. [24]

KEY FINDINGS
Although there were delays in building and renovating the MIC and MIB respectively, both are now complete or near completion. The current focus on developing SOPs is necessary to ensure that there is a workplan for implementation during the remaining months of the project. While potential migrants and returnees know the risks involved in irregular migration, focus group participants reiterated the importance of continuing to inform communities of the risks. Having GIS provide the messages maintains ownership and sustainability but may also create some discomfort for migrants.   The livelihood activity has not sufficiently been implemented to determine what effect it will have on highlighting the alternatives to irregular migration within the community.

RECOMMENDATIONS
GIMMA should identify ways of making the MIC and MIB more welcoming to migrants who may have some discomfort in seeking advice from immigration officers or entering GIS HQ (in Accra). One solution may include increasing the number of activities out of the centres and working more in partnership with other stakeholders that can participate in delivering messages to communities.   IOM should be present at all activities and, together with GIS, monitoring should be done of the information dissemination activities to measure knowledge as well as the effectiveness of the approach.   The selection process for the 20 individuals for livelihood support should be done in a community participatory approach so as to ensure full engagement and agreement of the community, which will improve the potential success of the project. Identifying sustainable options for support past the project cycle should be prioritized as well.

2.2.4. Component 3 – migration data management

Result	Update of completed activities and outputs
1. **Coordination among key stakeholders involved in migration data management is strengthened** 2. **A national migration data management framework is established** 3. **A national migration database is developed and regularly updated** 4. **Migration data are analysed and made available to policy makers to facilitate better development planning and migration management**	• The national migration data management strategy is complete and a data sharing template has been created. • Equipment for the data processing centres in the four major ports of entries and GIS HQ has been received. Training for the GIS HQ was ongoing in February and will be rolled out to the rest.

The last component of the GIMMA project requires the contribution of over 20 stakeholders who currently collect, analyse or use migration data. This component attempts to address the gap in reliable migration

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[24] GIMMA is intending to end Component 2 by October 2017 if the NCE is approved.

data in the country and improve the ability to use data for better planning. Thus far, the National Migration Data Management Strategy has been finalized and approved by a technical working group. In July 2016 a training workshop was held to ensure that there was common understanding about the importance of good migration data management and outlining the roles and responsibilities.

Furthermore, under this result, and based on the gaps shared by GIS during the first stakeholder meeting on Component 3, data processing units have been procured to facilitate the extraction of data from the migration cards that are completed as people enter or exit Ghana from all border posts. At the time of the evaluation visit, the equipment had been received and the first training was being conducted at the GIS HQ and would be subsequently rolled out to the four main ports of entry: Kotoka International Airport (KIA) in Accra, Elubo border post on the Côte d'Ivoire border, Paga on the Burkina Faso border and Aflao on Togolese border. The data processing rooms had been identified at each of the ports and cabling was almost finished in each and they were now awaiting the equipment.

The data processing units will be used to capture data from migration cards starting from 2016. Discussion had been ongoing as to how to proceed with 2016 entry: take a sample across each quarter or start in chronological order. GIS has decided to start in chronological order and provide the analysis for as far as they reach by the time the data is needed. IOM had recommended that a sample be taken initially for each quarter to get a better overview of the entire year. So far, no discussion had taken place on how to include the data from the other land border posts as very little movement takes place (10%). It deserves however to be discussed as the profiles may be quite different.

The Component is delayed due in part to the process of bringing together the many stakeholders to agree to a common approach. This was a challenging process given that each stakeholder had its own approach to data collection and sharing. GIS, at one time, threatened to pull out as they were concerned about data sharing. Through continuous dialogue, this was resolved: GIS became co-custodian with GSS to make sure that they still have control of their data all the while respecting GSS' mandate of data analysis and dissemination. In addition, rather than trying to develop a common database across all the institutions which would have been more complicated, costly and may have taken more time, GIMMA instead decided to agree on common data points that could be shared across the institutions (and housed within the GSS) through a common data sharing framework and template. Currently, GIMMA is working on collecting all this information on one template to make the information clear and transparent to all. The initial data collected will be used to update the migration profile however this has not started yet as the data sharing template must first be complete.

Institutions would have also faced challenges in data collection due to lack of IT equipment and capacity; hence, discussions have been held as to whether GIMMA should support other stakeholders to improve their IT capacities to ensure that the data capturing and sharing could be done; so far this has not been done.

It is not possible to determine whether any outcome can be observed as a result of the work undertaken thus far. During the PSC in June 2016, concerns were raised about the lack of ownership of GIS with respect to Component 3 and lack of understanding on the part of some of the GIS officers of what the Component aimed to achieve. It is not clear to what extent the understanding has improved.[25] Besides the TWG, all

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[25] The evaluator was unable to meet with the main GIS focal point of Component 3 who was unavailable during the visit.

follow up on action points appears to be done by IOM through bilateral discussions with other stakeholders; a more coordinated effort from IOM and GIS could help to show shared ownership and interest in all results under Component 3. It was also recommended by one key informant that another meeting takes place with all stakeholders together to maintain communication and commitment.

KEY FINDINGS
As activities are still ongoing and GIMMA is still conducting preparatory work for Component 3 it is not possible to gauge the full effect that this will have on improved migration data management. The ability to agree on a common data template was commendable given that over 20 stakeholders had to contribute to the component in a harmonized way.

RECOMMENDATIONS
Another meeting with the related stakeholders is suggested to maintain participation and full engagement, as well as to clarify the overall national process of data sharing and management. These should be done by GIS and IOM together to ensure full ownership of this Component by GIS.   Besides the roll out of the data processing units, further elaboration of the plan for the migration profiles is also required including confirmation of who will be responsible for analysis and writing the report.

2.2.5. Monitoring and reporting

The GIMMA project has done a commendable job documenting its approach, maintaining institutional memory and monitoring progress. Terms of reference exist for PSCs and all seven focal points, minutes are recorded for all meetings, and assessments and strategic documents have been developed within GIMMA. Furthermore, GIMMA updated its workplan in light of delays experienced within the project; these adjustments impacted the project's ability to perform and to reach results at this stage of the project cycle. Despite these efforts, delays in reporting were sometimes experienced, the second interim report was being completed at the time of the evaluation visit, although was due end of July 2016.[26]

The GIMMA project underwent some staffing changes both in GIS and within IOM which also impacted the delivery. As already mentioned, the change in the GIS focal points required orientating new officers and resulted in the loss of some institutional memory from the previous officers. Within IOM, the loss of the seconded IOM staff to the MIC meant that IOM was not present at the MIC since August 2016 and hence less able to support MIC (for instance to ensure disbursement of funds for activities or monitor the activities), subsequently Component 3 was also affected as the IOM staff assigned to that component provided additional support to the second component to ensure that activities could continue. The recruitment of additional staff was welcomed and helped to relieve some of the pressure but nonetheless the implementation according to the workplan was affected.

As part of the monitoring of GIMMA, the detailed logical framework results should form the basis of the information being measured. Further monitoring of the components, such as of the information dissemination activities should take into consideration existing indicators or adjustments to track completion of the results. For example, surveys should be conducted to measure knowledge gained, with

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[26] Thus, it was not used as part of the evaluation analysis.

result 2.3 "Potential Ghanaian migrants are better informed about the risks of irregular migration and legal channels of migration" or specific objective 1 "The capacity of Ghana Immigration Services to implement effective migration management measures is strengthened." Some of the existing indicators require information that should be gleaned by and from the Government and it was not clear that this was explained to or understood by GIS officers. For example, the indicator "increase of the number of apprehensions of traffickers and smugglers at select pilot border post" for Result 1.3 "Selected border posts in key border areas have strengthened to execute more effective border control" requires information from the BPU before and after the intervention. All relevant indicators should be disaggregated by sex (and age where appropriate) as well. Annex 6 provides detailed feedback on some of the indicators developed. Furthermore, reports from the MIC and MIB are necessary to track some of the indicators for Component 2; information received should be timely and respond to the indicators. Currently, there is no formal agreement for MIC and MIB to provide monthly reports and thus far, when received, these have been ad hoc.

2.2.6. Gender mainstreaming within GIMMA

Within training activities, GIMMA encouraged the participation of women; in general, the participation was roughly about 30 per cent which reflected the number of women within the GIS staffing structure. GIMMA continued to insist that women participate; however, this was limited to women's geographical presence and to the relevant positions they held. For example, one sensitization workshop for senior officers in the north of Ghana had no female participants. When this was raised in the PSC, it was noted that there were no senior women officers in that region. GIMMA also encouraged the inclusion of women as officers and trainers in GIMMA-related activities. Five women (out of 25 trainers) were trained to roll out the legal handbook training sessions. In the MIC in Sunyani, more women (eight) than men (four) were hired.[27]

The content provided during the ToT on the legal handbook or the adjustments of the training curriculum for GIS did not include gender mainstreaming. One interviewee highlighted that one facilitator did ask participants to consider gender issues (during a sensitization workshop on the legal handbook), but this was not built into the content. GIS acknowledged the need to ensure that gender mainstreaming was done more consistently within the Service. One area in which gender should be more pronounced is within the dissemination of information to migrants – this could have been addressed in the training provided to the MIC officers and in the messaging provided to migrants and to the other targeted audiences.

The construction of the prefabricated border posts was done to support office use however, as explained during the visit to Yakese, GIS officers may be required to sleep at the border posts.[28] Female officers, thus far, are not assigned in these remote locations and hence no considerations are made for when female GIS officers are assigned to the post at the same time.

KEY FINDINGS

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[27] MIB officers are not yet hired to determine split between male and female officers.
[28] This is due to the remote location of some of the border posts and the serious accommodation shortages experienced by GIS.

GIMMA has done a commendable job in documenting its implementation process, nonetheless the project did experience delays included in reporting. The results framework developed for the project requires some adjustments as well as improving methods for monitoring the agreed indicators.

Efforts have been made to mainstream gender within the project yet this was limited based on the current gender balance within the GIS and the extent to which this has been taken into consideration by GIS. GIS has acknowledged this shortcoming and is considering creating a gender unit.

RECOMMENDATIONS

A monitoring plan may be required to ensure that the remaining results are monitored closely due to the time remaining before completion (e.g. the use of the ISATS lab, the knowledge gained and effectiveness of the information dissemination activities) and to be able to measure results and capture all findings. Some results will require further inputs from Government stakeholders as well. Efforts are also required to have reporting done on a timely basis.

2.3.   Project efficiency

As of 2 February 2017, the project had consumed about 66 per cent of its budget. Although the project's end date is 31 May, GIMMA will be requesting a no-cost extension (NCE)[29] given the delays experienced and the remaining budget level to complete its activities. The nature of the NCE was discussed during the 5th PSC in October 2016. Despite the low burn rate, financial controls within IOM were being respected and overseen by the Project Manager specifically with support from the resource management office.

The project was lean in terms of project staff considering its three separate components (and many sub-components). Furthermore, it should be highlighted that a more senior level position would have been justified in this project; this does not reflect on the performance of the current manager but rather the level of responsibility required for such a project. Finally, about 18 per cent of the budget was dedicated to staff and office costs; this could have been increased.[30]

The budget consumption raised questions by stakeholders who asked why certain requests were not being approved by IOM if this funding was still left available. Expectations differed between IOM and GIS in terms of appropriate financial allocations for specific budget lines which posed a challenge. One example which was raised by interviewees concerned the per diem rates that IOM provided to stakeholders irrespective of their agency or rank; although IOM followed the UN guidelines which recommends per diem rates for senior and junior officers, some interviewees highlighted that the amounts were still not suitable to the ranks. Furthermore, based on Government standards, senior ranking officers should travel in their own vehicles separately and IOM was requested to bear those costs as well. These constraints were eventually resolved: IOM maintained its procedures and any extra costs were borne by the government institutions directly. Nonetheless these questions relate again to the

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[29] At the time of the evaluation visit, the NCE had not been submitted to the EU yet; however, it had been drafted.
[30] IOM usually recommends a 30/70 per cent split between staff and office/operational costs. There are no rules limiting the split by the EU but these would have had to be negotiated at the time of the developing the project.

different approach and expectations of the agencies. In Ghana, workshops are mostly residential[31] which not only increases the cost of the training workshops but also creates a security risk as IOM must send staff[32] with large sums of money to pay participants their per diems. These practices not only affect GIMMA but inevitably increase the expenses within the project.

IOM procured a significant amount of equipment (EUR 861,670) for GIMMA including IT, vehicles and border surveillance equipment. Procurement procedures were carefully followed and documented. Depending on the nature of the procurement, different GIS divisions and the donor were invited to participate in the process to ensure transparency and open bids.

One of the significant setbacks faced by GIMMA was the gradual depreciation of the Euro to US dollar which started after project implementation and significantly affected the procurement of equipment for the IT lab and the BPU under Component 1 as these items had been internally budgeted in USD by IOM.[33] "The original budget for the activity for ICT lab was EUR 124,270, or equivalent of USD 170,000, while the available budget has reduced to approximately USD 130,000."[34] As a result, some of the equipment could not be purchased and in some cases, such as the IT lab, the GIS co-funded, primarily through in-kind support for the construction of the lab (e.g. designating officers to help with the building and painting job). Although originally 100 computers were planned for the ISATS, only 71 were purchased.

During the 2nd PSC in October 2015, the EU suggested that IOM contact the EU Finance Unit; however, as per the 3rd PSC minutes in March 2016, IOM had not done so and recalled that the Contribution Agreement explained that IOM's official currency is the USD. However, and even if contractual obligations do not require it, it would have been advisable to contact the EU Finance Unit as a solution might have been explored, for instance the potential increase in funds to cover the depreciation.

KEY FINDINGS
The project followed strict guidelines and procedures as laid out by the UN guidelines in Ghana for per diems and IOM's own procurement guidelines. Financial controls were followed closely by the project manager with support from the resource management office. Despite these efforts, the project burn rate has remained fairly low and the project was also subjected to budget cuts due to the depreciation of the Euro.

2.4.   Prospects toward sustainability and impact

Sustainability was considered a key element that needed to be addressed from the start of the project. This was raised regularly during the Project Steering Committee specifically to ensure that GIS officers

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[31] According to the UN Guidelines, participants only receive part of their per diem if the workshop is residential and the guidelines "strongly recommend" to pay necessary costs (meals and accommodation) directly to the venues and make deductions accordingly. Most agencies pay the hotels directly and provide 20 per cent of the per diem to the participants for incidentals. Sitting allowances, which used to be provided to all participants, even for locally-based workshops, are no longer provided.

[32] Including driver and covering DSA for the staff as well.

[33] The US dollar is IOM's official currency for accounting purposes.

[34] Interim report, April 2016.

assigned to GIMMA would be properly identified, that maintenance plans were developed and people were accordingly trained. Despite verbal assurances that sustainability was being closely monitored, a maintenance plan has not been developed for the equipment provided to the MICs and MIBs or for the equipment provided to the border posts, where the delivery of the equipment is subsequently being delayed.

Within GIMMA, other efforts are ongoing to ensure sustainability. Partnerships continue to be developed with other stakeholders. IOM has liaised the National Information Technology Agency (NITA) that is mandated by the Government of Ghana to roll out the same Information Technology and Communication (ITC) platform for all agencies. IOM has asked NITA for internet support at the MIC and is waiting for a response. Furthermore, partnerships with the media have already been discussed for the MIC and the MIB which allow officers to provide information through radio or television public media channels. In addition, as has happened during the project, public broadcasting can provide free airtime to share these messages and this should also be further negotiated for sustainability purposes. In addition, IOM built a partnership with agriculture extension officers from the Department of Agriculture to provide technical support for the livelihood activity in Nkoranza. Potentially a more formal agreement should be sought with the Ministry of Agriculture to support the community. Furthermore, a strong community engagement will also be necessary.

GIMMA also integrated sustainable measures within the project by having more activities implemented in-house such as the development of the legal handbook and the training of the trainers for the handbook. In addition, although GIMMA could have used consultants or other partners for the information dissemination activities, these are being executed by GIS officers at the MIC and MIB. Although the learning curve may be longer and the process further complicated due to different institutional approaches, in the long-term, it may give the centres the sustainability they need. According to key informants, a yearly budget had already been set aside by GIS to maintain the activities at the MIB and MIC though perhaps not at the same level as they currently have under GIMMA.

Other positive examples of efforts undertaken indicate long-term commitment to the activities. GIS funded their own sensitization workshop on the legal handbook which allowed GIMMA to sensitise 567 officers, without that support GIMMA would only have been able to sensitise 447 officers. Furthermore, as mentioned above, GIS also provided in-kind support for the IT lab at ISATS to limit the negative impact of the euro depreciation. Nonetheless, concerns were raised by interviewees who were not sure how equipment would be maintained or used for their intended purpose after the end of the project. The MIC experienced some challenges as the vehicle purchased for the centre was not being used by the centre and instead it was given an older vehicle that was not as reliable when going into the communities, subsequently, this situation has been resolved. Concerns were raised about the alternative livelihood activity as this was not considered a core activity of GIS and although the municipality has shown interest in continuing the intervention upon successful implementation, this has not been finalized and should be decided soon to allow for proper handover. Individual and political will is present but a formal plan is still required to clearly outline maintenance roles and responsibilities.

The development of a common data sharing framework and template is also intended to support the stakeholders in the long-term by providing a basic template for data sharing that will not require significant changes in each agency's approach yet ensuring that, in the long term, the framework is maintained. Stakeholders have agreed to sign a common Memorandum of Understanding (MoU) that

would be used to confirm commitment and agreement from each of them. The MoU has been drafted but not signed yet. Given that the process is still new and the templates are not being used, it is not possible to determine if data collection and analysis process will improve and be maintained.

Ownership of the process is also a key element to improve sustainability. Some interviewees suggested that there had not been sufficient discussion and agreement on how to coordinate the project from the start that may have helped to increase ownership. Although GIS is heavily involved in the project, IOM is solely responsible for the documentation, report writing, minute taking etc. and this may be a lesson learnt for the future: some of the tasks could be shared between both partners for an increased accountability of tasks.

Impact

Over time, as a result of GIMMA and other efforts undertaken, there has been a shift in perception of migration and a growing understanding of the benefits that migration can bring to a country if properly harnessed and understood. Several key informants highlighted the long-term benefits of improved migration data management that will come from the project and particularly Component 3. However, thus far it is not possible to gauge to which level this has happened. Experience in similar IOM projects in the region have shown that projects do take more time to get started and reach results as they focus on fostering relationships, build trust and longer-term investments but the impact is often more sustained. It would be beneficial to consider an impact evaluation of GIMMA that can also help to further inform future projects of this nature.

GIMMA has been recognized beyond the national borders. Other IOM offices have looked at GIMMA to learn from its experiences; it has helped to shape the approach for the EU Trust Fund and inform the development of the Migrant Response and Resource Mechanism (MRRM) in the region given the MIB and MIC in Ghana. Furthermore, GIS was given an opportunity to present GIMA at an African Frontex Intelligence Community meeting last year and several other countries showed interest in the model.

KEY FINDINGS
There are clear efforts in place to increase sustainability given that this has been a key priority since the start of GIMMA. However, the lack of a maintenance plan is of concern to many stakeholders and weakens any efforts made up to now to guarantee sustainability. In terms of impact, no clear evidence is available but the project was already perceived as having a great potential for an impact on the management of migration and data collection.

RECOMMENDATIONS
An impact evaluation would be beneficial to determine the impact that GIMMA has had particularly in light of the launch of the EU Trust Fund project and other regional efforts for migration management.

3. Overall conclusions and recommendations

The project has attempted to work on three differing yet converging facets of migration management by looking at capacity development, improving access to information and information dissemination within communities of high migration and improving migration data management for strengthened decision

making. As per the GIMMA proposal, the change expected by the end of the project is that "GIS will have enhanced capacity to apply migration-related legislation, to promote legal migration and to protect the nation's borders. Finally, a migration data sharing framework will be established, to ensure policy makers and relevant institutions are able to make timely and informed migration management decisions."

The project has yet to reach all of its results as many of the activities are still ongoing and more monitoring of the results is needed to gauge these efforts. There are, however, some successes which were regularly highlighted in documentation and by interviewees particularly related to the development of the legal handbook and the subsequent training to all GIS officers. The contribution of computers at the ISATS for new GIS recruits has the potential of greatly improving the efficiency of GIS officers once in the field.

The project has faced many delays yet continues to maintain strong coordination structures with the key stakeholders and addresses each problem to find solutions. An overview of the key findings and recommendations are provided below.

3.1. Key findings and recommendations

1. The project is properly aligned to Government of Ghana's priorities and strategies particularly as set out by the GIS Strategic Plan, the GSDA and the new National Migration Policy. Furthermore, GIMMA is hinged to IOM's own strategic approach for the country. GIMMA has remained flexible and adaptable to the needs of its partners and particularly its main stakeholder, the GIS, thus remaining relevant within the country. Decisions related to beneficiary or site selections were supported by participatory assessments to confirm the needs; this is a good practice to ensure full transparency and understanding by all the stakeholders.

2. The project has a strong coordination structure that clearly outlines roles and responsibilities of the various stakeholders. However, challenges were faced at the start due to the very different institutional mechanisms of the main partners, IOM and GIS. Clear efforts have been made to minimize the negative impact of these challenges and ensure that the project can be implemented smoothly.

    RECOMMENDATIONS: Improved coordination approaches should be agreed to in order to maximize the amount of time left in the project cycle. They could include increasing the frequency of the PSCs, formal procedures for communication and accountability for decision-making, and regular focal point meetings.

    Regular meetings with the EU should resume where IOM can provide updates on the implementation of the project and seek EU support and advice when it may be necessary.

3. The development of the legal handbook and review of the training curriculum was considered a priority need for GIS and hence a success of the project. GIS officers who had been sensitized expressed improved understanding of the laws and there was anecdotal evidence of positive efforts being done, such as WhatsApp platforms, to continue learning. Likewise, the support provided to the ISATS was equally considered a top priority for GIS and it was just unfortunate that in 10 months, the computers had not yet been used. Finally, it is too early to determine the effect that the support to the border posts will have besides providing the officers with necessary equipment, training and offices that they currently do not have.

RECOMMENDATIONS: A maintenance plan for the equipment provided under GIMMA is necessary to operate the transfer and ensure proper usage of the equipment and overall sustainability.

In the remaining months of the project, IOM should plan to conduct several monitoring trips together with GIS HQ to the ISATS (following the first training course in the IT lab) as well as to the border posts once equipment has been distributed in order to ensure compliance with IOM's project proposal which commits to monitoring.

4. Although there were delays in building and renovating the MIC and MIB respectively, both are now complete or near completion. The current focus on developing SOPs is necessary to ensure that there is a workplan for implementation during the remaining months of the project. While potential migrants and returnees know the risks involved in irregular migration, focus group participants reiterated the importance of continuing to inform communities of the risks. Having GIS provide the messages maintains ownership and sustainability but may also create some discomfort for migrants.

   RECOMMENDATIONS: GIMMA should identify ways of making the MIC and MIB more welcoming to migrants who may have some discomfort in seeking advice from immigration officers or entering GIS HQ (in Accra). One solution may include increasing the number of activities out of the centres and working more in partnership with other stakeholders that can participate in delivering messages to communities.

   IOM should be present at all activities and, together with GIS, monitoring should be done of the information dissemination activities to measure knowledge as well as the effectiveness of the approach.

5. The livelihood activity has not sufficiently been implemented to determine what effect it will have on highlighting the alternatives to irregular migration within the community.

   RECOMMENDATION: The selection process for the 20 individuals for livelihood support should be done in a community participatory approach so as to ensure full engagement and agreement of the community, which will improve the potential success of the project. Identifying sustainable options for support past the project cycle should be prioritized as well.

6. As activities are still ongoing and GIMMA is still conducting preparatory work for Component 3 it is not possible to gauge the full effect that this will have on improved migration data management. The ability to agree on a common data template was commendable given that over 20 stakeholders had to contribute to the component in a harmonized way.

   RECOMMENDATIONS: Another meeting with the related stakeholders is suggested to maintain participation and full engagement, as well as to clarify the overall national process of data sharing and management. These should be done by GIS and IOM together to ensure full ownership of this Component by GIS.

   Besides the roll out of the data processing units, further elaboration of the plan for the migration profiles is also required, including confirmation of who will be responsible for analysis and writing the report.

7. GIMMA has done a commendable job in documenting its implementation process, nonetheless the project did experience delays included in reporting. The results framework developed for the project requires some adjustments as well as improving methods for monitoring the agreed indicators.

   RECOMMENDATION: A monitoring plan may be required to ensure that the remaining results are monitored closely due to the time remaining before completion (e.g. the use of the ISATS lab, the knowledge gained and effectiveness of the information dissemination activities) and to be able to measure results and capture all findings. Some results will require further input from Government stakeholders as well. Efforts are also required to have reporting done on a timely basis.

8. Efforts have been made to mainstream gender within the project yet this was limited based on the current gender balance within the GIS and the extent to which this has been taken into consideration by GIS. GIS has acknowledged this shortcoming and is considering creating a gender unit.

9. The project followed strict guidelines and procedures as laid out by the UN guidelines in Ghana for per diems and IOM's own procurement guidelines. Financial controls were followed closely by the project manager with support from the resource management office. Despite these efforts, the project burn rate has remained fairly low and the project was also subjected to budget cuts due to the depreciation of the Euro.

10. There are clear efforts in place to increase sustainability given that this has been a key priority since the start of GIMMA. However, the lack of a maintenance plan is of concern to many stakeholders and weakens any efforts made up to now to guarantee sustainability.

11. In terms of impact, no clear evidence is available but the project was already perceived as having a great potential for an impact on the management of migration and data collection.

   RECOMMENDATIONS: An impact evaluation would be beneficial to determine the impact that GIMMA has had particularly in light of the launch of the EU Trust Fund project and other regional efforts for migration management.

Annex 1 Terms of reference

EVALUATION OF THE PROJECT
GHANA INTEGRATED MIGRATION MANAGEMENT APPROACH (GIMMA)

Terms of Reference

_____

1. BACKGROUND

Migration is becoming an increasingly important feature of the globalizing world and the management of this phenomenon is growing in complexity. The Government of Ghana is aware of the needs for effective migration management and for developing mechanisms and instruments necessary for its implementation. Capacity building is fundamental in this respect as it bridges the gap between aspiration and action by equipping states with the ability to tackle the various challenges related to the movement of people both at the policy and operational level.

The Government of Ghana has set effective migration management as one of the priority areas for its medium term development framework, the Ghana Shared Growth Development Agenda (GSGDA) 2010 - 2013. The Agenda has been reviewed for the period 2014 - 2017, and migration management has remained one of the key strategic areas for development. There have also been several migration related measures taken in the past including the establishment of a Migration Unit (MU) under the Ministry of the Interior to coordinate the activities of government institutions involved in migration management. The Inter-Ministerial Steering Committee on Migration (IMSCM) and Sub-Committee were mandated to support the formulation of a comprehensive national migration policy and the MU was responsible for coordinating their meetings.

Several challenges were still identified justifying the implementation of the '*Ghana Integrated Migration Management Approach (GIMMA)*' project. In particular, the Ghana Immigration Service (GIS), responsible for border management and monitoring, was facing significant difficulties in effective border management and the protection of migrants due to insufficient capacities and infrastructure to implement its mandate.

The general public, including potential migrants and communities affected by migration, were also lacking information about the dangers of irregular migration, alternatives to migration and opportunities for regular migration. Furthermore, no joint data management platform existed to capture migration related information; referral procedures between the different agencies and migration related projects remained

unclear, and data collection and sharing were neither coherent nor coordinated. The absence of reliable migration data was hampering effective policy making and harmonised migration management.

By the end of the project, it was expected that the GIS will have an enhanced capacity to apply migration-related legislation, to promote legal migration and to protect the nation's borders, and migration data sharing framework would be established to ensure policy makers and relevant institutions are able to make timely and informed migration management decisions. The overall objective of the project was *"to contribute to the Government of Ghana's efforts to manage migration effectively through the establishment of an integrated migration management approach"*, with three specific objectives and expected results:

1) *"To enhance the institutional capacities of the GIS to implement effective migration management measures"*, with the following expected outcome *"The capacity of Ghana Immigration Services to implement effective migration management measures is strengthened"*;
2) *"To increase the awareness of (potential) migrants on safe and legal migration and alternative livelihood options"*, with the following expected outcome *"Information resources on safe and legal migration and alternative livelihood options have been made accessible to potential migrants, returnees and migration affected communities"*; and
3) *"To strengthen Ghana's migration data management system"*, with the following expected outcome *"The existing knowledge management system on migration is enhanced through a consultative process with key stakeholders"*.

The project implementation started in June 2014 and was expected to last for three years with a total budget of € 3,000,000. In February 2015, a budget revision and changes in activities were submitted to the donor and approved, and a project extension until end of 2017 was negotiated in 2016. An internal mid-term evaluation was initially planned in the action document, which, however, was not conducted in time.

The Office of the Inspector General, having selected the project in its evaluation plan due to importance of such actions in the framework of the IOM Migration Governance Framework (MiGOF) recently approved by its Member States and outlining a comprehensive approach to well-managed migration, agreed to conduct it some months before the end in case corrective measures, in particular for guaranteeing impact and sustainability, were still necessary.

2. OBJECTIVES OF THE EVALUATION

The overall objectives of the evaluation are: '*To evaluate the relevance, performance and achievements of the project; to assess IOM collaborative approach and strategy in implementing capacity building initiatives, raising awareness of and offering alternatives to potential migrants, and strengthening data management; and to recommend any corrective measures for its finalization'.* The evaluation will also

assess the complementary approach with other IOM projects, as well as with any international, regional and local initiatives and commitments of the Government of Ghana for an effective management of migration in line with its priority areas.

More specifically, the evaluation will examine the relevance, performance and achievements though the OECD/DAC criteria of relevance, effectiveness, efficiency and outcome, and will discuss expected impact and sustainability taking into account that the project is still on-going.

Relevance will examine if the project is responding adequately to challenges identified, including for the identification of beneficiaries, to what extent the project strategy takes into account governmental policies and agenda, as well as other initiatives (IOM and non-IOM), and to what extent the objectives and expected results remain valid:

- Is the project strategy relevant to existing migration policies, agenda and strategies in order to increase government capacity to manage migration, offer alternatives to irregular migration and raise public awareness on migration issues?
- Is the project approach properly taking into account other government led initiatives, international and regional commitments taken by the Government of Ghana as well as programmes and projects having similar objectives?
- Were the beneficiaries properly selected and their needs assessed?
- Have gender considerations been properly integrated into the project implementation strategy and planned activities?
- Are there any elements which could lead to the conclusion that some of its objectives and expected results should still be revised, amended, or new ones added, in particular to guarantee its expected impact and sustainability?

Effectiveness will examine to what extent the implementation of the project produced desired outputs, results and outcomes, and analyze the level of effectiveness in reaching the overall objective:

- Is the project effective in producing planned outputs, reaching expected outcomes and in bringing related changes in the management of migration (including the creation of 'interest groups' and the production of policies, frameworks, guidelines and similar legislative and operational material), in data collection and for information flows on alternatives to irregular migration?
- Are capacity building activities and purchase of related equipment considered effective by the beneficiaries and users?
- Did the project effectively reached the beneficiaries as planned, and did it reach other indirect beneficiaries inside and outside of the government?
- How did the project effectively address gender related issues in its capacity building activities, messages and in providing specific support to beneficiaries (such as participation of women in capacity building activities, addressing women specific concerns in the messages raising awareness for legal migration or data management including gender disaggregated data)?

- Was the coordination with the government authorities, agencies and other national key actors effective?
- Could activities have been implemented with fewer resources without reducing the quality and quantity of the results (cost-effectiveness)?
- Was IOM overall monitoring and reporting mechanisms within the project to the Government and donor well in place in order to guarantee effective collaboration, decision and implementation?

Efficiency will analyze how well resources or inputs were used to undertake activities and converted to outputs and results:

- What measures have been taken to ensure that resources are efficiently used?
- Are the project expenditure reports efficient to guarantee accountability and transparency and to make a global analysis of the costs incurred to reach results?
- Are the project expenditures in line with the agreed upon budget, and the costs incurred consistent with the strategy of the project?

Outcome will examine the achieved immediate effects of the project and **expected impact** will examine the contribution to existing and still possible changes in the overall management of migration in Ghana and in the perception to migrate by beneficiaries:

- What are the immediate changes that occurred during the project life-time in line with the expected outcomes and inside the targeted population having benefited from activities?
- What do the target groups (government authorities and agencies) and other stakeholders (potential migrants) perceive to be the achieved outcome of the project?
- What can be observed in terms of gender and outcome?
- What can be said about the overall expected impact of the project, for instance on addressing the problem of irregular migration, collecting and using data, countering smuggling and trafficking networks through a well-managed and regular migration or in spreading best practices in regional and internal fora?
- Did the project indirectly contribute to strengthen regional and international cooperation on border management (even if the focus of the project is at the national level)?

Sustainability will analyze to what extent the project benefits can continue after external support is no longer available and what measures have been put in place to guarantee it:

- Can activities, outputs and outcome be considered sustainable for the Government in the management of migration and for other beneficiaries in terms of alternatives to irregular migration?
- How is the project addressing and preparing sustainability?
- Is sustainability of the project also addressed by complementary activities implemented through other projects?

3. METHODOLOGY

Mixed methods of qualitative and quantitative analysis will be used. The methodology will mainly consist of a documentation review of the reports and documents produced by the project, of a series of interviews with the IOM project staff, with government officials and other agencies representatives having participated in the implementation of the project, beneficiaries as well as with the donor. The evaluation will make use of assessments that could have been conducted during implementation, for instance for training activities for alternative livelihood skills, and if deemed appropriate, the evaluation will conduct surveys and/or focus groups discussions with the beneficiaries in addition to the planned interviews. The list of interviews will be coordinated with the IOM Office in Ghana.

The IOM Office will be in charge of providing the necessary documentation related to project implementation as well as documentation specific to other projects and activities that could be relevant for the evaluation. It can include regular activity/monitoring reports, letters, notes for the file of meetings, reports related to staff deployment, Memorandum of Understanding with governmental authorities, their migration policies and strategies, cooperation agreements between agencies and with various partners when relevant to the analysis, and any other documentation that IOM Ghana considers worth sharing.

OIG will conduct a field visit planned for January 2017. An evaluation matrix will be established at the start of the evaluation, including a refinement of the methodology.

4. RESOURCES AND TIMING

The cost of the evaluation will be borne by the Office of the Inspector General and a draft report should be made available for comments to IOM Ghana by end-February 2017, with the target date of mid-March 2017 for finalization, in order to have sufficient time to make any necessary adjustments before completion or to start discussions for a new phase.

Annex 2 Documents reviewed

Project related
1st Technical Working Group Meeting on Data Management 4 November 2014
Akinyemi, Akanni Ibukun. Assessment of Capacity of Stakeholders in Migration Data Management in Ghana. Report for GIMMA February 2016
Assessment of the Border Crossing Points in the Volta and Western Regions and Training Capacity of Ghana Immigration Service, IOM, GIS, 2016.
First Technical Working Group Meeting on Legal Handbook Development REPORT; 2-5 December 2014
GIMMA – Report on Procurement of consultant for the Establishment of Data Processing Centres for GIS
GIMMA – Strategic Communication: An Assessment, November 2015.
GIMMA Information Sheet 02 May 2016
GIMMA Newsletter #1 March 2015
GIMMA Newsletter #2 January 2016
GIMMA Signed Agreements and Annexes
Interim report 2014- May 2015 [IR]
Mak-Edu consult Limited, Inception report for the Establishment of data Processing Centres for GIS, July 2016
Migration Data Management Training Report, July 2016
Procurement of IT Equipment for GIS
PSC reports: 1st - April 2015; 2nd – October 2015; 3rd – March 2016; 4th – June 2016; 5th – October 2016
Report of the 1st Training Curriculum & Syllabus Development Working Group Workshop. 13-17 April 2015
Report of the 2st Training Curriculum & Syllabus Development Working Group Workshop. 25-29 May 2015
Report on GIMMA Stakeholder Meeting in Sunyani, 25 September 2014.
Report on Procurement of Equipment and Items for Border Patrol Unit of the GIS
Report on Project Focal Persons Meeting 17-18 October 2016
Second Technical Working Group Meeting on Legal Handbook Development REPORT; 15-20 March 2015
Stratcomm Africa. Feedback/Evaluation Report Migration Information Centre induction training, Feb 2016
Stratcomm Africa. GIMMA Communication Strategy, November 2015
Training Report by different GIS officers trained at the International Migration Law Training, Italy, 29 Sept – 3 Oct 2014. Report: 24 Oct 2014
Non-project related documents
IOM, IOM-Ghana Strategic Plan 2011-2015
IOM, IOM Ghana Strategic Plan draft 2016-2019
EU, National Indicative Programme 2014-220, 11th European Development Fund.
Joint Declaration on Ghana-EU Cooperation on Migration, Accra, 16 April 2016
PA Consulting Group. Ghana Immigration Service, Strategic Plan 2011-2015
National Development Planning Commission (NDPC), Medium-Term National Development Policy Framework, Ghana Shared Growth and Development Agenda (GSGDA) II, 2014-2017,December 2014
Guide on the use of Migration Data in Ghana, Rabat Process Euro-African Dialogue on Migration and Development. Implemented by ICMPD and FIIAPP

Annex 3 List of Interviewees

	Name	Position	Agency	Interview method
1	Ms. Adelaide Anno-Kumi	Chief Director	Ministry of the Interior	Interview
2	Deputy Superintendent of Immigration (DSI) Anita Gyasi	Officer In Charge of Statistics, Management Information Systems Unit	GIS, HQ	Interview
3	Ms. Anita Jawadurovna Wadud	Project Manager, Returns, Protection and Direct Assistance to Vulnerable Migrants Unit	IOM Ghana	Interview
4	Deputy Superintendent of Immigration (DSI) Bernard Kojo Nketiah	Officer In Charge, Enchi Command	GIS, Enchi	Interview
	Ms. Beth Masterson	Policy and Programme Support Officer	IOM Regional Office Brussels	Skype
5	Deputy Superintendent of Immigration (DSI) Christina McOwusu	Course Commander	Immigration Service Training School, Assin Fosu	Combined ISATS meeting
6	Mr. Collins Yeboah	GIMMA Project Assistant	IOM Ghana	Combined with Victoria
7	Superintendent of Immigration (SI) Elizabeth Danso	Second in Command, Policy Planning Monitoring and Evaluation (PPME) Unit	GIS, HQ	FGD with TOT participants
8	Chief Superintendent (C/Supt) Felix Agyeman-Bosompem	Commanding Officer	Immigration Service Training School, Assin Fosu	Combined ISATS meeting
9	Chief Superintendent (C/Supt) Fred Amankwa	Head of Border Patrol Unit	GIS, HQ	Interview
10	Mr. Frederic Varenne	Programme Officer	EU Delegation to Ghana	Combined EU meeting
11	Mr. Godwin Odei Gyebi	Head of Data Production Unit	Ghana Statistical Service (GSS)	Interview
12	Chief Superintendent (C/Supt) James Hayford Boadi	Head of Migration Information Centre	GIS, Sunyani	Interview
13	Ms. Joy Paone	Reporting Officer	IOM Ghana	Interview
14	Chief Superintendent (C/Supt) Justice Bosomtwi-Ayensu	Second in Command, Elubo Sector	GIS, Elubo	Combined Elubo meeting
15	Ms. Kazumi Nakamura	GIMMA Project Manager	IOM Ghana	Interview

16	Chief Superintendent (C/Supt) Kojo Oppong-Yeboah	Regional Commander	GIS, Sunyani	Interview
17	Mr. Kojo Wilmot	GIMMA National Officer	IOM Ghana	Interview
18	Deputy Commissioner (DCI) Laud Ofori Affrifah	Head of Operations	GIS, HQ	Interview
19	Ms. Liubomyra Mane	Resource Management Officer	IOM Ghana	Interview
20	Ms. Maria-Luisa Troncoso	Head of Governance Section	EU Delegation to Ghana	Combined EU meeting
21	Deputy Superintendent of Immigration (DSI) Marian Sarpong	Legal Officer	GIS, HQ	FGD with TOT participants
22	Chief Superintendent (C/Supt) Mark Asamoah-Boakye	Head, Migration Management Bureau	GIS, HQ	Interview
23	Mr. Nnamdi Iwuora	Regional Programme Officer	Abuja, IOM Nigeria	Skype interview
24	Chief Superintendent (C/Supt) Noah Ahomka Yeboah	Ag. Head of Policy Planning Monitoring and Evaluation (PPME) Unit	GIS, HQ	Interview
25	Mr. Prince Charles Ahinakwah-Wilson	GIMMA Project Assistant	IOM Ghana	Interview
26	Assistant Immigration Control Officer (AICO I) Raymond Baxey	Public Affairs Officer	Immigration Service Training School, Assin Fosu	Combined ISATS meeting
27	Chief Superintendent (C/Supt) Stephen Tutu	Shift Leader	GIS, Elubo	Combined Elubo meeting
28	Ms. Sylvia Lopez-Ekra	Chief of Mission	IOM Ghana	Interview
29	Ms. Victoria Serwah Kankam	GIMMA Project Assistant	IOM Ghana	Combined with Collins
30	Ms. Vijaya Souri	Immigration & Border Management Specialist	IOM Regional Office Dakar	Skype interview

Annex 4 Interview Guide

INTRODUCTION AND INFORMED CONSENT (all respondents)

As you know, IOM is conducting an internal evaluation of the project "GIMMA". The purpose is to evaluate the relevance, performance and achievements of the project; to assess IOM collaborative approach and strategy in implementing capacity building initiatives, raising awareness of and offering alternatives to potential migrants, and strengthening data management; and to recommend any corrective measures for its finalization'.

Confidentiality

As part of the evaluation, I would like to ask you some questions about the project and about your work related to this project. I would like to take notes during our conversation so that this research can utilize your perspectives to inform the analysis and accurately represent the information you provide.

Your responses will be kept confidential. Your identity and/or organizational affiliation will **not** be revealed in reports or presentations and will not be recognizable to anyone beyond the evaluator. We will not share your individual perspectives with IOM or other project staff or donors.

We will **not** include your name or title in a list of study informants or in any other format in any reports that we write. The notes from our conversation will be used as input only on reports we will write for IOM, which is funding this evaluation. Your responses will be combined with those of other study respondents and reported in aggregate e.g., study respondents suggested . . . or some field staff felt . . .

Distribution and dissemination of this report will be at IOM's discretion.

Compensation and Freedom to Withdraw

There is no compensation for your participation in this study. Your participation is voluntary. You may choose not to participate at all, or you may refuse to answer certain questions or discontinue your participation at any time without any penalty.

Your Responsibilities

I want to emphasize that there are no right or wrong answers to these questions. By voluntarily agreeing to participate in this study, I ask you to answer these questions with responses that are true for you or for your organization.

INTERVIEW GUIDE

Name:_____

Title: _____

Date:_____

Relationship with the project:

Relevance:

1. [**ALL**] Is the project contributing to a larger strategy?
2. [**ALL**]Is what it is offering sufficient to (find alternatives to irregular migration and raise awareness)?
3. [**ALL**]What do you understand to be the link between the expected changes and the planned outputs/results of

the project? [this should be asked for each of the main results]

4. **[ALL]**How was the project designed to help advance government-led initiatives? And regional commitments?
5. **[IOM]** how do these similar programmes implement in coordination without duplication?
6. **[IOM and close stakeholders/gov]** How have the beneficiaries been selected and how have their needs been identified?
7. **[IOM and close stakeholders/gov]** Were there any challenges in identifying the beneficiaries and/or their needs?
8. **[IOM and close stakeholders/gov]** *For the information awareness:* how were the needs of those beneficiaries (e.g. the public and potential migrants) identified and responded to in the project design?
9. **[ALL]** Has there been any changes in policy, or situation in Ghana which could have affected the project?
10. **[ALL]** How has the programme aimed to have a longer impact following programme closure?
11. **[ALL]** To what extent do you consider that the expected outcomes and impacts identified in the project document remained valid during implementation?
12. **[IOM and close stakeholders/gov]** To what extent were gender considerations taken into account into the programme and reporting frameworks/templates and within the needs of beneficiaries?

Effectiveness:

13. **[IOM and close stakeholders/gov]** Which activities or planned outputs were not able to be completed? Why? [this should be asked for each of the main results]
14. **[IOM and close stakeholders/gov]** How the capacity building activities were designed (identification of gaps, identification of participants and approach)?
15. **[IOM and close stakeholders/gov]** How have the target beneficiaries benefited from the project? (concrete examples and/or evidence)
16. **[IOM and close stakeholders/gov]** Were there any indirect beneficiaries who benefited from this project (if so from what?)?
17. **[IOM and close stakeholders/gov]** How has gender been addressed in all the components of the projects? [including in direct assistance to potential migrants]
18. **[IOM and close stakeholders/gov]** What challenges were encountered and how were they addressed (within all three components)?
19. **[IOM]** How was coordination organised between the different stakeholders?
20. **[other stakeholders]** how did IOM coordinate with you? Was this the right approach or do you have recommendations on how to improve on coordination?
21. **[IOM]** How were resources monitored to encourage a cost-effective implementation?
22. **[IOM]** Could different decisions have been taken in the use of resources to implement this project?
23. **[IOM and close stakeholders/gov]** How is the programme being monitored? How are results being monitored?
24. **[IOM]**How has the project adjusted to any learning that has taken place or as a result of monitoring visits or reports? How are these changes being communicated to the Government and/or donor?
25. **[donor]** How satisfied are you with the reporting from IOM? What, if any, changes would you like to recommend?

Efficiency

26. **[IOM]** To what extent were activities implemented as scheduled and in line with budget allocated?
27. **[IOM]** If there were delays, how were they addressed?
28. **[IOM]** To what extent do you think these delays affected the quality of activities delivered?
29. **[IOM]** How were resources monitored to be transparent and accountable?
30. **[IOM]** Have there been any incidents of corruption or misuse of funding and if so, how were these dealt with?
31. **[IOM]** To what extent do you think the funding allocated by activity was in line with the strategy of the project and helped to achieve what the project set out to achieve?
32. **[IOM]** What processes, if any, were used to determine any adjustments that needed to be made in the allocation of resources?

Outcome:

33. **[ALL]** What did you expect the project would achieve?
34. **[ALL]** Do you feel the project achieved this?
35. **(Direct beneficiaries)** How have you benefited from the project? (concrete examples and/or evidence)
36. **[ALL]** In your opinion, what has the project done concretely in terms of gender balanced assistance?
37. **[ALL]** Within the project, what could have been done differently (if anything) to get to the results?
38. **[ALL]** What was the overall impact expected from this project? Has that been articulated formally and known by all stakeholders?
39. **[IOM]** How, if at all, has the project had an effect on regional or international cooperation on border management?

Sustainability

40. **[ALL]** How has the project ensured sustainability in its design and then in its implementation?
41. **[ALL]** Have these efforts been successful? How? (both in terms of border management and working with Government as well as the support to irregular and potential migrants)
42. **[ALL]** Have you seen improved sustainability based on the combined efforts of several projects that IOM runs in migration management?
43. **[ALL]** What measures have been taken to have the effects of the project be maintained after the project is completed?
44. **[ALL]** What additional measures could have been be taken to make this project more sustainable?

Closing:

45. **[ALL]** is a new phase required and why?
46. **[ALL]** any final recommendations or lessons learnt?
47. Final conclusions?

FOCUS GROUP DISCUSSIONS

Migrants/Potential migrants

1. The number who have migrated and the number who are potential migrants?
2. What are the reasons people migrate?
3. Who influences decisions to migrate?
4. Are there a lot of people in this community who have migrated?
5. Have you participated in any of MIC's activities?
   a. Which ones?
   b. When was the last one?
   c. How did you find out about the activity?
6. Have you seen any of the messaging? (posters, heard on radio ?)
7. What do you think of the information? Is the information accurate (with your experience?)
8. Do you think that people learn something new through the activities? What?
9. [direct beneficiaries] Do you think that this was the best approach? What could have been done differently?
10. Are the right people being targeting? [for women, are the messages right for you?] Is there any group that should be targeted and is not?
11. If we want to make sure people migrate safely what is the best approach to doing this?
12. If we want to discourage people from being in danger in unsafe migration, what is the best approach?
13. Do you feel comfortable talking to the officers?

Annex 5 Itinerary of field visit[35]

Date			Activity
06-Feb-17	Mon	9.00	Meeting with Chief of Mission
		10.00	Meeting with GIMMA Team
		14.00	Meeting with IOM staff
07-Feb-17	Tue	9.30	IOM to Ministry of the Interior
		10.00	Meeting with Chief Director, Ministry of the Interior
		11.30	Meeting with Ghana Statistical Service
		12.30	Lunch
		13.00	Meeting with Head of Migration Information Bureau
		16.00	Travel to Kumasi
08-Feb-17	Wed	8.00	Kumasi - Sunyani
		10.00	Regional Commander, GIS Brong Ahafo Region
		11.15	Officer in Charge, Migration Information Centre, GIS, Sunyani
		13.00	Sunyani to Berekum
		14.00	Focus Group Discussion with returnees and potential migrants
		15.00	Focus Group Discussion with returnees and potential male migrants
		17.00	Berekum to Sunyani
09-Feb-17	Thu	8.00	Sunyani to Enchi
		12.30	Check in and lunch
		14.00	Meeting with Enchi Sector Commander
		15.00	Enchi to Yaakese Border Post, Back to Enchi
10-Feb-17	Fri	8.00	Enchi to Elubo
		9.30	Meeting with Elubo Sector Commander
		11.30	Elubo to Takoradi
		13.00	Lunch in Takoradi
		14.00	Takoradi to Cape Coast
11-Feb-17	Sat	9.00	Cape Coast to Assin Fosu
		11.00	Meeting with Commanding Officer, Immigration Service Training School
		12.30	Assin Fosu to Accra
13-Feb-17	Mon	10.00	Focus group discussion with participants of ToT on legal handbook
		13.00	Head of Policy Planning Monitoring and Evaluation (PPME)
		15.00	Head of Operations
14-Feb-17	Tue	10.00	Head of Border Patrol Unit
		11.30	Meeting with European Union
		15.00	Debriefing

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[35] This is initial itinerary, some adjustments were made in terms of the meetings held.

Annex 6 Review of GIMMA results framework

Intervention Logic	Objectively Verifiable Indicators[36]	Sources of Verification	Comments or adjustments to consider
Overall Objective To contribute to the Government of Ghana's efforts to manage migration effectively through the establishment of an integrated migration management approach	▪ Progress is made towards the effective implementation of migration management measures	▪ Annual Progress Report of National Development Policy Framework ▪ GIS Annual Report	Indicator needs to be more specific and clear how it will be measured; what would show that implementation is more effective?
Specific Objective 1 – Component 1 The capacity of Ghana Immigration Services to implement effective migration management measures is strengthened	▪ Increased application of acquired knowledge and equipment among GIS officers	▪ Ex/Ante evaluation ▪ Monitoring reports	An ex-post training survey would be required to determine how knowledge has been applied As a medium-term effort, all training evaluation forms should include questions to determine how participants intend to use the knowledge gained.
Result 1.1 The understanding of the domestic, regional and international legal instruments governing migration in Ghana is strengthened, leading to a more effective implementation	▪ Regal reviews on the current legislative framework governing migration are conducted ▪ Number of officers trained as trainers (**Target: 25)** ▪ Number of officers trained **(Target: 586)** ▪ Number of handbook distributed (Target: **4,000)**	▪ Review meeting reports ▪ Working group reports ▪ Stakeholder meeting report ▪ Training reports ▪ Distribution record	To measure "understanding is strengthened" recommend to include indicators to measure knowledge gained. The indicators measuring the number of people trained and handbooks distributed, although important to show progress, will not provide information the increase in understanding of the legal instruments.
Result 1.2	▪ An assessment on ISATS capacities is conducted	▪ Assessment report	

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[36] The indicators will be reviewed and determined during baseline surveys

Intervention Logic	Objectively Verifiable Indicators[36]	Sources of Verification	Comments or adjustments to consider
Training capacities of ISATS are enhanced through the provision of equipment and capacity building support	▪ Equipment provided to ISATS ▪ Increased capacity for effective learning ▪ The GIS Training Curriculum and Syllabus is validated and becomes available for implementation	▪ Deeds of donation ▪ O&M plan ▪ Training report ▪ Monitoring report ▪ Final Training Curriculum and Syllabus	An indicator to determine how the training has improved could be added. Comparison of grades on the same topic before and after the labs may also be of interest.
Result 1.3 Selected border posts in key border areas have strengthened to execute more effective border control	▪ An assessment on border management capacities is conducted at select border posts ▪ Equipment provided to select border posts ▪ Number of officers trained (Target 100) ▪ Increase of the number of apprehensions of traffickers and smugglers at select pilot border posts	▪ Assessment report ▪ Deeds of donation ▪ O&M plan ▪ Training report ▪ Monitoring report	The last indicator requires knowing the number of apprehensions prior to the adjustments made at the border posts. It is unclear if such information exists.
Specific Objective 2 – Component 2 Information Resources on safe and legal migration and alternative livelihood options have been made accessible to potential migrants, returnees and migration affected communities	▪ Increased information on the dangers of irregular migration, opportunities for regular migration and alternatives to migration ▪ Increased number of potential migrants assisted by MIBs	▪ Visitor feedback forms ▪ Interviews and surveys	It is unclear if the number of migrants assisted by the MIB is being calculated or if such information exists from the past. It should be clear whether migrants assist include those who the MIB officers support *outside* the MIB as well.
Result 2.1	▪ An assessment is conducted at communities with a high flow of migrants	▪ Assessment report	

Intervention Logic	Objectively Verifiable Indicators[36]	Sources of Verification	Comments or adjustments to consider
The role and institutional structure of Migration Information Bureaus (MIBs) is redefined	▪ Number of consultations with relevant stakeholders (Target: 20 communities) ▪ MIB operational guidelines and workplan are developed	▪ Stakeholder meeting reports ▪ MIB Operational guideline ▪ MIB Workplan	
Result 2.2 Two Migration Information Bureaus are operational and have been provided with the necessary equipment, information materials and communication tools	▪ Equipment provided to MIBs ▪ Number of officers trained (Target: 18) ▪ Number of information tools and materials developed ▪ Increased number of visitors (Target: 100% increase) ▪ Improved quality of counselling services provided ▪ Increased media exposure of MIBs	▪ Deeds of Donation ▪ Training report ▪ Information tools and materials ▪ Visitor feedback forms ▪ Advertising campaign report ▪ Media coverage	Breakdown of sex disaggregation should be done throughout on relevant indicators. Indicators should be more defined to make it clearer to measure. For example, "increased media exposure of MIBs" could read "number of times a month MIB presents in the media (disaggregated by radio, TV, or other)." The "improved quality of counselling services provided" could read "% of people counseled satisfied with the counseling services provided".
Result 2.3 Potential Ghanaian migrants are better informed about the risks of irregular migration and legal channels of migration	▪ An campaign strategy is developed ▪ Number of information materials distributed ▪ Number of persons and communities sensitized ▪ Number of sensitization initiatives taken by CSOs	▪ Information outreach strategy ▪ Campaign tools and information materials ▪ Campaign reports ▪ CSO reports ▪ Media coverage	To measure this result, it is important to measure the knowledge gained. Current indicators are more output/activity level but do not confirm that Ghanaians are better informed. The current pre and post-tests that GIMMA are developing will support this additional indicator. The last indicator on "sensitization initiatives" is not very clear and evaluator did not see any documents or receive information about these efforts.

Intervention Logic	Objectively Verifiable Indicators[36]	Sources of Verification	Comments or adjustments to consider
Result 2.4 Alternative livelihood options are recognized among target communities with high members of returnees from Libya	▪ Number and quality of businesses/projects established by returnees to showcase available livelihood options in Ghana (Target: Max. 40 returnees or less if assistance is extended to communities with high rate of migration) ▪ Number of reintegration cases introduced to the public (Target: 20)	▪ Monitoring reports ▪ Workshop report ▪ Information materials featuring returnees' experiences	Initial aim of this result has been adjusted so GIMMA should consider making adjustments to the result and indicator within the framework too. Further perception indicators such as: how the community perceives these efforts, if the migrants/community members report a difference in approach to migration within the community could be used. Furthermore, indicators that show the success of the revolving fund approach would be necessary as well.
Specific Objective 3 – Component 3 The existing Knowledge Management System on Migration is enhanced through a consultative process with all key stakeholders	▪ Availability of centralised and harmonised migration data sharing framework	▪ Migration data management strategy	Consider, instead of "availability" that the framework is *used*. Availability will not necessary show that the objective is attained.
Result 3.1 Coordination among key stakeholders in migration data management is strengthened	▪ Stakeholders, capacity and technical gaps concerning migration data management identified ▪ Number of stakeholders who participate in working group meetings (Target: 20)	▪ Assessment report ▪ Inter-Ministerial Technical Working Group meeting reports	
Result 3.2 A national migration data management framework has been established	▪ A national migration data management strategy is developed and validated	▪ Migration data management strategy ▪ Validation meeting report	Consider including the signing of the MoU as another indication that the framework is established.

Intervention Logic	Objectively Verifiable Indicators[36]	Sources of Verification	Comments or adjustments to consider
Result 3.3 A migration database is developed and regularly updated	▪ Equipment provided to participating institutions ▪ Number of officials from relevant institutions trained on data entry and analysis (Target: 25) ▪ Regular submission of migration data to the national migration database	▪ Deeds of donation ▪ Training report ▪ Migration data reports	Slight adjustment may be needed in the last indicator under Result 3.3. given that a database is no longer being developed.
Result 3.4 Migration data are analysed and made available to policy makers to facilitate a better development planning and migration management	▪ Number of officials from relevant institutions trained on migration data and policy planning (Target: 60) ▪ A Migration Profile for Ghana is developed ▪ Increased number of reference to migration profile in policy documents ▪ Increased media exposure of Migration Profile	▪ Workshop report ▪ Migration Profile ▪ Relevant policy documents ▪ Media coverage	