

**EXTERNAL ASSESSMENT OF THE INCLUSION OF GENDER IN
IOM EVALUATIONS: REPORT TO THE UN SYSTEM WIDE
ACTION PLAN (UN-SWAP) FOR GENDER EQUALITY AND THE
EMPOWERMENT OF WOMEN (GEEW)**

FINAL REPORT

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LIST OF ABBREVIATIONS

EPI	EVALUATION PERFORMANCE INDICATOR
EU	EUROPEAN UNION
GCU	GENDER COORDINATION UNIT
GE	GENDER EQUALITY
GEEW	GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN
ICT	INFORMATION AND COMMUNICATIONS TECHNOLOGY
IOM	INTERNATIONAL ORGANIZATION FOR MIGRATION
IR	INCEPTION REPORT
KI	KEY INFORMANT
LGBTI	LESBIAN, GAY, BISEXUAL, TRANS, AND/OR INTERSEX
M&E	MONITORING AND EVALUATION
MS	MEMBER STATES
OIG	OFFICE OF THE INSPECTOR GENERAL
RO	REGIONAL OFFICE
SDG	SUSTAINABLE DEVELOPMENT GOALS
SWAP	SYSTEM WIDE ACTION PLAN
TA	TECHNICAL ASSISTANCE
ToR	TERMS OF REFERENCE
UN	UNITED NATIONS
UNEG	UNITED NATIONS EVALUATION GROUP
VFM	VALUE FOR MONEY

Background

In 2012, to demonstrate its commitment to gender mainstreaming, IOM began to implement the United Nations System-wide Action Plan (UN-SWAP) on Gender Equality and the Empowerment of Women (GEEW). The UN-SWAP constitutes the first accountability framework for gender mainstreaming in the UN system. The updated UN-SWAP framework 2018 includes a set of 17 common system-wide performance indicators towards gender equality, one of them being Evaluation. The UN-SWAP Evaluation Performance Indicator (EPI) is linked to meeting the gender related UNEG Norms and Standards¹. The UNEG Norms in particular call on evaluators and evaluation managers to ensure that human rights and gender equality values are respected, addressed and promoted, underpinning the commitment to the principle of ‘No-one left behind’. The UN-SWAP EPI serves both as a reporting tool and a benchmark to help UN entities integrate GEEW into evaluations.

To report on progress against the UN-SWAP EPI, IOM’s Central Evaluation Function located in the Office of the Inspector General (OIG/Evaluation) conducts every year an internal meta-analysis of central and decentralized evaluations (both internal and external). The purpose is to assess the level of integration of gender dimensions in IOM evaluation work. The UN-SWAP EPI Evaluation Scorecard is used to sum up and calculate individual evaluation scores of 10 to 20 evaluation reports each year. The latest OIG/Evaluation UN-SWAP report 2019 showed that among a randomly selected sample of 12 internal and external evaluations covering diverse thematic and geographical areas, the total aggregate score under meta-analysis exceeded UN-SWAP requirements. Per updated UN-SWAP EPI Technical Note² and UNEG Guidance on Evaluating Institutional Gender Mainstreaming³ OIG/Evaluation reports on four criteria for each evaluation report reviewed: (i) gender considerations are integrated in the evaluation scope of analysis, and evaluation criteria and evaluation questions are designed in a way that ensures gender equality data will be collected; (ii) a gender-responsive evaluation methodology, methods, tools and data analysis techniques are selected; (iii) the evaluation findings, conclusions and recommendations reflect gender analysis; and (iv) the entity has

¹ <http://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability>

² The updated UNEG Norms and Standards (2016) recognized Human Rights and Gender Equality as a standalone Norm.

³ <http://www.uneval.org/document/detail/2133>

commissioned at least one evaluation to assess corporate performance on gender mainstreaming or evaluation of its Gender policy/strategy or equivalent every 5-8 years.

Objective of the assessment

OIG/Evaluation decided to undertake in 2020 an external assessment of the inclusion of gender in IOM evaluation reports per UNEG encouragement to conduct an independent external review against the UN-SWAP criteria. The overall objective is to: assess GEEW integration into the evaluation scope of analysis, criteria, questions and methodology of IOM evaluations, and consider if and to what extent evaluation findings, conclusions and recommendation reflect the gender analysis as per the UN-SWAP EPI and scorecard.

Assessment scope and methodology

The consultant reviewed and scored the final evaluation reports and provided structured written feedback as per the UN-SWAP meta score calculation tool provided. The assessment included reviewing and rating final evaluation reports by using the UN-SWAP EPI Evaluation Scorecard. The UN-SWAP EPI is a reporting tool organized around four criteria mentioned under Background that capture the overall elements related to integrating gender equality perspectives in the final evaluation report. This required quantitative scoring of individual evaluation reports based on scorecard and a summary report informing whether IOM is meeting the requirements and criteria as set out within the UN-SWAP EPI.

As a comprehensive deliverable, the meta-analysis report is drafted to systematically assess the results of 24 evaluations made available for 2020. In the report, the quality of the individual internal and external evaluations in terms of gender mainstreaming have been examined. Reviewing the reports through a detailed set of criteria and a rigorous methodology did not include surveys with the main stakeholders but it did consist of collecting quantitative and qualitative data. A process of confirmation, disconfirmation, cross-

validation and corroboration was carried out in order to obtain key findings in which to base conclusions and recommendations. The final report contains information on IOM's decision-making processes concerning the inclusion of gender in programme evaluation, the capacity of IOM managers and other staff to conduct internal evaluations as well as the dissemination and use of evaluations within IOM. Finally, it provides a number of concrete recommendations and lessons learned for the way forward in respect to the overall gender mainstreaming processes within the Organization.

Given the existing target of 24 evaluations, it has been concluded that information extraction can be achieved most effectively by ensuring that the meta-analysis report will focus on maximizing the utility of its results and their actual use. In order to do so, the meta-analysis process is carried out with careful consideration of received feedback from IOM Key informants (KIs). This is important since the meta-evaluation standards set for the exercise go beyond the evaluation requirements and this is justified by the fact that these standards should become the basis for future meta-evaluation exercises, allowing evaluation quality comparisons over time.

Methodology pertaining to the UN-SWAP EPI Evaluation Scorecard

The actual assessment included reviewing and rating final evaluation reports using the UN-SWAP EPI Evaluation Scorecard. The UN-SWAP EPI is a reporting tool organized around four criteria that capture the overall elements related to integrating gender equality perspectives in the final evaluation report. This required quantitative scoring of individual evaluation reports based on scorecard and a summary report informing whether IOM is meeting the requirements and criteria as set out within the UN-SWAP Evaluation Performance Indicator.

The three scoring criteria are as follows:

1	2	3
GEEW is integrated in the evaluation scope of analysis and evaluation criteria and questions are designed in a way that ensures GEEW related data will be collected.	A gender-responsive methodology, methods and tools, and data analysis techniques are selected	The evaluation findings, conclusions and recommendation reflect a gender analysis

Evaluations were coded according to the three SWAP criteria on a three-point scale, ranging from 0-3 points: Missing requirements, 4-6 points: Approaching requirements-, 7-9 points meets requirements, and 10-12 exceed requirements. For an evaluation to “meet requirements,” at least one of the criteria needs to be assessed at “fully integrated (score = 3)”.

Findings under the UN-SWAP EPI Evaluation Scorecard

By Type of Evaluation

The analysis under the meta-evaluation covered a sample of 24 evaluation reports, which is the highest number of evaluation reports since 2015. The sample included two central/OIG evaluations, eight decentralized internal evaluations, one external centralized evaluation, one mixed (internal/OIG and external), and 12 external decentralized evaluations as summarized below and illustrated in the graph on next page.

Type of Evaluation	Number of Evaluation Reports
External decentralized	12
Internal decentralized	8
Central/OIG centralized	2
Mixed (Internal/OIG and external)	1
External centralized	1
	24

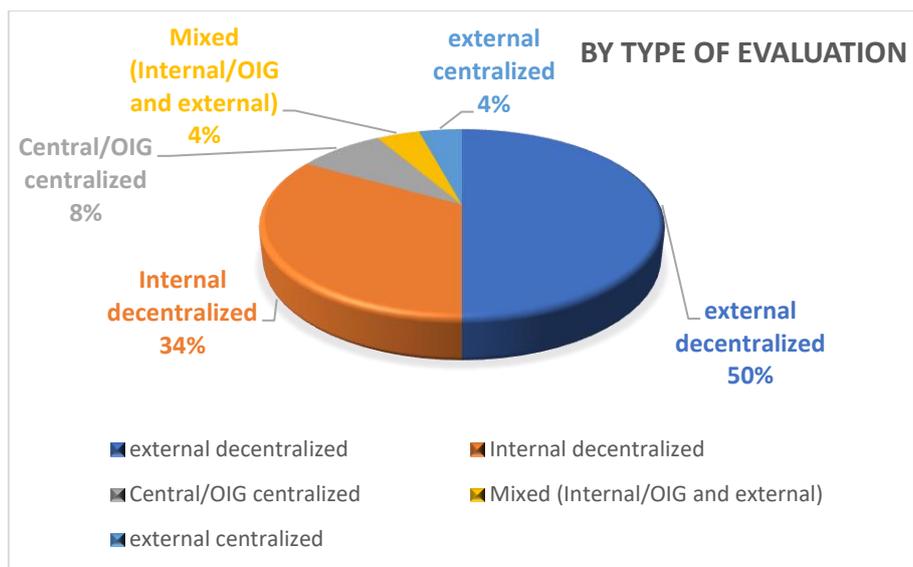


Figure 1. 2020 at a Glance

By Regional Office

The geographical coverage of the produced evaluation reports is widespread across Europe, Asia and Africa.

Regional Office	Number of Evaluation Reports
GLOBAL	4
RO BANGKOK	2
RO BUENOS AIRES	1
RO CAIRO	2
RO NAIROBI	5
RO DAKAR	3
RO SAN JOSE	2
RO VIENNA	4
RO SAN JOSE RO NAIROBI	1
	24

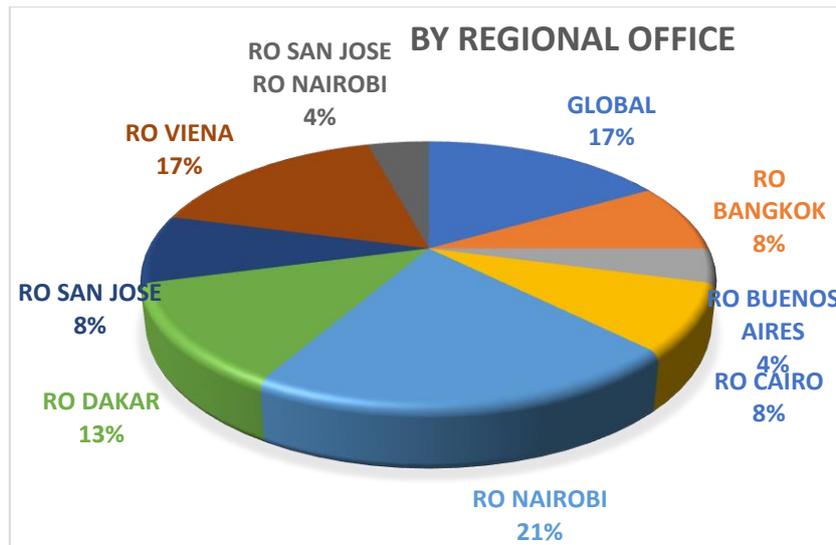


Figure 2. Geographical Coverage

The geographical coverage reveals that the majority of reports prepared in 2020 were conducted by Regional Office (RO) Nairobi – five evaluations (21%). These evaluation reports are focused on projects implemented in Rwanda, Uganda, Kenya and Ethiopia. Proportionally, 17% of the evaluations were prepared by RO Vienna and they have covered the Caucasus countries, as well as Serbia and Georgia. As presented, there are four global reports while the number of reports prepared by other ROs is between one and three.

By Highest Score

Overall, 15 reports have a score range between 7-9, which is 63%. A total of seven reports have a score range between 4-6 (29%), two reports (8%) miss the requirements and no reports exceed requirements as seen in the graph on the next page:

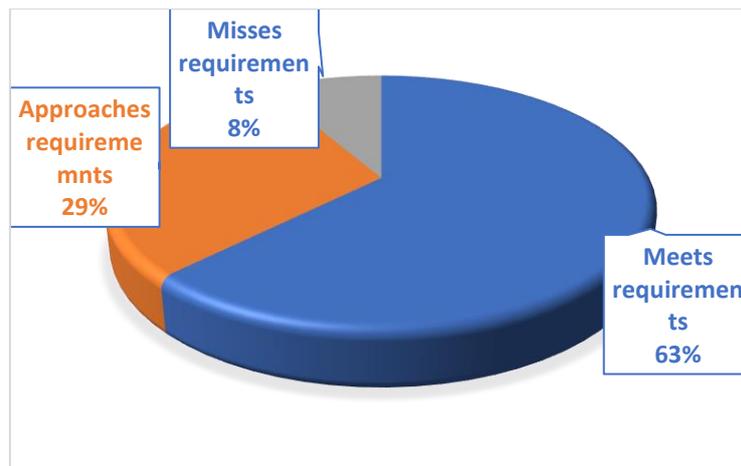


Figure 3. Breakdown by score range

GEEW is well-integrated in nine out of 12 decentralized external evaluations in relation to the scope, criteria and questions but also in respect to the evaluation methodology and data analysis techniques. Overall, the decentralized external evaluations show a strong adherence to GEEW in meeting the requirement rating. There are eight internal decentralized evaluations with an average individual score of 6.7, which is still under the range of “meet requirements”, however, they have a slightly lower individual score than the external evaluations (7.8 average).

Scores by criteria

As mentioned, reports were scored based on the following criteria: Criterion 1 – “GEEW is integrated in the evaluation scope of analysis and evaluation criteria and questions are designed in a way that ensures GEEW related data will be collected”, Criterion 2 – “A gender-responsive methodology, methods and tools, and data analysis techniques are selected”, are almost identical and have the strongest score, and Criterion 3 – “The evaluation findings, conclusions and recommendation reflect a gender analysis” is the weakest segment.

The graphs on the next page illustrate the number (and percentage) of scores of the reports under each criterion.

Criterion 1

Sixteen reports (67%) scored the maximum of 3 points. Five reports (21%) had a score of 2. Two reports (8%) scored 1 and one report (4%) has a score of 0.

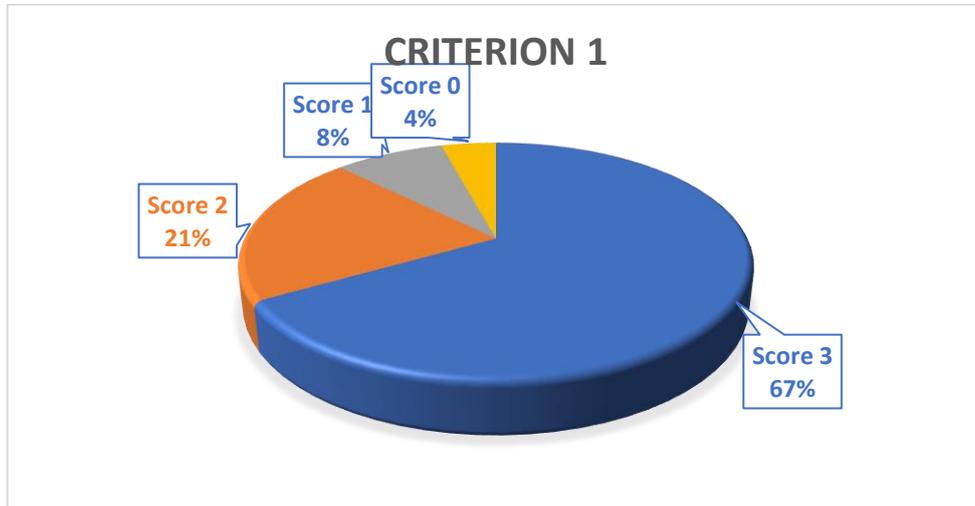


Figure 4. Scores for Criterion 1

Criterion 2

Sixteen reports (67%) scored the maximum of 3 points. Six reports (25%) scored 2. Two reports (8%) scored 1. No report scored 0 under this criterion.

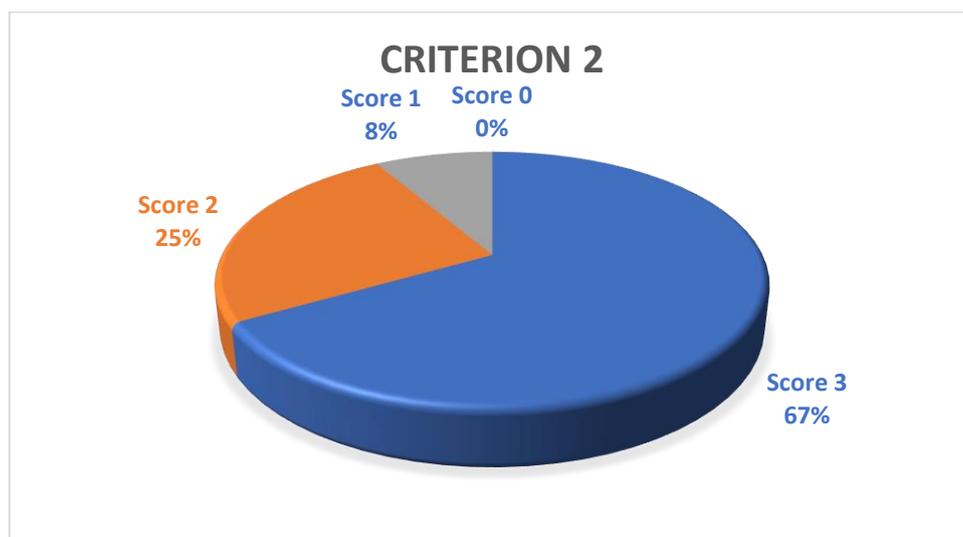


Figure 5. Scores for Criterion 2

Criterion 3

Eight reports (33%) scored the maximum of 3 points. Six reports (25%) scored 2. Three reports (13%) scored 1, and seven reports (29%) scored 0.

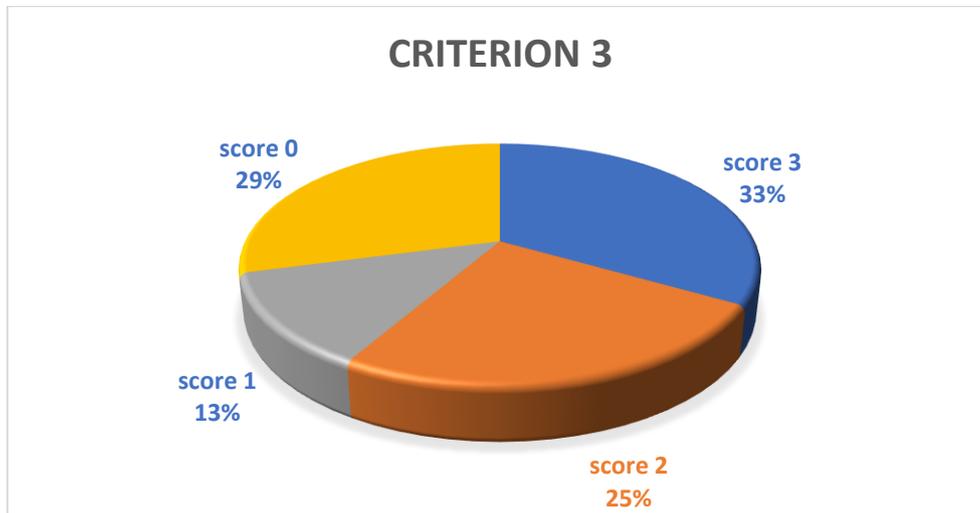


Figure 6. Scores for Criterion 3

Trends

The overall numerical score reported between 2015 and 2020 was compared to identify trends as shown in the graphs below:

Year	Score	Sample size
2015	5.25	8
2016	6.17	6
2017	8.83	6
2018	9.5	13
2019	10.2	12
2020	9.71	24



Figure 7. Trends

It is evident that there is an increase in the overall score over time, which shows a positive trend for Gender Equality (GE) integration in the evaluation reports. The aggregated score for 2020 compared to 2019 is slightly lower but this might be due to the larger sample of evaluation reports.

Findings pertaining to content and reflecting ToR and KI areas of interest

The assessment of the 24 evaluation reports against the three criteria/parameters is generally positive in relation to the inclusion of gender in IOM evaluations.

Finding 1	The evaluations contained provisions of the contribution that the projects have made towards GE and an assessment of the extent to which they have pursued gender parity to ensure that women and men, and girls' and boys' concerns, experiences, practical needs and strategic interests are equally addressed. However, this is not done in a systematized manner nor is there a standardized approach for this. In some cases, the ToR GEEW requirements are either incomplete or superficial. They are also not incorporated under each DAC criterion.
Finding 2	In the vast majority of the evaluation reports and ToRs, GE has been adequately addressed. GE has been well integrated in key areas of interest and direct references are made on gender mainstreaming principles. In most cases, the intersection with women's rights and women's empowerment ensures the integration of gender specific targets and

	indicators across the scheme and this has been well captured in numerous evaluation reports in multiple places. To a large extent, sex-disaggregated data is provided and analysed.
Finding 3	Despite an increasing trend towards significant integration of gender in the evaluation reports, GEEW references are in some instances being integrated and addressed for accountability purposes rather than to offer solid analysis and review gender parity beyond male and female balance. This poses a risk that if not specifically required, then gender will not be adequately considered in the evaluations.
Finding 4	The strategic relevance of gender in IOM evaluations has been verified. The very nature of the discipline requires a comprehensive approach in the process of assessment as marking progress towards GEEW is rarely easy. GEEW comprises many dimensions and advancement in these dimensions is inter-linked. Progress in one dimension may be hampered if efforts in another dimension are constrained. Important aspects of each of these dimensions are not always easily countable.
Finding 5	The evaluation matrix in the reports rarely incorporates GEEW questions and/or sub-questions, that could potentially increase the strategic relevance of the evaluation. The semi-structured interviews and document review as a source of data collection is a default methodology for the evaluators but the omission of questions related to practical and strategic gender needs is an opportunity missed.
Finding 6	LGBTI references have been made in only four evaluations (No. 14, 20, 22 and 24) within the 2020 portfolio and the information was extracted in the context of target group needs and their involvement in project activities (in three evaluations). In only one case, LGBTI orientation is noted in the context of awareness-raising and training efforts that were carried out to assist LGBTI groups, amidst others. The noted references were translated into only one thematic conclusion and one recommendation (in two unrelated evaluations). This is an undesirable finding as IOM has at the core of its mandate the need for inclusion, equality, and non-discrimination of the most vulnerable migrants. In general, promoting this topic in evaluations is sluggish, even though the four listed evaluations are implicitly stating the obvious which is how deeply ingrained homophobia is at societal and institutional level.
Finding 7	The list of people interviewed in the evaluations is gender balanced. For the most part, the diversity of stakeholders is well explained in the reports and the profiles of KI (respondents) have been selected carefully to represent different groups (male, female, elders, youth, persons with disabilities and LGBTQI). In some instances, the names and gender of the interviewed people were not listed.
Finding 8	Referenced and annexed documents focusing on GE practice and gender mainstreaming have been mainly omitted in the bibliography of the evaluations. For the most part, the consulted documents are not fully within the GEEW scope. In the same way, SDGs references (particularly SDG

	5) and footnotes can only be found in a few evaluations, while the ones referring to IOMs Gender Equality Policy 2015-2019 are also infrequent.
Finding 9	The weakest segment is scoring criteria 3 which presents the evaluation findings, conclusions and recommendations. The contrast between the 24 evaluation reports is noteworthy. In roughly 1/3 of the evaluation reports, the specific analysis does not provide easy-to-implement endorsement or guidelines. The provided analysis does not lead to evaluation findings and recommendations that focus on GE and women empowerment. In addition, the conclusion sections do not stratify across GEEW lines nor do they interpret findings in a coherent way. By contrast, 1/3 of the evaluation reports have been able to target specific considerations, key findings and recommendations which are very much gender-based. In two exemplary cases, a special conclusion section has been provided on GE.
Finding 10	The quality of the evaluation reports produced internally and externally does not differ to a large extent although the external ones have a slightly higher score. This is validated under the scoring criteria in the UN-SWAP scorecard. The advantage of recruiting external experts is multifold (addressing uncommon topics which fall outside the RO IOM portfolio; third-party evaluation is like a stamp of approval; results are taken more seriously; safeguarding an outside-the-box perspective; technically and methodologically skilled and structured approach; not a side-line to project staff regular activities; ensured objective, nonpartisan view). By contrast, the benefit of utilizing in-house expertise lies in its cost-efficiency and the specific niche but also in the acquired portfolio.
Finding 11	The evaluation repository platform is a valuable source that systematically shows all published evaluations with various filters. This is very efficient. In contrast, the names of the files are not consistent thus preventing easy identification of the actual files (in many instances showing strange characters which are at times misleading). This finding concerns the way how the files names are saved and covers all areas of IOM interest, including gender.

Recommendations

The extent to which renewed efforts to empower women⁴ and promote GE in IOM projects will succeed depends on efforts demonstrating the relevance and usefulness in dealing with the evaluation reports. It is important to focus more strongly on practical recommendations and to work more strategically on areas which are regarded as being especially relevant and those increasing the usefulness and the achievement of the evaluations. By focusing on areas

⁴ And other groups such as: male, elders, youth, persons with disabilities and LGBTQI

that are high on the IOM agenda, it will also be possible to place more attention on the area of women⁵ and GE.

Recommendation 1	IOM should consider preserving or scaling-up the practice of highlighting the importance of measuring GE and the integration of gender throughout all aspects of the evaluation reports. Both the ToRs and evaluation reports should include a number of supposable evaluation questions which reference gender, and where possible at least one question should be included under each DAC criterion. This is especially important for those reports dealing with technical areas such as ICT and which have very limited connection to GE subject-matter.
Recommendation 2	IOM should consider taking a broader approach to support the human rights of LGBTI persons in the evaluation reports as a cross-cutting theme. The modality for this is to include an evaluation question as a requirement which addresses this subject both in the ToRs and evaluations reports.
Recommendation 3	IOM should consider making a clear reference to the UN SWAP EPI in the ToR and evaluators should be provided with UN SWAP guidelines in order to ensure that they integrate gender in each stage of the evaluation i.e. design, methodology and analysis. Evaluators will then assess gender dimension on parity alongside other relevant aspects of the project in question
Recommendation 4	IOM should consider specifying (annexing) GEEW bibliography as mandatory in the evaluation reports. This formal requirement will also encourage the evaluators to contemplate GE in a more analytical context, which will inevitably reflect on the quality of the reports. Adequate references should be also made to SDGs i.e. SDG 5 in particular (as it calls for GE by 2030).
Recommendation 5	IOM should consider incorporating GEEW in the ToR impact statement. The statement on expected impact could be a substantial part of the topic description, which evaluators ought to assess under this criterion. Sex and gender related outcomes could be among key features of the expected impact. It can be expected that the evaluations will then cover impact in relation to boys or girls, women or men, gender relations, socioeconomic positions and the status of men and women. Clearly, the degree of analysis conducted will depend on the type of intervention being evaluated as well as its timing and data reliability. In practical terms, evaluation data will need to be collected, examined and compared with other findings, whilst for others, a short summary can be presented based on existing reports.
Recommendation 6	IOM should consider encouraging the evaluators to put forward at least one GEEW conclusion and/or recommendation in the

⁵And other groups such as: male, elders, youth, persons with disabilities and LGBTQI

	evaluation reports. This will increase its added value. Alternatively, GEEW lessons learned and/or best practices should be explicitly required in the ToR.
Recommendation 7	IOM should consider encouraging the evaluators to expand the respondent base and interact (hold interviews) with a competent gender authority such as the IOM GCU, prior to the actual fieldwork. Regardless of the evaluation theme, the accumulated knowledge and institutional memory of the IOM staff may well be critical for safeguarding the GEEW position and facilitating the exercise (evaluation) in question.
Recommendation 8	IOM should consider preserving the same partition between internal and external evaluators in carrying out the evaluations in a balanced way although some advantage may be given to external evaluators due to their supposed impartiality, objectivity and neutrality.
Recommendation 9	IOM should continue using the same UN SWAP scorecard template. A few minor alterations could be made in order to facilitate an increased strategic integration of GE and LGBTI into the meta-evaluation process. Under scoring criteria 1 a couple of guiding questions could be added.
Recommendation 10	IOM should consider introducing a reliable filing system in general, and not only for gender related searches. The file names should be short but consistent. This will allow the users of the evaluation repository system to navigate with ease through downloaded files. In practical terms, future ToRs should provide easy-to-use instructions on naming the produced files.

ANNEX 1 – List of evaluation reports assessed

No.	List of evaluation reports assessed	RO	Internal/External	Centralized/Decentralized	Score
1.	The Impact of Mobile Cinema Events on Potential Migrants in Guinea	RO Dakar	internal	DECENTRALIZED	1
2.	Evaluation of The World Migration Report	Global	Central/OIG	CENTRALIZED	8
3.	Ex-Post Evaluation: Mapping Ethiopian Diaspora Residing in The United States of America	RO NAIROBI, RO SAN JOSE	external	DECENTRALIZED	7
4.	Evaluation of Reintegration Activities in The Sahel And Lake Chad Region	RO Dakar	Mixed (Internal/OIG and external)	DECENTRALIZED	5
5.	Final Evaluation Report For The Project “Strengthening The Identification And Protection Of Victims Of Trafficking Among Refugees In Rwanda”	RO NAIROBI	external	DECENTRALIZED	9
6.	Final Evaluation “Enhancing Protection And Improving Knowledge On The Risks Of Irregular Migration In Sudan - Phase V”	RO CAIRO	external	DECENTRALIZED	8
7.	Ex-Post Internal Evaluation Report for IDF Project: “Strengthening the Capacity of The Government of Kenya To Manage National Identity Programmes”	RO NAIROBI	internal	DECENTRALIZED	6
8.	Evaluación Final Del Proyecto Retorno Y Reintegración En El Triángulo Norte De Centroamérica Oim	RO SAN JOSE	external	DECENTRALIZED	6
9.	Final Evaluation of The Project “Improving Knowledge, Enforcement and Coordination In Counter-Trafficking”	RO NAIROBI	external	DECENTRALIZED	9
10.	Meta-Evaluation of IOM's Internal and External Evaluations (2017-2019)	RO VIENNA	internal	DECENTRALIZED	9

No.	List of evaluation reports assessed	RO	Internal/External	Centralized/Decentralized	Score
11.	Ex- Post Evaluation of The Project “Enhancing the Development Impact of Engagement with The Moldovan Diaspora – Homeland Partnerships”	GLOBAL	external	CENTRALIZED	5
12.	Mid-Term Evaluation Report of The Project “Contribute to The Economic Recovery of Iraq Through Employment Creation and Revitalization Of Local Economies”	RO CAIRO	internal	DECENTRALIZED	9
13.	Final Internal Evaluation of The Project “Enhancing Counter-Trafficking Capacities In Georgia By Sustaining Inter-Agency Coordination”	RO VIENNA	internal	DECENTRALIZED	8
14.	Final Evaluation of The Project "Improving Information Management and Planning Capacities Of Serbian Commissariat For Refugees And Migration"	RO VIENNA	external	DECENTRALIZED	8
15.	Programme Evaluation Report Natural Disaster Consortium (NDC) 2015-2020	RO BANGKOK	external	DECENTRALIZED	6
16.	Ex-Post Evaluation: Enhancing Mechanisms for Prevention, Detection and Treatment of HIV/Aids and Tuberculosis Among Migrant and Mobile Populations In The South Caucasus Countries	RO VIENNA	external	DECENTRALIZED	9
17.	Report on IOM Development Fund 2019 Ex-Post Evaluations	GLOBAL	internal	DECENTRALIZED	8
18.	Ex-Post Evaluation of The Project “ICT Strategy for Integrated Border Management in Rwanda”	RO NAIROBI	internal	DECENTRALIZED	4

No.	List of evaluation reports assessed	RO	Internal/External	Centralized/Decentralized	Score
19.	Ex-Post Evaluation: Enhancing the Reintegration Programme for Overseas Filipino Workers in Line with The Migration and Development, And Crisis Management Frameworks in The Philippines	RO BANGKOK	external	DECENTRALIZED	7
20.	Development and Implementation of a Central American Joint Initiative on The Health of Migrants	RO SAN JOSE	external	DECENTRALIZED	7
21.	Ex-Post Evaluation of The IOM Development Fund Project Im.0043, "Improving Legal Assistance To Migrants In Brazil And Promoting Their Access To Labour Markets"	RO BUENOS AIRES	external	DECENTRALIZED	7
22.	Final Evaluation for The Project: "Psychosocial and Medical Assistance to Urban Refugee Survivors and Those at Risk of Sexual and Gender Based Violence (SGBV) In Kampala, Uganda"	RO NAIROBI	internal	DECENTRALIZED	9
23.	Second Evaluation of IOM's Migration Initiatives	GLOBAL	Central/OIG	CENTRALIZED	2
24.	Évaluation Finale Du Projet "Initiatives De Stabilisation Communautaire Dans Le Nord Du Niger (Cosinn)"	RO DAKAR	external	DECENTRALIZED	4