



# **Ex-post Evaluation: CAPACITY BUILDING OF GEORGIAN AUTHORITIES IN MIGRATION DATA ANALYSIS**

**PR.0234**

Final Report

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## Executive Summary

The following report is an ex-post evaluation of the project, PR. 0234 “*Capacity building of Georgian authorities in migration data analysis*”, managed by the Georgia Country Office of the International Organization for Migration (IOM) and funded by the IOM Development Fund, (“the Fund”).

This ex-post evaluation was commissioned by the Fund and IOM Georgia and was carried out by Sharon McClenaghan, Owl RE, research and evaluation consultancy, Geneva, from March to July 2022. The purpose of this evaluation was to assess the relevance and coherence of the project for the stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well cross-cutting themes of human rights and gender were mainstreamed in the project, and how sustainable the desired effects were or could be.

The evaluation was carried out remotely using a desk review of available data and documents, and key informant interviews with 14 project stakeholders.

### Findings

The project was found to be relevant in providing “bridge” funding to support the Government of Georgia, (GoG) in the development and operationalization of the Unified Migration Data Analysis System, (UMAS). The project design was ambitious and not initially based on an accurate needs analysis of the beneficiaries, rendering two of the three outputs not relevant and hence not achieved. It was altered to respond to beneficiaries’ needs but the outputs were not changed. Two no-cost extensions, (NCEs), totalling 10 months, were required as a result of the limitations imposed by COVID-19. The project was effective in helping build the migration data framework through greater understanding of data exchange and management as well as improving technical expertise through consultancies and training. It was well managed according to interviewees, but project efficiency was assessed as low as the results matrix, (RM), was not changed and remained the template against which the project recorded its results, somewhat inaccurately. Both impact and sustainability were compromised by the systemic problem of high staff turnover and a high dependency upon donor funding for future development.

**Relevance, (rating: Good – 3):** The aim of the project to contribute to building the migration data governance framework of Georgia was broadly aligned with the government’s EU and Schengen commitments and the related development of “evidence-based migration policy”. However, the project proposal was not realistic in its original design and lacked an understanding of the context and limitations of the UMAS data system and speed at which it was able to develop. The project activities were subsequently adjusted to tailor to beneficiary priorities and were assessed as very relevant by the majority of interviewees. However, the RM was not fully adjusted to reflect these changes and remained inaccurate.

**Coherence, (rating: Good – 3):** The project was found to be coherent with another IOM project, with which it shared some components as well as with another intervention in the field, in the area of support for the migration data system.

**Effectiveness, (rating: Good – 3):** The effectiveness of the project was difficult to assess as the project's activities were revised in accordance to the needs of the government beneficiaries but not adequately reflected in a revision of the RM. As a result, two of the three outputs were not achieved, but the project was effective in making progress towards the outcome. It did this by providing expertise in the form of paid positions and through training, a workshop and a study trip, although activities were overall limited to a few staff, many of whom have now left.

**Efficiency & Cost Effectiveness, (rating: Adequate – 2):** The project was managed well overall, according to interviewees, adapting to the needs and priorities of the project beneficiaries and stakeholders. However, project documentation was very poor - the RM was not updated to correlate fully with the changes made and the reporting on project progress was inaccurate and often misleading. The project was a good example of “bridge funding,” helping sustain the UMAS related work in the short term and addressing the lack of capacity directly with paid staff positions and training. However, the number of targeted beneficiaries was very low, within a context of a high turnover of staff. The project required two NCEs, extending the project by 10 months as a result of the COVID-19 pandemic.

**Impact, (rating: Good – 3):** The project produced a number of short to medium-term impacts. It helped advance the development of the UMAS system, raising awareness of data management and exchange among users and data producers. It strengthened the UMAS system through the funding of personnel / experts and developed some capacity through software training on data visualization (Tableau). Further funding is required to sustain the impact of the project results and address the high turn-over of UMAS and related staff which reduced the overall impact of the results.

**Sustainability, (rating: Adequate – 2):** The sustainability of the benefits arising from the project needs to be assessed within the wider context of the Georgian data migration system UMAS and its future – a system which requires long-term government commitment and currently depends on the continued support from the EU and other donors for its funding. The project was assessed as having low sustainability, due to the short-term contracts of the experts, the high level of employee turnover within the Public Services Development Agency (PSDA) and State Commission on Migration Issues, (SCMI) and the lack of a project handover/sustainability strategy.

## **Conclusion and recommendations**

The project design was the main weakness of the project and a significant problem in accurately assessing the project's results. However, as a means of “bridging” funding gaps and supporting UMAS to become operational, the project was successful. The biggest challenge to the project sustainability relates to the UMAS project as a whole and the need to address structural problems such as: dependency upon external funding, lack of expertise,

attracting and maintaining qualified human resources and a data system which, by its nature, requires what one interviewee noted as a “permanent upgrade”, and which is not yet used by all ministries.

### **A. Project development and monitoring**

The project was too ambitious from the offset and not designed accurately, without the appropriate knowledge and input from beneficiaries on the current status of UMAS. After the implementation began, the project was revised in line with beneficiary needs, to ensure that the activities were useful and relevant. However, it was not fully documented in the interim reports why the changes occurred (with the exception of COVID-19) and the outputs remained the same. As this represented such a significant change, a fuller project revision should have taken place and been noted in the project documentation, which would have avoided inaccuracies in reporting that were not picked up during monitoring.

### **Recommendation for IOM Georgia, (priority level: 1-high, 1st December 2022)**

IOM Georgia for future projects of a similar nature:

For future projects of a similar nature:

- Ensure for project proposals, that adequate consultations are carried out with the relevant beneficiaries/stakeholders, taking into account their feedback, so that activities, outputs and outcomes are realistic and aligned with their needs.
- Ensure that project managers review the Project Proposal at the start of implementation and make necessary adjustments early, including any changes to Outputs needed.
- Ensure that project revisions are made to all documentation (including in interim reports and RM) to avoid inaccurate reporting of outputs and activities.

### **B. Sustainability**

The sustainability challenges of the project were significant, and the evaluation raises the question about how to best design a project such as this to address capacity in a context where, as one interviewee noted, “*the resources were never sustainable from the beginning.*” The project was not a seed fund but rather a “bridging fund”, providing expertise for a limited period of time, and broad support for the UMAS system through increased awareness of best practices and training (to some staff), delivered in a context of high staff turnover.

### **Recommendation for IOM Georgia, (priority level: 1-high, 1st December 2022)**

- Work with PSDA/SCMI to distribute the UMAS gap/needs assessment report to all project beneficiaries and for this to become the basis of an action plan.
- Work with the GoG to address the issue of staff retention/ human resources, including support for hiring and training interns.
- Work with the GoG to support resource mobilization for the continued development of UMAS.

## Glossary of Terms

DAC	Development Assistance Committee
GeoStat	National Statistics Office of Georgia
GoG	Government of Georgia
HR	Human rights
IDF	IOM Development Fund
MoE	Ministry of Education, Science, Culture and Sport
MFA	Ministry of Foreign Affairs
MoIA	Ministry of Internal Affairs
MoJ	Ministry of Justice
MS	Member State
PSDA	Public Services Development Agency
RM	Results Matrix
SBMMG	Sustaining Border Management and Migration Governance in Georgia
SCMI	State Commission on Migration Issues
SDGs	Sustainable Development Goals
SSSG	State Security Service of Georgia
TWG	Technical Working Group
UMAS	Unified Migration Data Analysis System
VLAP	Visa Liberalisation Action Plan
VSM	Visa Suspension Mechanism

## 1. Introduction

The following report is an ex-post evaluation of the project, “*Capacity building of Georgian authorities in migration data analysis*,” managed by the Georgia Country Office of the International Organization of Migration (IOM) and funded by the IOM Development Fund (“the Fund”).

This ex-post evaluation was commissioned by the Fund and IOM Georgia and was carried out by Sharon McClenaghan, Owl RE, research and evaluation consultancy, Geneva, from March to July 2022. The evaluation focused on six main OECD-DAC<sup>1</sup> evaluation criteria: relevance, coherence, effectiveness, efficiency, impact and sustainability. Human rights and gender equality were integrated into the evaluation criteria, where relevant.

## 2. Context of the evaluation

Prior to this project, the Unified Migration Data Analysis System (UMAS), the up-to-date national infrastructure for migration data analysis, was already developed by the government of Georgia (GoG), and had been functioning in test mode. However, there remained a number of challenges including a lack of analytical capacity which impeded execution of the main purpose of the system- the analysis of technically sorted and processed migration data.

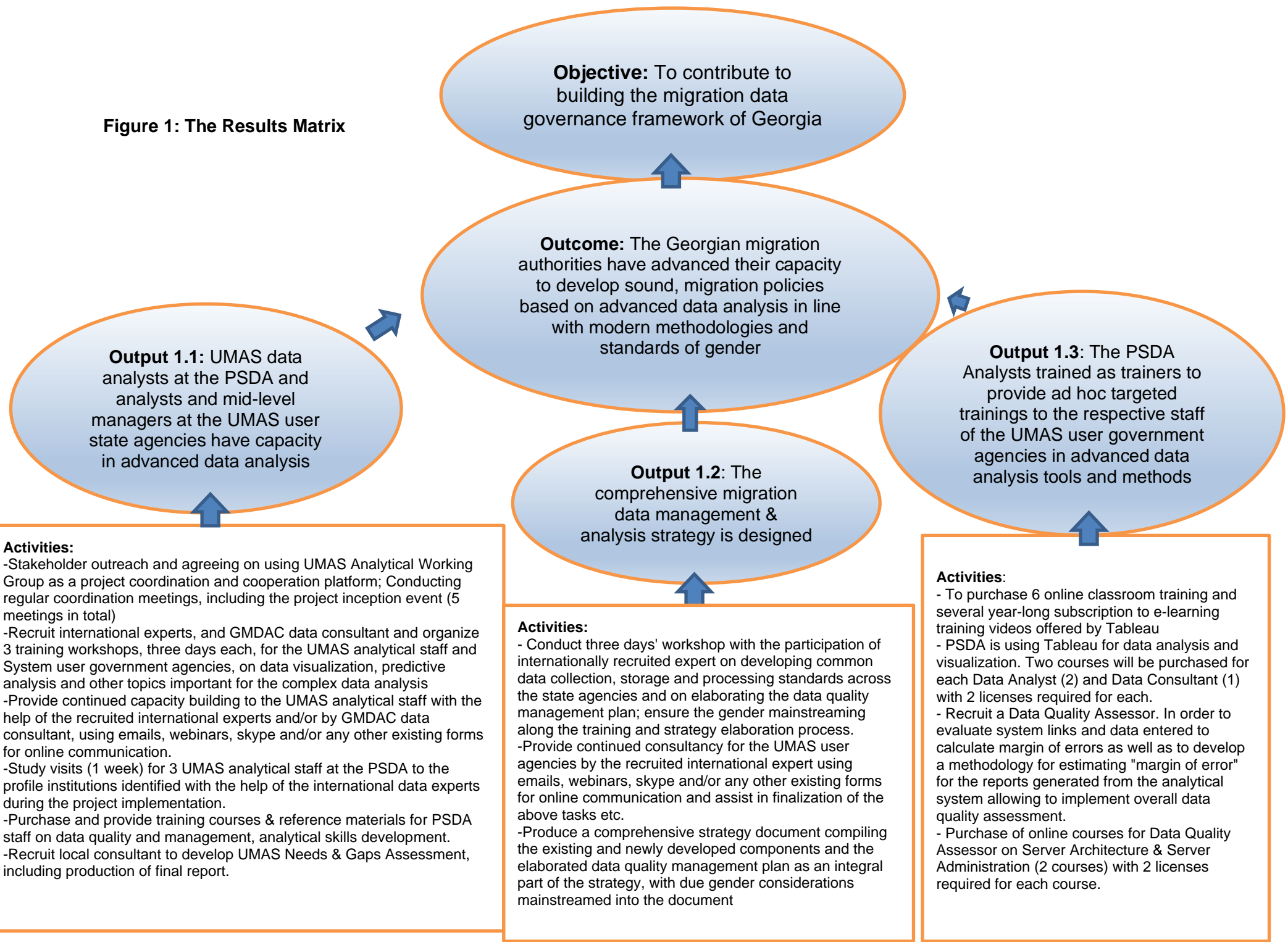
In response, financed by the Fund, the project planned to address these challenges, to support Georgian migration authorities, specifically The Public Sector Development Agency, (PSDA) of the Ministry of Justice, (MoJ) and the State Commission on Migration Issues (SCMI), in the advancement of their data analysis. The aim was to contribute to building the migration data governance framework of Georgia through the development of capacity to develop sound migration policies based in line with modern methodologies and standards of gender.

The Results Matrix (RM) is reproduced below to illustrate the intervention logic foreseen for the project:

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<sup>1</sup> Organisation for Economic Co-operation and Development - Development Assistance Committee; ‘DAC Criteria for Evaluating Development Assistance’: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

**Figure 1: The Results Matrix**



**Objective:** To contribute to building the migration data governance framework of Georgia

**Outcome:** The Georgian migration authorities have advanced their capacity to develop sound, migration policies based on advanced data analysis in line with modern methodologies and standards of gender

**Output 1.1:** UMAS data analysts at the PSDA and analysts and mid-level managers at the UMAS user state agencies have capacity in advanced data analysis

**Output 1.2:** The comprehensive migration data management & analysis strategy is designed

**Output 1.3:** The PSDA Analysts trained as trainers to provide ad hoc targeted trainings to the respective staff of the UMAS user government agencies in advanced data analysis tools and methods

**Activities:**

- Stakeholder outreach and agreeing on using UMAS Analytical Working Group as a project coordination and cooperation platform; Conducting regular coordination meetings, including the project inception event (5 meetings in total)
- Recruit international experts, and GMDAC data consultant and organize 3 training workshops, three days each, for the UMAS analytical staff and System user government agencies, on data visualization, predictive analysis and other topics important for the complex data analysis
- Provide continued capacity building to the UMAS analytical staff with the help of the recruited international experts and/or by GMDAC data consultant, using emails, webinars, skype and/or any other existing forms for online communication.
- Study visits (1 week) for 3 UMAS analytical staff at the PSDA to the profile institutions identified with the help of the international data experts during the project implementation.
- Purchase and provide training courses & reference materials for PSDA staff on data quality and management, analytical skills development.
- Recruit local consultant to develop UMAS Needs & Gaps Assessment, including production of final report.

**Activities:**

- Conduct three days' workshop with the participation of internationally recruited expert on developing common data collection, storage and processing standards across the state agencies and on elaborating the data quality management plan; ensure the gender mainstreaming along the training and strategy elaboration process.
- Provide continued consultancy for the UMAS user agencies by the recruited international expert using emails, webinars, skype and/or any other existing forms for online communication and assist in finalization of the above tasks etc.
- Produce a comprehensive strategy document compiling the existing and newly developed components and the elaborated data quality management plan as an integral part of the strategy, with due gender considerations mainstreamed into the document

**Activities:**

- To purchase 6 online classroom training and several year-long subscription to e-learning training videos offered by Tableau
- PSDA is using Tableau for data analysis and visualization. Two courses will be purchased for each Data Analyst (2) and Data Consultant (1) with 2 licenses required for each.
- Recruit a Data Quality Assessor. In order to evaluate system links and data entered to calculate margin of errors as well as to develop a methodology for estimating "margin of error" for the reports generated from the analytical system allowing to implement overall data quality assessment.
- Purchase of online courses for Data Quality Assessor on Server Architecture & Server Administration (2 courses) with 2 licenses required for each course.



### 3. Evaluation purpose and objectives

#### 3.1. Purpose and objectives

The purpose of this evaluation was to assess the relevance and coherence of the project for the stakeholders and beneficiaries, the effectiveness and efficiency of project management and implementation, the expected impact, how well cross-cutting themes of human rights and gender were mainstreamed in the project, and how sustainable the desired effects were or could be.

The evaluation aimed to promote transparency and accountability, assist the Fund in its decision-making, better equip staff to make judgments about the project and to improve the effectiveness for potential future project funding. The primary objectives of the evaluation were to:

- (a) Assess the relevance and coherence of the project's intended results;
- (b) Assess the Theory of Change (if used):
- (c) Assess the effectiveness of the project in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;
- (d) Assess the efficiency and cost-effectiveness of project implementation;
- (e) Assess the impact prospects and outcomes to determine the entire range of effects of the project (or potential effects) and assess the extent to which the project had been successful in producing the expected change;
- (f) Assess the sustainability of the project's results and benefits (or measures taken to guarantee it) or prospects for sustainability;
- (g) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (h) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund in its decision-making about future project funding.

These objectives are operationalised in a series of evaluation questions and indicators (see section 3.3 below).

The findings, recommendations and lessons learned from this evaluation are to be used by IOM Georgia, all IOM units implementing IOM Development Fund projects and the Fund, as described in the following table.

**Table 1: Evaluation Intended Uses and Users**

Intended Users	Intended Uses
IOM Georgia	To improve identification of country's needs and alignment of IOM's interventions with national, regional and global development agenda; To improve identification of and alignment of IOM's interventions with national, regional and global development and migration agenda. To improve efficiency and effectiveness of future project implementation.

	<p>To demonstrate accountability of project implementation and use of resources.</p> <p>To identify specific follow-up actions/initiatives and project development ideas.</p> <p>To document lessons learned and best practices.</p>
All IOM units implementing IOM Development Fund projects	To improve efficiency and effectiveness of current and future funded projects by the Fund
IOM Development Fund	<p>To assess value for money.</p> <p>To use the findings and conclusions in consideration of future project funding approval.</p>

### **3.2. Evaluation scope**

The evaluation covered the full project period from 1.11.2018 - 28.02.2021. Beneficiaries and stakeholders interviewed were chosen based on the extent of their involvement in the project and availability and were identified in collaboration with the IOM project manager. The terms of reference (ToR) / Inception Report can be found at annex 1. The list of interviewees can be found in annex 2. The main documents consulted are listed in annex 3.

### **3.3. Evaluation criteria**

The evaluation focused on the following six main evaluation criteria, based on the OECD/DAC guidelines: relevance, coherence, effectiveness, efficiency, impact and sustainability. Gender and human rights were also mainstreamed where pertinent. In response to the evaluation purpose and scope, the evaluation focused on 21 out of the 25 evaluation questions found in the evaluation matrix (as outlined in the ToR / Inception Report found in annex 1). Responses to cross-cutting questions were integrated across the findings.

## **4. Evaluation methodology**

The evaluator used a participatory and mixed methods approach, involving and consulting with the relevant stakeholders as much as possible, integrating this approach into the methodology as feasible. Data was collected from a number of different sources in order to cross validate evaluation findings. The evaluation was conducted remotely.

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

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

- 1) Desk review of available data and documents (see annex 3);
- 2) Key informant interviews; interviews were conducted with IOM and stakeholders involved in the project.

### **4.2. Data sampling**

A sample of 14 stakeholders involved in the project were interviewed. The stakeholders included:

- 4 IOM staff from the Georgia Country Office.

- 5 representatives from the Secretariat of the State Commission on Migration Issues, (SCMI)
- 2 from Public Services Development Agency, (PSDA), Ministry of Justice.
- 3 from Government affiliated organizations

(See annex 2 for the complete list of persons interviewed).

### 4.3. Data Analysis

Quantitative and qualitative approaches were used to analyse findings from the document review and interviews. This approach was also used to assess the achievements of the results matrix and accompanying project documentation. Triangulation (reviewing two or more sources of data) was used to corroborate findings, substantiate findings and to underline any weaknesses in the evidence. For each evaluation criteria a rating was determined based on the following scale:

**Table 2: Evaluation criteria and scaling**

Evaluation Criteria Scaling		Explanation	Supporting evidence
5	Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention.	<i>Supporting evidence will be detailed for each rating given.</i>
4	Very good (Almost always)	There is an evidence of good contribution but with some areas for improvement remaining.	
3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but requirement for continued improvement.	
2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution but significant improvement required.	
1	Poor (Never or occasionally with clear weaknesses)	There is low or no observable contribution.	

### 4.4. Limitations and proposed mitigation strategies

In total, five limitations and challenges were identified for the evaluation, four of which were detailed in the Inception Report and one which was added (no. 5). The following table describes these limitations and the extent to which they were able to be addressed by the evaluator.

**Table 3: Limitations and challenges**

No.	Limitation	How these limitations were addressed
1.	<b>Timing: The timing of the evaluation during the Covid-19 pandemic response and recovery will likely impact on the availability of IOM staff and project stakeholders/beneficiaries, and/or extend the time that will take to respond to the evaluation request and provide inputs.</b>	<p>Georgia's COVID-19 response and recovery had a direct impact on the availability of project stakeholders, the majority of whom were still working at home, at the time of the evaluation. This resulted in field work being conducted remotely.</p> <p>Early involvement of the project manager helped coordinate meetings and the interview period was extended to 12 weeks to allow for disruptions.</p>
2.	<b>General problem of insufficient data or insufficient representative data collected, owing to poor response rate from interviewees</b>	<p>Data collected from interviewees was somewhat fragmented according to the individual's level of involvement and a significant number of interviewees did not have an understanding of the project as a whole. A related problem was that the Government of Georgia (GoG) had a number of projects supporting UMAS during the project period and thus some interviewees were often unclear as to what activity was funded by what project. In addition, none of the external experts involved in the project were available for an interview.</p> <p>Project documentation in the form of progress reports was often inaccurate, reporting against indicators related to the outcome or an output which were not relevant (see limitation 5).</p> <p>Where there is insufficient data, this is indicated in the report.</p>
3.	<b>Objective feedback from interviewees – they may be reticent to reveal the factors that motivate them or any problems they are experiencing or being transparent about their motivation or about internal processes.</b>	<p>This did not materialize as an obstacle and all discussions were transparent and open, including with IOM staff regarding the errors made during reporting.</p>
4.	<b>General bias in the application of causality analysis.</b>	<p>A general consensus was found on the majority of findings and where causality was not able to be determined this was noted.</p>
5.	<b>The RM was not fully revised despite changes being made to the activities implemented, thus making aspects of the project difficult to evaluate.</b>	<p>Activities were changed during project implementation to suit the beneficiaries, as agreed with the Fund. However, the Results Matrix, (RM) was not fully revised and as a result, the progress reported was inaccurate (as it was reported against the original RM and indicators which had not been changed). This was problematic for the assessment of project results.</p> <p>Evaluation findings were constructed from interviews, cross-checked with some</p>

		project documentation such as meeting reports. Where it was not possible to be sure of the results, this was noted.
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## 6. Findings

The project was found to be relevant in providing “bridge” funding to support the GoG in the development and operationalization of UMAS. The project design was ambitious and not initially based on an accurate needs analysis of the beneficiaries, rendering two of the three outputs not relevant and hence not achieved. The project was altered to respond to beneficiaries’ needs but the outputs were not changed. The project necessitated two no-cost extensions, (NCEs) totaling 10 months as a result of the limitations imposed by COVID-19. The project was effective in helping build the migration data framework through greater understanding of data exchange and management as well as improving technical expertise through consultancies and training. The project was well managed according to interviewees, but project efficiency was assessed as low as the RM was not changed and remained the template against which the project recorded its results, somewhat inaccurately. Both impact and sustainability were compromised by the systemic problem of high staff turnover and a high dependency upon donor funding for future development.

The table below summarizes the findings and provides a rating for each evaluation criteria:

**Table 4: Summary evaluation findings per criteria**

<b>Evaluation criteria and rating</b>	<b>Explanation</b>	<b>Supporting evidence</b>
<b>Relevance-3-Good</b>	The aim of the project to contribute to building the migration data governance framework of Georgia was broadly aligned with the government’s European Union (EU) and Schengen commitments and the related development of “evidence-based migration policy”. However, the project proposal was not realistic in its original design and lacked an understanding of the context and limitations of the UMAS data system and speed at which it was able to develop. The project activities were subsequently adjusted to tailor to beneficiary priorities and were assessed as very relevant by the majority of interviewees. However, the RM was not adjusted to reflect these changes and remained inaccurate.	Interviewees Project documentation
<b>Coherence-3-Good</b>	The project was found to be coherent with another IOM project, with which it shared some components as well as with another intervention in the field in the area of support for the migration data system.	Project documentation
<b>Effectiveness-3- Good</b>	The effectiveness of the project was difficult to assess as the project was revised in accordance to the needs of the Government beneficiaries but not adequately reflected in the revision of the RM. As a result, two of the three outputs were not achieved but the project was effective in making progress towards the outcome. It did this by providing expertise in the form of paid positions	Project documentation Interviewees External publications IOM website

	and through training, a workshop and a study trip, although activities were overall limited to very few staff, many of whom have now left.	
<b>Efficiency and cost effectiveness -2- Adequate</b>	<p>The project was managed well overall, according to interviewees, adapting to the needs and priorities of the project beneficiaries and stakeholders. However, project documentation was very poor- the RM was not updated to correlate fully with the changes made and reporting on project progress was inaccurate and often misleading.</p> <p>The project was a good example of “bridge funding,” helping sustain the UMAS related work in the short term, addressing the lack of capacity directly with paid staff positions and training. However, the number of targeted beneficiaries was very low within the context of a high turnover of staff. The project required two NCEs extending the implementation period by 10 months as a result of the COVID-19 pandemic.</p>	Interviewees and email correspondence Project documentation
<b>Impact-3- Good</b>	The project produced a number of short-medium term impacts. It helped advance the development of the UMAS system, through raising the level of awareness of users and producers on data management and exchange. It strengthened the UMAS system through the funding of personnel / experts and developed some capacity through software training on data visualization (Tableau). Further funding will be required to sustain the impact of the project results and address the high turn-over of UMAS and related staff which reduced the impact of the results.	Interviewees Project documentation
<b>Sustainability- 2 - Adequate</b>	The sustainability of the benefits arising from the project needs to be assessed within the wider context of the Georgian data migration system UMAS and its future – a system which requires long-term government commitment and is currently dependent upon the continued support of the EU and other donors for funding. The project was assessed as having low sustainability, owing to the short-term contracts of the experts, the high level of employee turnover within the PSDA/ SCMI, and the lack of a project handover/sustainability strategy.	Interviewees Project documentation

### Relevance – 3 – Good

The aim of the project to contribute to building the migration data governance framework of Georgia was broadly aligned with the government’s EU and Schengen commitments and the related development of “evidence-based migration policy”. However, the project proposal was not realistic in its original design and lacked an understanding of the context and limitations of the UMAS data system and speed at which it was able to develop. The project activities were subsequently adjusted to tailor to beneficiary priorities and were assessed as very relevant by the majority of interviewees. However, the RM was not fully adjusted to reflect these changes and remained inaccurate.

- 1. To what extent is the project aligned with national priorities and strategies, government policies and global commitments?**

**Finding:** The objective of the project, to build the migration data governance framework, was aligned with the government’s broad commitments to the EU association agenda and the development of “evidence-based migration policy.”

The project was designed to address the broad goal of supporting capacity development of the government in relation to migration related data and specifically UMAS, a system which aims to develop up-to-date technological solutions to advance migration data collection and analysis and hence, contribute to the data-driven migration policy development in the country.<sup>2</sup> This responded to a broad need for improved migration data exchange and the government’s commitment to the development of UMAS “*to facilitate informed decision-making in migration management and the policy planning process*”, as noted in the Migration Strategy 2016-2020.<sup>3</sup>

Through the long-term task of developing UMAS and the goal of improving migration data, the project was aligned with the government’s political commitment to the EU-Georgia Association Agenda (2017-2020) and the Visa Liberalisation Action Plan (VLAP), one of the conditions of which is the development of “evidence-based migration policy”, as noted in the Migration Strategy of Georgia, 2021-2030.<sup>4</sup>

## 2. To what extent were the needs of beneficiaries and stakeholders, taken into account during project design?

**Finding:** The project responded to the ongoing work between IOM and the government regarding the continued support of the UMAS system, acting as a “bridge” between larger funded projects. According to interviewees, activities were designed initially without sufficient input of the key beneficiaries, the State Commission on Migration Issues, (SCMI) and the Public Service Development Agency, (PSDA). For example, one of the outputs (output 1.2) was not understood by one of the beneficiaries and another (output 1.3) was not feasible. Consequently, activities were redesigned during project implementation although the RM was not changed and described as “very relevant” by the majority of stakeholders interviewed.

The project was designed in response to a request by the PSDA in relation to the government’s work on UMAS and IOM’s ongoing support for this, (see also Coherence). According to interviewees, the main aim of the project was to provide “bridge funding” to allow the government to maintain the technical skill needed in the work of the transitioning of the UMAS system to become fully operational, as one interviewee noted, “*until the next big funding*”

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<sup>2</sup> See: *Unified Migration Analytical System received the award for the Best Innovative Infrastructural Solution*, (2016) [https://migration.commission.ge/index.php?article\\_id=270&clang=1](https://migration.commission.ge/index.php?article_id=270&clang=1), (accessed 15.05.2022).

<sup>3</sup> Migration Strategy of Georgia (2016-2020), page 3, [https://migration.commission.ge/files/migration\\_strategy\\_2016-2020\\_eng\\_final\\_amended\\_08.2018.pdf](https://migration.commission.ge/files/migration_strategy_2016-2020_eng_final_amended_08.2018.pdf). This was also demonstrated by the Government Ordinance #352 which officially approved UMAS development, setting the process in motion in July 2015.

<sup>4</sup> See : [https://migration.commission.ge/files/ms30\\_eng\\_web2.pdf](https://migration.commission.ge/files/ms30_eng_web2.pdf), page 16.



came.” It was also noted by several interviewees that the development of UMAS was a long-term initiative from the pilot stage.<sup>5</sup>

However, there was very little input by the main beneficiaries into the initial design of the proposal, resulting in a project proposal which was unrealistic. It became apparent during implementation, that the project was, in the words of one interviewee, “not do-able” in its original form. Activities had to be changed in order to address the needs of the beneficiaries and the reality of the context in which the SCMI and PSDA operated, in which the numbers of trained UMAS analysts were very much lower than expected and the need for training and expertise greater than had been assumed. A number of meetings were convened with a working group and new activities were designed, although the outputs and RM were not changed.

**3. Was the project designed with a logical connection between its objective, outcomes, outputs and indicators based on a solid rationale/needs assessment?**

**Finding:** The design of the project was not based on a solid needs assessment of the beneficiaries and was too ambitious in its scope. The goal of the project outcome - that UMAS generated reports are used for migration policy development - was a very long term one and well beyond the timeframe of the project. As such, two of the three outputs were not feasible, given the current government resources and the stage of development of the data system. While project activities were changed, the RM remained the same and the outputs and indicators as originally designed were unrealistic.

**Relevance of results - based matrix and vertical logic analysis**

The RM was developed with one outcome (see Table 5), and three outputs and related activities to support the objective: *To contribute to building the migration data governance framework of Georgia*. The project was not designed on the basis of a solid needs assessment as the development of UMAS had been described by one respondent as “a long term initiative.” While this project was a key building block in UMAS development, the original timeframe (of 18 months) was too short to affect the level of change imagined by the outcome, that is, that UMAS would be at a sufficient stage of development to make the contribution to analysis / migration data planned. Neither the development of the system nor the expertise of the staff would have been sufficient to achieve this.<sup>6</sup> Similarly, both Output 1.2 (design of a migration data strategy) and Output 1.3 (training of trainers on advanced data analysis) were not realistic nor feasible, according to interviews conducted.

**Table 5: Evaluation Assessment of the Project Results Matrix Vertical Logic**

Vertical Logic and suggestions	Analysis
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<sup>5</sup> As one SCMI interviewee noted, “The idea of the project really came up 2011 when we started speaking about visa dialogue with EU and Schengen. The idea was to create a system which would amalgamate different data bases and provide decision makers with opportunities to analyze data faster and base political decisions on evidence based suggested by data. It was part of this work with IOM.”

<sup>6</sup> According to interviewees, the goal of UMAS is to develop an up-to-date technological solutions to advance migration data collection and analysis in Georgia and hence, in the (much) longer term contribute to the data-driven migration policy development in the country.



<p><b>Objective:</b> To contribute to building the migration data governance framework of Georgia.</p> <p><b>Indicator:</b></p> <ol style="list-style-type: none"> <li>1. Recommendations/findings generated from the analysis through the Unified Migration Data Analytical System (UMAS) duly reflected in the State Migration Strategy's annual Action Plan(s) Data Sources and collection method: Action Plan 2020 Action Plan Monitoring Report(s)</li> <li>2. EU Progress Reports Indicate improvement in Georgia's data management and analytical capacities - Data Sources and collection method: The new EU progress report under the Visa Suspension Mechanism and its Accompanying document</li> </ol> <p><b>Baseline:</b></p> <ol style="list-style-type: none"> <li>1. State Migration Strategy's (SMS) 2019 Action Plan does not include UMAS considerations</li> <li>2. The first EU progress report under the Visa Suspension Mechanism and its Accompanying document (2017) acknowledges the establishment of the UMAS</li> </ol> <p><b>Target:</b></p> <ol style="list-style-type: none"> <li>1. State Migration Strategy's 2020 Action Plan includes specific considerations for UMAS development and implementation</li> <li>2. 3rd report under the Visa Suspension Mechanism (VSM) and its Accompanying document give credits to the UMAS for producing the first ever analytical report for evidence-based migration policy making.</li> </ol>	<p>The objective was broad but appropriate.</p> <p>The indicators were inappropriate as the goal of developing UMAS to the point of generating findings that could be directly reflected in the State Migration Strategy was longer term than the project timeframe. As such the State Migration strategy was an incorrect reference point.</p> <p>The same applies to Indicator 2 as improvement in Georgia's data management and analytical capacities would not be able to be attributed to progress made by the project alone, as UMAS would not be at a sufficient stage of development to make this contribution.</p> <p>The Baseline was correct but the Target was not appropriate as the SMS does not consider the UMAS nor does the VSM.</p>
<p><b>Outcome:</b> The Georgian migration authorities have advanced their capacity to develop sound, migration policies based on advanced data analysis in line with modern methodologies and standards of gender.</p> <p><b>Indicators:</b></p> <ol style="list-style-type: none"> <li>1. The analytical reports produced by UMAS per government set requirements are used for agency and/or national level policy development. Data Sources and collection method: Stakeholder consultations relevant policy documents</li> <li>2. Comprehensive data management and analysis strategy is utilized in daily work by the UMAS user government agencies Data Sources and collection method</li> </ol> <p><b>Baseline:</b></p> <ol style="list-style-type: none"> <li>1. No; migration policy development isn't based on migration data analysis National migration</li> </ol>	<p>The outcome is inappropriate as the timeframe is beyond that of the project. The development of UMAS beyond the pilot stage to become fully operational was not going to be possible within the timeframe of the project.<sup>7</sup></p> <p>A suggested outcome would be:  <i>The Georgian migration authorities and SCMI affiliated organizations, producing migration data, advance their capacity and understanding of advanced data analysis in line with modern methodologies and standards of gender equality.</i></p> <p>The indicators were inappropriate as the data analytical system (and reports produced) were not at the stage of informing policy development, nor was an analysis strategy</p>

<sup>7</sup> As noted by one interviewee, "Different entities are collecting different data in different ways. UMAS has to systematize their own databases to be allowed to start sharing. Currently the data is not systematically organized ... not at that level. It is under development on a daily basis.. it is still far away what we want to see."

<p>policy decision makers lack the understanding of importance of complex data analysis</p> <p>2. No; there are only some pieces of the data management strategy in place, e.g. exchange protocols etc., No assessment of gaps done yet for the comprehensive data management and analysis strategy development.</p> <p><b>Target:</b></p> <p>1. Yes; advanced analytical products are used by the migration policy makers for migration policy development purposes</p> <p>2. Yes; comprehensive, gender mainstreamed data management and analysis strategy developed and available for guiding data related processes.</p>	<p>appropriate, given the stage of development of the system.</p> <p>Baseline 1 was not accurate as in fact, a certain level of migration analysis was conducted and did inform the Migration policy development. Baseline 2 was correct, but the associated targets (for both 1. and 2.) were inappropriate, due to the stage of development of the system as a whole.</p>
<p><b>Output 1.1:</b> UMAS data analysts at the PSDA and analysts and mid-level managers at the UMAS user state agencies have capacity in advanced data analysis</p> <p><b>Indicator:</b> xx</p> <ol style="list-style-type: none"> <li>1. # of project coordination meetings organized</li> <li>2. # of project coordination meeting participants</li> <li>3. # training workshops conducted (Training workshop agenda)</li> <li>4. # trained UMAS analysts at the PSDA key analytical and technical level staff enrolled in the training workshops (Data Source and Collection Method : Training attendance sheet)</li> <li>5. Percentage of trained UMAS analysts who pass the post-training test (Data Source and Collection Method: Results of post-training test)</li> <li>6. # of webinars, email and/or skype communications organized between the UMAS data analysts and the international experts for the project</li> <li>7. # of study visits organized</li> <li>8. # of study visit participants</li> <li>9. # of study visit reports with a clear plan of action for participants</li> <li>10. At least 40% of participants of the above project activities are women</li> <li>11. Complex analytical immigration report produced</li> </ol> <p><b>Baseline:</b></p> <ol style="list-style-type: none"> <li>1. 0</li> <li>2. 0</li> <li>3. 0</li> <li>4. 0</li> <li>5. 0</li> <li>6. 0</li> <li>7. 0</li> <li>8. 0</li> <li>9. 0</li> <li>10. 30%</li> <li>11. Migration profiles (latest 2017); No Complex analytical</li> </ol>	<p>Output 1.1 was broadly appropriate but “advanced data analysis” was only relevant to UMAS analysts of which there were only a few (maximum three) at the time. An alternative output is suggested: <i>Capacity in data analysis is strengthened.</i></p> <p>Eleven indicators were too many and only one (indicator 5) related to a measurement in a “post training test”. It is suggested that these are replaced with the indicator: <i>Increase in knowledge and skills relating to advanced data analysis, with a baseline to be determined in the first 3 months and a target of 80%</i></p> <p>Indicator 11: “Complex analytical immigration report produced” was inappropriate as this was not going to be possible given the stage of development of the analytical system.</p> <p>Target 4: “15 UMAS analysts at the PSDA and mid-level managers at the UMAS user agencies” was not realistic as there were only a few UMAS analysts to begin with and the problem of recruitment was already acknowledged.</p>

<p><b>Target:</b></p> <ol style="list-style-type: none"> <li>1. 5</li> <li>2. 12 per meeting (40% being women)</li> <li>3. 3</li> <li>4. 15 UMAS analysts at the PSDA and mid-level managers at the UMAS user agencies (40% being women)</li> <li>5. 80% of trained staff pass test at score of 70% or above</li> <li>6. 14</li> <li>7. 3</li> <li>8. 3 (2 being women)</li> <li>9. 3</li> <li>10. 40%</li> <li>11. 1</li> </ol>	
<p><b>Output 1.2:</b> The comprehensive migration data management &amp; analysis strategy is designed</p> <p><b>Indicator:</b></p> <ol style="list-style-type: none"> <li>1. # workshops for the gaps analysis and important components for comprehensive strategy development (Data Source and Collection Method: Workshop agenda, list of participants; workshop materials)</li> <li>2. # of workshops participant UMAS user agencies (Data Source and Collection Method: Attendance sheet)</li> <li>3. At least 40% of participants of the above project activities are women (Data Source and Collection Method : Attendance sheet)</li> <li>4. # migration data management &amp; analysis strategy developed</li> </ol> <p><b>Baseline:</b></p> <ol style="list-style-type: none"> <li>1. 0</li> <li>2. 0</li> <li>3. 0</li> <li>4. No</li> </ol> <p><b>Target:</b></p> <ol style="list-style-type: none"> <li>1. 1</li> <li>2. 15 (40% women)</li> <li>3. 6 are women</li> <li>4. Yes, Comprehensive, gender mainstreamed data management/ analysis strategy in place, with common data collection, storage and processing standards across the state agencies and implanted data quality management plan</li> </ol>	<p>Output 1.2 was inappropriate as UMAS had not reached the point of development /usability that a migration data management &amp; analysis strategy could be developed, (according to interviewees), and was not understood by beneficiaries as something relevant.</p> <p>A suggested alternative could be: <i>Report developed on needs and gap analysis on development of UMAS system.</i></p>
<p><b>Output 1.3:</b> The PSDA Analysts trained as trainers to provide ad hoc targeted trainings to the respective staff of the UMAS user government agencies in advanced data analysis tools and methods</p> <p><b>Indicators:</b></p> <ol style="list-style-type: none"> <li>1. # training of trainers (ToT) on advanced analysis tools and methods (Data Source and Collection Method : Training Agenda and signed List by participants; Training materials)</li> <li>2. # trained trainers among the UMAS data analysts; At least 40% of trained trainers are</li> </ol>	<p>Output 1.3 was inappropriate as there were insufficient UMAS data analysts within PSDA to train, (only 2) and the UMAS system was not developed to the stage of being able to provide training to others.</p>

<p>women (Data Source and Collection Method: gender disaggregated post – training test results)</p> <p>3. Advanced data analysis training module available (Data Source and Collection Method: Data analysis training materials /module with gender analysis related sub module)</p> <p><b>Baseline:</b></p> <p>1.0 2.0 3.0</p> <p><b>Target:</b></p> <p>1. ToT workshops 2. 5 Trained trainers selected from the analytical and midlevel managerial staff of the UMAS user agencies (40% being women). 3. Yes</p>	
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**4. To what extent do the expected outcomes and outputs remain valid and pertinent as originally intended in terms of direct beneficiary needs?**

**Finding:** The expected outcome and outputs (especially output 1.2 and output 1.3) remain valid requiring a substantially longer timeframe than was initially envisaged and the requisite number of trained UMAS analysts to make them feasible.

The expected outcome remains valid within a longer timeframe given the current level of development of UMAS. Similarly output 1.2 (a migration data management and analysis strategy) and output 1.3 (Training of trainers in advanced data analysis tools and methods) is dependent upon UMAS being at a more advanced stage of development and an increased number of staff available to train and be trained than is currently employed by the PSDA.

**5. How adequately were human rights and gender equality taken into consideration during the project design and implementation?**

**Finding:** Gender equality was taken into consideration during the project design, included explicitly in the project outcome as well as in terms of the gender disaggregation of data. During project implementation only the disaggregated numbers of men and women involved in project activities was monitored.

Gender equality was included in the project design and included explicitly in the project outcome. In implementation there was no evidence of gender sensitivity beyond the recording of disaggregated number of men and women involved in activities, with interviewees noting that it was a very technical project and as such, gender and human rights were not so relevant. In the initial development of UMAS this may have been a correct assumption, as incoming data to the UMAS data repository has been and is currently de-personalized, with gender not specified, and as noted by one interviewee, “*UMAS is only as good as the data it collects*”. However, UMAS now works with an increased number of different sources, collecting information from border crossings and from the Ministry of Internal Affairs, (MoIA) which includes gender and human rights aspects of migrant related data, as noted by one interviewee, “*Who goes into the asylum system and who goes directly in the employment*

system, the expulsion of migrants is not yet established. But those data flows are still not connected to UMAS.”

## 6. Is the project in line with IOM/IOM Development Fund priorities and criteria?

**Finding:** The project was found to be aligned to IOM and the Fund’s priorities and criteria. It supported two of IOM’s current strategic foci and the eligibility criteria of the Fund.

The project was found to support two of IOM’s current strategic foci,<sup>8</sup> notably:

- No. 4: To contribute to the economic and social development of States through research, dialogue, design and implementation of migration-related programmes aimed at maximizing migration’s benefits.
- No. 6: To be a primary reference point for migration information, research, best practices, data collection, compatibility and sharing.

Concerning the eligibility criteria of the Fund, the project responded to the key criteria in terms of capacity-building.

## Coherence - 3 – Good

The project was found to be coherent with another IOM project, with which it shared some components as well as another intervention in the field, in the area of support for the migration data system.

### 7. To what extent is this project compatible with other IOM activities?

### 8. To what extent is this project compatible with other interventions in this field?

**Finding:** The project was found to be compatible with other IOM capacity building projects such as the EU-funded project, *Sustaining border management and migration governance in Georgia*, (SBMMG) which also supported SCMI/PSDA in migration management, in addition to another external EU-funded project.

The project of the Fund was implemented in parallel with another IOM EU-funded project, *Sustaining border management and migration governance in Georgia*, (SBMMG),<sup>9</sup> which also supported PSDA and included elements related to UMAS. These included the purchase of Tableau licenses and the provision of expertise in the form of specialized IT services which were covered by both projects. As such, it was not clear to IT expertise for the GoG was also supported by an EU-funded project of the International Centre for Migration Policy Development, (ICMPD), but the evaluation found no evidence of direct coordination with ICMPD.<sup>10</sup>

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<sup>8</sup> IOM mission and strategic focus: [https://www.iom.int/sites/default/files/about-iom/iom\\_strategic\\_focus\\_en.pdf](https://www.iom.int/sites/default/files/about-iom/iom_strategic_focus_en.pdf)

<sup>9</sup> “Sustaining border management and migration governance in Georgia” (IOM reference: TC.1060). Implementation timeframe: Dec 2017 - Dec 2021.

<sup>10</sup> <https://www.icmpd.org/our-work/projects/sustaining-migration-management-in-georgia-enigma-2>

## Effectiveness – 3- Good

The effectiveness of the project was difficult to assess as the project’s activities were revised in accordance with the needs of the GoG beneficiaries but not adequately reflected in a revision of the RM. As a result, two of the three outputs were not achieved, but the project was effective in making progress towards the outcome. It did this by providing expertise in the form of paid positions and through training, a workshop and a study trip, although activities were overall limited to a few staff, many of whom have now left.

### 9. Have the project’s outputs and outcomes been achieved in accordance with the stated plans and results matrix?

**Finding:** The project’s stated progress towards its stated plans and results matrix was inaccurate as the RM was not changed when it became evident that two of the three outputs were not feasible nor did the RM fully reflect the change in activities. However, the project produced a number of results which broadly supported the project objective and outcome.

The project partially achieved its outcome and partially achieved one of its three outputs (as noted in the table below), contributing to improving the general knowledge base of UMAS and improving data collection and analysis. The extent to which the project contributed to “advanced data analysis” was low and difficult to assess, as the software training (on Tableau) was at a beginner level aimed at technical staff. The project did not result in producing a “complex analytical immigration report,” as was reported in the final narrative report. The UMAS training (as separate from the Tableau training) was administered as part of a study tour and was seen to be useful, (*“I started to learn about the product and became interested in the possibilities. I saw the huge potential of the system. Through these tools I am now able to process voluminous amount of information and make comparison between the data.”*)

Neither Output 1.2 nor 1.3 were achieved, although a number of related activities were adapted and did take place, such as having paid staff experts for 6-7 months working with the GoG and the organization of an international Migration Data Workshop.

It is important to note that, despite the project only partially achieving its outcome, the project activities were considered as “valuable input” and useful by the majority of interviewees, as well as central to developing the operationalization of UMAS. As noted by one respondent, *“Without this project we would not have been able to launch the system (UMAS) in an actual operational mode. We needed trained staff. The Tableau reports produced by PDSA – which we know is still an abstract issue- but we didn’t know how to use them and whether they would be good for us. That helped us. The project also hired two key analysts we needed.”*

**Table 6: Evaluation Assessment of the Project Results Matrix Vertical Logic**

Results matrix element	Level of Achievement	Level of Analysis
<b>Objective:</b> To contribute to building the migration data	<b>Partially Achieved</b>	The project contributed very broadly to building the migration data governance framework of Georgia

governance framework of Georgia.		through raising awareness of data management and access, targeted expertise and training.  These contributions were not however related to the indicators: the State Migration Strategy's annual Action plan (indicator 1), nor could any improvements in Georgia's data management and analytical capacities, as noted in EU progress reports, be attributed directly to the project, (as per indicator 2).
<b>Outcome:</b> The Georgian migration authorities have advanced their capacity to develop sound, migration policies based on advanced data analysis in line with modern methodologies and standards of gender.	<b>Partially Achieved</b>	The reports produced by UMAS were not “used for agency and/or national level policy development” as per indicator 1 as they were at a preliminary stage of development and did not constitute an advanced analytical product. However, they did help advance data analysis broadly. <sup>11</sup>  No “Comprehensive data management and analysis strategy” was developed and used in daily work, as per indicator 2, although a “Needs Gaps assessment report” was developed as part of Output 1.3. There was no reference to gender in any of the project activities.
<b>Output 1.1:</b> UMAS data analysts at the PSDA and analysts and mid-level managers at the UMAS user state agencies have capacity in advanced data analysis.	<b>Partially Achieved</b>	Capacity for data analysts was developed through training (beginner Tableau) for four staff and through a study visit for four staff. In addition, there were three coordination meetings and a workshop on migration data analysis which was informed by international experts and assessed as very useful by the majority of interviewees. The extent to which the project contributed to “advanced data analysis” was difficult to assess as the Tableau training, (the software visualization system) was at a beginner level aimed at technical staff and did not result in producing a “complex analytical immigration report” as stated in the indicator.
<b>Activities</b>	<b>Partially achieved</b>	The activities listed were modified and partially achieved including the use of the international experts to inform a Migration data workshop. A report on UMAS Needs & Gaps Assessment, which was an adapted activity, proved to be a way of retaining some of the project learning (as it was conducted by a former employee), as well as effectively assessing the remaining development and sustainability needs of UMAS.
<b>Output 1.2:</b> The comprehensive migration data	<b>Not achieved</b>	The strategy was not developed.

<sup>11</sup> As noted by one interviewee using the UMAS services: “we were invited to fill in a special “information passport” stating what kind of information we would like and which years etc and they would prepare it and send the data back in a report. We filled it in and got the data back and it was good for us to compare the data with our own data. For us overall it’s good but our methodology is different, so hard to develop that further...”

management & analysis strategy is designed.		
<b>Activities</b>	<b>Not achieved</b>	The Cumulative Progress reported in the interim report (Final) was inaccurate and it was not clear what activities were implemented in relation to this as none were indicated in the revised budget.
<b>Output 1.3:</b> The PSDA Analysts trained as trainers to provide ad hoc targeted trainings to the respective staff of the UMAS user government agencies in advanced data analysis tools and methods.	<b>Not Achieved</b>	No ToT programme nor advanced training module was developed as there were not enough UMAS data analysts to train.
<b>Activities</b>	<b>Partially achieved</b>	On-line Tableau training was purchased for four staff members and two IT experts were hired for software development but no training of trainers programme was developed.

**10. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?**

**Finding:** A working group was formed of government user agencies and three meetings were held throughout the project. Coordination was noted as an issue with the project, as most interviewees did not have an overview of the project as a whole. However, a report was commissioned by SCMI outlining the key issues/gaps and needs relating to UMAS, which was based on consultations with the main stakeholder group.

It was initially proposed that the UMAS Analytical Working Group would become the coordination and cooperation platform for the implementation of the project, increasing the sense of ownership of UMAS analytical products among the staff of the UMAS user agencies at all levels, (as proposed in the project proposal), and this is referred to as the reference group in the project documentation. However, according to interviews conducted with SCMI, this was not the most appropriate group and a wider working group was formed, composed of attendees from SCMI affiliate organizations, which met three times. The exact function of this group in relation to the project was not clear, as very few of the interviewees attended all the meetings of the group and they did not have an overview of the project, but only knowledge of the specific activity they were involved in. Project coordination was raised as an issue by a number of interviewees and one representative from a user agency asked, “*Why was there no intermediate assessment of this project? It would be beneficial to have this, to know what stage the system was at. Somewhere in between in 2019 and 2020 where we could have assessed what progress we have made and what progress UMAS would make for the year ahead. Then we could continue reactively worked in that direction.*”

**11. What major internal and external factors have influenced (positively or negatively) the achievement of the project’s objectives and how have they been managed within the project timeframe?**



**Finding:** Strong government support for the project was a positive factor in the achievement of the project's results. Negative factors included: an overall lack of qualified human resources in PSDA /SCMI which meant that the baseline number of qualified UMAS staff and level of expertise was low and the Covid-19 pandemic factor, which caused a disruption in activities. The project was able to adapt to all these constraints, but the overall level of effectiveness of the project was reduced accordingly, as two of the outputs were not achieved.

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

**External:**

**Government support for the project was strong**, driven in particular by two of the UMAS analysts, who supported the project throughout, one of whom subsequently left.

Following negative factors which influenced the results of the project were identified:

**External:**

**The lack of qualified human resources and difficulties in attracting and retaining talent in the public sector**, meant that the number of UMAS staff / support team within the government was low. As a result, the associated targets were unrealistic and one of the Outputs (1.3 ToT) was not possible, as there were not enough personnel to implement it. As this problem of attracting staff existed "for years", as noted in the Project Proposal, this should have been factored into the design of the project, as, (according to one interviewee, "*raising and maintaining qualified data analysts is also a challenge and has to be addressed on a strategic level*"). The result was that some of the activities such as all the UMAS related training and study trip reached only a small number of staff (4) two of whom have now left their positions.

**The Covid-19 pandemic resulted in a disruption of operations** due to containment and resulted in two NCEs of six and four months. As a result, the planned face-to-face training was replaced by virtual training.

**UMAS was at a preliminary stage of development**, which made the development of the system slow. As noted by respondents, while the project was able to show the links between different organizations and the data systems and the potential of the system to provide more disaggregated data on statistics, this was still limited by the different methodologies and definitions used. One example given was the different definitions of citizenship relating to immigrants/immigration used by different organizations, A gender mainstreamed data management and analysis strategy had been developed and made available to guide data related processes.

## **Efficiency & Cost Effectiveness – 2 – Adequate**

The project was managed well overall, according to interviewees, adapting to the needs and priorities of the project beneficiaries and stakeholders. However, project documentation was

very poor - the RM was not updated to correlate fully with the changes made and the reporting on project progress was inaccurate and often misleading.

The project was a good example of “bridge funding,” helping sustain the UMAS related work in the short term and addressing the lack of capacity directly with paid staff positions and training. However, the number of targeted beneficiaries was very low, within a context of a high turnover of staff. The project required two NCEs, extending the project by 10 months as a result of the COVID-19 pandemic.

## **12. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?**

**Finding:** The cost-effectiveness of the project was difficult to assess given the change of activities. A significant proportion of the budget was spent on developing the UMAS infrastructure and related knowledge through paid staff positions and training. But as noted above, the low number of beneficiaries targeted and the high rate of turnover meant that training in particular was very expensive if considered on a cost per person basis. However, without the training, arguably the level of operationalization of the system would have been lower.

The project was assessed, (as far as was possible) as reasonably cost-effective, having been spent, according to one government interviewee, “*according to the needs of the beneficiaries and what they had requested but not according to the RM*”. It is difficult to see how some of the activities (e.g. training) could have been implemented with fewer resources. However, these trainings were costly given the very low number of staff who were eligible to receive it. For example, the Tableau training was originally meant for 5-6 people but was only administered to 4 people (2 of whom have now left the government.)

## **13. How efficient was the overall management of the project?**

**Finding:** The project was managed and revised to adapt to the needs of the beneficiaries, who were overall happy with the result. However, the RM was not changed to reflect the changes in activities and the progress reported in the interim and final reports was both inaccurate and incoherent.

The project did not follow the proposed design but was adapted to suit the beneficiaries. While this made the project relevant it also meant that an assessment of results was difficult (as there was no accurate results framework against which it could be measured). This was also difficult for the beneficiary who also noted a lack of direction, “*What I would have changed was clear goals and clearer indicators and objectives but we used it as we thought it was best. We used the project for what we needed.*”

Furthermore, reporting was inconsistent. For example:

Regarding the Objective:

In the Interim report 1 there is a new indicator added (reference to the Migration strategy), 1 baseline is removed and 1 baseline added in addition to what is found in the original project proposal with no explanation.

Regarding Activity 1.1.1 “Conduct an assessment of training needs”

This is present in the RM in the project proposal and in Interim reports 1, 2 and 3 (reported as “100% achieved”) and is not present in Interim report 4.

Progress reported was also inconsistent. With activities (such as 1.1.2) they are reported as a certain percentage of completion, with progress reported as lower in the following period, implying that the progress reported related to the reporting period and was not assessed as progress *per se* over the project’s lifespan. The evaluation also found a number of inaccuracies in the progress reports (such as the achievement of the migration data management & analysis strategy as noted in the final report), which also resulted in being miscommunicated publicly, including in a press release about the project.<sup>12</sup>

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

**Finding:** Project resources were monitored and reported on every six months as part of the project reporting requirements. The budget was revised twice in accordance to changes made with these changes duly noted, including the omission of one output (Output 1.2). However, these changes did not correspond to the interim reports in which the original and unchanged RM was the template against which reporting was done. The project required two NCEs totalling 10 months.

The project demonstrated regular monitoring of project progress in the narrative interim and final reports throughout the timeframe and had two budget revisions. However, while changes to the project are noted in the revised budget, such as the non-pursual of Output 1.2 and the reduction of activities in Output 1.3, and addition of new activities in Output 1.1, the outputs remained the same in the narrative interim and final reports informing the RM template. This provides an inaccurate view of the project’s progress as Output 1.2 was not being pursued.

The project was revised two times, requiring an extension of 10 months in total (approved by the Fund). Both revisions related to the COVID-19 pandemic which caused delays and problems in a number of planned activities.

**Budget analysis:** The project was allocated \$150,000, and according to the Final financial report, excluding the evaluation costs of \$10,000, (\$5,000 were planned initially) the project spent \$135,567, leaving a balance of \$2,318.00

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<sup>12</sup> The website says: “As a result of the project, we have in place the new country strategy with its new Plan of Action, trained staff in various data management fields needed to better process data received and shared among participant governmental agencies”, source: <https://georgia.iom.int/bmmaq>, accessed 10.05.2022. The “new country strategy” mentioned in this press release is not linked to the project and separate from Output 1.2 the “comprehensive migration data management and analysis strategy”, which was not developed, as confirmed by government interviewees.

**Table 7: Comparison between the Proposed budget and the actual budget spent**

Expenditure item	Revised budget	Actual expenditure	Change indicated in documentation
Staff	36,909	36,901	N/A
Office	8,014	7,991	N/A
Output 1.1: UMAS data analysts at the PSDA and analysts and mid-level managers at the UMAS user state agencies have capacity in advanced data analysis	60,271	55,098	Changes in activities were noted in the budget revision and referred to in the Interim report.
Output 1.2: The comprehensive migration data management & analysis strategy is designed			Changes were documented in the Budget revision and Output 1.2 was not included in the Final Financial Report. It did however remain in all the narrative reports and was used to report against. The activity reported was not part of the project.
Output 1.3: The PSDA Analysts trained as trainers to provide ad hoc targeted trainings to the respective staff of the UMAS user government agencies in advanced data analysis tools and methods.	39,806	37,692	Activities supporting this output were changed. For example, the Training of Trainers (ToT) did not occur. This change was noted in the Revised budget but the output did not change in the Interim and Final report.
Evaluation	5,000	---	Evaluation noted in the final Financial report twice at 5,000 and 10,000 (but confirmed by the Fund as 10,000.)
<b>TOTAL</b>	<b>\$150,000</b>	<b>\$137,682</b>	

**15. Were the costs proportionate to the results achieved?**

**Finding:** Project costs were high in relation to the low number of direct beneficiaries reached, particularly in relation to the training provided and the low retention of staff (2 of the 4 main staff beneficiaries left). However, if viewed as bridge funding then the costs can be justified in sustaining the momentum of the project until the next donor funding is secured.

Project costs were high in relation to the low number of direct beneficiaries reached, particularly in relation to the training provided and the low retention of staff (2 of the 4 main staff beneficiaries left). However, if viewed as bridge funding, then the costs can be justified in sustaining the momentum of the project until the next donor funding is secured.

In answer to the question of cost effectiveness, one interviewee responded, “*Was it a good use of funds? Yes ... we had training to use the software... and we wanted UMAS to innovate and produce reports so in that sense yes... at some stage you need to live up to the ambition and... it's a long-term initiative*”.

## Impact – 3- Good

The project produced a number of short to medium-term impacts. It helped advance the development of the UMAS system, raising awareness of data management and exchange among users and data producers. It strengthened the UMAS system through the funding of personnel / experts and developed some capacity through software training on data visualization (Tableau). Further funding is required to sustain the impact of the project results and address the high turn-over of UMAS and related staff which reduced the overall impact of the results.

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

**Finding:** In the short-medium term, the project helped advance the development of the UMAS system, which was in a pilot stage. Through project activities it led to the general improvement of data assessment, making it more compatible with the PDSA internal system, as well as improving the expertise and awareness of UMAS within the PDSA, SCMI and associated use groups.

The following positive short to medium term changes were identified:

**Greater awareness amongst PDSA and the relevant line ministries of the UMAS system and the benefits it can deliver in terms of migration data analysis.** As noted by a SCMI interviewee, *“It was informative for end users as we showed our test reports and the data we were getting from them (the member ministries/agencies) and showing how we process that.”*

**Improvement of the data system:** For data users the project improved data access and data assessment. Several UMAS generated reports were produced per requests from the SCMI member agencies, which helped to improve the UMAS system to receive a wider amount of data, as well as to conduct cross-analytics, as noted by interviewees:

*“Before the agencies were sending the separate data but making the broader cross analytics and connections was impossible before the project. After the project it became possible to do cross-analytics with different data sources. It is essential to do this.”*

*“We are able to process a huge data now and able to analyze this data in a better manner as time goes by. Very important step forward, to process huge data and make comparisons between the data (as well as make it compatible to the PDSA internal system)”*

*“Before the different agencies were not connected so data generated did not connect and cross analysis was very difficult as was visualization of the data as agencies identified things differently. Different agencies had different data which didn't connect. MoFA has data on visas and the Ministry of Education had separate data say on different universities and attendance by foreigners (but none on visas). The goal was to receive everything at the agency SCMI and put it all together...”*

**Improved technical expertise** through the funding of additional staff (1 who remained working at SCMI) and 3 data analysts at PSDA who took several online trainings on administering and using Tableau.

**17. Can those changes /outcomes/ expected impact be attributed to the project's activities? Are there any contribution from external factors?**

**Finding:** It is not possible to assess the exact attribution of external factors on the project results as a number of other projects were also being undertaken which also addressed supporting UMAS and may have overlapped in activities.

It is not possible to assess the exact attribution of external factors on the project results as another project was also being undertaken, which also addressed supporting UMAS and may have overlapped in activities, as noted in the Coherence section.

As noted by a government representative, *"In parallel to the project we had a huge number of activities funded by the same donors and same agencies and we were trying not to have an overlap."*

## **Sustainability – 2 - adequate**

The sustainability of the benefits arising from project needs to be assessed within the wider context of the Georgian data migration system UMAS and its future – a system which requires long-term government commitment and currently depends on the continued support from the EU and other donors for its funding. In the short to medium term, the project was assessed as having low sustainability, due to the short-term contracts of the experts, the high level of employee turnover within the PSDA/ SCMI and the lack of a project handover/sustainability strategy.

**18. Did the project take specific measures to guarantee sustainability and how was this supported by partners and the IOM?**

**Finding:** The original project outputs were designed to be sustainable beyond the duration of the project, including a ToT programme and a migration data strategy for UMAS. However, neither of these occurred, only Tableau training was undertaken.

The project was designed to take various sustainability measures, including training of trainers, Tableau training and a migration data strategy. However, as previously noted, the ToT and the strategy development did not take place and the Tableau training, which aimed to reach 15 Analysts, only reached four, due to the low number of UMAS analysts.

Towards the close of the project an "UMAS Needs Assessment and Gap Analysis" report was commissioned, This report, together with an "UMAS technical assessment report" distilled/ identified many key issues regarding the future of the system. These reports have helped support further procurement of resource materials and can be used to inform a future work plan-



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

**Finding:** Some of the benefits generated by the projects have continued such as the changes made to the system, resulting from the expertise of the employed consultants. However, of the four people directly trained and attending the study trip, only two remained, as the others had left.

As noted above, the likelihood of the benefits of the project continuing depends on the sustainability of the UMAS system. The high turnover of IT staff within the government/ PSDI department has resulted in a lack of trained analysts and a lack of expertise within the department overall. While the project sought to address this through the funding of four employees, two of whom were technical (IT) staff working on the software, this was a short-term and limited solution in terms of developing much-needed institutional knowledge, as two of the employees were contracted for only six-seven months.

The project provided training to four staff members. However, two of whom have now moved to different jobs, illustrating the point made by one interviewee, that *“in this sector, mobility is inevitable.”* One of the staff members interviewed stated that he had passed on all his training to the incumbent staff member, *“I taught all the skills to him. The experience I mastered I transferred this knowledge to the employee hired after me. Outcome was not lost in this regard. I managed to share my experience. I explained it all to him.”* However, this is a limited sustainability measure to conserve skills and teachings and falls short of the aspirations of the ToT programme as intended by the project.

**20. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?**

**21. Have adequate levels of suitable qualified human resources been available to continue to deliver the project’s stream of benefits?**

**Finding:** The project was supported by SCMI and the affiliated line Ministries and other organizations. However, ensuring the continuation of the project’s stream of benefits depends on the continued support from external donors/funding of UMAS operating and development costs, the expertise needed and the associated training of staff. Currently the level of qualified human resources needed to continue to deliver the project’s stream of benefits is not in place without external donor support.

As an IT system, UMAS is relatively resource-intensive in a context where the government is currently dependent on external funding for its development and maintenance. As noted by the report produced by the project, UMAS Needs Assessment and Gap Analysis, UMAS has a number of sustainability challenges, *“UMAS development and support costs are quite high for any public sector organization...(its)scope and data sources will require a larger group of analysts who can study, clean and integrate new data sources into daily operation. These tasks surpass simple support functions and hence, exceed the capacity of the UMAS support team. Hence, in the short and medium-term PSDA will need donor assistance to both*

*outsource high-skilled jobs to individual contractors or an organization and at the same time, to increase the capacity of and/or attract new talent to staff the support teams in-house.”*

Currently the level of qualified human resources needed to continue to deliver the project's stream of benefits is not in place without additional budget either from external donor support or from the GoG.

## **7. Conclusions and recommendations**

The project design was the main weakness of the project and a significant problem in accurately assessing the project's results. However, as a means of “bridging” funding gaps and supporting UMAS to become operational, the project was successful. The biggest challenge to the project sustainability relates to the sustainability of the UMAS project as a whole and the need to address structural problems such as: dependency upon external funding, lack of expertise, attracting and maintaining qualified human resources and a data system which, by its nature, requires a “permanent upgrade”<sup>13</sup> and which is not yet used by all ministries.

### **A. Project development and monitoring**

The project was too ambitious from the offset and not designed accurately, without the appropriate knowledge and input from beneficiaries on the current status of UMAS. After the implementation began, the project was revised, in line with beneficiary needs, to ensure that the activities were useful and relevant. However, this was not fully documented in the interim reports why the changes occurred (with the exception of COVID-19) and the outputs remained the same. As this represented such a significant change, a fuller project revision should have taken place and been noted in the project documentation, which would have avoided inaccuracies in reporting that were not picked up during monitoring.

### **Recommendation, (priority level: 1-high, 18<sup>th</sup> November 2022)**

IOM Georgia for future projects of a similar nature:

- Ensure for project proposals, that adequate consultations are carried out with the relevant beneficiaries/stakeholders, taking into account their feedback, so that activities, outputs and outcomes are realistic and aligned with their needs.
- Ensure that project managers review the Project Proposal at the start of implementation and make necessary adjustments early, including any changes to Outputs needed.
- Ensure that project revisions are made to all documentation (including in interim reports and RM) to avoid inaccurate reporting of outputs and activities.

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<sup>13</sup> “Despite the significant progress described above, the nature of the Analytical System is such that both the code/algorithms of the Analytical System and the quality of the data collected by the System requires permanent upgrade”, UMAS Needs Assessment and Gap Analysis report.



## **B. Sustainability**

The sustainability challenges of the project were significant, and the evaluation raises the question about how to best design a project such as this to address capacity in a context where, as one interviewee noted, “*the resources were never sustainable from the beginning.*” The project acted as a “bridging fund”, delivering expertise for a limited period of time, broad support for the UMAS system through increased awareness of best practices and training (to some staff), delivered in a context of high staff turnover.

### **Recommendation, (priority level: 1-high, 18<sup>th</sup> November 2022)**

IOM Georgia:

- Work with PSDA/SCMI to distribute the UMAS gap/needs assessment report to all project beneficiaries and for this to become the basis of an action plan.
- Work with the GoG to address the issue of staff retention/ human resources, including support for hiring and training interns.
- Work with the GoG to support resource mobilization for the continued development of UMAS.

### ***Points identified requiring an institutional response***

For the Fund:

- Strengthen the project design and validation process to ensure that proposed projects are designed using a proper needs-assessment analysis and a logical framework, including SMART indicators, informed by the appropriate technical expert input (if needed) and follows the necessary validation steps.

To fund monitoring staff for future projects:

- Check the Interim Reports with the budget revision for coherence.

## Annex One: Evaluation TOR/ Inception Report

### 1. Introduction

<b>Project for Ex-Post Evaluation</b>	PR-0234
<b>Duration of the Project</b>	28 months
<b>Budget (USD)</b>	USD 150,000
<b>Donor</b>	IOM Development Fund (the Fund)
<b>Countries covered</b>	Georgia
<b>Evaluation</b>	External Independent Evaluation
<b>Evaluation Team</b>	Owl RE Research and Evaluation
<b>Evaluation Period</b>	01 November 2018 – 28 February 2021

This document is a combined Terms of Reference (ToR) and Inception report (IR) produced for the IOM Development Fund (the Fund), the ex-post evaluation of the project, *Capacity Building of Georgian Authorities in Migration Data Analysis*. This report outlines the purpose, objectives, methodology, questions, tools and workplan of the consultancy.

Financed by the Fund, this was a project which aimed to contribute to building the migration data governance framework of Georgia.

The Unified Migration Analytical System (UMAS) the up-to-date national infrastructure for migration data analysis, already developed by the government has been functioning in test regime. However, the lack of analytical capacities impedes execution of the main purpose of the system- the analysis of technically sorted and processed migration data. Further, while the Public Sector Development Agency (PSDA) of the Ministry of Justice, and the state agencies that feed data into the UMAS have agreed on accessibility, management, use and maintenance of data, based on data exchange protocols, data quality management by the stakeholder agencies still remains a challenge.

In response, the project planned to address these challenges, at the strategic and executive levels and to support Georgian migration authorities in the advancement of their data analysis and capacity to develop sound, migration policies based on in line with modern methodologies and standards of gender. The project was based around three main components: a) development of capacity in advanced data analytical tools, for UMAS data analysts at the PSDA; b) Design of a comprehensive migration data management & analysis strategy to administer data and c) Training of PSDA analysts to train UMAS user government agencies in data analytical tools and methods.

### 2. Purpose and Objectives

The purpose of conducting this ex-post evaluation is to assess the relevance of the project to its stakeholders and beneficiaries, coherency, the effectiveness and efficiency of project management and implementation, the expected impact, how well were cross-cutting themes of human rights and gender mainstreamed in the project, and if the desired effects are

sustainable, and/or have the prospects of sustainability, (following the DAC evaluation criteria<sup>14</sup>).

The evaluation aims to promote transparency and accountability which will, in turn, assist the Fund in its decision-making and to better equip staff to make judgments about the project and to improve effectiveness where possible and with regard to future project funding. Concerning the expected use of findings, the ex-post evaluation aims to also identify lessons learned, good practices, and provide a learning opportunity for the Fund and its implementing partners in relation to the project formulation process. The findings will also help make evidence-based strategic decisions in relation to specific projects, while also demonstrating the Fund's ongoing commitment to results based management.

The primary objectives of the evaluation are to:

- (a) Assess the relevance of the project's intended results;
- (b) Assess the relevance of the Theory of Change and design of the results matrix and the extent to which the objective, outcomes and outputs are well formulated; the indicators were SMART and baseline and targets appropriate;
- (c) Assess the coherence of the project with IOM's activities and other interventions in the sector;
- (d) Assess the extent to which the needs of stakeholders and beneficiaries were taken into account during project design and if the project is aligned with national priorities and strategies, government policies and global commitments
- (e) Assess the effectiveness of the project in reaching their stated objectives and results, as well as in addressing cross-cutting issues such as gender, human-rights based approach, etc.;
- (f) Assess the efficiency and cost-effectiveness of project implementation, along with regular progress monitoring of project resources and if the costs were proportional to the results achieved;
- (g) Assess the impact prospects and outcomes to determine the entire range of effects of the project (or potential effects) and assess the extent to which the project have been successful in producing expected change;
- (h) Assess the sustainability of the project's results and benefits (or measures taken to guarantee it) or prospects for sustainability, and if these benefits generated by the project still continued once external support ceased;
- (i) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (j) Identify lessons learned and best practices in order to make recommendations for future similar projects and help the Fund in its decision-making about future project funding.

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<sup>14</sup> Organisation for Economic Co-operation and Development – Development Assistance Committee, 'Evaluation of development programmes, DAC Criteria for Evaluating Development Assistance', web page, OECD. See <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>.

These objectives are operationalised in a series of evaluation questions and indicators (see annex 1: Evaluation matrix). The Results Matrix (RM) is reproduced in annex 5 to illustrate the intervention logic foreseen for the project.

### 3. Methodology

The evaluation framework will focus on the standard DAC criteria and cross-cutting themes criteria, supported by standard tools (i.e. interview guide and evaluation checklist – see annexes 3 and 4) and will take place over a period of 10 weeks from the drafting of the TOR/IR (this document). The evaluation will be conducted in person, in line with COVID -19 restrictions and take a participatory approach involving and consulting with the relevant stakeholders in the different steps of the evaluation and integrating this approach into the methodology as far as is feasible. It will use a mixed methods approach and cross validate evaluation findings through the triangulation process, where possible.

#### 3.1. Research methods/tools

Research tools will be both quantitative and qualitative and will be used across the different themes and questions.

#### 3.2. Sampling

Overall sampling will be purposeful in that the stakeholders will be selected for the evaluation, based on their involvement as staff, consultants, experts, partners or beneficiaries of the project. The selection of participating stakeholders will be led by the project coordinator and will aim to be representative, to ensure that a balance is found in terms of gender, race/ethnicity, age range and other project-specific criteria.

The following table provides further information on the research tools, how they will be deployed and stakeholders proposed for key informant interviews.

<b>Tool</b>	<b>Description</b>	<b>Information Source</b>
<i>Document review</i>		
	Review of main documentation	IOM documentation on PRIMA, including internal/external reports, relevant publications, review of the website, country reviews etc.
<i>Interviews</i>		
Interviews internal	Some 3-4 semi-structured interviews of IOM staff, using an interview guide in person or virtually	IOM country office program staff, past and present - Chief of Mission - Project manager - Regional Thematic Specialist
Interviews external	Some 8-12 semi-structured interviews using an interview guide, virtually or by email to include: - Government staff and affiliated organizations - UN organizations - academic organizations	A consultant of IOM's Global Migration Data Analysis Centre (GMDAC). The Public Service Development Agency (PSDA) The Ministry of Internal Affairs (MIA) and the Ministry of Foreign Affairs (MFA) The National Agency of the Public Registry (NAPR) of the Ministry of Justice and the Revenue Service of the Ministry of Finance

	- Civil society organizations, NGOs and INGOs - Project consultant/s	The respective staff of GeoStat Office of the Personal Data Protection Inspector (OPDPI)
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### 3.3. Analysis

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

Findings will be used to assess the achievements of results as articulated in the Results Matrix, (see Annex 1) both numeric and descriptive results and used to rate the project as a whole according to the assessing evaluation criteria, see table below for further explanation.

Evaluation Scaling	Criteria	Explanation	Supporting evidence
5	Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention	<i>Supporting evidence will be detailed for each rating given.</i>
4	Very good (Almost always)	There is an evidence of good contribution but with some areas for improvement remaining	
3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but requirement for continued improvement	
2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution but significant improvement required	
1	Poor (Never or occasionally with clear weaknesses)	There is low or no observable contribution	

### 3.4. Limitations and proposed mitigation strategies

The following limitations have been identified with accompanying mitigation strategies to minimize the impact described, where possible. If it is not possible to fully rectify the limitations identified, findings will have to be reached based on partial information. Where this occurs the evaluation will seek to be transparent about the limitations of the evaluation and to describe how these may have affected the overall findings, conclusions and recommendations.

(a) The context of COVID-19: The timing of the evaluation during the COVID-19 pandemic response will likely impact on the availability of IOM staff and project stakeholders/beneficiaries, and/or extend the time it will take to respond to the evaluation request and provide inputs.

*Mitigation strategy:* Early and close involvement of the project manager and former project managers to help coordinate meetings and ensure availability of key stakeholders. Interviews will take place over two weeks, in person where possible and remotely and will allow for an extended interview period to compensate for the disruptions caused by COVID-19.

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

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

(c) Objective feedback– interviewees may be reticent to reveal the factors that motivate them or any problems they are experiencing or being transparent about their motivation or about internal processes.

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

(d) General bias in the application of causality analysis

*Mitigation strategy:* Judgements will be informed by the team and all findings will be reviewed jointly, as well as by the project manager and the main evidence for ratings will be described.

#### 4. Workplan

The workplan is divided into three phases, covering a 10 week period from the drafting of the TOR/IR:

**Phase 1 – Inception:** An initial meeting with the project manager to discuss the evaluation framework, identify stakeholders and to ensure involvement and ownership from the start. From this, a methodology, timeline, standard tools and evaluation approach has been developed and detailed in the inception report (this document).

**Phase 2 – Data collection:** During the second phase of the evaluation field work will be undertaken in person. Interviews will be conducted in person where possible, and all relevant project data will be collected and reviewed.

**Phase 3 - Report writing:** During the final phase collected data will be analysed and a report drafted for validation. The results of the evaluation will be disseminated by means of the report.

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

	February 2022 – April 2022					
Week beginning	31/01	28/02	11/04	18/4	25/4	2/5
<b>Key tasks</b>						

Kick off meeting with project manager; document review						
Drafting and delivery of inception report						
Data collection: interviews in person and remote						
Data analysis and report writing						
Delivery of draft report						
Validation of the report by the project manager and Fund staff; finalisation of report and evaluation brief						

#### **4.1. Team management**

The evaluation will be carried out by Sharon McClenaghan with Glenn O’Neil as a support and for quality control.

#### **5. Deliverables**

The following deliverables (draft and final), are foreseen for the consultancy: TOR/IR (this document), Executive summary, (2 pages), Evaluation report and Evaluation learning brief.

<b>Deliverables</b>	<b>Schedule of delivery</b>
1. Inception Report shared with IOM	04.03.2022
2. Completed field data collection and additional remote interviews	22.04.2022
3. De-briefing session with project manager delivered	22.04.2022
4. Draft Evaluation Report	29.04.2022
5. Final Evaluation Report and Evaluation Learning Brief	06.05.2022

**Annex One: Evaluation Matrix**

Key Evaluation Questions and sub questions	Indicators	Data Collection Tools	Sources of Information
<b>RELEVANCE:</b> Extent to which the project's objective and intended results remain valid as originally planned or modified			
1. Is the project aligned with national priorities and strategies, government policies and global commitments?	Alignment of project with relevant national policies, strategies, government policies and global commitments (e.g. international treaties and agreements).	Document review Interviews	Project documentation Interviewees
2. To what extent were the needs of beneficiaries and stakeholders taken into account during project design?	Needs of beneficiaries and stakeholder groups reflected in project design. Evidence of consultation during project development and of project activities and outputs tailored to their needs	Document review Interviews	Project documentation Interviewees
3. Was the project designed with a logical connection between its objective, outcomes, outputs and indicators based on a solid rationale/needs assessment?	Consistency and logic of the results matrix. Design of project according to IOM project development guidelines; SMART indicators and outcomes, needs assessment carried out.	Document review	Project documentation
4. To what extent do the expected outcomes and outputs remain valid and pertinent as originally intended in terms of direct beneficiary needs?	Current relevance of project outputs and outcomes to beneficiary needs.	Document review Interviews	Project documentation Interviewees
5. How adequately were human rights and gender equality taken into consideration during the project design and implementation?	Reference to human rights and gender equality concerns integrated into project design and deliverables. Informed opinion/perceptions of Project Manager and key informants	Document review Interviews	Project documentation Interviewees



	on human rights and gender equality issues in relation to the project.		
6. Is the project in line with IOM/IOM Development Fund priorities and criteria?	Adherence to eligibility criteria of the Fund, IOM's current strategic focus and the principles/objectives of IOM's Migration Governance Framework (MIGOF).	Document review Interviews	Project documentation Interviewees
<b>COHERENCE:</b> The compatibility of the project with other IOM activities and interventions of the sector.			
7. To what extent is this project compatible with other IOM activities?	Extent to which the project is compatible with other IOM activities in the country.	Document review Interviews	Project documentation External documentation Interviewees
8. To what extent is this project compatible with other interventions in this field?	Extent to which the project is compatible with other identified interventions in this field.	Document review Interviews	Interviewees External documentation
<b>EFFECTIVENESS :</b> The extent to which the project achieves its intended results			
9. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix?	Extent to which project outputs and outcomes have been achieved and the projects deliverables and results (expected and unexpected) led to benefits for stakeholders and beneficiaries.	Document review Interviews	Project documentation Interviewees
10. Was the collaboration and coordination with partners (including project implementing partners) and stakeholders effective, and to what extent have the target beneficiaries been involved in the processes?	Level of Involvement and extent of effectiveness of target beneficiaries, partners and stakeholders in collaboration and coordination processes.	Document review Interviews	Project documentation Interviewees
11. What major internal and external factors have influenced (positively or negatively) the achievement of the project's objectives and how have they been managed within the project timeframe?	Identification of influential a) internal factors (positive and negative) and b) external factors (positive and negative). Effectiveness of project management of internal and external factors.	Interviews	Interviewees

<b>EFFICIENCY &amp; COST EFFECTIVENESS:</b> How resources (human, financial) are used to undertake activities and how well these are converted to outputs			
12. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?	Adherence to original budget- Level of budget variance. Extent to which the resources required for project activities could have achieved the same results with less inputs/funds, on a sustainable basis.	Document review Interviews	Project documentation Interviewees
13. How efficient was the overall management of the project?	Degree of timeliness of project inputs provided by stakeholders /beneficiaries needed to implement activities. Narrative and budget reports submitted on time. Implementation of project activities implemented as scheduled; any variations to the project reported and adapted on PRIMA	Document review Interviews	Project documentation Interviewees
14. Were project resources monitored regularly and managed in a transparent and accountable manner to guarantee efficient implementation of activities? Did the project require a no-cost or costed extension?	Level and quality of monitoring of project resources. Incidence of no cost/ costed extension allocated.	Document review	Project documentation
15. Were the costs proportionate to the results achieved?	Comparison of costs with identified results.	Document review Interviews	Project documentation Interviewees
<b>IMPACT:</b> How the project intervention affects outcome and whether these effects are intended or unintended.			
16. Which positive/negative and intended /unintended effects/changes are visible (short and long-term) as a result of the project?	Incidence of positive and negative effects /changes (short and long-term, intended and unintended) to which the project contributes.	Document review Interviews	Project documentation Interviewees

17. Can those changes /outcomes/ expected impact be attributed to the project's activities? Are there any contributions from external factors?	Estimation of contribution of project and identified external factors.	Document review Interviews	Project documentation Interviewees
<b>SUSTAINABILITY</b> : If the project's benefits will be maintained after the project ends			
18. Did the project take specific measures to guarantee sustainability and how was this supported by partners and the IOM?	Number of documented specific measures taken to ensure sustainability; level of support by partners and IOM.	Document review Interviews	Project documentation Interviewees
19. Have the benefits generated by the project deliverables continued once external support ceased?	Extent to which the benefits generated by the project have continued post external support.	Interviews	Interviewees
20. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?	Extent of sustainability measures taken by national /local institutions to support the project. Level of commitment by key stakeholders to sustain project result.	Interviews	Interviewees
21. Have adequate levels of financial resources and suitable qualified human resources within IOM and partners been available to continue to deliver the project's stream of benefits?	Extent of level of financial capacity and human resources of partners and IOM to maintain project's benefits in the future.	Interviews	Interviewees
<b>Cross Cutting Criteria</b>			
22. Was the project designed and planned, taking into consideration a gender analysis, needs assessment and available guidance?	Extent to which the project has carried out a gender analysis and needs assessment and followed MA/59 (Guidelines on Implementing the IOM Programme Policy on Migrants and Gender Issues) and MA/62 (Guide on Gender Indicators for Project Development).	Document review Interviews	Project documentation Interviewees

23. If greater gender equality was created through the project, has there been increased gender equality beyond project completion?	Extent to which gender equality has been created by the project and is still evident.	Document review Interviews	Project documentation Interviewees
24. During data collection (if carried out during implementation), were the persons interviewed or surveyed diverse and representative of all concerned project's partners and beneficiaries and the data appropriately disaggregated and in respect of IOM's Data Principles?	Extent to which data collected is representative of the diversity of the project's partners and beneficiaries. Application of IOM's Data Protection Principles. Disaggregation of data collected e.g. by age, disability, displacement, ethnicity, gender, nationality, migration status.	Data analysis Interviews	Project documentation/data Interviewees
25. How were the various stakeholders (including rights holders and duty bearers, local civil society groups or nongovernmental organizations) involved in designing and/or implementing the project?	Level and quality of involvement of stakeholders in designing and/or implementing the project.	Interviews Document review	Interviewees Project documentation

## ***Annex Two: Draft structure for evaluation report***

1. Executive summary
2. List of acronyms
3. Introduction
4. Context and purpose of the evaluation
  - context
  - evaluation purpose
  - evaluation scope
  - evaluation criteria
5. Evaluation framework and methodology
  - Data sources and collection
  - Data analysis
  - Sampling
  - Limitations and proposed mitigation strategies
6. Findings
7. Conclusions and recommendations
8. Annexes:
  - Evaluation terms of reference;
  - Evaluation inception report;
  - Evaluation matrix;
  - Timeline,
  - List of persons interviewed or consulted;
  - List of documents/publications consulted;
  - Research instruments used (interview guidelines, survey, etc).

### Annex Three: Interview guide (to be adapted).

Interview Questions		Informants
<b>General</b>		
1.	Please briefly explain your work?	All stakeholders
2.	What has been your role and involvement in the project being evaluated? What area of the project were you involved with?	
<b>Effectiveness and impact</b>		
3.	What results/achievements did you see from these activities? How successful were they do you think?	All stakeholders
4.	What do you think helped achieve these results? Was there any obstacles?	
<b>Relevance</b>		
5.	How well aligned was the project with national priorities and policies?	Government stakeholders
<b>Efficiency</b>		
6.	For your involvement with the project, how well was the project managed? Were the project activities implemented as you thought they should?	All stakeholders
<b>Impact</b>		
7.	What main impacts do you think the project made?	All stakeholders
<b>Sustainability</b>		
8.	Now it's over two years since the project has finished. What benefits of the project still continue?	All stakeholders
9.	Do any of the benefits of the project continue in your own organization or institution today? If yes, please explain which ones.	
<b>Looking forward</b>		
10.	What would you recommend for the continued success for this project's results (and other similar project)?	All stakeholders
11.	What would you say are the main lessons learnt from this project?	
<b>Any other comments</b>	Do you have any other comments or feedback on the project?	

## Annex Four: Checklist for evaluation

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

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

**Annex 5: The Results Matrix**

**Objective:** To contribute to building the migration data governance framework of Georgia

**Outcome:** The Georgian migration authorities have advanced their capacity to develop sound, migration policies based on advanced data analysis in line with modern methodologies and standards of gender

**Output 1.1:** UMAS data analysts at the PSDA and analysts and mid-level managers at the UMAS user state agencies have capacity in advanced data analysis

**Output 1.2:** The comprehensive migration data management & analysis strategy is designed

**Output 1.3:** The PSDA Analysts trained as trainers to provide ad hoc targeted trainings to the respective staff of the UMAS user government agencies in advanced data analysis tools and methods

**Activities:**

- Stakeholder outreach and agreeing on using UMAS Analytical Working Group as a project coordination and cooperation platform; Conducting regular coordination meetings, including the project inception event (5 meetings in total)
- Recruit international experts, and GMDAC data consultant and organize 3 training workshops, three days each, for the UMAS analytical staff and System user government agencies, on data visualization, predictive analysis and other topics important for the complex data analysis
- Provide continued capacity building to the UMAS analytical staff with the help of the recruited international experts and/or by GMDAC data consultant, using emails, webinars, skype and/or any other existing forms for online communication.
- Study visits (1 week) for 3 UMAS analytical staff at the PSDA to the profile institutions identified with the help of the international data experts during the project implementation.
- Purchase and provide training courses & reference materials for PSDA staff on data quality and management, analytical skills development.
- Recruit local consultant to develop UMAS Needs & Gaps Assessment, including production of final report.

**Activities:**

- Conduct three days' workshop with the participation of internationally recruited expert on developing common data collection, storage and processing standards across the state agencies and on elaborating the data quality management plan; ensure the gender mainstreaming along the training and strategy elaboration process.
- Provide continued consultancy for the UMAS user agencies by the recruited international expert using emails, webinars, skype and/or any other existing forms for online communication and assist in finalization of the above tasks etc.
- Produce a comprehensive strategy document compiling the existing and newly developed components and the elaborated data quality management plan as an integral part of the strategy, with due gender considerations mainstreamed into the document

**Activities:**

- To purchase 6 online classroom training and several year-long subscription to e-learning training videos offered by Tableau (see the details of the courses and subscription here <https://www.tableau.com/learn/classroom>). PSDA is using Tableau for data analysis and visualization. Two courses will be purchased for each Data Analyst (2) and Data Consultant (1) with 2 licenses required for each. Recruit a Data Quality Assessor. In order to evaluate system links and data entered to calculate margin of errors as well as to develop a methodology for estimating "margin of error" for the reports generated from the analytical system allowing to implement overall data quality assessment. Purchase of online courses for Data Quality Assessor on Server Architecture & Server Administration (2 courses) with 2 licenses required for each course.



## **Annex two: List of persons interviewed**

### **IOM**

1. Sanja Celebic-Lukovac, Chief of Mission, IOM Georgia
2. Ani Kakushadze, National Program Officer
3. Nino Tchkoidze, IOM Consultant, ex IOM Tbilisi National Program Officer, Project Manager
4. Marc Hulst, IOM Program Officer

### **State Commission on Migration Issues, (SCMI)**

5. Giorgi Jashi, Executive Secretary, State Commission on Migration Issues
6. Nikoloz Nikuradze, Secretary for Data Collection and Processing, State Commission on Migration Issues
7. Teona Mchedlidze, Junior Data Analyst, State Commission on Migration Issues,
8. Nino Gvinadze, Data Analyst, ex State Commission on Migration Issues
9. Nino Chikovani, Business Analyst, ex State Commission on Migration Issues

### **Public Service Development Agency, (PSDA)**

10. Avto Maglakelidze, Head of Data Quality Management Service, PSDA) / Ministry of Justice
11. Davit Poladishvili, Data Analyst, Public Service Development Agency - PSDA / Ministry of Justice

### **Ministry of Internal Affairs, (MoIA)**

12. Salome Arveladze, MoIA

### **State Security Service of Georgia, (SSG)**

13. Eka Ambokadze, State Security Service of Georgia

### **The National Statistics Office of Georgia, (GeoStat)**

14. Mariana Jalaghoia, Main Specialist for Population Census and Demographic Statistics, GeoStat

## **Annex three: List of documents / publications consulted**

### *Project documentation:*

- IOM project documentation, including proposal and budget.
- Budget monitoring and Revision: Project budget pipeline analysis and revised budget
- Interim project reports and Final report

IOM Migration Governance Framework

IOM Fund eligibility criteria (undated)

IOM mission and strategic focus (undated)

### *External documentation:*

*Unified Migration Analytical System received the award for the Best Innovative Infrastructural Solution, (2016)*

Migration Strategy of Georgia (2016-2020)

Migration Strategy of Georgia, (2021-2030)