



International Organization for Migration (IOM)

The UN Migration Agency

Capacity-Building for Diaspora Engagement in
Mozambique (CE.0298)
Ex-Post Evaluation Report, 2018

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IOM Development Fund
DEVELOPING CAPACITIES IN MIGRATION MANAGEMENT

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List of Acronyms

INACE National Institute for Mozambican Communities Abroad

IOM International Organization for Migration

GoM Government of the Republic of Mozambique

TWG Technical Working Group

1.0 EVALUATION RATIONALE

This evaluation is a final assessment of the project, as per the project documents. The evaluation results will be shared internally within IOM and the IOM Development Fund, and will offer information for future project development in similar geographical and/or thematic settings. Moreover, key findings will be made available to relevant stakeholders within the Government of the Republic of Mozambique. (GoM)

The overall objective of this evaluation was to determine whether the project achieved its intended objective. The specific objectives of the evaluation included:

- Assess whether the project has met the intended objective and outputs as set out in the project proposal;
- Assess the impact of the activities which were carried out through the project;
- Assess the challenges experienced during the implementation of the project, which impacted on successful project implementation and propose corrective measures to guide future programming;

The evaluation utilized a qualitative research approach i.e. document review and Key Informant Interviews (KII). The main participants of the evaluation were officials from different government departments who were actively involved in the project either as members of the technical working group (TWG) or stakeholders who were involved in the inception phase of the project as well as IOM staff members who played a role in the project implementation.

2.0 THE PROJECT BACKGROUND

The overall objective of this project was to facilitate, enable and encourage meaningful communication between the Government of Mozambique (GoM) and the Mozambican diaspora, with the aim of promoting diaspora engagement in Mozambique's national development agenda. This was undertaken through two outcome areas: the first was through building the capacity of the GoM to enhance their engagement with the diaspora, and the second was through the creation and consolidation of a Mozambican diaspora network and facilitating their access to information about opportunities to engage with Mozambique.

The first outcome, was envisaged to be achieved through sensitisation seminars with the key stakeholders such as the GoM and diplomats, these seminars would be led by IOM migration and development specialists as well as through an exchange visit within sub-Saharan Africa where best practice regarding diaspora engagement programmes exists and the second outcome would be achieved through the development of an online platform which would have three different communication tools to disburse information relating to issues of national development such as job postings, investment opportunities and as well as legislative and consular procedures which would be of paramount importance to the diaspora.

This project was implemented in collaboration with the Government of Mozambique between September 2015 and February 2017. During the project implementation period, some notable achievements to foster diaspora members' ability to engage in national development through accessing, INACE¹ communications platform included;

- Increased government willingness to work closely with the Mozambican diaspora following the experiences learned in Ethiopia during the study and the generation of new ideas to foster a more inclusive approach;
- Realization of the first National Diaspora Forum, where government and diaspora representatives discussed ways to communicate regularly;
- Created a network of Mozambicans living in the diaspora and endorsed by the government as a legitimate diaspora representation platform;
- Increase of more than 50 per cent in the number of Mozambicans living in the diaspora that used INACE's communication platform to communicate with other Mozambican living abroad and in Mozambique;
- Increase of nearly 35 per cent in registration/likes on the communication tools (Facebook and website).

¹ INACE is Portuguese for the National Institute for Mozambican Communities in the Diaspora

3.0 MAJOR EVALUATION FINDINGS AND CONCLUSIONS

Engagement of diaspora and government during the conceptualisation of the project improved ownership of the project during implementation

During the conceptualisation stage of the project, INACE noted that they engaged diaspora associations where the Mozambican consulates are located i.e. in Durban and Johannesburg. This was done with the aim of involving them in the conscripting of project activities, establishing buy-in as well as to understand the main issues plaguing the diaspora at the time. The same process was initiated with GOM before the implementation of the project. This was also in an effort to draw ownership but more importantly to make government understand that Mozambican diaspora were indirectly contributing to the economy through remittances but also that many wanted to be active participants in the country's economy which at the time had been staggering at +/- 7%². This inclusion of both parties during the conceptualisation phase meant that both these crucial stakeholders were willing and eager participants in the project and as a result engagement between the two are still ongoing.

Establishment of a technical working group set in motion inter-ministerial coordination on migration/diaspora matters that continued even after the IOM project.

The technical working group which was a product of this project and constitutes of the Ministries of Justice, Foreign Affairs, Labour, Finance, Home Affairs, Public Works and Water Resources and State Administration, is still meeting frequently (quarterly) to discuss issues pertaining to migrants. This is despite the project coming to an end. During these meetings, migrants' needs are discussed and a resolution is established, for example if a Mozambican who is studying in South Africa is in need of a scholarship, through INACE, his case would be referred to the Ministry of Education and the status of the case would then be discussed during TWG meetings.

More too to improve on integration of gender perspectives in the project

Besides the gender disaggregation for all the individual stakeholders involved, the project was silent on gender dynamics which could impede or facilitate the success of the project. These dynamics would include issues on how the different genders experience living in the diaspora and therefore how subsequent programmes could be developed and implemented on the basis of said experiences. The evaluation did not find an intentional gender informed design of project activities or implementation approaches that acknowledges the unique needs, perspectives and experiences of men and women in diaspora that could inform the success or failure of their engagement back home. The project proposal and reports however did present some information disaggregated by sex.

² World Bank data, 2014 (<https://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG>)

3.1: MATRIX 1: EFFECTIVENESS OF THE PROJECT (Analysis through project results and indicators)

Overall Objective: *To encourage, enable and facilitate meaningful communication between the government of Mozambique and the Mozambican diaspora, with the aim of promoting diaspora engagement in Mozambique's development agenda.*

Indicators [I]	Achievements related to Indicators [I]	Analysis of Effectiveness: analysis of progress towards achievements	Recommendations
Percentage of people interviewed in evaluation who state that communications have improved following the project (disaggregated by sex)	100% of those interviewed felt that the project did improve communications between the diaspora and the GOM. These were 50% males and 50% females	Although the people interviewed expressed that communications between the diaspora and GoM have improved, it must be noted that the interviews were with GoM members mostly and INACE which works with the diaspora and not the diaspora themselves. Add to this the website was no longer functional after the project. The website was key to improving communications between the two stakeholders	The website needs to be revamped and functional so as to ensure that engagement is continuing and a better measure of uptake of communication will need to be sort in future.
Number of exchange visits	One study tour completed to Ethiopia	This was achieved.	Future projects should follow up to ensure that the exposure acquired from the visit continues to be used and replicated in Mozambique
Number and type of participants in exchange visit	12 delegates were involved in the study tour (two women, 10 men)	This was partly achieved as the study tour was supposed to be attended by 10 delegates from government with an equal split between men and women.	Need to address gender representability in these visits but more importantly find mechanisms to assess the role of gender in diaspora engagements. Representation alone isn't enough.
Number of sensitisation sessions with key stakeholders, with women in attendance	Six sensitisation sessions were held.	This was achieved as per plan and target achieved.	Sensitization and awareness creation needs to be a continuous activity that future projects should embrace so as to keep stakeholders mobilized for the diaspora cause.

Number and type of diaspora members coming to the national forum on Migration & Development (disaggregated by sex for all types)	200 people (70 women and 130 men) attended the forum.	This was achieved as planned	Continued programming in the area of diaspora engagement is needed to implement the outcome of the national forum
Number of functioning tools in place for GoM to communicate with the diaspora	Interviews revealed that three tools were in place during the project i.e. the Facebook page, WhatsApp Group where all diaspora regions were represented and were actively communicating on a daily basis, as well as the website	This was partly achieved – the reason being that as soon as the project ended one tool was no longer functioning and that is the website.	The reason for the website not being functional was that there were no resources available to manage the website. For subsequent phases of the project, there is a need to advocate for a budget to maintain such products by GoM.
Increase in number of “hits” on online tools from men and women	By the end of the project the website and Facebook were accessed by 1224 visitors against the 300 initial ones.	Though the website was active earlier as indicated by the number of hits, at the time of the evaluation the website was not operational and so it wasn’t possible. Disaggregation by sex wasn’t available also given that this was based on number of hits	There is no clear baseline for this indicator to assess any changes in the number of hits, also the indicator reads as a target – indicators have to be neutral.
Number and type (sex/age/profession) of diaspora members registered in government database	A database had been created but no one in government could pinpoint its location nor give details of the number and type.	This made it impossible to comment on whether this indicator was fully achieved or partly achieved	This was most likely due to the fact that the then leader of INACE was seconded to a position in the ministry of foreign affairs. In future when products are generated, they should be shared widely within the organisation to guarantee continuation

Outcome 1: *The Government of Mozambique and the Mozambican diaspora are engaging in regular, meaningful communication relating to Mozambique’s national development*

The project definitely enhanced communication between the GoM and the Mozambican diaspora. However, what is not clear is what the result of that engagement has been, firstly for the national development of the country and secondly if this engagement has resulted in any removals of any obstacles and barriers which impede on the participation of the diaspora in this development.

RESULTS	ACHIEVEMENTS RELATED TO RESULTS (achieved results)	ANALYSIS OF EFFECTIVENESS (Analysis of progress towards achievement)	RECOMMENDATIONS
<p>Output 1.1: Mechanisms are in place for regular communication between GoM and the Mozambican diaspora</p>	<p>Facebook page and the website were developed. The TWG was also put in place.</p>	<p>Partially achieved. Although the project put in place two instrumental mechanisms in place for diaspora engagement, namely the tools with which to enhance dialogue i.e. the website and the Facebook page, however one has subsequently fallen away. The second is that of the standing TWG which was established under the project, although this is intra-governmental, diaspora issues are tabled and addressed by the different ministries who sit within this TWG.</p>	<p>There’s a need to revamp the website and also to explore other ways to engage with the diaspora particularly those who are residing in remote areas. The traditional methods of reach would not suffice in their case.</p>
<p>Output 1.2: Diaspora members are able to engage in national development through accessing INACE communications platform</p>	<p>The national forum was conducted, Facebook page, WhatsApp group and the website were created.</p>	<p>Partly achieved. The non-functionality of the website has somewhat undermined the efforts for engagement.</p>	<p>Similar recommendation to that of output 1.1.</p>

3.2: MATRIX 2: OTHER EVALUATION CRITERIA (General Analysis and Recommendations by each evaluation criteria)

CRITERIA (summary of findings)	RECOMMENDATION
<p>Relevance: The project was and remains relevant. During and since the end of the civil war in 1992, many Mozambicans opted to leave Mozambique in pursuit of better economic opportunities abroad. The migration has depleted the economy of skilled professionals in key social and industrial sectors, including as healthcare, education and engineering. This project was aimed at establishing some communication and engagement between the diaspora and the GoM with the aim of developing the country.</p>	<p>GoM needs to institute the website and continue engagements with the diaspora, particularly those with the scarce skills in an attempt to break down the barriers for their participation in the country. There is also a need to conduct more research and mapping of diaspora in other countries particularly in Southern Africa to better understand the profile of its diaspora.</p>
<p>Efficiency and Cost-effectiveness: The project did achieve all of its short-term results, although a budget revision had to be done with IOM Development Fund for the national forum. The project final financial report shows a budget expenditure rate of 100% of what was available for activity implementation (USD 198,474) excluding the post project evaluation budget. The project therefore utilized all of its allocated budget. A key concern is on the resources used to develop the website. As it is no longer functional this doesn't align well with efficiency and thus efforts to revive the website are necessary.</p>	<p>There is a need to mobilise funds or advocate for budget allocations for all tools developed during project implementation. The website especially needs to be reactivated as it is an important point of contact with diaspora.</p>
<p>Effectiveness: The project managed to produce all of the intended outputs including the study tour to Ethiopia which was a learning experience on how to manage diaspora and government engagements as well as how to develop strategies which are conducive to ongoing engagement and participation of the diaspora, the national forum where the actual engagement was sought also took place, a website, Facebook page and a database containing Mozambique diaspora in the neighbouring country of South Africa was also developed. A TWG was also formulated during the project and still remains. The government noted that they still utilise the Facebook page to promote engagement, however the website however is no longer functional.</p>	<p>There's a need to revamp the website for continued engagement with the diaspora. The website provides an important medium for information sharing and exchange.</p>
<p>Impact: The project did provide some impact, one of which include the GoM sustained TWG which tables any migration related queries/issues for potential resolution. That the committee still meets more than a year after the project ended means that the project managed to change mind-sets and increase sensitivity and attention to Mozambican diaspora matters. It also speaks to an improved sense of ownership on the part of government to improve diaspora engagement for the benefit of the country and individual diaspora themselves.</p>	<p>IOM Mozambique needs to continue mobilizing resources for more diaspora programmes. It is the cumulative effect of several significant projects that real impact can be observed.</p>
<p>Sustainability: The project did provide some impact, one of which include the GoM sustained TWG which tables any migration related queries/issues for potential resolution.</p>	<p>Other projects which require TWG's to implement can piggy back from this structure. In the case of Mozambique, the AVRR Pilot Action requires a TWG and as such the recommendation would be to build on this already existing structure</p>

4.0 SUMMARY OF RECOMMENDATIONS

1. **Revive the website:** The website represents a key tool for engagement with diaspora. There's a need to revamp the website and also to explore other ways to engage with the diaspora particularly those who are residing in remote areas. The traditional methods of reach would not suffice in their case. Once the website is revived GoM needs to continue engagements with the diaspora, particularly those with the scarce skills in an attempt to break down the barriers for their participation in the country.
2. **Diaspora mapping and profile:** There is also a need to conduct more research and mapping of diaspora in other countries particularly in Southern Africa to better understand the profile of its diaspora and more importantly focus on identifying opportunities, barriers and or obstacles to their participation in the national development agenda.
3. **Incentives for diaspora:** GoM also noted that the country faces a major skills challenge and perhaps one of the ways to develop those skills in country is through the provision of incentives for diaspora who are willing to come back and provide (and teach) those skills in the country, these include engineering, doctors, lawyers to name a few. Some diaspora from the agricultural sector, had expressed that they would be willing to go back to Mozambique for a short period of time, to impart their skills to farmers in the sector. There is a need for the removal of any obstacles and barriers which impede on the participation of the diaspora. This alone would be a great incentive for diaspora.
4. **More intentional mainstreaming of gender perspectives:** Emphasis on gender dynamics involved in diaspora engagement should be factored in during the development of the project, including other cross-cutting themes such as human rights. The project can improve on greater disaggregation of data, differentiating the unique circumstances, perspectives and experiences of male and female diasporas. All these dynamics dictate on the best approach to engage different diaspora gender groups. It is recommended that future project designs seek the assistance of the gender focal point (at the country or regional office) to assist in strengthening gender mainstreaming practices.

5.0 ANNEXES

Annex 1: List of individuals and institutions involved in the evaluation

	Name	Institution	Title
1.	Armando Chissaque	Ministry of Foreign Affairs and Cooperation	Brussels Mozambique Embassy designated Counsellor
2.	Aminosse Afu	Ministry of Education and Human Development	Chief of Department at Directorate of Plan and Cooperation
3.	Fatima Baronet	Ministry of justice, Constitutional and Religious Affairs	Deputy National Director of Registration and Notary
4.	Joaquim Bule	Ministry of Interior	National Director of International Relations and Cooperation
5.	Jorge Mazive	INACE	Chief of Central Assistance Directorate
6.	Alice Saide	Ministry of Labour, Employment and Social Security	National Director for Migratory Labour
7.	Fernando Mubai	Ministry of Economy and Finance	Superior Technician
8.	Tomas Timba	Ministry of Public Administration and Public Function	Chief of Cooperation Department
9.	Artur Verissimo	Ministry of Foreign Affairs and Cooperation	National Director of DAJC
10	Estevao Marrima	IOM	Border Management specialist