

TECHNICAL ASSISTANCE FOR THE DEVELOPMENT OF A NATIONAL MIGRATION POLICY IN ANGOLA

PROJECT NO. TC.0758

Internal Ex Post Evaluation Report November 2019

Rangarirayi Tigere
National Policy, Liaison and Monitoring and Evaluation Officer
IOM Zimbabwe



International Organization for Migration (IOM)
The UN Migration Agency



IOM Development Fund
DEVELOPING CAPACITIES IN MIGRATION MANAGEMENT

Table of Contents

1.	EVALUATION RATIONALE.....	4
2.	THE PROJECT BACKGROUND.....	6
3.	MAJOR EVALUATION FINDINGS AND CONCLUSIONS.....	7
	3.1 MATRIX 1: EFFECTIVENESS OF THE PROJECT (Analysis through project results and indicators)	10
	3.2 MATRIX 2: OTHER EVALUATION CRITERIA (General Analysis and Recommendations by each evaluation criteria)	12
4.	SUMMARY OF RECOMMENDATIONS	17
5.	ANNEXES	18
	Annex 1: List of individuals and institutions involved in the evaluation	18
	Annex 2: List of documents reviewed	18

List of Acronyms

CEPAMI	Commissao Episcopal da Pastoral para os Migrantes e Itinerantes de Angola e Sao Tome
CSO	Civil Society Organization
IDF	IOM Development Fund
KII	Key Informant Interview
MIDSA	Migration Dialogue in Southern Africa
MiGOF	Migration Governance Operational Framework
MININT	Ministerio del Interior (Ministry of Interior)
NCE	No Cost Extension
NGO	Non-Governmental Organization
OECD- DAC	Organization for Economic Cooperation and Development-Development Assistance Committee.
PRM	United States Bureau for Population Refugees and Migrants
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
SME	Service for Migration and Foreigners
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund

1. EVALUATION RATIONALE

The Project 'Technical Assistance for the Development of National Migration Policy in Angola' aimed to support the Government of Angola in developing a National Migration Policy that would strengthen the legislative framework governing migration in Angola and provide guidance addressing challenges and opportunities of migration so as to increase the positive impacts of migration on national development while minimizing the negative impacts. The specific challenges the policy sought to address include internal displacement and post conflict resettlement, asylum seekers and refugees from neighbouring countries, and regular and irregular labour migration in Angola.

The project was implemented by the International Organization for Migration (IOM) Angola country mission from 15 June 2014 to 30 November 2018. Activities were implemented in close collaboration with the Ministry of Interior (MININT) through a Ministerial Technical Commission (Comissao da Politica Migratoria), that was composed of a core group of technical staff from the Service for Migration and Foreigners (SME). The technical group led the policy development process and consultations with all actors in other government agencies. The role of IOM was to provide technical guidance and expertise based on regional and international best practice as well as capacity building for the commission in the policy development process.

The evaluation was informed by the need for both internal and external accountability. Internally, accountability is required from IOM administration both at the regional and headquarters level to which IOM Evaluation guidelines require ex post evaluations for each IDF funded projects to assess the extent to which IOM delivers on its promises among other reasons. Externally, accountability is required to by IOM Member States and other key stakeholders on how OSI contributions have been deployed to improve safe, orderly and humane migration management for the benefit of migrants and their countries of origin, transit and destination. This evaluation also sought to draw key lessons for IOM and partners on the project design, implementation approach, results achieved and critical lessons that can be used to improve similar projects in the future.

The overall objective of this evaluation was to measure performance of the project in line with its results framework and generate lessons for improving future similar projects. The specific objectives of the evaluation were to (a) assess the extent to which the project contributed to its envisaged outcomes and overall objective as set in the project proposal , (b) Assess whether the project delivered its planned activities and outputs, (c) Assess the constrains which affected successful and timely project implementation and propose corrective actions as well as identify positive enabling factors that drove the process of change and (d) Assess the extent to which gender dimensions were mainstreamed in the project design and implementation process.

Evaluation Criteria

The Evaluator used the Organization for Economic Cooperation and Development-Development Assistance Committee (OECD-DAC) evaluation criteria to guide the evaluation enquiry. Key evaluation questions were on relevance, effectiveness, efficiency, impact, sustainability and validity of design. The criteria is laid out as follows:

Relevance: The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. In evaluating the relevance of the project, the evaluation considered questions on: To what extent were the objectives of the project valid? were the activities and outputs of the project consistent with the overall goal and the attainment of its

objectives? were the activities and outputs of the project consistent with the intended impacts and effect?

Effectiveness: The evaluation assessed the extent to which the intervention attained its objectives. In evaluating the effectiveness of the project, the evaluation considered questions on the extent to which the objectives of the project were achieved or were likely to be achieved, as well as considered the major factors influencing the achievement or nonachievement of the objectives.

Efficiency: The evaluation considered measurements of the outputs—qualitative and quantitative— in relation to the inputs. This generally required comparing alternative approaches to achieving the same outputs, to see whether the most efficient processes were adopted. The evaluation considered whether activities were implemented in a cost-efficient manner and whether the project objectives were achieved on time.

Impact: The evaluation enquired on the positive and negative changes produced by the intervention, directly or indirectly, intended or unintended. This involved enquiry on the impacts and effects resulting from the activity on the social, economic, environmental and other development indicators. Key questions were on what has happened as a result of the program or project? What real difference has the activity made to the beneficiaries?

Sustainability: The evaluation assessed whether the benefits of the project are likely to continue beyond the availability of donor funding. The evaluation assessed the extent to which the benefits of the project are likely to continue beyond provision of financial resources for the project as well as assessment of the major factors which influenced the achievement or nonachievement of sustainability of the project?

Project Theory of Change

Given the context where Angola was confronted with many migration challenges which include mixed and irregular migration, limited coordination and inconsistent approaches to addressing migration by various departments and officials, concerns on the treatment of refugees and asylum seekers and other categories of migrants, security concerns related to migration and limited capacity to adequately coordinate different stakeholders and address migration in the country.

The project Theory of Change is the thinking behind how the intervention would bring about expected results. In the process of developing the theory of change for evaluating this project the evaluator considered what the long term objective of the intervention is, what conditions (outcomes) must be in place for the long term goal to be achieved and also an of outline the causal linkages in the intervention between the short term , intermediate and long term outcomes of the intervention.

The Objective of the project was to contribute to an improved migration management in Angola through the development of a policy document that facilitates migration management and enhances the benefits of migration for national development. In order to achieve this goal it was important for Angola to have a National Migration Policy that is well informed and multisectoral and meets international standards. In order for the policy framework to be in place it was imperative to conduct research on migration dynamics in Angola which would serve to provide evidence base for policy development and secondly it was imperative to build the capacity of government officials tasked with developing the policy through capacity building training workshops on migration and through facilitating learning exposure of the government officials to other countries that have developed good migration management

policies and practices. It was also imperative to for Inter-Ministerial sectoral considerations to be expressed and integrated into the final draft of the national migration policy.

The evaluation followed an overall qualitative research approach, combining secondary and primary data collection methods including document review, key informant interviews (KIIs). The identification of participants was done jointly with the implementing mission based on the level of participation in project activities, possession of knowledge on the labour Migration Policy development process, availability and willingness to participate in the interviews. The main limitation was the unavailability of some proposed respondents owing to changes in their official designations. This limitation was countered through ensuring that respondents from institutions that were critical to the policy development process were included for interviews including a review of project reports and documents.

2. THE PROJECT BACKGROUND

The main objective of the Technical Assistance for the Development of the National Migration Policy for Angola was to contribute to the development of an improved policy document that facilitates and supports migration management in Angola and enhances the benefits of migration for national development. The project was developed at the request of the Government of Angola's Ministry of Interior (MININT), with the International Organization for Migration providing technical guidance and expertise and capacity building for the Inter-Ministerial technical group for drafting a comprehensive policy document in line with regional and international standards.

The development of the National Migration Policy was led by the Ministerial Technical Commission that was established in 2013, and composed of the Ministries of Interior, Labour, Trade, International Relations and Ministry of Justice and Human Rights.

Following production of an initial draft National Migration Policy document by the Ministerial Technical Commission, experts from IOM, United Nation High Commission for Refugees (UNHCR) and United Nation Children's Fund (UNICEF) reviewed the documents and provided technical guidance resulting in a revised document in line with international standards for migration management. The National Migration Policy was endorsed by the Government of Angola in December 2018.

The project had as its objective: To contribute to an improved policy document that facilitates and supports migration management in Angola and enhances the benefits of migration for national development. The outcome of the project was: The National Migration Policy of Angola is well informed and multisectoral and meets international standards. The project was expected to deliver on the following immediate results (outputs)

- 1.1 A research study that provides key evidence on migration dynamics within, to and from Angola for the national migration policy development process.
- 1.2 Government officials have the skills and knowledge in migration management and best practices in this field to develop the national migration policy.
- 1.3 Inter-Ministerial sectoral considerations are expressed during the policy development process and integrated into the final draft of the national migration policy.
- 1.4 The final draft of the National Migration Policy is available.

This evaluation assessed the extent to which each of the above deliverables were achieved as a way of assessing the effectiveness of the project. An analysis of project deliverables against available resources was also done to determine the efficiency of the project. The evaluation also assessed the implementation of any activities post adoption of the policy to judge on potential impacts and prospects for sustainability of the project.

The project also assessed how relevant the project was to national and regional priorities including mainstreaming of gender and human rights in project design and implementation. The evaluation also sought to identify any long term changes, if any, that have been observed as a result of the project.

3. MAJOR EVALUATION FINDINGS AND CONCLUSIONS

The evaluation established that a whole of government approach, government leadership and political commitments is critical in the development of national policies. In the case of Angola the policy was demand driven, based on a strong desire by the Government to address a multiplicity of migration related challenges that the country was facing. Government has also been exposed to what other governments were doing to address migration issues through the Migration Dialogue for Southern Africa leading to the government requesting IOM for technical assistance. A major finding is that in order to complete the process, once started, there is need for sustained political commitment. The evaluation established that the project suffered enormous delay before completion as a result of limited political commitment to the process within the previous government. Its instructive to note that when there was a change in government, there was renewed engagement and commitment to complete the process of developing the National Migration Policy.

Extent to which the project contributed to envisaged outcomes and overall objective as set out in the proposal.

The evaluation established that to a very large extent, the project directly contributed towards the achievement of the development of the National Migration Policy in Angola. This objective was realised through provision of capacity building training on migration for key government officials tasked with developing the policy. Second the project also contributed directly through facilitating the secondment of a technical expert to work with the Government of Angola in developing the policy. Third, the project provided platforms for the draft policy document to be reviewed by experts and stakeholders internally and externally. This aided in bringing the draft policy document in line with regional and international best practice.

The Government of Angola concurred that while they had a strong desire to improve migration management and address migration challenges through the development of the National Migration Policy, the government lacked the requisite internal technical knowledge and expertise to accomplish the task on their own, hence their request for technical support from IOM.

Assessment of whether the project delivered its planned activities and outputs

The evaluation found that the project delivered on the majority of activities that were planned for within the project document. The key exception is on activities related to output 2.1 *'Government officials have the skills and knowledge in migration management and best practices in this field to develop a national migration policy'* where the project delivered four capacity building workshops against the planned seven workshops. The IOM project team noted that they were able to cover all the thematic content on migration management that would have been covered in seven workshops within the four hence it was no longer necessary to conduct the remaining three workshops. The project thus delivered in terms of expert

content and knowledge notwithstanding a reduction in the number of workshops that had been planned. This assertion is supported by the fact that 75% of the participants demonstrated increased knowledge on migration based on pre and post-test assessments.

An assessment of achievement on many indicators indicate a high level of satisfaction among the officials and stakeholders. For instance, 100% of government officials expressed satisfaction with the study tour to Cape Verde against a target of 75%, furthermore 100 % of members of the technical commission provided positive feedback at the validation workshop against a target of 75%. The officials were certain that the new policy would go a long way in improving migration management in Angola.

Assessment of constraints which affected successful and timely project implementation and propose corrective action and identify enabling factors that drove the process of change.

It is worth noting that one major setback experienced during the project was delayed implementation of planned activities resulting in the overall project being completed in four years instead of one year envisaged in the initial project plan. The evaluator could not obtain any formal communication from the government to IOM on the reasons for stalling activity implementation. However, from discussion with stakeholders, what is clear is when there was a change in government leadership and resultant changes in the official tasked with leading the process, there was renewed engagement between IOM and the Government and renewed commitment to complete the project. Notwithstanding the reasons for the delay, the impact of such delays were dire in terms of project management and financial fidelity as additional administrative and staff costs were incurred during a period when no activities were being implemented. Furthermore, the project had to request for four No Cost Extensions from the donor meaning that the country could not access any new IDF funding during that period.

It is worth noting that the project also suffered as a result of internal staffing challenges within IOM at the level of the country office. One of the major issues highlighted by partners and respondents include limited staff capacity in terms of numbers at the country office level which often impacts their ability to attend to all critical meetings with stakeholders. The second issue highlighted has to do with the staff turnover that occurred during project implementation that inadvertently affected smooth implementation of the project. The evaluation established that there were changes in staff dedicated to the project during project implementation as a result of re assignment of some key staff. This affected momentum and smooth flow and follow up on the project as expected. It is however worth highlighting that once a new head of office was assigned to the mission to oversee implementation of the project, there was remarkable progress in the pace of implementation that that led to the finalization of the process of developing the migration policy for Angola

The evaluation established that the critical factor that facilitated the successful development and completion of the National Migration Policy include renewed commitment from the government that was elected in 2017. The evaluation noted that there was strong leadership from the Government of Angola in the policy development process, notwithstanding the delays that were experience in the overall execution of the project. It is important to note that when there were challenges experienced in terms of momentum and particularly after the first year, the Government of Angola through the Ministry of Interior appointed a new Director to oversee the policy development process. That change in personalities was instrumental in unlocking a process that had stalled. This change seemed to have catalysed engagement on the project and implementation of the outstanding project activities up to its completion. In this regard political will and leadership from the government are essential ingredients for a successful project.

Government ownership and leadership of the process of developing a national policy is key. 'For IOM the key lessons learnt are that role of government leadership and ownership of the process is very important. Partners such as IOM should provide support but allow the Government to lead. This is critical for ownership and sustainability.

The second critical factor for success is that the process has to be demand driven and seek to address nationally identified challenges. It is also worth noting that from the outset the process of developing the national Migration policy was demand driven. The Government made a request for technical support from IOM support from a position where the Government recognised the urgent need to address a multiplicity of migration challenges that were being experience in Angola.

Another critical factor is that the migration development process, while led by the Government has to be inclusive from the outset and throughout the process. Multi-stakeholder participation including the migrants and civil society is key for success. The inclusion of International stakeholders and civil society provided value in developing a product that is aligned to international standards.

Another factor was the participation of the Government of Angola at regional migration management forums such as the Migration Dialogue for Southern Africa (MIDSA) which ensured that there was continued commitment to the development of the policy in keeping with a regional drive to improve migration management within the Southern African Development Community(SADC).

Other factors that were critical in the process include establishment and nurturing of a good working relationship based on trust between the IOM staff and the government officials who were working on the policy. This facilitated engagements that were critical in ensuring the completion of the task of developing the policy.

Assessment of the extent to which gender dimensions were mainstreamed in the project design and implementation process.

The evaluation established that gender considerations had to some extent been taken on board in the process of developing the National migration policy. To this extent, female officials constituted a third of the members of the inter-ministerial technical commission. For example members from the Ministry of Foreign Affairs, Ministry of Labour, Ministry of Justice and Ministry of Labour. Secondly, there was involvement of key ministry officials from the Ministry responsible for Women Affairs, the Ministry of Interior Specialist for Refugee and Migrants and the Ministry of Family promotion to ensure that the specific gender considerations were considered in the development of the policy. However, concerns were raised by civil society and United Nation (UN) partners on the extent and adequacy of inclusion of gender within the policy. In this regard, the policy could have benefitted from including a dedicated chapter or section on migration and gender as recommended by the African Union Migration Policy Framework. This would have ensured that critical gender issues were clearly identified and addressed within the policy.

Additionally, key human rights issues related to the rights of migrants and refugees were considered through the inputs of the Ministry of Justice within the policy development process. Key issues raised by civil society are that the policy should address adequately the discrimination of migrants in the country by officials and the general population. They also noted difficulties experienced by migrants in obtaining or renewing identity documentation which is critical for access to a variety of basic social services.

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

Analysis of Project Effectiveness based on the Results Framework:

Overall Objective: To contribute to an improved policy document that facilitates and supports migration in Angola, and enhances the benefits of migration for national development			
Indicators	Achievement related to indicators <i>(achieved results)</i>	Analysis of Effectiveness	Recommendations
Number of new policy document facilitating and supporting migration management and enhancing the benefits of migration for national development.	A National Migration Policy for Angola was developed and endorsed by the Government by 31 December 2018.	Achieved	While overall objective was achieved, similar projects should ensure timely execution of agreed activities. The policy was adopted by Government on 30 December 2018, a month after the project had officially ended.
Outcome 1: The National Migration Policy in Angola is well informed and multi sectoral and meets international standards.			
Comment on project contribution:			
The project contributed immensely towards the achievement of the development of the National Migration Policy for Angola.			
Indicators	Achievement related to indicators	Analysis of Effectiveness <i>Analysis of progress towards achievement</i>	Recommendations
Percentage of declared satisfaction by members of the commission with the development of the national migration policy by the MININT.	100% of the members of the Technical Commission provided positive feedback at the National Policy Validation workshop	Achieved, the target was at least 75%	It is imperative for the technical commission or similar structures to have a strict programme of action that is periodically reviewed by all stakeholders to ensure timely delivery of expected and agreed actions as well as timely identification of challenges and development of appropriate solutions.
Results	Achieved Results	Analysis of Effectiveness	Recommendation
Output 1.1 A research provides key evidence on migration dynamics within, to and from Angola National Migration Policy	Research study on Migration in Angola was produced in 2014.	Achieved, the research study provided critical information on migration challenges in Angola and was critical in guiding the development of the national migration policy for Angola.	It was noted that the workshop to present research findings to the inter-ministerial team was undertaken in August 2018, for a research conducted in 2014. A lot of dynamics may have changed on the ground in four years, recommend timely implementation of related activities to ensure that they are

		More than 80% of the participants were satisfied at the research findings presentation workshop.	valid and address real challenges observed
Output 1.2 Government officials have the skills and knowledge in migration management and best practice in this field to develop the national migration policy	Four out of the targeted 7 capacity building workshops were undertaken in 2014 and 75% of participants demonstrated increase in knowledge based on pre and post-test. One study tour conducted to Cape Verde.	The knowledge gained was critical in informing the development of the policy. IOM judged that it was no longer necessary to conduct the other 3 workshops as all the key thematic areas were covered in the 4 workshops. The four pillars of migration management, migration and development, facilitating migration, regulating migration and forced migration were addressed within the policy as evidence of knowledge gained by officials	Recommendation for learning elements such as study tours to be conducted early on in the project timeline to ensure that critical lessons learned inform the thinking around the development of the policy based on local needs and the government's own priorities.
Output 1.3 Inter-ministerial sectoral considerations are expressed during the policy development process and integrated into the final draft of the national migration policy	One National Migration Policy validation workshop conducted in December 2018. Prior to submission of the draft to cabinet.	Achieved: The national review and validation workshop provided opportunity for stakeholders within government to provide their inputs into the final policy document.	A whole of government approach is critical throughout the whole migration policy development process. While there is a core group tasked with developing the policy, all other relevant ministries and departments should be involved right from the outset.
Output 1.4 The final draft of the National Migration Policy is available	One consultation conference held with civil society	Achieved: by the close of the project a national Migration Policy document had been developed and approved by the Government of Angola.	It is recommended that the migration policy document be disseminated to a wider array of stakeholders. There is need to ensure that the policy is more accessible to other stakeholders outside government such as civil society, NGOs and the academia

3.2 MATRIX 2: OTHER EVALUATION CRITERIA

CRITERIA (summary of findings)	RECOMMENDATION
<p>Relevance: Key stakeholders that were interviewed including the Government of Angola UN and Civil society representatives, felt that the National Migration Policy was a priority for the Government and people of Angola as it was essential for regulating migration in Angola. It was noted that at the time of the inception of the Migration Policy development process, the country had been facing many challenges related to migration influx of migrants from neighbouring countries and the front line officials were overwhelmed and unsure of how to deal with the migrants in a manner that avoided abuse of human rights in the course of discharging their responsibilities. There were also a lot of migrants who were involved in illegal diamond mining activities in the diamond fields as well as foreign migrant traders that were coming into Angola for trading purposes. There was also a gap in terms of the government’s response in addressing issues of regular and irregular migrants, often no distinction was made between the two categories. Furthermore, there were often cases of abuse reported by migrants at the borders and in the provinces. It became necessary to have a policy framework that guides the government’s response in addressing a variety of migration issues in Angola. This policy was therefore needed to standardize migration management on daily basis by front line officials and stakeholders. The policy was also needed to address gaps in service provision related to refugee and asylum seekers, For instance, there was a gap in information in terms of refugee status determination process, there was detention of genuine asylum seekers in detention facilities, and often lack of distinction by authorities between regular and irregular migrants. Stakeholders also reported that there was often lack of uniformity and consistency in handling of migrants particularly by frontline officials in various departments in government. Respondents felt that the National Migration Policy was needed to standardise migration management approaches within government and across departments.</p> <p>According to one key informant, <i>‘there was no one within immigration for example who was aware of how to treat migrants, each officer had their own procedure’.</i></p> <p>For the Government of Angola, the National Migration Policy was essential to facilitate improved migration management in line with regional and international best practices. It would further improve service provision for migrants and stakeholders in line with relevant legal and policy provisions. All frontline officials would have knowledge and standardized approaches on how to respond to individual cases of different migrant categories.</p>	<p>It is recommended that opportunities for meaningful participation of critical stakeholders such as migrants in the policy development process be created to ensure that their voice is heard, and their needs adequately addressed.</p>

Efficiency and Cost-effectiveness:

The key question answered in this section was to what extent were project activities implemented as planned and to what extent were project expenditures spent as planned?

All key informants concurred that the migration policy development process was significantly delayed. The project commenced on 15 June 2014 and was expected to have been concluded within a period of one year. However, after one year the process stalled. IOM, UNHCR and civil society indicated that they were not fully aware of the specific reasons for the stalling as these reasons were never officially communicated by the government. However, it is important to note that it was only in 2017, when a new government came into office and there were changes in officials at the Ministry of Interior who were spearheading the National Migration Policy development process, that the process resumed. The new Director in the Immigration Department re-engaged with IOM and agreed on a new plan on how the process was to be followed.

The evaluation also established that the efficiency in the delivery of the project was also constrained by staff changes within IOM. The evaluation established that there was re deployment of some key staff during project implementation which affected the momentum and smooth flow and follow up on the project activities. It is however worth highlighting that once a new head of office was assigned to the mission to oversee implementation of the project, there was remarkable progress in the pace of implementation that that led to the finalization of the process of developing the migration policy for Angola

Efficiency impact of the delay

The impact of the project delay for IOM was not good at all as IDF funding mechanism is for one year or twelve months, however because of the delay that IOM had to seek for **four No Cost Extensions (NCEs)**. What this meant was that Angola would not be able to receive new IDF funding during that period. Furthermore, there was disruption of contractual agreements with the Consultant who had been engaged by IOM. IOM was obliged to pay the consultant but without the expected output of the National Migration Policy as the delay was not the Consultant's fault.

The delay and slow implementation of the project also had the overall negative impact on the project budget as unavoidable staff and office costs were incurred while the process of developing the policy had stalled. There was thus an overspend on the budget while there was delayed activity implementation and completion of the project. In the meantime, IOM had to revise the budget four times and seek four no cost extensions.

It is recommended that the project should ensure mechanism for communicating challenges to all stakeholders in a timely manner.

It is recommended to improve internal project monitoring for timely implementation of agreed project activities through establishing a system for structured and periodic project meetings between IOM and the government counterparts. This will ensure that there is early identification of challenges and timely resolution of the same to ensure the project stays on course.

Impact:

It is important to note that the evaluation of the impact of the project should ideally be measured not less than two to three years after implementation. However it is worth noting by the time the ex post evaluation was conducted in November 2019, eleven months after the end of the project, the Government of Angola with support from IOM had already started the roll out of the National Migration Policy to four provinces (Cabinda, Zaire ,Lunda and Bendu). The objective of the roll out workshops was to educate government officials in the provinces on the National Migration policy.

IOM observed that though the roll out process in the four provinces had been funded from a different IOM project (PRM) with funding from the United States State Department, there was a need for the Government of Angola to commit financial resources to cover the roll out process in the whole country and districts. The Government would like to have key focal points in all the provinces to support implementation, monitoring and evaluation of the policy over time.

It is also worth highlighting that the National Migration Policy provides for the establishment of the Migration Observatory as a key institutional structure to support the implementation of the National Migration Policy. However, at the time of the ex-post evaluation this key structure had not yet been established. However, the Government of Angola expressed a strong desire to establish this structure at the earliest possible time and also called for continued technical support from IOM and its partners in terms of implementation of the policy.

The full impact of the policy will be realised on the extent to which critical challenges related to migration management in Angola are addressed in a consistent approach by officials and service providers including challenges faced by various categories of migrants such as documentation and access to social services. It is also worth noting that while acknowledging the achievements realised in the development of the policy itself, stakeholders called for timely development of a pragmatic implementation strategy focussed on addressing key issues with the short, medium and long term. The evaluation also established that the government is keen to develop a fully-fledged implementation strategy for the policy as soon as the Migration Observatory is established, since the strategy will become one of the major deliverables of the Migration Observatory.

There was a need for the Government of Angola to commit financial resources to cover the roll out process in the whole country and districts

The evaluation recommends timely establishment and resourcing of the Migration Observatory to facilitate roll out and implementation of the policy.

It is recommended that the implementation strategy should be focussed on addressing key issues with the short, medium and long term be developed as an integral annex of the policy document during the policy development process.

<p><u>Sustainability:</u></p> <p>The evaluation established that although the National Migration Policy provides for the establishment of the Migration Observatory as a key institutional structure for the implementation of the policy, the structure had not yet been established. However, the Migration Observatory is key for the long-term sustainability of the National Migration Policy as it will provide support and coordination of stakeholders on the implementation of policy. Including the Migration Observatory was thus a key sustainability measure entrenched within the policy. It is worth noting that notwithstanding the fact that the Migration Observatory was yet to be established, the Ministry of Interior continued to coordinate efforts on the implementation of the migration policy drawing in all other relevant agencies and departments within government. This was key for continuity on the work the Ministry of Interior had done towards development of the policy.</p>	<p>It is recommended that the Migration Observatory be established and operationalised so as to facilitate smooth implementation of the National Migration Policy.</p> <p>There is need for more openness from the Government of Angola on the management of issues related to migrants and refugees.</p> <p>Beyond the support provided by technical partners there is need for the Government of Angola to dedicate adequate financial resources for the implementation and roll out of the policy to ensure effective dissemination of the policy in order for the policy outcomes to be sustainable.</p>
<p><u>Validity of design:</u></p> <p>The project Theory of Change is the thinking behind how the intervention would bring about expected results. In the process of developing the theory of change for evaluating this project the evaluator considered what the long term objective of the intervention is, what conditions (outcomes) must be in place for the long term goal to be achieved and also an of outline the causal linkages in the intervention between the short term , intermediate and long term outcomes of the intervention.</p> <p>The Objective of the project was to contribute to an improved policy document that facilitates and supports migration management in Angola and enhances the benefits of migration for national development. In order to achieve this goal it was important for Angola to have a National Migration Policy that is well informed and multisectoral and meets international standards. In order for the policy framework to be in place it was imperative to undertake key actions which include conducting research on migration dynamics in Angola so as to have an evidence base for policy development and secondly it was imperative to build the capacity of government officials tasked with developing the policy through capacity building training workshops on migration and through facilitating learning exposure of the government officials to other countries that have developed good migration management policies and practices. It was also imperative to for Inter-Ministerial sectoral considerations to be expressed and integrated into the final draft of the national migration policy. The project design was to a large extent appropriate in that it was government led and consultative and allowed the Government through the Ministry of Interior and the Inter-ministerial Commission to take a</p>	<p>Recommendation</p> <p>Whole of government and government lead is critical.</p> <p>Integrating capacity building and exposure to international best practice was a good practice in preparing officials to develop their own policy.</p> <p>The project design should integrate a Mid Term Review for the project to enable timely identification of challenges and search for solutions.</p> <p>The project design should incorporate regular engagement meetings between the Government and IOM to monitor progress on implementation</p> <p>The project design should incorporate a strong communication and visibility plan to ensure project</p>

<p>lead in the policy development process while at the same time benefitting from IOM technical expertise and support through the secondment of an expert consultant to support the Government.</p> <p>The policy development process also benefitted from review and inputs of the draft policy document from IOM Policy Thematic experts at Regional and headquarters level. At the country level the process was supported by staff who were dedicated to the project and provided ongoing administrative and technical support.</p> <p>However as noted on the section on stakeholder involvements, key stakeholders outside government noted that the design of the project should have been more inclusive of all key stakeholders at all the stages of the Migration Policy Development process. Most stakeholders were brought in to review and validate a policy document that was already developed. Many felt it would have been more appropriate for them to make substantive inputs into the policy development process and crafting of the policy for consideration by the Government.</p> <p>The project design also included an output on research that provides evidence on migration dynamics within, to and from Angola for the national migration policy development process. This element of the project design was good to ensure evidence-based policy development. The research was critical in illuminating critical challenges and gaps in migration management that the migration policy was supposed to address. The research report provided a situational analysis issues related to immigration flows, technical expertise to identify and assist vulnerable migrants, border management, counter trafficking, asylum seekers and refugee protection. This information was critical in informing the development of the National Migration Policy for Angola. Furthermore the project design also included elements of capacity building training on migration issues which was also a good aspect of the project design as it contributed to increasing the knowledge of key government officials on specific migration issues that were to be later addressed within the migration policy. Having the workshop early on in 2014 also ensured that the team was conversant and prepared for the task they were to undertake.</p> <p>The project design also included look and learn visits to other countries for key government officials tasked with developing the policy to learn from international best practice. This was also a good element of the design as it allowed for exposure and lessons to be learnt from other countries that had also gone through the same process and were advanced in migration management. The only shortcoming is that the visit was conducted quite late in the policy development process in July 2018, however important lessons of the diaspora contributions to national development such as the importance were learnt were still incorporated into the final version of the migration policy.</p> <p>Stakeholders called for integration of a Mid Term Evaluation/ Review component within the project design to enable early identification of challenges and corrective actions to be taken timely.</p>	<p>visibility and communication of results on the project internally and externally.</p>
--	--

4. SUMMARY OF RECOMMENDATIONS

- IOM is encouraged to engage more technical staff in Angola to support ongoing migration related initiatives. Stakeholders called for more presences of IOM in critical meetings and forums such as the Protection Network Group where the organization's inputs are highly valued.
- The Government of Angola is encouraged to be more open to stakeholder engagement and involvement throughout similar processes to maximize on the expertise and inputs of these critical stakeholders. This is in keeping with international best practice on partnerships for development such as the Migration Governance Framework (MIGOF) and the Sustainable Development Goals (SDGs).
- It is recommended that similar projects in the future should integrate mechanism for continuous accountability from both the government and IOM to ensure timely implementation of agreed project activities. This may take the form of bi-weekly or monthly Government-IOM project meetings focused implementation of activities and addressing challenges as they emerge.
- It is recommended that similar projects in the future should integrate a strong Monitoring and Evaluation component, specifically integrating a Mid Term Review component within the project design to enable early identification of challenges and corrective actions to be taken timely.
- There is need to improve the visibility of similar projects and products they produce. It is therefore recommended to integrate a visibility strategy within the project design to ensure adequate visibility of the project achievements and products among critical stakeholders and the general population.
- It is recommended that the National Migration Policy be made more accessible to other critical stakeholders outside government such as civil society, academia and NGOs.
- It is recommended to improve the communication between the government, IOM and other stakeholders involved in similar processes. Civil society and some UN partners were unsure to what extent their inputs had been incorporated into the final document that was approved.
- Civil society called on Government to use the National Migration Policy to address issues of discrimination against migrants within the population and ensure humane and dignified treatment of migrants by all officials.
- It is imperative for the policy to have an implementation structure (such as the Migration Observatory) and an implementation strategy to operationalize the policy developed during the policy development process to ensure completeness and ease of implementation.
- It is recommended that a clear resourcing mechanism to support the implementation of the policy be developed. This is critical in addressing the migration challenges on the ground.
- Look and learn visit was key for capacity development and exposure for the Government of Angola. It is recommended that similar projects in the future integrate this element.

5. ANNEXES

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

	Name	Ministry or institution	Title
1.	Jeremias Mendes	IOM	Head of Office
2.	Flora Sevanda	IOM	Administrative Assistant
3.	Alberto Muxa	IOM	Project Assistant
4.	Valeria Fioriti	UNHCR	Associate Protection Officer
5.	Wine Camila	UNHCR	Protection Associate
6.	Wellington Carneiro	UNHCR	
7.	Sr Neide Lamperti	CEPAMI	Executive Secretary
8.	Octivo Vangawete Miguel Buce	CEPAMI	Project Officer
9.	Dr. Pedro Miguel Neto	Escola Nacional de Migracao	Director , Coordinator de Grupo Tecnica de elaboracao de elaboraco do Intores de Politica Migracao
10.	Roberto Paulo Miguel Carlos	Escola Nacional de Migracao	Sub Inspector de Migracao chef do cabinet do director national de escola
11.	Moniz de Assunciao M Antonio	Escola Nacional de Migracao	Chef de dept do infomaticas ami da
12.	Antonio Samuel Booker	escola nacioanal de Migracao Angola	Sub Director Pedajico e centifico de escola nacioanal de Migracao Angola
13.	Mutie Rogers	International Organization for Migration	Regional Monitoring and Evaluation Officer
14.	Elizabeth Warn	International Organization for Migration	Regional Thematic Specialist IBM

Annex 2: List of documents reviewed

- Project Document
- Project Reports
- National Migration Policy
- Research report on migration issues in Angola

Annex 3: Terms of Reference

TERMS OF REFERENCE (ToR)
FOR AN
INTERNAL EX-POST EVALUATION
OF THE **TECHNICAL ASSISTANCE FOR THE DEVELOPMENT OF A NATIONAL MIGRATION POLICY IN**
ANGOLAPROJECT

Project Identification:	Project Code TC. 0758
Executing Organization:	International Organization for Migration (IOM)
Project Management Site and Relevant Regional Office	IOM Angola IOM Regional Office, Pretoria. South Africa.
Project Period and Overall Duration:	15/06/14 – 30/11/18
Geographical Coverage:	Angola
Project Beneficiaries:	Government of Angola (Inter-ministerial Commission)
Project Partner(s):	Ministry of Interior (Inter-ministerial commission)
Total Funding:	USD 200,000.00

1. BACKGROUND OF THE PROJECT/PROGRAMME

Angola presents unique migration challenges owing to its post war reconstruction, geography, predominantly urban population, and the porosity of its border areas. The country has covering area of 1246 .700 sqkm and it shares borders with the Democratic Republic of Congo, Republic of the Congo(Brazaville), Zambia and Namibia. The country has a population of over twenty million people. Until the end of the civil war in 2002, migration in Angola was mostly characterised by internal displacement and by the exodus of refugees to neighbouring countries and beyond. The reinstatement of peace and the sustained economic growth over the years that followed has durably altered the patterns of mobility within, to, and from the country.

Massive emigration in the conflict years made way for return of hundreds of thousands of nationals after the civil war ended. The resettlement of internal displaced persons (IDPs) and the trickling of regular and irregular international labour migrants alike was also witnessed. Against this background, the Government of Angola (GoA) identified the need to strengthen the legislative framework that governs and regulates migration by developing a specific national policy that is able to provide guidance in addressing the challenges and opportunities of the new migration dynamics experienced in the country and in so doing increase the impact and benefit of migration to national development. The Ministry of Interior (MININT) set up a Ministerial technical commission (Comissão da Política Migratoria) that was composed of a core group of Service for Migration and Foreigners (SME) technical staff to develop the policy document, and led the consultations with all the government actors involved. At the request of the Ministry of Interior (MININT), IOM provided guidance and technical support to enhance/ build the capacity of the commission to spearhead the policy development process. It was also meant to appraise them on regional and international standards related to the four pillars of migration management (migration and development, facilitating migration, regulating migration and forced migration).

The project was managed by IOM Angola mission staff with support from the regional office in Pretoria. Worth noting is that implementation started off well but experienced significant delays in its course owing to a number of reasons which this evaluation will unearth and derive lessons from for future similar projects.

2. OBJECTIVES OF THE EVALUATION

The overall objective of this evaluation is to measure performance of the project in line with its results framework and generate lessons for improving similar future projects. The specific objectives of the evaluation will be as follows:

- a) Assess the extent to which the project contributed to its envisaged outcomes and overall objective as set out in the project proposal;
- b) Assess whether the project delivered its planned activities and outputs;
- c) Assess the constraints, which have affected successful and timely project implementation and propose corrective actions as well as identify positive enabling factors that drove the process of change;
- d) Assess the extent to which gender dimensions were mainstreamed in the project design and implementation process.

3. EVALUATION CRITERIA

Following the OECD-DAC¹ evaluation criteria the evaluation will assess specific select evaluation questions as indicated below;

a) Relevance

- ✓ *Was the project responsive to the needs and priorities of the Government of Angola at the time of the project design and during implementation (GoA)?*
- ✓ *Were the primary stakeholders involved in the conception and design of the project?*
- ✓ *To what extent was evidence and data used to justify the need and content of a migration policy in Angola?*

b) Effectiveness

- ✓ *Are the quality and quantity of the produced results and outputs in accordance with the results matrix? What does indicator data tell us on the performance of the project?*
- ✓ *Did the outputs/products contribute towards Outcome level results as envisaged in the project documents?*
- ✓ *What is the level of awareness about the existence of the Migration Policy (MP) among interviewed stakeholders? What is their own assessment on the level of involvement in the MP development process?*
- ✓

c) Efficiency

- ✓ *Were the project expenditures spent as planned?*
- ✓ *To what extent were the needs and priorities of marginalized individuals/groups considered in the allocation and use of resources?*
- ✓ *Were activities implemented in a timely manner as represented in the projects work plan? What factors enabled or hindered timely implementation?*
- ✓ *Were challenges in project implementation identified and addressed swiftly and appropriately?*

¹ Organisation for Economic Co-operation and Development-Development Assistance Committee

d) Impact

- ✓ *Do indicators show significant progress towards achieving the outcome level and contributing to the overall Objective?*
- ✓ *What significant lasting changes has the project brought so far?*
- ✓ *What were the unintended consequences for the project?*

e) Sustainability

- ✓ *Did the project management put in place mechanisms to sustain the results from the project?*
- ✓ *What measures have been taken by stakeholders to boost sustainability and ownership of the migration policy?*
- ✓ *What has the government and partners done in the last 12 months after the project ended that may indicate a sense of ownership and continuity?*

f) Validity of design

- ✓ *Was the project design the most appropriate to enable effective project delivery, monitoring and evaluation?*
- ✓ *Were results and indicators properly articulated in line with IOM/IDF projects guidance?*
- ✓ *Was the approach utilized to implement and manage the project the most appropriate for the nature of the project? What lessons can we learn from this process?*

Were all appropriate stakeholders involved in the development of the migration policy? How was coordination done (internally) and externally and how did this contribute or hinder successful implementation of the project?

- ✓ *How did the project mainstream gender and human rights perspective in its design, implementation and monitoring?*
- ✓ *Did the project produce any gender related output results (positive or negative)?*
- ✓ *To what extent does the new migration policy integrate gender and human rights perspectives?*
- ✓ *What lessons have been learnt and what best practices if any can be cited from this project?*

4. METHODOLOGY

This evaluation will draw on the following methods in gathering relevant data:

A. Desk research

Relevant documentation will be reviewed, including the project document, mid-term and final reports, technical working group minutes, workshop reports and workshop evaluations, the migration policy document and other relevant literature.

B. Key informant interviews

At least twelve One-on-one interviews will be conducted with key stakeholders sampled from the list of technical commission members as well as other stakeholders involved or consulted during or after the project. IOM staff who contributed to the implementation and management of the project will also be interviewed. The following criteria will be applied in identifying key informants: level of participation in project activities; possession of knowledge (including expert level knowledge on migration and/or policy development; availability on the evaluation dates; willingness (consent) to be interviewed for evaluation purposes; mix of government and non-government stakeholders and, gender representation.

5. REPORTING

Following all desk and field research the draft report will be submitted to IDF, the country mission, regional office and any other relevant stakeholders (if possible) for inputs and comments. The final

report having considered received feedback and inputs will be submitted to IDF, the country mission and the regional office.

6. EVALUATION TEAM

This internal evaluation will be carried out by the Regional M&E Officer based in the RO Pretoria. The in-country IOM team will provide logistical support including but not limited to arranging in country transport for the evaluator, facilitating appointments for interviews or discussions with key respondents and in providing inputs to the whole evaluation process. The respective thematic RTS' and the regional policy and liaison officer will provide technical inputs to the evaluation. Similar inputs will be provided also by the IOM in country team.

7. RESOURCES AND TIMING

Expenses for this evaluation will be covered through the budgeted expenses in WBS number MK.0047.AO10.57.02.001. Logistical and travel assistance will be provided through existing staff in the Angola country office. All interviews will be conducted by the evaluator. A detailed work plan will be prepared and agreed on between the evaluator and the in-country team.

8. DELIVERABLES

The evaluation main deliverables will be:

- A draft evaluation report utilizing Format A in Annex 5 of IOM's Evaluation Guidelines.
- A final report in the same format above incorporating feedback and comments received.

Annex 4: Evaluation tools

ANGOLA MIGRATION POLICY PROJECT (*EX Post* EVALUATION)

Key Informant Interview Guide: **Government Officials and other stakeholders**

Relevance and design, role played

- In your opinion was the development of a National Migration Policy a priority for the Government and people of Angola?
- How were you involved in the project conceptualization, inception, implementation & monitoring.
- Who else in the government or Angola in general was involved in the above phases and why? Who or which department or office do you believe should also have been involved? Why?
- Briefly tell me how other stakeholders besides government made a contribution to the IOM project processes that led to development of the draft policy?
- In your own opinion was development of a migration policy a priority for Angola?
- What is your assessment of the strength of the project design in terms of its focus activities (research, capacity building, and technical expertise for the policy)?
- From what you saw, in your honest opinion did you feel that IOM had the necessary technical expertise or experience to sufficiently support the GOA in developing the policy?

Stakeholder participation and gender equality

- How did other stakeholders besides government contribute to the draft policy? Probe especially for migrants voices?
- Which stakeholders do you feel could also have been consulted to capture their perspectives and voice? *Probe what value they present.*
- How gender concerns were incorporated in the policy development and validation processes?

- To what extent does the policy address issues related to women especially migrant women? In your opinion does it sufficiently articulate and provide policy guidance that reflects the differentiated needs, perspectives and interests of men and women? *Probe for what could have been improved? Any plans to improve on this in the final draft?*
- Has the additional nationwide consultations that have been ongoing added any major value to the document? *Please elaborate your answer.*

Efficiency and Effectiveness

- In view of what the IOM project envisaged to deliver, would you provide me with an assessment of IOM's performance? *Probe: Did IOM deliver what it had promised?*
- If IOM delivered on its promise what factors enabled? If not what factors hindered? (*probe*)
- How would you rate IOM's performance in coordination of activities during the project?
- What are the main weaknesses that future similar projects can improve on? (*both on coordination and delivery*)
- *For stakeholders such as UN, Academia:* What aspects did you feel the draft policy articulated well? Which areas did you feel needed to be strengthened? Were your contributions disseminated to the technical committee and were they addressed?

Impact

- What according to you are biggest changes in migration management in Angola that you believe the IOM led project brought about? *Probe to get evidence if at all.*
- How has the knowledge or experience acquired through your engagement in the IOM project been useful as a key stakeholder in migration management or in your daily work?
- What according to you (and if any), are some of the best or good practices that you observed that should be celebrated or replicated? *Probe.*

Sustainability

- What measures has or did the inter-ministerial committee put in place to ensure that the benefits emanating from the IOM short project remain over a long time? Which of these do you think have worked?
- What else could have been done to boost the sustainability of the project results?
- Do you have any evidence of ways in which the project beneficiaries have used the project results to improve migration management in the country?
- Does the inter-ministerial committee still meet? Was it envisaged to as a temporary or permanent coordination mechanism?
- What is the status of the Draft Migration Policy as at now and what is the way forward towards its adoption and launch.

ANGOLA MIGRATION POLICY PROJECT - (EX POST EVALUATION)

Key Informant Interview Guide: IOM Staff

Design, Relevance and role IOM played

- How were you involved in the project conceptualization, inception, implementation & monitoring.
- Who else in IOM was involved in the above phases and why? Who or which department or office do you believe should also have been involved? Why?
- From what you know, how was the need for a policy identified? In your opinion was development of a migration policy a priority for Angola?
- Do you believe IOM have the necessary technical expertise or experience to sufficiently support the GOA in developing the policy?

Validity of design

- What is your assessment on the strength of the project design? (Project concept, theory of change, results formulation, indicator variables etc.)
- Was the project design the most appropriate to enable effective project delivery, monitoring and evaluation?
- Were results and indicators properly articulated in line with IOM/IDF projects guidance?
- Was the approach utilized to implement and manage the project the most appropriate for the nature of the project? What lessons can we learn from this process?
- How did the project mainstream gender and human rights perspective in its design, implementation and monitoring?
- Did the project produce any gender related output results (positive or negative)?
- To what extent does the new migration policy integrate gender and human rights perspectives?
- What lessons have been learnt and what best practices if any can be cited from this project?

Stakeholder participation and gender equality

- From what you know, how did the GOA contribute or shape the design of the project?
- Additionally, how did other stakeholders contribute or shape the design?
- (Probe especially for migrants' voices; other key non state actors?)
- How did they contribute or shape the implementation and monitoring of the project?
- (Additionally, how did other stakeholders contribute or shape the implementation and or the content of the policy? Probe especially for migrants voices?)
- Which stakeholders do you feel could also have been involved in the implementation and monitoring of project processes? *Probe what value they present.*
- How did the project promote gender equality: in the research; in the TWGs composition and activities; in trainings; in the policy document itself?
- To what extent does the policy address issues related to women: migrant women e.g. the feminization of migration? In your opinion does it sufficiently articulate and provide policy guidance that reflects the differentiated needs, perspectives and interests of men and women? What could have been improved?

Efficiency and Effectiveness

- To RO or other staff: Could you provide me with your own assessment on how the project was managed (both activity wise and financially) in view of the project planned results?
- What is your assessment on resource allocation for delivery of the projects outputs? (*HR, funds, time*).
- In your assessment did the project deliver what it had promised, within the stipulated time?

- If project delivered what factors enabled? If not what factors hindered? (*probe*)
- What are the main shortfalls that future projects can improve on?

Impact

- What according to you are biggest changes in migration management in Angola that you believe the project triggered? *Probe to get evidence if at all.*
- What is your current opinion on migration management in the country in view of what IOM and partners have been doing over the years? *Probe to get evidence on whether migration management has improved or not.*
- Did the project bear any good or promising practices that we can document? *Probe.*

Sustainability

- What measures did IOM put in place to ensure that project results are sustained over a long time? Which of these do you think have worked?
- What else could have been done to boost the sustainability of the project results?
- Do you have any evidence of ways in which the project beneficiaries have used the project results to improve migration management in the country?
- What role does the TWG formed under project play in the post project period? Was it envisaged to be a sustainable group?
- _____
