



Ex-post Evaluation:

FORTALECIMIENTO DEL PROCESO DE
INTEGRACIÓN DE MIGRANTES QUE
RETORNAN A EL SALVADOR (PIRE)

SV10P0003/RT.1297

Final Report

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Executive Summary

The following report is an ex-post evaluation of the project *SV10P0003/RT.1297: Fortalecimiento del proceso de integración de Migrantes que Retornan a el Salvador (PIRE)* of the International Organization of Migration (IOM) and funded by the IOM Development Fund (“the Fund” or IDF).

This ex-post evaluation was commissioned by the Fund and was carried out by the Owl RE research and evaluation consultancy in Geneva, from December 2019 to July 2020. The purpose of the evaluation was to assess the relevance of the project to its stakeholders and beneficiaries, 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.

The evaluation covered the country of El Salvador and was carried out primarily through a desk review of available data and documents and key informant interviews with 25 project stakeholders including one focus group discussion (FGD).

Findings

The project was well aligned with national priorities and strategies. It responded to a need to reinforce the capacities within the national response for returning migrants. It was also found to be managed efficiently and cost-effectively with the appropriate use of financial resources. All activities were carried out within budget with some co-financed by partner organisations. The long-term impact and sustainability may have been more significant if slightly more investment had been allocated to the project and if some additional measures had been successfully developed, such as creating a returning migration policy to ensure continuation in case of a change in government.

Relevance (rating: Excellent - 5): The project was found to be very relevant and aligned with government priorities in El Salvador, according to all the stakeholders interviewed. It was developed in close collaboration with the Ministry of Foreign Affairs and was linked to already existing programmes and previous collaborations with the Ministry.

Effectiveness (rating: Very Good – 4): The project was recognised as very effective in achieving the objective and outcome with the appropriate activities implemented for its success. Collaboration and coordination were noted as effective throughout the duration of the project, with some obstacles leading to delays in the project. Nevertheless, interviewees were positive about the capacity-building element, the organisation of the visit to Mexico, as well as the trilateral meeting and communications campaign, which included two regional mobile services fairs.

Efficiency and Cost Effectiveness (rating: Very Good - 4): The project was found to be managed efficiently and cost-effectively with the appropriate use of financial resources. All activities were carried out within budget and the results achieved were proportionate to the costs expended. The evaluation found that the activities could not have been implemented with fewer resources.

Impact (rating: Very Good - 4): In the short term, the project improved knowledge and approaches for civil servants in the management of services for returning migrants. As a result of the training course, they were able to improve approaches with specific profiles and manage difficult situations more objectively. They were also able to reinforce their network for sharing experiences. Through the visit to Mexico and the trilateral meeting, representatives from national institutions working in migration were able to learn first-hand about best practices in returning migration and reintegration processes on an international level and apply them on a national level. The project also raised awareness about the importance of addressing returning migration and the activities to disseminate information about the services that were available.

Sustainability (rating: Good – 3): The sustainability of the project was seen as positive with outputs designed to continue beyond the project close. The fact that the project collaboration was closely linked to the Ministry of Foreign Affairs meant that a seamless handover was possible. Feedback from both the Ministry and other stakeholders indicated a motivation to continue building on the project's achievements. Some efforts were also made to secure funding for continued operations, such as a collaboration with the UN Peace Building Fund. The change in government in 2019 did introduce some uncertainty of the continuity of the project in terms of strategy and financing.

Conclusions and recommendations

The project successfully established a foundation for an inter-institutional cooperation to manage services offered to returning migrants. It successfully carried out capacity-building to help officials reinforce their knowledge and ability to attend to the needs of returning migrants based on their profiles. It allowed them to establish a strong network to facilitate the returning and reintegration process.

The following conclusions and recommendations have been established based on the findings:

A. Sustainability: The project was sustainable in that it was closely aligned with the Ministry of Foreign Affairs, which then continued with the project at the end of the IDF project. The project attempted but was not successful in securing a more formal commitment from the government to maintain the initiatives of the project. For similar projects in future, it would be valuable for their sustainability for IOM to secure a commitment at the beginning and maintain a link to the project after closure to ensure its continuity.

Recommendation for IOM EI Salvador:

- Maintain a continued link to the project's initiatives through synergies from other complementary IDF projects and by providing ongoing technical support (for example ensuring that it remains a priority during changes in governments).
- For similar projects in the future, establish a formal and written commitment to the project and its structure at the beginning in order to ensure continuity after the closing.

- For similar projects in the future, reinforce monitoring during the project and provide analysis and summary reports of any information gathered through data collection methods such as surveys.

B. Returning migrant models: The project provided a positive example of IOM's contribution to the reintegration process for returning migrants. The model is now being implemented in Honduras and under consideration in other Central American countries, particularly in the Northern Triangle¹. The lessons learned in Mexico and during the reflection group session are important elements. A broader dissemination of this information and experiences across the region would be beneficial for other IOM offices.

Recommendation: For all IOM country offices implementing IDF projects on reintegration:

- Consult the model of activities and outputs developed by the IOM El Salvador project on reintegration.

C. Financial management: The project was able to manage the allocated budget efficiently, however findings showed that the impact and sustainability could have been more significant with slightly more funding. More capacity-building could have been established and better promotion carried out to reach the population in all areas of the country.

Recommendation: For all IOM country offices implementing IDF projects on reintegration:

- Allocate enough fund to ensure maximum impact, particularly for elements such as capacity-building and promotion at a regional or municipal level.

D. Project follow-up and handover

The project concluded with a seamless hand-over to the Ministry of Foreign Affairs although there was no documented follow-up or hand-over plan. This recommendation aligns with the recommendations of evaluations of four other IDF-funded projects (CT.0985, PO.0065, MA.0379, LM.0210) about clearer follow-up plans at the end of the IDF-funded project.

Recommendation:

For all IOM units implementing IDF projects:

- IDF projects should have a sustainability and follow-up plan as part of the final report.

E. Project management

The project manager was tasked with several IOM projects at the same time, including another IDF project. The commitments to a high number of parallel IOM projects led to some aspects of the project being less of a focus, such as monitoring and reporting and sustainability measures.

Recommendation:

For all IOM units implementing IDF projects:

¹ The Northern Triangle refers to the three Central American countries of Guatemala, Honduras, and El Salvador.

- Manage the workload of the project manager to allow them enough time to develop and implement the project with sufficient monitoring and reporting and sustainability measures.

F. Coordination

For the VRES, challenges were identified in terms of managing the official attending the VRES and participating in the capacity building due to diverging profiles largely. This was seen as the result of the fact that no specific profile descriptions were developed for the process.

Recommendation: for IOM El Salvador:

For a hiring process for services such as VRES, IOM could suggest that specific profiles should be developed in order to ensure consistency among different offices attending to returning migrants.

G. Data management

While the project did ensure that monitoring was conducted for the activities, such as the fairs and capacity building, or the communications campaign no systematic reporting was available. Results were measured according to manual tabulations but no summaries or analyses were created.

Recommendation: for IOM El Salvador:

If monitoring has been conducted, it should be followed by a systematic analysis, summary and reporting process.

Glossary of Terms

CS	Civil Society
CONMIGRANTES	Consejo Nacional para la Protección y Desarrollo de la Persona Migrante y Su Familia (National Protection and Development Council for Migrants and their Families)
CONAMYPE	Comisión Nacional de la Micro y Pequeña Empresa (National Commission for Micro and Small Enterprises)
DAC	Development Assistance Committee
DAMI	Dirección de Atención al Migrante (Directorate of Attention to the Migrant)
DGME	Dirección General de Migración y Extranjería (General Directorate of Migration and Foreign Affairs)
FGD	Focus group discussion
GoES	Government of El Salvador
IDF	IOM Development Fund
INSAFORP	Instituto Salvadoreño de Formación Profesional (Salvadorian Institute for Professional Training)
IOM	International Organisation for Migration
MIGOF	IOM's Migration Governance Framework
OECD	Organisation for Economic Co-operation and Development
PIRE	Proceso de integración de Migrantes que Retornan a el Salvador (Salvadorian Returning Migrant Population Integration Process)
RM	Results Matrix
UN	United Nations
USA	United States of America
VRES	Ventanillas de Orientación y Seguimiento a Personas Salvadoreñas Retornadas (Returnee Information and Referral Centres).

1. Introduction

Project for Ex-Post Evaluation	SV10P0003/RT.1297
Duration of the Project	20 months (01/02/2017 – 30/09/2018)
Budget (USD)	USD \$103,058.00
Relevant National Office and Relevant Regional Office	El Salvador
Donor	IOM Development Fund (IDF)
Countries covered	El Salvador
Evaluation	External Independent Evaluation
Evaluation Team	Owl RE Research and Evaluation
Evaluation Period	December 2019 to July 2020

The following report is an ex-post evaluation of the project *SV10P0003/RT.1297: Fortalecimiento del proceso de integración de Migrantes que Retornan a el Salvador (PIRE)* of the International Organization of Migration (IOM) and funded by the IOM Development Fund (“the Fund” or IDF).

This ex-post evaluation was commissioned by the Fund and was carried out by Patricia Goldschmid, of the Owl RE research and evaluation consultancy in Geneva, from December 2019 to July 2020. The evaluation focused on five main OECD-DAC² evaluation criteria: relevance, effectiveness, efficiency, impact and sustainability. Human rights and gender equality were integrated into the evaluation criteria, where relevant.

2. Context of the evaluation

With a population of approximately 6.4 million, El Salvador is the smallest territory in Central America and the most densely populated³. Historically, the country has faced many challenges including substantial civil unrest and violence, a stagnant economy, and natural disasters, among others. This has resulted in many Salvadorians leaving the country over the last two decades, with most trying to reach the United States of America (USA). According to data from the Directorate General of Migration and Foreign Affairs (Dirección General de Migración y Extranjería (DGME)), between 2012 and 2017 a total of 251,620 migrants returned to El Salvador, of which 90% were between the ages of 18 and 59. With recent changes in the USA migration policies, El Salvador experienced a significant increase in the number of returning nationals⁴, which represents an important migration management challenge to the Government of El Salvador (GoES).

² Organisation for Economic Co-operation and Development - Development Assistance Committee; ‘DAC Criteria for Evaluating Development Assistance’:

<http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>

³ Gómez Cervantes, Andrea; Menjívar, Cecilia; El Salvador: Civil War, Natural Disasters, and Gang Violence Drive Migration; Published in the Migration Policy Institute, August 29, 2018, accessed February 2020.

<https://www.migrationpolicy.org/article/el-salvador-civil-war-natural-disasters-and-gang-violence-drive-migration>

⁴ The term returning nationals was established to encompass those who returned voluntarily after being abroad, those who were deported after a number of years abroad, or those who were sent back during a migration attempt. Previously, these were distinguished as returning nationals and deportees. However, in order to avoid stigmatization, one term is now used for all. This was one of the results of the training workshops of this project.

The objective of this project was to contribute to the comprehensive reintegration of the returned Salvadoran population through interinstitutional coordination. The project focused on strengthening institutional capacities for improved assistance and orientation of returnees.

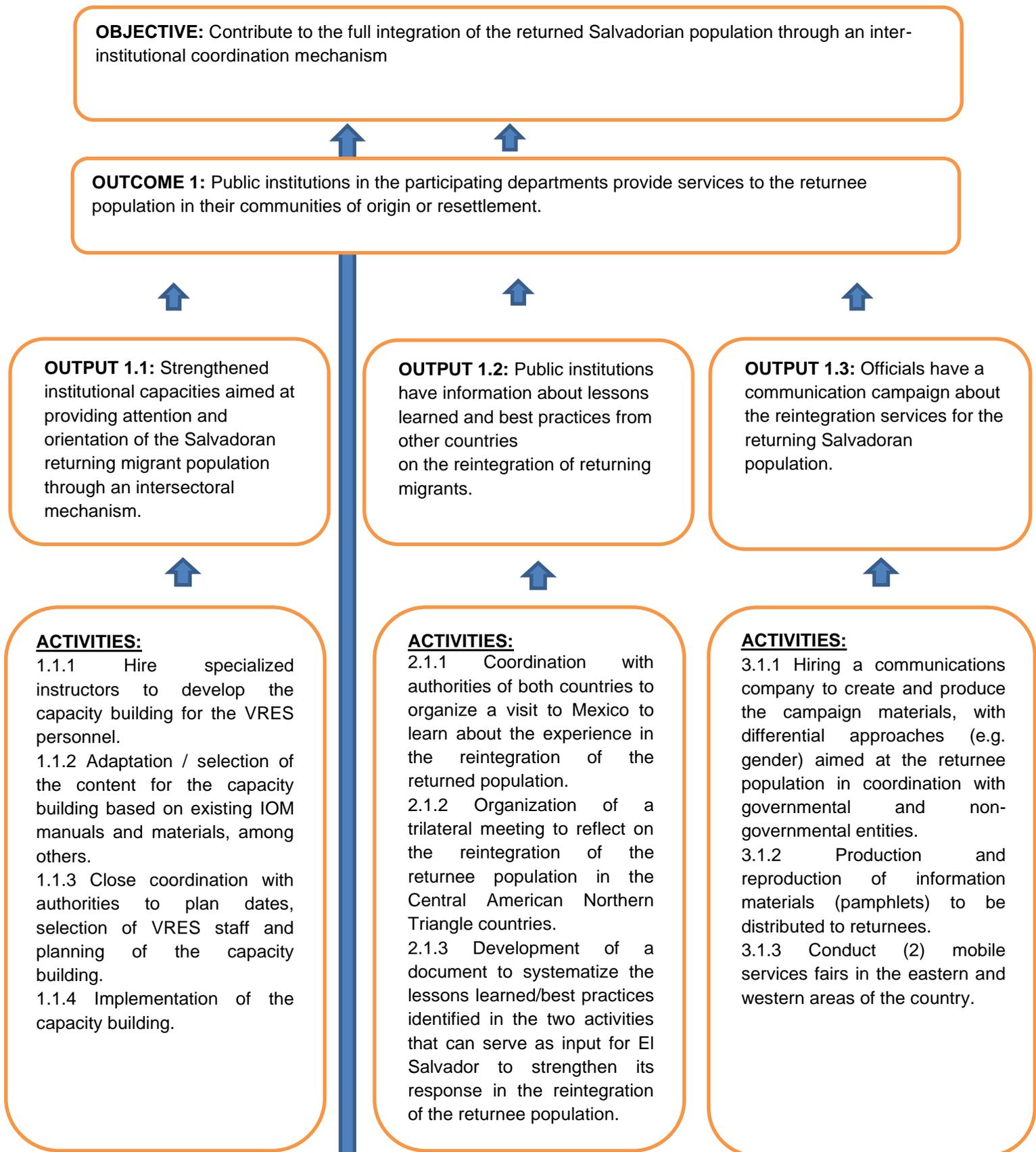
The main areas of work included:

- Strengthening capacities of civil servants at the VRES (Ventanillas de Orientación y Seguimiento a Personas Salvadoreñas Retornadas - Returnee Information and Referral Centres);
- Systematizing lessons learned from other countries related to reintegration;
- Promoting reintegration services via a campaign directed to returnees in their communities.

The project ran from 1 February 2017 to 30 September 2018 and was implemented from San Salvador, El Salvador. The timeframe was originally 12 months but was extended by eight months (February 2018 to September 2018) ultimately running for a total of 20 months.

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

Figure 1: The Results Matrix



3. Evaluation purpose and objectives

3.1. Purpose and objectives

The purpose of the evaluation was to assess the relevance of the project to its stakeholders and beneficiaries, 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.

The evaluation aimed to promote transparency and accountability to 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.

The primary objectives of the evaluation were 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 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 have been successful in producing 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 the IOM Country Office in El Salvador, the IOM Regional Office in Costa Rica, all IOM units implementing IDF projects and the Fund, as described in the following table.

Table 1: Evaluation Intended Uses and Users

Intended Users	Intended Uses
IOM Country Office, El Salvador IOM Regional Office, Costa Rica	<ul style="list-style-type: none"> - 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. - To demonstrate accountability of project implementation and use of resources. - To identify specific follow-up actions/initiatives and project development ideas. - To document lessons learned and best practices.
All IOM units implementing IDF projects	<ul style="list-style-type: none"> - To improve efficiency and effectiveness of current and future IDF funded projects.
IDF	<ul style="list-style-type: none"> - To assess value for money. - To use the findings and conclusions in consideration of future project funding approval.

3.2. Evaluation scope

The evaluation covered the country of El Salvador with the time period of the project's duration from 1 February 2017 to 30 September 2018.

Stakeholders interviewed were chosen based on the extent of their involvement in the project and their availability for consultation. They were identified in collaboration with the IOM project manager. The Terms of Reference for the evaluation are available in Annex 1. The Inception Report is available in Annex 2. The list of interviewees is available in Annex 3. The main documents consulted are listed in Annex 4.

3.3. Evaluation criteria

The evaluation focused on the following five main evaluation criteria, based on the OECD/DAC guidelines: relevance, 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 23 out of the 30 evaluation questions found in the evaluation matrix (as outlined in the Inception Report in Annex 2). 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 and integrating this approach into the methodology as feasible. Data was collected from a number of different sources in order to cross validate evaluation findings.

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 4);
- 2) Key informant interviews: interviews were conducted with IOM and stakeholders involved in the project.
- 3) Focus Group Discussion: a focus group discussion was organised with a group of young returning Salvadorian migrants who had benefitted from the project.

4.2. Data sampling

A sample of 25 stakeholders involved in the project were interviewed or participated in a FGD. The stakeholders included:

- 6 IOM staff (4 in El Salvador, 2 in Costa Rica)
- 7 government representatives
- 2 from civil society and academia
- 2 consultancies
- 8 beneficiaries (FGD)

(See annex 3 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 and to 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, three limitations and challenges were identified for the evaluation and detailed in the Inception Report. The following table describes these limitations and how they were addressed.

Table 3: Limitations and challenges

No.	Limitation	How these limitations were addressed
1	Timing: IOM staff / stakeholders and beneficiaries might not always be available to provide inputs.	Early and close involvement of the project manager and staff from the Ministry of Foreign Affairs involved in the project helped in the coordination of meetings and ensured availability of key stakeholders. If timing did not allow for interviews to be conducted in person, interviews were carried out at a later point in time, either in person or via Skype/WhatsApp.
2	General problem of insufficient data or insufficient representative data collected, owing to poor response rate from interviewees.	The interviewee response rate was adequate, and all key stakeholder groups were reached.
3	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.	This did not materialise as a major obstacle; interviewees were transparent, objective and open in their responses. All external interviews were conducted without the presence of IOM staff.

5. Findings

The project was seen as very relevant for the country and well aligned with national priorities and strategies. It responded to a need to reinforce the capacities within the national response for returning migrants. IOM maintained a close collaboration with the Ministry of Foreign Affairs and was able to raise awareness among officials and the community, as well as contribute to improved service delivery and an inter-institutional collaboration in the sector. The project was found to be managed efficiently and cost-effectively with the use of financial resources appropriately and all activities carried out within budget with some activities co-financed by partner organisations. The long-term impact and sustainability may have been more significant if slightly more investment had been allocated to the project and if some additional measures had been successfully

developed, such as creating a returning migration policy to ensure continuation in case of a change in government.

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

Table 4: Summary evaluation findings per criteria

Evaluation criteria and rating	Explanation	Supporting evidence
Relevance 5 – Excellent	The project was found to be very relevant in that it supported the government in its focus on returning migration and built on already existing programmes and previous collaborations with the Ministry of Foreign Affairs.	National focus on returning migration through programmes such as “Bienvenido a casa”, the link to IDF project TC.9778 and the establishment of the Directorate for Monitoring and Reintegration of Returnees (<i>Dirección de Seguimiento y Reinserción de Personas Retornadas</i>) in 2015 and the "Comprehensive Programme of Insertion for the Salvadoran Returnee Population" .
Effectiveness 4 – Very Good	The project was recognised as very effective in achieving the objective and outcome with the appropriate activities implemented for its success. Collaboration and coordination were noted as effective and feedback from interviews showed that stakeholders were positive about the capacity-building element, the organisation of the visit to Mexico, as well as the trilateral meeting and communications campaign which included two regional mobile services fairs.	Officials working at the VRES showed increased knowledge as a result of the capacity-building. Best practices from the trilateral meeting were identified as valuable and the VRES concept was implemented in Honduras. The fairs were able to generate an inter-institutional collaboration and provide assistance and information about returning migration.
Efficiency and cost effectiveness 4 – Very Good	The project was found to be cost effective with the use of financial resources appropriate and all activities carried out within budget with some activities co-financed by other stakeholders. The overall management of the project was assessed as efficiently managed by the project manager in collaboration with the Ministry of Foreign Affairs. The evaluation found that the activities could not have been implemented with fewer resources. Instead, feedback from stakeholders confirmed that additional resources could have been allocated for greater impact of the activities carried out.	Available project reports. Budget reporting and documentation.
Outcomes and Impact	In the short term, the project improved knowledge and approaches for civil	Examples of short and long-term changes prevalent in

<p>4- Very Good</p>	<p>servants in the management of services for returning migrants. They were also able to improve approaches with specific profiles and manage difficult situations more objectively in addition to reinforcing their network for sharing experiences. Through the fairs, organisations were able to establish a network and raise awareness about each other's services.</p> <p>Long-term changes were seen in the government's ability to establish a system for returning migrants through an inter-institutional collaboration. The project also created a reference for best practices that could be consulted on a regional level. The project was recognised as a model with VRES currently being implemented in Honduras and potentially in other Northern Triangle countries⁵.</p>	<p>documentation and provided by interviewees and FGD participants.</p>
<p>Sustainability</p> <p>3- Good</p>	<p>The sustainability of the project was seen as positive with outputs designed to continue beyond the duration of the project. The fact that the project collaboration was closely linked to the Ministry of Foreign Affairs meant that a seamless handover was possible. Feedback from both the Ministry and other stakeholders indicated a motivation to continue building on the project's achievements. Some efforts were also made to secure funding for continued operations, such as a collaboration with the UN Peace Building Fund. The change in government in 2019 did introduce some uncertainty of the continuity of the programme in terms of strategy and financing.</p>	<p>Feedback from interviewees; project documentation.</p>

Relevance – 5 – Excellent

The project was found to be very relevant and aligned with government priorities in El Salvador, according to all the stakeholders interviewed. It was developed in close collaboration with the Ministry of Foreign Affairs and was linked to already existing programmes and previous collaborations with the Ministry.

⁵ The Northern Triangle refers to the three Central American countries of Guatemala, Honduras, and El Salvador.

The project supported the Ministry in developing key aspects of its focus on returning migration particularly linked to reintegration. It focused on strengthening the returning process through capacity-building, learning from best practices, as well as raising awareness and creating an inter-institutional collaboration mechanism. It considered the needs of the beneficiaries, which were the government entities involved in migration and ultimately the returning migrants, particularly vulnerable populations amongst them. The project was also designed with a logical connection between the objective, outcome and the activities. It established a clear objective supported by a set of activities, which were all implemented before the close of the project. There were some adaptations in the timeline and a no-cost extension of the project of 8 months, extending the project from 12 to 20 months.

1. Is the project aligned with national priorities and strategies, government policies and global commitments?

Finding: The project was found to be very relevant in that it supported the government in its focus on returning migration and built on already existing programmes and previous collaborations with the Ministry of Foreign Affairs.

The project was aligned with national strategies as it supported the government in its focus on returning migration. El Salvador was the first country in Central America to implement a programme for the returnee migrant population through the programme “Bienvenido a casa” (Welcome Home), which was launched in 1999. Also supported by IOM, the programme focused on a basic registration system for returning migrants arriving by air and ground transportation⁶.

Further attention to returning migration was also inspired by a collaboration between the Ministry of Foreign Affairs and IOM through a previous IDF project from September 2014 to December 2015, “*Flujo migratorio salvadoreños hacia los Estados Unidos*” (TC.0778). This project focused on Salvadorian migrant movements towards the USA and provided the basis for enhancing the return migration process. For example, the project included a trip to Colombia to learn about the national programme “Columbia nos une” (Colombia unites us), which had created Returnee Information and Referral Centres, similar to the VRES.

As part of its strategic planning, the GoES created the Directorate for Monitoring and Reintegration of Returnees (*Dirección de Seguimiento y Reinserción de Personas Retornadas*) in 2015, which has been working to design and implement initiatives that allow the comprehensive integration of returnees. Through a "Comprehensive Programme of Insertion for the Salvadoran Returnee Population" the GoES created 7 VRES in the Departments of San Salvador (air and land repatriations), Usulután, San Miguel, La Unión, Santa Ana and La Libertad.

⁶ Arguet, Carlos Eduardo; *Una aproximación a las políticas de atención a los deportados en los países del Triángulo Norte de Centroamérica - El Salvador*, Asociación de Investigaciones Sociales; Centro de Impresiones Gráficas –CIMGRAI, Guatemala, 2017

This then led to the project “El Salvador es tu casa” (El Salvador is your Home) supported by the PIRE project to further reinforce returning migration through an inter-institutional mechanism for information and coordination with different sectors to strengthen psychosocial assistance, education, employment and entrepreneurial opportunities for El Salvador nationals returning to the country.

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

Finding: The project was designed through a close collaboration between IOM and the Ministry of Foreign Affairs. Both also worked closely with the other actors involved in the project, including other government institutions, the private sector, academia and NGOs. The project also created a platform for an exchange of knowledge and experience with neighbouring country authorities in migration, which was considered an innovative and important initiative for the country and the region. It also promoted an inter-institutional coordination with the private sector that was considered a new and relevant approach.

The project was designed through a close collaboration between IOM and the Ministry of Foreign Affairs in El Salvador. Both worked with other institutions including other government agencies, academia, the private sector, international organisations and NGOs to develop a collaborative mechanism to provide services to facilitate the reintegration process for returning migrants. The project considered the needs of beneficiaries and stakeholders in that it sought to enhance knowledge and capacities to better manage cases and find solutions for the reintegration of returning migrants. A survey was conducted among 150 returnees by IOM and the Ministry of Foreign Affairs to assess the level of satisfaction with the services enhanced by the project.

The project also collaborated with migration authorities and other stakeholders from neighbouring countries from the Northern Triangle, through the trilateral reflection meeting, which provided a possibility for an exchange of knowledge and experiences. This was considered an innovative and important initiative for the country and the region in terms of progress in returning migration.

The project also promoted an inter-institutional coordination, which included the private sector. It was considered innovative in that it included the private sector, and relevant as it provided stakeholders with a possibility to establish a network and exchange information and ideas about approaches that could benefit migrants.

3. Was the project well designed according to IOM project development guidelines?

Finding: The project was designed with a logical connection between the objective, the outcomes and activities, which were all fully completed. The project requested an 8-month no-cost extension, eventually running for 20 months in total.

The project was designed in accordance with the IOM Project Handbook and was closely developed with the Ministry of Foreign Affairs from the start of the conceptualization as well as in the planning and implementation of the project.

The project was granted an eight-month no-cost extension, ultimately extending the timeframe from 12 months to a total of 20 months. The extension was requested in order to be able to conduct the capacity-building activity (output 1.1.), which was initially scheduled as the first output but was delayed due to challenges in setting a date and establishing an appropriate agenda due to other conflicting workshops or sessions involving the participating government entities.

The RM was developed with one outcome, three outputs and relevant activities to support the overall project objective (see Figure 1).

The table below assesses the vertical logic of the RM, and shows a logical connection between the objective, one outcome, three outputs and ten activities. There were no assumptions integrated into the results matrix.

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

Vertical Logic	Analysis and suggested alternatives
<p>Objective: <i>Contribuir a la inserción integral de la población salvadoreña retornada por medio de la articulación interinstitucional</i></p> <p>Indicator :</p> <ul style="list-style-type: none"> a. Número de Salvadoreños (as) retornados que se benefician de los servicios brindados por las instituciones publica. b. Mejora de la calidad de los servicios de inserción brindada a la población salvadoreña retornada por las VRES capacitadas. <p>Baseline: 150 personas retornadas beneficiadas Target: 300</p>	<p>The objective and indicators were appropriate for the project. The indicators could have been clearer in measuring the establishment of an actual inter-institutional coordination mechanism.</p>
<p>Outcome 1: Instituciones públicas en los departamentos participantes brindan servicios a la población retornada en sus comunidades de origen o reasentamiento.</p> <p>Indicator: Incremento del nivel de conocimiento / de la capacidad del personal de las VRES y aplicación de lo que se ha aprendido durante las capacitaciones para orientar y derivar a servicios en forma articulada a la población salvadoreña retornada.</p> <p>Baseline: N/A, antiguas directrices Target: 80% de incremento en los resultados de post-test en comparación a los resultados del pre-test.</p> <p>Nuevas directrices aplicadas (a ser verificado durante la evaluación final).</p>	<p>The outcome and indicators were appropriate for the project. The indicators could have been more focused on the actions resulting from the knowledge increase.</p> <p>The second indicator is also combining two elements and would have been better if split in to two indicators.</p> <p>The target would have benefited from mentioning the post-test was on VRES staff (it is implied but not stated).</p>
<p>Output 1.1: Fortalecida las capacidades institucionales para la atención y orientación de la población salvadoreña retornada en articulación</p>	<p>The output is appropriate for the outcome; the indicator only measures that the VRES staff have been trained; it would</p>

<p>intersectorial.</p> <p>Indicator:</p> <p># de funcionarios/as VRES que han recibido capacitación especializada sobre la orientación y derivación intersectorial de la población salvadoreña retornad.</p> <p>Baseline: 0 Target: 15 funcionarios/as de los 7 VRES (70% hombres y 30% mujeres).</p>	<p>have been more appropriate to measure if they have increased their capacity.</p>
<p>Output 1.2 Las instituciones públicas cuentan con información sobre lecciones aprendidas y buenas prácticas sobre la inserción de retornados en otros países.</p> <p>Indicator:</p> <p>a. Documento de sistematización que contemple la visita a México para conocer la experiencia en la inserción de población retornada y del encuentro trilateral de reflexión sobre la inserción de la población salvadoreña retornada en los países del Triángulo Norte de Centroamérica.</p> <p>b. # de recomendaciones incluidos en el documento de sistematización para la consideración del Gobierno de El Salvador sobre cómo seguir mejorando la reintegración de la población salvadoreña retornada.</p> <p>Baseline: a. 0, b.0, Target: a. 1 documento, b. 5 recomendaciones incorporadas al documento de sistematización</p>	<p>The output and indicators were appropriate.</p>
<p>Output 1.3: Funcionarios/as cuentan con una campaña de comunicación sobre los servicios en inserción a la población salvadoreña retornada</p> <p>Indicator:</p> <p>a. # de materiales desarrollados y producidos para entregar a personas retornados con especial atención a las personas retornadas en situación de vulnerabilidad y en aplicación del enfoque de género.</p> <p>b. # de ferias de comunicación / actividades ambulantes en las zonas de mayor concentración de población migrante retornada, en coordinación con entidades gubernamentales y no gubernamentales con especial atención a las personas retornadas en situación de vulnerabilidad y en aplicación del enfoque de género.</p> <p>Baseline: a. 0, b.0, Target: a. 1000, b. 2</p>	<p>Although the communications campaign is an output, its effect could also be represented as an indicator at the outcome level.</p> <p>Indicator b. as written may be too vague to be measured effectively. The wording does not integrate the radio campaigns specifically, which differs from other promotional material such as printed flyers, pens, t-shirts, etc. This should have been measured separately as an additional indicator.</p>

4. To what extent do the expected outcome and outputs remain valid and pertinent as originally intended in terms of direct beneficiary needs?

Finding: The main outcomes and outputs developed by the project remain valid and pertinent as originally intended. With the continued increase in returning migration in the region, the project responded to a need for improved management of returning and reintegrating Salvadorian migrants. The VRES remain active and the staff continue to implement the lessons learned during the capacity building training. The services developed through the inter-institutional cooperation provided the infrastructure for returning migrants to find an appropriate occupation or education to reintegrate and remain in the country. Although a new government was elected in June 2019, the topic of returning migrants remains a priority on the agenda and the Ministry of Foreign Affairs demonstrated an inclination to continue to work on the programme. However, there was some uncertainty about the structure and exact strategy that would be linked to a continuation of the programme by the new government.

According to interviewees, the focus on capacity-building and communication of the project was appropriate and remains valid as migration trends continue with stricter migration policies in the USA persisting. The VRES remain active and the staff continue to implement the lessons learned during the capacity building training, which they qualified as valuable.

The inter-institutional aspect of the project was also considered pertinent as the support has helped many migrants reintegrate through apprenticeships, certifications, degrees, employment opportunities and microfinancing for new businesses. Discussions with young returning migrants showed that the infrastructure established is still relevant today and that while there are no further promotional initiatives foreseen, those who have benefitted from the programme share their experiences and inspire others to join.

Similarly, the best practices established by the project were cited as still being used by officials in their work and the capacity-building received continues to help civil servants attending to the returnees, as well as facilitating the management of those processes.

While the government changed in June 2019 in El Salvador, the topic of returning migrants remained a priority and the Ministry of Foreign Affairs demonstrated a willingness to continue to work on the programme “El Salvador es tu casa”. However, at the time of the evaluation, the exact strategy was unclear (explained further in Sustainability below). After the project close, the IOM and the Ministry continued to work to promote the project with funding provided by the UN Peace Building Fund. A number of additional fairs were organised across the country including a youth fair that integrated a special section on returning migrants.

5. Were the management practices appropriate for achieving the expected outcome?

Finding: The project was well managed and appropriate for the achievement of the expected outcomes. A close collaboration was noted between the project manager and the Ministry of Foreign Affairs. Challenges faced were linked to content approval and the capacity-building

sessions mainly due to conflicting meeting schedules and/or overlapping content. Similarly, delays were also incurred due to an overlap of the trilateral meeting with a meeting organised with USAID. This was also resolved by combining the meetings. Other partners indicated a strong cooperation and motivating collaboration with the IOM in working towards the project's outcome.

The management practices were found to be appropriate for achieving the expected outcomes. The project manager collaborated closely through ongoing consultations with the Ministry of Foreign Affairs, the main partner of the project.

Partner organisations for the promotional elements who were interviewed were positive about the collaboration on the project, also indicating that there was a strong motivation generated by the project management to achieve the outcome.

Challenges faced with the Ministry of Foreign Affairs were linked to the capacity-building (Outcome 1, output 1.1), where it was difficult to identify a timeframe due to conflicting schedules or overlapping content with other capacity development sessions, which meant that officials were either not available or preferred to avoid replication of content. In addition, there were some delays linked to the approval of the radio communication campaign content by the Ministry. Coordination meetings were held to resolve questions and overlaps. Challenges in the capacity-building were resolved by aligning agendas with other similar training sessions. An attempt to organise joint capacity-building sessions was made, but it was unsuccessful as the sessions had different objectives. These challenges led to a delay in project activities and a no-cost extension of 8-months.

A challenge was also faced in the organisation of the trilateral meeting (activity 2.1.2), due to an overlap with a meeting being considered by USAID. These were then combined with USAID providing the larger part of the funding for the meeting.

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

Finding: The project was seen as taking into consideration both human rights and gender particularly in the capacity-building element, at the VRES, and during the fairs. The capacity-building included a session on identifying and approaching specific profiles as well as a session on gender. Officials at the VRES made an effort to try to attract or inspire more women to visit the returnee information and referral centres, and at the fairs. In addition, services offered at the fair included health and psychological support, with a focus on violence against women. Finally, following the capacity-building, new guidelines were developed and implemented for the staff working at the VRES specifically focusing on following up on cases of vulnerable migrants.

Human rights and gender were taken into consideration during the project particularly in the capacity-building element, at the VRES, and during the fairs.

The topic of gender was identified as a challenge by interviewees, with 80% of returnees being male and only 20% female. However, several interviewees commented that the project did not consider the needs of female migrants and other vulnerable profiles such as

LGBTI. For example, the curriculum of the training included one session, which specifically addressed the return and reintegration process. This module included interview protocols, profile identification, population in vulnerable situations, gender, creation of expedients, case referencing, and life project. In addition, a module on psychological intervention was also identified as helpful in addressing vulnerable populations and gender.

Training participants also identified a value in learning of appropriate and sensitive language to describe the returned migrants using terms such as reintegration, repatriated, and displaced persons. Many interviewees identified the training as very helpful in overcoming stigmatization and learning to manage interactions with vulnerable groups such as LGBTI for example, or those migrants with particularly difficult situations. Some mentioned that this session, which was run by a gender expert from Nicaragua, also focused on finding ways to empower and promote women and to find ways to ensure that more female migrants found the courage to come to the VRES for assistance.

As a result of the capacity-building segment, new guidelines were developed and implemented for staff working in the VRES, one of them specifically focusing on follow-up of cases involving vulnerable migrants.

Interviewees also mentioned that during the fairs, there was a successful effort to try to increase the number of female attendees by encouraging them to come as a family resulting in many mothers and daughters attending together. In addition, services offered at the fair included health and psychological support, with a focus on violence against women, in addition to employment and youth support.

7. Is the project in line with IOM/IDF priorities and criteria?

Finding: The project was found to be well aligned to IOM and the Fund's priorities and criteria. It supported six points delineated in IOM's current strategic focus, MIGOF and IDF's eligibility criteria.

The project was found to support several points identified in IOM's current strategic focus⁷. Most importantly, it addresses:

2. To enhance the humane and orderly management of migration and the effective respect for the human rights of migrants in accordance with international law.
3. To offer expert advice, research, technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters.
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.
9. To participate in coordinated humanitarian responses in the context of inter-agency arrangements in this field and to provide migration services in other emergency or post-

⁷ IOM mission and strategic focus: https://www.iom.int/sites/default/files/about-iom/iom_strategic_focus_en.pdf

crisis situations as appropriate and as relates to the needs of individuals, thereby contributing to their protection.

10. To undertake programmes which facilitate the voluntary return and reintegration of refugees, displaced persons, migrants and other individuals in need of international migration services, in cooperation with other relevant international organizations as appropriate, and taking into account the needs and concerns of local communities.

12. To support the efforts of States in the area of labour migration, in particular short-term movements, and other types of circular migration.

The project supported IOM's Migration Governance Framework (MIGOF), notably through Principle 1 "Adherence to international standards and the fulfilment of migrants' rights" and Objective 1 "Good migration governance and related policy should seek to advance the socioeconomic well-being of migrants and society".

It also responded to IDF's eligibility criteria⁸, particularly in terms of activities as ongoing dialogue, since the project initiatives were a continuation of previous collaboration with the Ministry of Foreign Affairs. The project also had a capacity-building element through the training activity corresponding to the eligibility criteria.

Effectiveness - 4 – Very Good

The project was recognised as very effective in achieving the objective and outcome with the appropriate activities implemented for its success. Collaboration and coordination were noted as effective throughout the duration of the project, with some obstacles leading to delays in the project, as described above. Nevertheless, interviewees were positive about the capacity-building element, the organisation of the visit to Mexico, as well as the trilateral meeting and communications campaign, which included two regional mobile services fairs.

8. Have the project's outputs and outcome been achieved in accordance with the stated plans and results matrix?

Finding: The objective "to contribute to the reintegration of the returning Salvadorian migrant population through an inter-institutional coordination" was achieved effectively. The project was recognised by interviewees as having contributed to an improved reintegration process for returning migrants through an enhanced inter-institutional coordination. Some challenges were seen as described above. While these challenges led to a delay and an extension of the project it did not influence the results or satisfaction of the participants.

The objective "to contribute to the reintegration of the returning Salvadorian migrant population through an inter-institutional coordination" was achieved effectively with the project seen as having contributed to an improved reintegration process for returning migrants with enhanced inter-institutional coordination. All planned activities were carried out supporting the achievement of the objective.

⁸ IDF eligibility criteria: <https://developmentfund.iom.int/eligibility-criteria>.

The three components of the project including the capacity-building, the visit to Mexico with development of best practices and a trilateral meeting, as well as a communication campaign including promotional material, radio advertisements and two fairs were executed effectively. Interviewees recognised these activities as having contributed to increased awareness about returning migrants, with better understanding and response to their specific needs, and less stigmatization of different profiles by officials.

Feedback from interviews underlined a potential for greater achievement in terms of the scope of the project. With slightly more investment the reinforcement of the project through capacity-building might have been stronger and a broader audience may have been reached. Some activities were delayed as detailed above. While, the delays led to a no-cost extension of the project, it did not influence the results or satisfaction of the participants.

Table 6: Assessment and Analysis of the Results Matrix

Results Matrix element	Level of achievement	Analysis
Objective: Contribuir a la inserción integral de la población salvadoreña retornada por medio de la articulación interinstitucional	Achieved	The objective was achieved. All the activities were implemented and contributed to an improved process for the reintegration of returning migrants with an enhanced inter-institutional coordination. The results indicated that 300 returning migrants were able to benefit from the services (173 male and 97 female) through an improved service.
Outcome 1 <i>Instituciones públicas en los Departamentos participantes brindan servicios a la población retornada en sus comunidades de origen o reasentamiento</i>	Achieved	The outcome to offer services for returning migrants was successful through the increased capacity of civil servants working at the VRES in several districts across the country. This was confirmed at the output level through a pre and post evaluation was conducted among 19 officials working at the VRES. Results showed that of those who attended the trainings increased their knowledge by 80%. A survey was also conducted among 150 returnees by IOM and the Ministry of Foreign Affairs to assess the level of satisfaction with the services. Results indicated that the majority rated the services as good, with some recommendations for improvements (see sustainability). However, the results for both surveys were based on the raw data. No official analysis or summary report was produced. As a result of the capacity-building, 3 new guidelines were developed for the VRES: 1) creation of a new database of services, 2) follow-up of vulnerable cases, 3)

		mapping support services by local institutions and coordination.
Output 1.1: Fortalecida las capacidades institucionales para la atención y orientación de la población salvadoreña retornada en articulación intersectoria	Achieved	<p>The project enhanced the capacity of the 19 civil servants who attended the training to reinforce the return and reintegration process: 51% male 48% female (10 male, 9 female).</p> <p>Staff interviewed from the different VRES agreed that they learned to better address returnees objectively and to be able to better manage the cases psychologically. They also learned to coordinate better amongst themselves.</p>
Output 1.1. Activities	Achieved	All activities were carried out, however the coordination with the Ministry to schedule the training was challenging in that there were conflicting schedules and overlapping content with other training sessions. As a result, complementary schedules and course contents were created. However, the coordination process contributed to a delay in the project and a no-cost extension of 8 months.
Output 1.2: <i>Las instituciones públicas cuentan con información sobre lecciones aprendidas y buenas prácticas sobre la inserción de retornados en otros países</i>	Mostly achieved	Institutional capacities were reinforced through an exchange with Mexico and the trilateral meeting in El Salvador. Participants took part in a visit to Mexico in July 2017 to learn about the country's approach in attending to returning migrants through the national programme titled "Somos Mexicanos" (We are Mexicans). Best practices were shared, and a trilateral meeting was organised to exchange knowledge and experiences. Positive feedback was given about the organisation of the event as well as the high quality of the trainer in charge of the programme in Mexico. Interviewees confirmed learning about how to attend to migrants arriving by air or ground.
Output 1.2. Activities	Mostly Achieved	Most of the activities were carried out, however, there was a change in the organisation of the trilateral reflection meeting as described above. This also delayed the meeting and contributed to a delay in the project timeline. Best practices and recommendations were developed and shared among the participating countries; however, the best practices document was not printed on paper as initially scheduled, only a digital version was made available.
Output 1.3 <i>Funcionarios/as cuentan con una campaña de</i>	Mostly achieved	A campaign was successfully organised to disseminate information about the services

<p><i>comunicación sobre los servicios en inserción a la población salvadoreña retornada</i></p>		<p>available to the returning Salvadorian migrant population. The project hired a consulting firm to organise a communication campaign on four national radio stations and one regional one. The focus of the campaign was to help returning migrants receive information about the programmes available to help them reintegrate.</p> <p>Promotional materials were developed and distributed with the campaign title “El Salvador es tu casa” (El Salvador is Your Home) and distributed at the two fairs organised in the Southern (San Miguel) and Northern (Santa Ana) part of the country. The fairs included an inter-institutional collaboration with over 40 representatives from all sectors attending as exhibitors. The fairs also provided an opportunity for returnees who had started their own businesses through the project to be able promote and distribute their products. They also included a theatre production and games about return and reintegration.</p> <p>A positive result of the fairs was the attendance of mayors, which was unusual, particularly as interviewees mentioned previous stigmatization against returning migrants by authorities. Attendees were able to learn about services available to them, for example legal and health services offered by the local university in San Miguel. While returning migrants were aware of the services available, it was difficult to find a direct trace between the communication campaign and the actual number of people who referred to the services as a result. During the focus group discussion, returnees indicated that they heard about the services through word of mouth. Only one of the 8 participants had learned about the services at a fair.</p>
<p>Output 1.3 Activities</p>	<p>Achieved</p>	<p>All the activities were carried out.</p>

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

Finding: Collaboration and coordination with partners and beneficiaries on a national and international level was effective in the project. The 10 activities were organised in a collaborative manner with stakeholders from the public and private sector, as well as academia and NGOs. All activities were carried out in collaboration with the Ministry of Foreign Affairs. Some challenges in coordination were seen as described above.

Collaboration and coordination with partners and beneficiaries on a national and international level was effective in the project. The 10 activities were organised in a collaborative manner with stakeholders from the public and private sector, as well as academia and NGOs. All activities were carried out in collaboration with the Ministry of Foreign Affairs.

The capacity-building brought together experts from within the IOM network including Costa Rica, Nicaragua, and Columbia, in addition to local experts from El Salvador. 19 officials (10 men and 9 women) benefited from the training to strengthening the return and reintegration process. IOM and the Ministry of Foreign Affairs also collaborated with the international NGO World Vision, who contributed by providing instructors for the courses through their network. The only challenge in coordination was linked to the timing of the capacity-building as described above.

The project was able to engage stakeholders according to expertise and needs through an inter-institutional collaboration that included the private sector. The fairs gathered over 40 service providers including representatives from the ministries of education, labour, and health, as well as universities, NGOs and the private sector with organisations such as national organisations including the Salvadoran Institute of Professional Training (INSAFORP) and the National Commission for Micro and Small Enterprises (CONAMYPE). The fact that it brought together the public and private sectors was thought to be unprecedented with regard to support for returning migrants. The project also worked with World Vision for dissemination and awareness raising through their networks on a regional and municipal level.

The visit to Mexico was coordinated with the Ministry of Foreign Affairs and included a close collaboration between the two countries. Participants included high-level officials from El Salvador and Mexico⁹. Similarly, the trilateral meeting, organised in collaboration with USAID, aimed to reflect on the insertion of the returnee population in the countries of the Northern Triangle and included 20 participants from the government, international organisations, NGOs, and the private sector (El Salvador (14), Guatemala (3) and Honduras (3)).

10. What major internal and external factors influenced (positively or negatively) the achievement of the project's objectives and how were they been managed?

⁹ El Salvador (Deputy Minister for Salvadorans Abroad, the Director of Liaison for Salvadorans Abroad and the Directorate for Follow-up and Reinsertion of Returnees, an official from the Guidance and Follow-up Office for Salvadorans returning from Usulután, the Ambassador and Consul of El Salvador in Mexico, and the IOM Head of Mission for El Salvador, Guatemala and Honduras); Mexico ((Under-Secretary for Latin America, the Director General and staff of the Migration Protection and Liaison Directorate of the National Institute of Migration, the National Coordinator of the "Somos Mexicanos" Programme, the Federal Delegate of the National Institute of Migration in Baja California and the IOM Mission Chief for Mexico).

Finding: Positive factors influencing the results of the project included the political context, previous projects, cooperation with authorities and the migration context, the cultural context that favoured personal exchanges, as well as the expertise of IOM and the close link to the Ministry of Foreign Affairs. Negative factors influencing the results of the project included overlapping schedules in the capacity-building and trilateral meeting, challenges with content approval in the communications campaign, and budgetary restrictions.

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

External:

- **The political context:** at the time of the project, the government had been in place for several years and local municipal elections were held in 2015. Therefore, the political situation in the country was considered stable at the time of the project. The presidential elections were not held until February 2019.
- **Previous government programmes and IOM IDF projects:** The previous government programme “Bienvenido a casa” had already been established prioritizing returning migration. This facilitated the transition to “Salvador es tu casa” and the reinforcement of services and reintegration. In addition, the previous IDF project, Flujo migratorio salvadoreños hacia los *Estados Unidos* (TC.0778), which focused on Salvadorian migrant movements towards the USA inspired the collaboration to develop the different aspects of the project, particularly the VRES.
- **Cooperation with authorities and the migration context:** With the increasing influx of returning migrants, there was a need for a system to assess returning migrants’ specific needs and offer the appropriate services. This was recognized by the government through the preceding project “Bienvenido a casa” and the IDF project mentioned above (TC.0778).
- **Cultural context:** The fact that opportunities were created for people to gather to exchange ideas and to receive information and support, such as at the fairs and VRES was an appropriate approach for the cultural context of the region, which is identified as a high-context culture¹⁰.

Internal:

- **Expertise of IOM:** The IOM was recognized by the government authorities as an expert in the field, providing the technical know-how to successfully complete the project.
- **Flexibility of the project manager:** the project manager’s commitment to problem solving and capacity to coordinate and adapt according to obstacles presented was identified as a contributing factor to the success of the project.
- **Link to Ministry of Foreign Affairs:** the fact that IOM established a close collaboration with the Ministry based on previous projects including the above-

¹⁰ High context cultures such as Latin America, Africa, Arab, and Asian countries among others are mainly relational, preferring interpersonal relationships for communication and seeking harmony within a group rather than individual achievement. Low context cultures such as German, Scandinavian, and North American cultures among others prefer more direct and explicit messages focusing less on visual contact with the messenger and rather on the words in the message.

mentioned IDF project meant that pre-existing synergies contributed to an efficient execution of the project for the most part.

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

External:

- **Overlapping meeting sessions:** delays were incurred in the capacity-building sessions and the trilateral meeting due to conflicting schedules and/or overlaps in content as described above.
- **Changes in government roles:** challenges were noted in changing positions of some officials within the Ministry of Foreign Affairs that were a reference point for the project; consequently, contacts had to be re-established with new civil servants taking over roles in the project.
- **Diverse profiles in capacity-building:** the fact the profiles of the participants in the capacity-building differed greatly, several interviewees identified this as a challenge in achieving the learnings set out for the project. During the hiring process of the VRES staff, there was no description of profiles sought. Therefore, they diverged significantly in terms of backgrounds, experience, capacities, outlooks and preparedness. Some were older with experience while others were younger with little experience, some enthusiastic some indifferent, and some weaker in their capacity to manage cases according to interviewees.

Internal:

- **Multi-project approach:** the fact that the project manager was coordinating a number of projects in parallel including an IDF regional project and several other IOM projects was identified as challenging for the management of this project by several interviewees.
- **Budgetary restrictions:** some restrictions in budget were identified by several interviewees as an impediment to the potential broader success of the project, particularly with regard to the communications element. It was mentioned that having a third fair in the capital would have been essential for greater impact, since most returning migrants come through San Salvador before being dispatched to other municipalities. In addition, more funding would have allowed for a more robust communication campaign to reach a broader audience include those in more remote areas who could benefit from the services offered. It was also mentioned that more training for officials might have contributed to greater strengthening of capacities and more reinforcement of their networks.

11. Are there any factors that prevent(ed) beneficiaries and project partners from accessing the results/services/products?

Finding: Based on interviews conducted, there were no factors found that prevented project partners from accessing the results of the project. The evaluation found that beneficiaries were able to access the services, products and consequent results of the project.

The evaluation found that beneficiaries envisaged for the project were able to access the services, products and consequent results of the project. This included civil servants for the

capacity building, high-level officials for the visit to Mexico, as well as the returning migrant population for the fairs and the VRES.

Efficiency and Cost Effectiveness – 4 – Very Good

The project was found to be managed efficiently and cost-effectively with the appropriate use of financial resources. All activities were carried out within budget and the results achieved were proportionate to the costs expended. The evaluation found that the activities could not have been implemented with fewer resources.

The overall management of the project was assessed as efficiently managed by the project manager in collaboration with the Ministry of Foreign Affairs. Some aspects of the project were co-financed by the government of Mexico and USAID such as the visit to Mexico and the trilateral meeting respectively. The workplan and timeline were adjusted and updated in line with the eight-month no-cost extension.

Although the project's objective was achieved, some interviewees felt that results might have been more significant if more funding had been allocated to initiatives such as the capacity building and the communications campaign, as well as allowing for more VRES to be established in more remote areas (see Sustainability below).

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 use of financial resources was appropriate, and the project was cost-effective. All activities were carried out within budget. The evaluation found that the activities could not have been implemented with fewer resources. Instead, feedback from stakeholders confirmed that additional resources could have been allocated for greater impact of the activities carried out. Some project activities were co-financed, such as the visit to Mexico and the trilateral meeting in El Salvador.

The project was found to be cost effective with the use of financial resources appropriate and all activities carried out within budget. The evaluation found that the activities could not have been implemented with fewer resources. Instead, feedback from stakeholders confirmed that additional resources could have been allocated for greater impact of the activities carried out. Some also mentioned that more investment might have contributed to establishing more VRES to reach a broader audience in remote areas.

Through the experience of the previous IDF project (TC.0778), the Ministry of Foreign Affairs sought to launch the programme “El Salvador es tu casa”. However, the Ministry's contribution to the initiative was limited to \$50,000, which only covered office furniture and staff expenses. This led to a consultation with IOM and the launch of this IDF project and its contribution of \$103,058. As a result of IOM's involvement, the programme was able to develop and implement the three project elements described above.

Some project activities were co-financed, such as the visit to Mexico which received a contribution from the Mexican authorities. In addition, for the trilateral meeting in El

Salvador, USAID contributed \$60'000 (\$20,000 was covered by the Fund). This was due to the fact that USAID was planning to organize a similar meeting at the same time and had a higher budget available. The result was a combination of the two meetings. Some expenses/resources of the fairs, such as infrastructure (chairs, tables, and display materials), were provided by the exhibitors themselves.

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

Finding: Overall, the project was assessed as having been managed efficiently. According to interviewees, the activities were executed efficiently by the project manager in collaboration with the Ministry of Foreign Affairs and other external partners and stakeholders. The project incurred some delays as described above.

The overall management of the project was assessed as efficient. According to interviewees, the activities were executed efficiently by the project manager in collaboration with the Ministry of Foreign Affairs and other external partners and stakeholders. As mentioned above, the project manager was coordinating a number of projects in parallel which was seen as challenging at times. The project also incurred some delays as described above.

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: The project demonstrated regular monitoring of progress throughout the timeframe, with interim and final reports, both narrative and financial, submitted every six months and upon project completion. Monitoring was in place but some survey results were not analysed or summarised to facilitate their usage.

The project submitted regular monitoring reports throughout the timeframe including interim and final reports, as well as narrative and financial reports submitted every six months and after the completion of the project. However, many were submitted with some delays. In addition, the project monitored learnings during the capacity-building sessions by surveying participants at the beginning and at the end of the course. A survey was also conducted during the fairs to gather feedback on the participant satisfaction with the services provided. No systematic monitoring was conducted for the other activities in the communication campaign such as the theater production or the radio campaign. The findings of the surveys and radio spots monitoring were not summarized in a report. The survey results remained in their original paper format, without an analysis or summary report to facilitate their usage.

Budget analysis: The project was allocated USD \$103,058, over a period of 20 months, and according to the final financial report, the total budget was used, with the exception of USD \$ 4,000, which was allocated for the evaluation.

Table 7: Comparison between the proposed budget and the actual budget spent for the period from 01 February 2017 to 30 April 2018.

Expenditure item	Proposed budget	Actual expenditure	Change in indicated in documentation?	Comment
Staff	25,394	25,393	N/A	Expenditures were managed efficiently with the actual expenditures in line with what was anticipated in the budget.
Office	5,403	5,404	N/A	
Output 1: Enhance the capacity of service providers to work with returning Salvadorian population	15,101	15,101	N/A	
Output 2: Public institutions have information on lessons learned and best practices on reinsertion of returnees in other countries	20,268	20,268	N/A	
Output 3: Civil servants have a communication campaign on the reinsertion services available to the returning Salvadorian population	32,892	32,892	N/A	
Evaluation	4,000	N/A	N/A	
TOTAL	\$103,058	\$ 99,058	\$4000	

15. Were the costs proportionate to the results achieved?

Finding: The positive results achieved by the project in addressing returning migrants was seen as being proportionate to the expenditures. The potential of the investment by the Fund may have been more efficient if more funding was allocated to the project and other sustainability measures were established at the onset.

The positive results achieved by the project in addressing returning migrants was seen as being proportionate to the expenditures. Although the project’s objective was achieved, the potential of the investment by the Fund may have been more efficient if more funding (estimated as an additional \$20,000) were allocated at the beginning for extending activities (see Impact below).

Impact – 4 – Very Good

In the short term, the project improved knowledge and approaches for civil servants in the management of services for returning migrants. As a result of the training course, they were able to improve approaches with specific profiles and manage difficult situations more objectively. They were also able to reinforce their network for sharing experiences. Through the visit to Mexico and the trilateral meeting, representatives from national institutions working in migration were able to learn first-hand about best practices in returning migration and reintegration processes on an international level and apply them on a national level. For example, manners in approaching migrants and understanding their specific needs and competencies for more effective reintegration. One participant

mentioned practical learnings such as approaching people directly as they disembarked from the plane and walking down the steps with them. The project also raised awareness about the importance of addressing returning migration and the activities to disseminate information about the services that were available.

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

Finding: Results show that the project was able to produce short-term positive change by increasing knowledge and improved approaches in attending to returning migrants, enhancing knowledge about best practices on an international level, as well as raising awareness about services available to returning migrants and establishing links amongst those who offer these services. At the same time, it brought together the public sector and the private sector to collaborate on support for returning migrants, which was unprecedented. It also raised awareness on a national level as well as at a municipal level, decreasing previous stigmatization against migrants. Long-term positive changes included the government's ability to establish a mechanism for returning migrants. It also created a reference for best practices that could be consulted on a regional level.

Short-term positive change: Officials working at the VRES were able to increase knowledge and improve their approaches in the management of services for returning migrants. As a result of the training course, they indicated having been able to better manage and address specific profiles and manage difficult situations more objectively.

They were also able to establish a network for sharing experiences. Following are select quotes from interviewees:

"The training was excellent because it helped establish the path for the returnees in a more focused way, to better understand the population, to do our work a more effective way."

"The courses helped us with resources for better knowledge and more competence."

"After the course on active listening I was able to approach people in my office differently, without anticipating what they could be and already imagining what services they need but to wait and listen to what they actually need."

The project also raised awareness about the importance of addressing returning migration and the services to disseminate information about the services that were available. A collaboration was established among the public sector through ministries and private sector, which was unprecedented in the management of returning migrants. Participants in the fairs included other ministries such as education, labour and health who became more aware about migration issues linked to their specific area.

The participation of local municipality authorities such as mayors in the fairs was an important contribution to the success of the initiative since returning migrants were not previously considered as priority by the authorities according to interviewees.

Through the fairs, organisations were able to establish a network and raise awareness about each other's services, as supported by this interviewee:

“The value was that all entities that deal with migration were together in one area, not just government but also NGOs and private sector from the territories. To be able to bring together 40 organisations in one space for an entire day was an achievement.”

Participants in the FGD specifically noted the value of the VRES, in terms of providing support and reinforcing a purpose to reintegrate:

“I went to the migrant reception centre in San Salvador and saw information that there were services offered by the government and that there was a focal point in different regions. I went to the one in San Miguel and was able to receive initial capital and start a business with my mother selling pastries and pizzas.” FGD participant

Long-term positive change: the government was able to establish a system for returning migrants through an inter-institutional collaboration to provide support and services to returning migrants specific needs. Some mayors established offices for migrants and two communities opened VRES independent of the project.

The project also created a reference for best practices that could be consulted on a regional level. Representatives from national institutions working in migration were able to learn first-hand about best practices in returning migrating and reintegration processes on an international level and apply them on a national level. As a result of the capacity building, three new guidelines were developed for staff working in the VRES as detailed in table 6.

Another long-term positive change, which was unintended, was that the project was recognised as a model currently being considered for countries in the Northern Triangle of Central America, according to interviewees. For example, Honduras is implementing the concept of VRES on a national level for their returning migrants.

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

Finding: The evaluation found that the short-term and long-term results described above were directly linked to the projects activities as the initiatives were not available prior to the project. Other external factors contributed in supporting the outcomes. For example, the relevance of the project to the government's priorities and the recognition of a need for improved reintegration services.

The evaluation found that the short-term and long-term results described above were directly linked to the projects activities as the initiatives were not available prior to the project. For example, it was confirmed by interviewees that the capacity building directly reinforced the abilities to provide services in the VRES. In addition, it provided best practices in reintegration for returning migration, and gathered a broad range of institutions which was confirmed as unprecedented in that way. Other external factors contributed in supporting the outcomes. For example, the relevance of the project to the government's priorities and the recognition of a need for improved reintegration services.

Sustainability - 3 – Good

The sustainability of the project was seen as positive with outputs designed to continue beyond the project close. The fact that the project collaboration was closely linked to the Ministry of Foreign Affairs meant that a seamless handover was possible. Feedback from both the Ministry and other stakeholders indicated a motivation to continue building on the project's achievements. Some efforts were also made to secure funding for continued operations, such as a collaboration with the UN Peace Building Fund. The change in government in 2019 did introduce some uncertainty of the continuity of the project in terms of strategy and financing.

18. Did the project take specific measures to guarantee sustainability?

Finding: The project was seen to have taken some measures to address sustainability. The fact that the project was closely linked to a previous IDF project, through which the government demonstrated its commitment to returning migration by establishing a strategy was seen as contributing to its sustainability. In addition, at the start of the project, IOM worked to formalize the commitment to the initiatives through a policy document but was unable to implement this before the government change. At the close of the project, the VRES continued to be active and the Ministry of Foreign Affairs indicated that it was committed to the continuation of the project. However, the change in government in June 2019 meant that a continuity could no longer be guaranteed. IOM has also committed to liaise with the new government to try to emphasize the importance of a continuation of the project. At the close of the project, commitments from other donors such as the UN Peace Building Fund and USAID were seen as contributing to the continuation of activities. In addition, the link between IOM and the Ministry was maintained through further collaboration on IDF projects.

The project was seen to have taken some measures to address sustainability. It was closely linked to a previous IDF project (TC.0778), through which the government demonstrated its commitment to returning migration by establishing a strategy for returning migration. This was seen as contributing to the sustainability of this project.

In addition, at the start of the project, IOM worked to formalize the commitment to the initiatives supported by the project through a policy document but was unable to implement this before the government change. At the close of the project, the VRES continued to be active and the Ministry of Foreign Affairs indicated that it was committed to the continuation of the project. However, the change in government in June 2019 meant that a continuity could no longer be guaranteed. Interviewees underlined that new governments in El Salvador often impose changes in order to distinguish their administrations from the previous ones. While the new government demonstrated a continued commitment to the reintegration process for returning migrants, the format and strategies were not yet established at the time of the evaluation. IOM indicated that there is a commitment to liaise with the new government to try to emphasize the importance of a continuation of the project.

While funding continued to be a limitation for the Ministry, collaborations were established between IOM, the Ministry and organisations such as the UN Peace Building Fund and

USAID for further support for continued activities. In addition, the link between IOM and the Ministry was maintained through further collaboration on IDF projects such as RT.1269.

For other initiatives such as the capacity building and communication it was more difficult to identify continuity. For example, interviewees mentioned that additional capacity building sessions would have been valuable but were missing, as well as the communication element. During the FGD several participants mentioned that they had heard about the programme through friends but that it would have been better to have announcements on radio or television also to reach those in more remote areas.

Many interviewees indicated that with more investment, more momentum might have been created during the project to increase the longer-term sustainability. For example, the capacity building (adding additional sessions), the promotional initiatives (broader coverage for more remote areas), an additional fair in the capital and some mentioned that additional VRES could have been established on a regional level (currently only 5 of the 14 districts reached).

On the communication campaign, and the radio programmes specifically, interviewees also referred to the duration as a potential impediment to the sustainability of its impact. It was suggested that if it ran for longer than the actual few weeks in 2018, it would have reached a broader audience and with proper monitoring may have been adapted for greater long-term impact. This was also confirmed during the FGD, where participants indicated a need for more publicity about the services on radio and television in order to reach those returning migrants in more remote areas, as illustrated by the following quotes from FGD participants:

“I was here for 6 months before I heard about it. I went to take someone to the airport and there I saw the information and I called to find out about it. I am still waiting for help with my new business and to then move ahead.” FGD participant

“There is no specific publicity about these programmes. We didn’t hear about it on radio or anywhere. It would be great to have more information about the services.” FGD participant

“I have various friends who were deported and come back here. I tell them about it but they don’t come. They need to see it on TV or hear it on the radio.” FGD participant

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

Finding: At the close of the project, the benefits generated were seen to have continued. For example, the VRES remained active and the staff continued to implement the approaches and lessons learned in the capacity-building. The best practices document was shared among participants as a reference. In addition, IOM and the Ministry continued to participate in a number of fairs through funding provided by sources such as the UN Peace Building Fund. Benefits from other communications initiatives such as the radio spots were more difficult to maintain.

At the close of the project, the benefits generated by the project were seen to have been sustained. For example, the VRES remained active and the staff continued to implement the approaches and lessons learned in the capacity building. While no further capacity building sessions were concretely planned at the time of the evaluation, there were discussions around a new strategy. At the time of this evaluation, a new government had been elected and the Ministry of Foreign Affairs confirmed its commitment to a continuation of the programme. However, it was unclear how this would be implemented.

The Ministry did continue to participate in fairs also in collaboration with the IOM through other project contributions such as the UN Peace Building Fund. For example, several months after the project, both collaborated in a youth fair organised by the UN Peace Building Fund bringing together public institutions that offer services to youth. IOM and the Ministry included a stand for returning migrants with one of the young staff members from a VRES providing advice.

The best practices document was shared among participants as a reference. Honduras was implementing some of the lessons learned from the VRES and additional countries in the Northern Triangle were also thought to be considering implementing the VRES.

Further initiatives in communications were more difficult to trace. According to interviewees, they were pending due to uncertainties about funding.

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

21. How far was the project embedded in institutional structures and thus sustained beyond the life of the project?

Finding: The project was supported by national and local institutions and integrated into local structures. It was recognised as successful in linking institutions and contributing to increased awareness about returning. IOM was also acknowledged as an expert in the topic of returning migration. Through the inter-institutional collaboration, particularly in the fairs and trilateral meeting, other ministries and private sector organisations were able to establish a contact and network.

The project was supported by national and local institutions and integrated into local structures. While the Ministry of Foreign Affairs continues to fund the offices and staff of the VRES, a link was established to the UN Peace Building Fund and USAID for funding of other activities after the close of the project.

The project was recognised as successful in linking institutions and contributing to increased awareness about returning migration by interviewees. Through the inter-institutional collaboration, particularly in the fairs and trilateral meeting, other ministries such as education, labour, and health mentioned having been able to gain an increased awareness and commitment to topics linked to their area and migration.

In addition, some topics are being further developed post-project closure. For example, a programme focusing on gender was developed by the government focusing on women

returnees, with the aim to continue to increase the number of women that solicit the services.

IOM also continues with efforts to ensure the project remains relevant within institutional structures by linking new inter-institutional projects about returning migration to these institutions. For example, the IDF project (RT.1296) currently still active, focused on developing a research study on the reintegration process of migrants in urban areas in El Salvador, Guatemala, Honduras and Mexico with the aim to document the status of returning migrants and inform key stakeholders, including government institutions, local authorities, employers and the civil society.

In addition, IOM was recognised as an expert and a reference on the topic and continues to maintain its link to the institutions that participated in the project by providing continued support and expertise.

Some measures to ensure the continuity of initiatives were missing. For example, for the best practices initiative in Mexico, several interviewees noted that the expertise and exceptional capacity of the facilitator hired for the visit. However, after the project close, the Ministry tried to locate the facilitator for a follow up but was unable to locate the person. Also, the continuation of the capacity building and a wider communication campaign were missing according to interviewees as described above.

22. Did the project's partners have financial capacity, and continued to maintain the benefits of the project in the long run?

23. Have adequate levels of suitable qualified human resources been available to continue to deliver the project' stream of benefits?

Finding: The evaluation found that the project received continued support from the partners, particularly the Ministry of Foreign Affairs who took on ownership of the project post-closure. For the VRES, the financing of human resources and offices were already managed by the Ministry for the project and this was found to have been maintained after the project closure. At the time of this evaluation, the VRES remained active and the staff continued to implement the learnings from the course according to interviewees. However, with the change in government a strategy for the continued implementation of the programme by the new administration was not yet developed.

The evaluation found that the project received continued support from the partners, particularly the Ministry of Foreign Affairs who took on ownership of the project post-closure. Human resources were already managed by the Ministry for the VRES and this was found to have been maintained. The VRES remained active and the staff continued to implement the learnings from the course according to interviewees. However, with the change in government a strategy for the continued implementation of the programme by the new administration was not yet developed. As mentioned above, a link has been established to the UN Peace Building Fund and USAID for potential funding.

As mentioned above, financing of other activities particularly linked to promotion was more uncertain according to interviews.

“There is a budget available but for the promotional part it's always difficult.”

“Today migration is even worse than at that time. The campaign was too early. Just last year returning migrants increased significantly. There should be anticipation, consciousness, and continuation. Sometimes campaigns are organized at a certain point and stay there but then nothing is followed-up.” Interview respondent

6. Conclusions and recommendations

The project successfully established a foundation for an inter-institutional cooperation to manage services offered to returning migrants. It successfully carried out capacity-building to help officials reinforce their knowledge and ability to attend to the needs of returning migrants based on their profiles. It allowed them to establish a strong network to facilitate the returning and reintegration process.

In addition, the project was able to establish a best practices document for the return and reintegration of migrants, with lessons learned through the visit to Mexico and the trilateral meeting.

Finally, it established a platform of services with a broad collaboration from the public and private sectors to offer through fairs as well as the communication campaigns to target returning migrants. Through the capacity building, and the communication campaigns, the project helped to raise awareness about the issues among the communities in general and placed the issues on the local agendas. The project also contributed to the launching of the VRES concept in neighbouring Honduras which was an unexpected positive result.

Positive efforts by IOM to ensure sustainability include the synergies from complementary new projects and continued technical expertise to the government partners, as well as through investments from donors such as the UN Peace Building Fund and USAID. The long-term impact of the results may have been potentially stronger if it had been able to allocate slightly more financial investment. The sustainability of the project may also have been stronger if a formal commitment could have been secured by the government at the onset of the project.

The following further conclusions and recommendations have been established based on the findings:

A. Sustainability: The project was sustainable in that it was closely aligned with the Ministry of Foreign Affairs, which then continued with the project at the end of the IDF project. The project attempted but was not successful in securing a more formal commitment from the government to maintain the initiatives of the project. For similar projects in future, it would be valuable for their sustainability for IOM to secure a commitment at the beginning and maintain a link to the project after closure to ensure its continuity.

Recommendation for IOM EI Salvador:

- Maintain a continued link to the project’s initiatives through synergies from other complementary IDF projects and by providing ongoing technical support (for example ensuring that it remains a priority during changes in governments).

- For similar projects in the future, establish a formal and written commitment to the project and its structure at the beginning in order to ensure continuity after the closing.
- For similar projects in the future, reinforce monitoring during the project and provide analysis and summary reports of any information gathered through data collection methods such as surveys.

B. Returning migrant models: The project provided a positive example of IOM's contribution to the reintegration process in for returning migrants. The model is now being implemented in Honduras and under consideration in other Central American countries, particularly in the Northern Triangle. The lessons learned in Mexico and during the reflection group session are important elements. A broader dissemination of this information and experiences across the region would be beneficial for other IOM offices.

Recommendation: For all IOM country offices implementing IDF projects on reintegration:

- Consult the model of activities and outputs developed by the IOM El Salvador project on reintegration.

C. Financial management: The project was able to manage the allocated budget efficiently, however findings showed that the impact and sustainability could have been more significant with slightly more funding. More capacity building could have been established and better promotion carried out to reach the population in all areas of the country.

Recommendation: For all IOM country offices implementing IDF projects on reintegration:

- Allocate enough fund to ensure maximum impact, particularly for elements such as capacity building and promotion at a regional or municipal level.

D. Project follow-up and handover

The project concluded with a seamless hand-over to the Ministry of Foreign Affairs although there was no documented follow-up or hand-over plan. This recommendation aligns with the recommendations of evaluations of four other IDF-funded projects (CT.0985, PO.0065, MA.0379, LM.0210) about clearer follow-up plans at the end of the IDF-funded project.

Recommendation:

For all IOM units implementing IDF projects:

- IDF projects should have a sustainability and follow-up plan as part of the final report.

E. Project management

The project manager was tasked with several IOM projects at the same time, including another IDF project. The commitments to a high number of parallel IOM projects led to some aspects of the project being less of a focus, such as monitoring and reporting and sustainability measures.

Recommendation:

For all IOM units implementing IDF projects:

- Manage the workload of the project manager to allow them enough time to develop and implement the project with sufficient monitoring and reporting and sustainability measures.

F. Coordination

For the VRES, challenges were identified in terms of managing the official attending the VRES and participating in the capacity-building due to diverging profiles largely. This was seen as the result of the fact that no specific profile descriptions were developed for the process.

Recommendation:

For IOM El Salvador:

For a hiring process for services such as VRES, IOM could suggest that specific profiles should be developed in order to ensure consistency among different offices attending to returning migrants.

G. Data management

While the project did ensure that monitoring was conducted for the activities, such as the fairs and capacity-building, or the communications campaign no systematic reporting was available. Results were measured according to manual tabulations but no summaries or analyses were created.

Recommendation:

For IOM El Salvador:

If monitoring has been conducted, it should be followed by a systematic analysis, summary and reporting process.

Lessons Identified

The following lessons were identified that could be of use for future IDF-funded and/or similar projects:

- Linking existing projects with new ones contributes to sustainability of projects once they are closed.
- Building on existing collaborations with government ministries working on migration facilitates collaboration on new projects.
- Sharing information on a regional level, contributes to improved approaches in migration in other countries.
- Establishing a link between the public and private sector contributes to successful results in terms of providing services adapted to the needs of specific migrant cases, particularly in terms of employment and entrepreneurship.

Annex one: Evaluation Terms of Reference

EX -POST EVALUATION OF: FORTALECIMIENTO DEL PROCESO DE INSERCIÓN DE POBLACIÓN RETORNADA A EL SALVADOR (PIRE) [SV10P0003/RT.1297]

I. Evaluation context

El Salvador has experienced a significant increase in the number of returning nationals since 2001, most returning from Mexico and the United States of America, due to the accelerated deportation processes of the destination countries. Since 2014, IOM has supported the General Directorate of Migration and Foreigners (DGME) in gathering statistics on the population returning to El Salvador. In 2014, the DGME reported 51,252 returnees, a figure that fell to 51,192 in 2015. From 1 January to 30 June 2016, a total of 24,244 Salvadorans were reported as returned. This return migration flow still represents an important migration management challenge to the Government of El Salvador (GoES). While reintegration is a multifaceted process that involves individual migrants, communities, and structural factors – the government plays a critical role in managing and support reintegration.

The objective of the project was to contribute to the comprehensive reintegration of the returned Salvadoran population through interinstitutional coordination. The project focused on strengthening institutional capacities for assistance and orientation of returnees. The main areas of work included:

- Strengthening capacities of civil servants at the VRES (returnee information and referral centres);
- Systematizing lessons learned from other countries related to reintegration;
- Promoting reintegration services via a campaign directed to returnees in their communities.

The project ran from 1 February 2017 to 30 September 2018 and was implemented from San Salvador, El Salvador. The timeframe was originally 12 months but was extended by eight months (February 2018 to September 2018) ultimately running for a total of 20 months.

II. Evaluation purpose

This evaluation will generate findings, conclusions and recommendations, which will serve as valuable inputs for the IOM Development Fund (“the Fund”), the IOM mission in El Salvador and for the regional office in Costa Rica, as well as other involved stakeholders to inform and improve their future programming and strengthen their ability to deliver high quality results. It will be carried out in line with the Fund’s guidelines, which recommend an evaluation between 6 months to 12 months after the project completion.

This external independent evaluation will be conducted by Patricia Goldschmid of the evaluation consultancy, Owl RE, Geneva, Switzerland, with the help of Dr. Glenn O’Neil. Owl RE has not been involved in the project formulation, planning and implementation and will provide an independent analysis, findings and recommendations.

III. Evaluation Scope

The scope of this evaluation will encompass the outcome and objective level of the results and cover the whole project implementation until the time of the evaluation. Outputs will be assessed as a means towards the achievement of the project's outcomes and objectives to identify the project impact. The evaluation will also provide concrete recommendations for future / similar programming.

The evaluation will cover the country of El Salvador with the time period of the project's duration from 01/02/2017 to 30/09/2018. It will include San Salvador and San Miguel.

IV. Evaluation Criteria

In response to the evaluation purpose as stated above, the evaluation will look into the five OECD/DAC main evaluation criteria (relevance, effectiveness, efficiency, impacts/outcomes and sustainability), in addition to the cross-cutting themes of human rights and gender equality.

V. Evaluation questions

Based on the evaluation criteria, a set of evaluation questions were proposed. Specific sub-questions relevant for this project may be added as needed. These questions will be matched to indicators, data collection tools and sources in an evaluation matrix that will be detailed in the Inception Report.

Criteria	Key Evaluation Questions	Sub-Questions
Relevance	1. To what extent were the needs of stakeholders and beneficiaries taken into account during project design? 2. Was the project aligned with national priorities and strategies, government policies and global commitments? 3. Was the project well designed according to IOM project development guidelines? And relevant to those needs and priorities? 4. To what extent did the expected outcomes and outputs remain valid and pertinent as originally intended, in terms of direct beneficiary needs?	2.1 To what extent was the migration project relevant to current government priorities and the current migration context? 3.1 Was the results matrix used as a management tool? Was the results matrix clear and logical and did it show how activities would effectively lead to results and outcomes? If not, why not? 3.2 Were the outcomes and indicators Specific, Measurable, Achievable, Realistic and Time-bound (SMART)? Were indicators gender-disaggregated? Were baselines set and updated for each indicator? Were targets values set and were they realistic or did they need to be updated? 4.1 To what extent if any, was the

	<p>5. Were the management practices appropriate for achieving the expected outcomes?</p> <p>6. Were the project activities and outputs consistent with the intended outcomes and objective?</p> <p>7. How adequately were human rights and gender equality taken into consideration during the project design and implementation?</p> <p>8. Was the project in line with the IOM/IOM Development Fund priorities and criteria?</p>	<p>project revised/ amended from the first to the second phase to be more relevant to stakeholder and beneficiary needs?</p> <p>5. Were the indicators/targets used to measure progress in reporting?</p> <p>5.2 Was a work plan and resource schedule available and used by the project management and other relevant parties? If not, why not?</p> <p>5.3 Were the risks and/or assumptions holding true? Were risk management arrangements in place?</p>
Effectiveness	<p>9. Have the project's outputs and outcomes been achieved in accordance with the stated plans and results matrix? 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?</p> <p>10. What major internal and external factors influenced (positively or negatively) the achievement of the project's objectives and how have they been managed?</p> <p>11. Were there any factors that prevented beneficiaries and project partners from accessing the results/services/products?</p>	<p>9.1 Did the projects deliverables and results (expected and unexpected) lead to benefits for stakeholders and beneficiaries?</p>
Efficiency and Cost effectiveness	<p>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?</p> <p>13. How efficient was the overall</p>	<p>12.1 Budget variance: actual budget versus projected budget</p> <p>13.1 If any of the outputs/ activities were delayed, what was the cause and what if</p>

	<p>management of the project? To what degree were inputs provided/available on time to/from all parties involved to implement activities?</p> <p>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 extension? If so, why?</p> <p>15. Were the costs proportionate to the results achieved?</p>	<p>any, were the negative effects on the project?</p> <p>14.1 Were narrative reports submitted regularly and on time? Were budget reports submitted regularly and on time?</p>
Outcome and Impacts	<p>16. Which positive/negative and intended /unintended effects/changes were visible (short and long-term changes)?</p> <p>17. Were results achieved in adherence to gender equality and other human rights? And how sustainable are these likely to be?</p> <p>18. Could the changes/outcomes/expected impact be attributed to the project's activities? Was there any contribution from external factors?</p>	<p>16.1 Were there any possible longer-term impacts of the project?</p>
Sustainability	<p>19. Did the project take specific measures to guarantee sustainability?</p> <p>20. Have the benefits generated by the project continued once external support ceased?</p> <p>21. Was the project supported by national/local institutions and well-integrated into national/local social and cultural structures?</p> <p>22. How far was the project embedded in institutional structures and thus sustained beyond the life of the project?</p> <p>23. Did the project's partners have financial capacity, and continued to maintain the benefits of the project in the long run?</p> <p>24. Have adequate levels of suitable</p>	<p>22.1 To what extent does the government already, or plans to, take ownership of the implementation of the project?</p>

	qualified human resources been available to continue to deliver the project' stream of benefits?	
Cross-cutting themes	25. How were various stakeholders (including rights holders and duty bearers, local civil society groups or nongovernmental organizations) involved in designing and/or implementing the project?	

VI. Evaluation methodology

For the purpose of this evaluation, it is expected that the evaluator will apply the following methods for data collection and analysis:

Data Collection:

- Desk review of relevant project documents, project reports, meeting minutes, publications and other materials identified;
- Key informant interviews with the project stakeholders during a country visit to document both qualitative and quantitative information (including interviews with stakeholders in the local departments)
- Focus group discussions with beneficiaries

Data analysis:

The evaluator is expected to analyse the data with both qualitative and quantitative methods appropriate to the data collected.

The methodology will be further described in the Inception Report.

Selection of persons for key informant interviews and discussions

At this stage, the following stakeholders are proposed for KIIs and/or Focus Group discussions:

Institution type	Stakeholder	Number	Location
IOM	IOM Costa Rica regional office IOM El Salvador – Head of Mission, PM, Finance Manager, ROM	TBD	Costa Rica El Salvador
Government	The Ministry of Foreign Affairs responsible for “Ventanillas de Orientación y Seguimiento a Personas Salvadoreñas Retornadas (VRES)” - Nelson Granados, coordinator of VRES - Rene Ramos, coordinator of VRES in the east of the country (Usulután, San Miguel and La Unión) -Katy Calderón, coordinator VRES in San Salvador Staff from Directorate General of Migration Government representatives participating in meetings (capacity building and northern triangle reflection meeting) Local governments including GoES staff who	TBD	El Salvador

	visited INM in Mexico.		
Beneficiaries	Group of returned beneficiaries.	TBD	El Salvador
Civil Society	CS organisations involved in migration.	TBD	El Salvador
Other	Media, Communications firm involved in campaign/ consultants working on the project.	TBD	El Salvador

VII. Evaluation deliverables

Deliverables	Schedule of delivery
1. Inception Report finalized	11.02.2020
2. Completed field data collection	21.02.2020
3. De-briefing session with project manager delivered	21.02.2020
4. Draft Evaluation Report	13.03.2020
5. Final Evaluation Report and Brief	20.03.2020

VIII. Evaluation workplan

Week beginning	February – March 2020					
	Dec 2019	3.02	17.02	24.02	09.03	16.03
Key tasks	1	2-4	5	6	7	8
Kick off meeting with project manager; document review; briefing from Fund team.						
Drafting and delivery of inception report						
Field data collection (and remote interviews)			El Salvador			
Data analysis and report writing						
Delivery of draft report						
Validation of the report by the project manager and Fund staff; finalisation of report						

Annex two: Evaluation Inception Report

7. Introduction and Context

Project for Ex-Post Evaluation	SV10P0003/RT.1297
Duration of the Project	20 months
Budget (USD)	USD 103,058.00
Donor	IOM Development Fund (IDF)
Countries covered	El Salvador
Evaluation	External Independent Evaluation
Evaluation Team	Owl RE Research and Evaluation
Evaluation Period	01-02-2017 - 30-09-2018

This document is an inception report produced for the IOM Development Fund (the Fund) ex-post evaluation of the project SV10P0003/RT.1297: *Fortalecimiento del Proceso de*

Inserción de Población Retornada a El Salvador (PIRE). This report outlines the purpose, objectives, methodology, questions, tools and workplan of the consultancy.

El Salvador has experienced a significant increase in the number of returning nationals since 2001, most returning from Mexico and the United States of America, due to the accelerated deportation processes of the destination countries. Since 2014, IOM has supported the General Directorate of Migration and Foreigners (DGME) in gathering statistics on the population returning to El Salvador. In 2014, the DGME reported 51,252 returnees, a figure that fell to 51,192 in 2015. From 1 January to 30 June 2016, a total of 24,244 Salvadorans was reported as returned. This return migration flow still represents an important migration management challenge to the Government of El Salvador (GoES). While reintegration is a multifaceted process that involves individual migrants, communities, and structural factors – the government plays a critical role in managing and support reintegration.

The objective of the project was to contribute to the comprehensive reintegration of the returned Salvadoran population through interinstitutional coordination. The project focused on strengthening institutional capacities for assistance and orientation of returnees. The main areas of work included:

- Strengthening capacities of civil servants at the VRES (returnee information and referral centres);
- Systematizing lessons learned from other countries related to reintegration;
- Promoting reintegration services via a campaign directed to returnees in their communities.

The project ran from 1 February 2017 to 30 September 2018 and was implemented from San Salvador, El Salvador. The timeframe was originally 12 months but was extended by eight months (February 2018 to September 2018) ultimately running for a total of 20 months.

8. Purpose and Objectives

The purpose of conducting this ex-post evaluation is to assess the relevance of the project to its stakeholders and beneficiaries, 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 criteria¹¹).

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

¹¹ 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>.

identify lessons learned, good practices, and provide a learning opportunity for the Fund and its implementing partners with regard 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 on-going commitment to results based management.

The primary objectives of the evaluation are to:

- (i) Assess the relevance of the project’s intended results;
- (j) 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;
- (k) 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.;
- (l) Assess the efficiency and cost-effectiveness of project implementation;
- (m) 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;
- (n) Assess the sustainability of the project’s results and benefits (or measures taken to guarantee it) or prospects for sustainability;
- (o) Assess how effectively issues of gender equality and human rights protection were mainstreamed in the process of project design and during project implementation;
- (p) 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 annex 1: Evaluation matrix). The Results Matrix (RM) is reproduced in annex 5 to illustrate the intervention logic foreseen for the project.

9. 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 six weeks. The evaluation will 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. The following table provides further information on these tools and how they will be deployed.

Tool	Description	Information Source
<i>Document review</i>	Review of main documentation	IOM documentation on PRIMA, including internal/external

		reports, feedback reports on workshops, publications, guidelines, country reviews etc.
<i>Interviews internal</i>	Some 5 semi-structured interviews using an interview guide	In person or by telephone -IOM country office program staff -IOM Regional staff
<i>Interviews external</i>	Some 10 semi-structured interviews using an interview guide to include a short questionnaire	In person or by telephone: -Government officials involved in the project -CS and NGOs - Academics - Media
<i>Focus Group Discussions</i>	Focus group discussions in the field	-beneficiaries – returning migrants

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 guided by the project manager 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.

3.3. Analysis

The findings from the desk review, key informant interviews will be collated and analysed 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, both numeric and descriptive results and used to rate the project as a whole according to the assessing evaluation criteria.

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 minimise 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) Timing: IOM staff / stakeholders and beneficiaries may not be available at all times to provide inputs.

Mitigation strategy: Early and close involvement of the project manager and chancellor's office to help coordinate meetings and ensure availability of key stakeholders. Where timing may not allow for in-person interviews, they will be conducted at a later date by skype or WhatsApp.

(b) Objective feedback– interviewees may be reticent to reveal experiences about factors that motivate them, problems they may have faced, or be transparent about internal processes.

Mitigation strategy: Anonymizing sources if necessary and ensuring interviews are conducted individually where possible can help address issues of confidentiality.

10. Workplan

The workplan is divided into three phases, covering an 8-week period:

Phase 1 – Inception: An initial discussion with the past 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 on site and all relevant project data will be collected and reviewed. In this case the consultant field visit will be in El Salvador to conduct the interviews and travel to locations where beneficiaries may be interviewed.

Phase 3 - Report writing and presentation: 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 and a presentation made to the evaluation users.

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

	February – March 2020					
Week beginning	Dec 2019	3.02	17.02	24.02	09.03	16.03
Key tasks	1	2-4	5	6	7	8
Kick off meeting with project manager; document review; briefing from Fund team.						
Drafting and delivery of inception report						
Field data collection (and remote interviews)			EI Salvador			
Data analysis and report writing						
Delivery of draft report						
Validation of the report by the project manager and Fund staff; finalisation of report						

4.1. Team management

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

11. Deliverables

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

Deliverables	Schedule of delivery
6. Inception Report finalized	11.02.2020
7. Completed field data collection	21.02.2020
8. De-briefing session with project manager delivered	21.02.2020
9. Draft Evaluation Report	13.03.2020
10. Executive Summary and Final Evaluation Report Production of learning brief	20.03.2020

Annex One: Evaluation Matrix

Key Evaluation Questions and sub questions	Indicators	Data Collection Tools	Sources of Information
RELEVANCE : Extent to which the project`s objective and intended results remain valid as originally planned or modified			
1. To what extent were the needs of stakeholders and beneficiaries 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 Klls
2. Was the project aligned with national priorities and strategies, government policies and global commitments?	Alignment of project with national policies, strategies and programs on migration.	Document review Interviews	Project Documentation Klls
3. Was the project well designed according to IOM project development guidelines? And relevant to those needs and priorities? 3.1 Was the results matrix used as a management tool? Was the results matrix clear and logical and did it show how activities would effectively lead to results and outcomes? If not, why not? 3.2. Were the outcomes and indicators Specific, Measurable, Achievable, Realistic and Time-bound (SMART)? Were indicators gender-disaggregated? Were baselines set and updated for each indicator? Were targets values set and were they realistic or did they need to be updated?	Relevance of the RM, theory of change and vertical logic to the identified needs and priorities of the project overall.	Document review	Project documentation
4. To what extent do the expected outcomes and outputs remain valid and pertinent as originally	Current relevance of project outputs and outcomes to current national priorities.	Document review Interviews	Klls Project

intended, in terms of direct beneficiary needs? 4.1. To what extent if any, was the project revised/ amended from the first to the second phase to be more relevant to stakeholder and beneficiary needs?			Documentation
5. Were the management practices appropriate for achieving the expected outcomes? 5.1. Were the indicators/targets used to measure progress in reporting? 5.2 Was a work plan and resource schedule available and used by the project management and other relevant parties? If not, why not? 5.3. Were the risks and/or assumptions holding true? Were risk management arrangements in place?	Extent to which project management practices are appropriate for achieving expected outcomes.	Document review Interviews	KIIs Project Documentation
6. Are the project activities and outputs consistent with the intended outcomes and objective?	Level of consistency of project activities and outputs with intended outcomes and objectives.	Document review Interviews	KIIs Project Documentation
7. 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 in key project documents and deliverables. Informed opinion/perceptions of staff and key informants.	Document review Interviews	KIIs Project Documentation
8. Is the project in line with the IOM/IOM Development Fund priorities and criteria?	Adherence to IOM's/ IOM Development fund mandates and strategic goals as demonstrated by the IDF's objectives and criteria.		IDF eligibility criteria KIIs Project Documentation
EFFECTIVENESS : 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? 9.1. Have the projects deliverables and results (expected and unexpected) led to benefits for	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	KIIs Project Documentation

stakeholders and beneficiaries	Effectiveness of project monitoring tools.		
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.	Interviews Document review	KIIs Project Documentation
11. What major internal and external factors influenced (positively or negatively) the achievement of the project' s objectives and how have they been managed?	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	KIIs
12. Are there any factors that prevent(ed) beneficiaries and project partners from accessing the results/services/products?	Identification of factors which prevented/impacted beneficiaries and partners from accessing results/services/ products.	Interviews	KIIs
EFFICIENCY & COST EFFECTIVENESS: How resources (human, financial) were used to undertake activities and how well these were converted to outputs			
13. How cost-effective was the project? Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results? 13.1. Budget variance: actual budget versus projected budget.	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	KIIs Project Documentation
14. How efficient was the overall management of the project? To what degree were inputs provided/available on time to/from all parties involved to implement activities? 14.1. If any of the outputs/ activities were delayed, what was the cause and what if any, were the negative effects on the project?	Degree of timeliness of project inputs provided by stakeholders /beneficiaries needed to implement activities. Level of efficiency of project management rated by the stakeholders and beneficiaries. Adherence to original workplan.	Document review Interviews	KIIs Project Documentation

15. 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 extension? If so, why? 15.1. Were narrative reports submitted regularly and on time? Were budget reports submitted regularly and on time?	Level and quality of monitoring of project resources. Incidence of no cost/ costed extension allocated	Document review	Project Documentation
16. Were the costs proportionate to the results achieved?	Comparison of costs with identified results.	Document review Interviews	KIIs Project Documentation
IMPACT: How the project intervention affected the outcome and whether these effects were intended or unintended.			
17. Which positive/negative and intended /unintended effects/changes are visible (short and long-term changes)? 17.1 Were there any possible longer-term impacts from the migration policy, in terms of its implementation?	Incidence of positive and negative effects /changes (short and long-term, intended and unintended) to which the project contributes.	Document review Interviews	KIIs Project Documentation
18. Were results achieved in adherence to gender equality and other human rights? And how sustainable are these likely to be?	Extent to results achieved adherence to gender equality and other human rights and their sustainability.	Document review Interviews	KIIs Project Documentation
19. Could those changes/outcomes/expected impact be attributed to the project's activities? Are there any contribution from external factors?	Estimation of contribution of project and identified external factors.	Interviews Document review	KIIs Project Documentation
SUSTAINABILITY: If the project's benefits will be maintained after the project ends			
20. Did the project take specific measures to guarantee sustainability?	Number of documented specific measures taken to ensure sustainability.	Document review Interviews	KIIs Project Documentation
21. Have the benefits generated by the project continued once external support ceased?	Extent to which the benefits generated by the project have continued post external support.	Interviews	KIIs
22. Was the project supported by national/local	Extent of sustainability measures taken by	Interviews	KIIs

institutions and well-integrated into national/local social and cultural structures?	national /local institutions to support the project. Level of commitment by key stakeholders to sustain project result.		
23. How far was the project embedded in institutional structures and thus sustained beyond the life of the project? 23.1 To what extent does the government already, or plans to, take ownership of the implementation of the policy?	Degree of embeddedness of project into institutional structures and likelihood of sustainability, re. structures, processes and resources.	Interviews	KIIs
24. Did the project's partners have financial capacity, and continued to maintain the benefits of the project in the long run?	Extent of level of financial capacity of partners and ability to maintain project in the future	Interviews Document review	KIIs Project Documentation
25. Have adequate levels of suitable qualified human resources been available to continue to deliver the project' stream of benefits?	Extent of qualified human resources sufficient to continue delivering project benefits.	Interviews	Project Documentation
CROSS CUTTING CRITERIA			
26. How were 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	KIIs 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)

Annex Three: Interview guide

This guide is intended for interviews with internal and external stakeholders. The questions will be adapted on the basis of the persons being interviewed.

Interview Questions		Informants
General		
	Please briefly explain your work at IOM/external organisation (and how long have you been in this position?).	All
	What has been your role and involvement in the project being evaluated? At what stage did you become involved in the project?	All
Relevance		
1.	How relevant was the project to the needs and priorities of stakeholders and beneficiaries? - Were stakeholders and beneficiaries consulted during the development of the project? If so, were the project activities/outputs tailored to their needs? Did they change at different stages of the project? - To what extent were their needs reflected in project design?	- IOM country office program staff - IOM Regional staff - Beneficiaries - Government - CS and NGOs - Consultants - Media/Academia
2.	How well aligned is the project with relevant national policies, organisational mandates and global commitments? - What were the national policies the project aligned to? - How well aligned is the project to the IOM mandate and relevant country and regional strategies?	- IOM country office program staff - IOM Regional staff - Government
3.	Were the project activities and outputs consistent with the intended outcomes and objective? -Is the original Theory of Change and project logic still relevant? Did the assumptions hold true? If not, how were the results affected and how did the project respond? - To what extent, if any, was the project revised/amended to be more relevant to stakeholders' needs?	- IOM country office program staff - IOM Regional staff
4.	How did the project consider human rights and gender equality during the project design and development (and implementation?)	- IOM country office program staff - IOM Regional staff
5.	How relevant is the project to government priorities and the current migration context?	- IOM country office program staff - IOM Regional staff - Government - Nat. inst. Stakeholders - Media/Academia
Effectiveness		
6.	Did the project produce the intended results, compared to its plan and target? What were the quality of results? -how effective was the implementation of the outputs and their activities of the project?	-IOM country office program staff
7.	What role did collaboration and coordination play in the project's achievements? -Who was consulted and who wasn't? Was there sufficient time for consultation and review given the delay in the project?	-IOM country office program staff - Beneficiaries - Government

		<ul style="list-style-type: none"> - Nat. inst. Stakeholders - Consultants - Media/Academia
8.	What would you describe as the factors [Classify by internal or external] in the achievement of the output, outcome and objective results? And, how did the project respond / adapt to those factors?	<ul style="list-style-type: none"> -IOM country office program staff - Beneficiaries - Government - Nat. inst. Stakeholders - Consultants - Media/Academia
9.	What would you describe as the factors (Classify by internal or external) that hindered the output, outcome and objective results? And, how did the project respond/ adapt to those hindering factors.	<ul style="list-style-type: none"> -IOM country office program staff - Beneficiaries - Government - Nat. inst. Stakeholders - Consultants - Media/Academia
10.	How adequate were consideration of the human rights and gender equality made during project implementation?	<ul style="list-style-type: none"> -IOM country office program staff - Beneficiaries - Government - Nat. inst. Stakeholders - Consultants - Media/Academia
Efficiency and Cost Efficiency		
11.	To what extent did the project represent the best possible use of available resources to achieve results of the greatest possible value to stakeholders and beneficiaries involved?	<ul style="list-style-type: none"> -IOM country office program staff -IOM Regional staff
12.	How well was the project implemented; were all inputs delivered on time? -Were the project activities undertaken and were the project outputs delivered on time / within budget, as planned? -Were all reports submitted in time? And updated with changes? Was the budget spent according to the workplan/was the budget updated? -If any of the activities/outputs were delayed, what was the cause, and what, if any, were the negative effects on the project? How did the project cope/manage the delays and/or negative effects?	<ul style="list-style-type: none"> -IOM country office program staff -IOM Regional staff
13.	Are the costs proportionate to the results achieved?	<ul style="list-style-type: none"> -IOM country office program staff -IOM Regional staff
Outcomes and Impacts		
14.	What would you describe as the positive changes resulting from the project in the short term and longer term? [Classify by intended or unintended] (what factors contributed to them?)	<ul style="list-style-type: none"> -IOM country office program staff -Beneficiaries - Government - Nat. inst. Stakeholders - Consultants - Media / Academia
15.	What would you describe as the negative impacts of the project in the short term and longer term? [Classify by intended or unintended]	<ul style="list-style-type: none"> -IOM country office program staff - Beneficiaries - Government - Nat. inst. Stakeholders - Consultants

		- Media/ Academia
Sustainability		
16.	How likely are the benefits of the project to continue and what are the main factors that influence the achievement or non-achievement of project sustainability?	-IOM country office program staff - Consultants - Government - Nat. inst. stakeholders
17.	How well has the project been supported by national/local institutions and how well is it integrated? -What sustainability mechanisms/options were put in place by the Government and/or local communities to ensure that project results are sustained? -Are there sufficient resources in place to ensure sustainability of the project? financial and human resources?	-IOM country office program staff - Consultants - Government - Nat. inst. stakeholders
18.	To what extent have the partners and beneficiaries been able to 'own' the outcomes of the project post funding?	-IOM country office program staff - Beneficiaries - Government - Nat. inst. Stakeholders
Other		
19.	What would you recommend for the continued success for this project's results (and other similar)?	All
20.	What would you say are the main lessons learnt from this project? 1) for the management of the project and 2) the results achieved?	All
Any other comments		

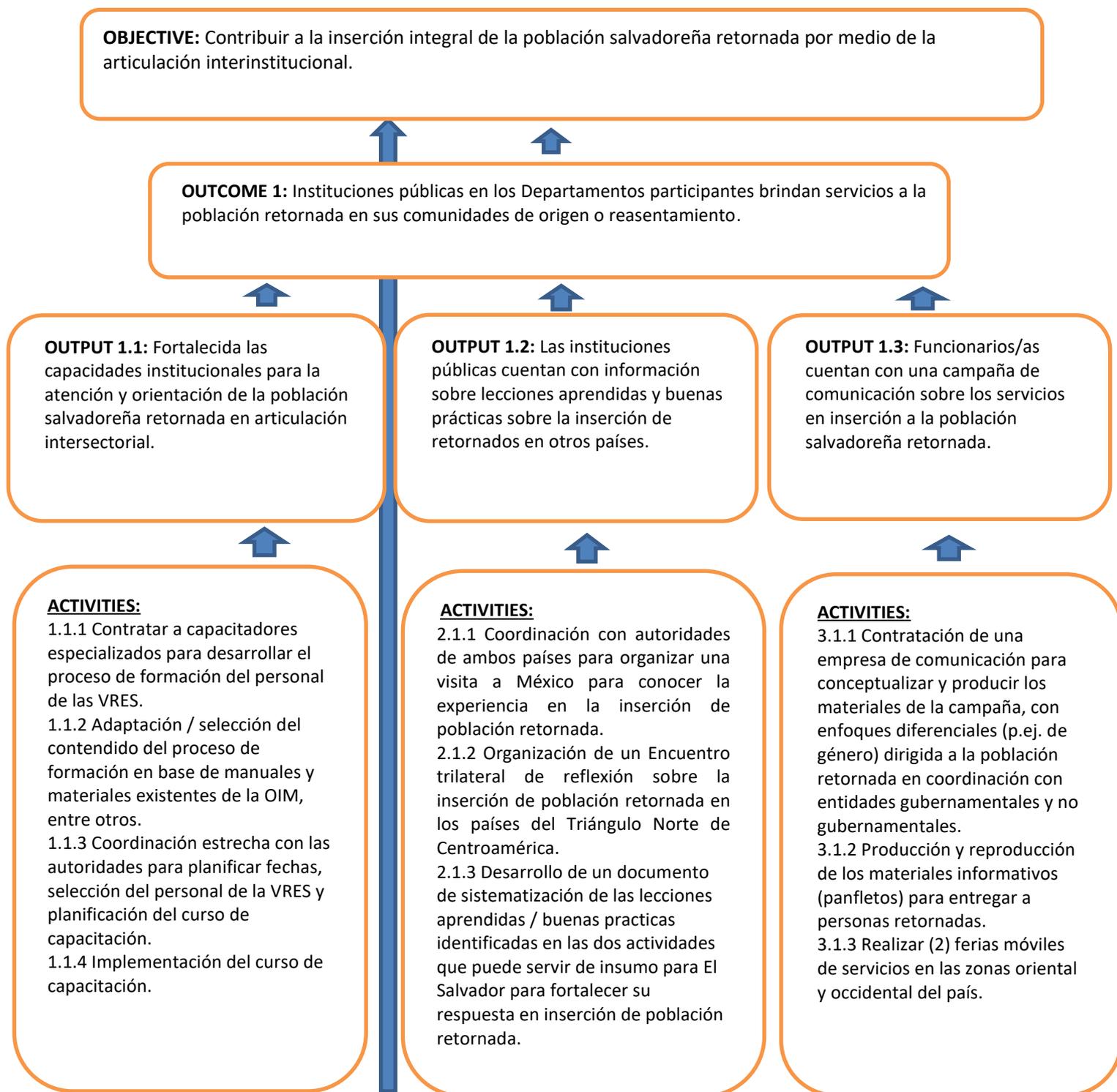
Annex Four: Checklist for evaluation

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

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

Annex Five: The Results Matrix

The Results Matrix (RM), in Spanish, of this project is reproduced below to illustrate the intervention logic foreseen for the project.



Annex three: List of persons interviewed

#	Name	Position	Institution	Method
1.	Angel Aristides Hernández Amaya	Returning migrant		FGD
2.	Javier Barboza	RMO	IOM Country Office, El Salvador	Interview
3.	Evelyn Yamileth Campos Benitez	Coordinadora E-Learning	Universidad Gerardo Barrios	Interview
4.	Rosilyne Boreland	Senior Regional Thematic Specialist on Migrant Assistance	IOM Regional Office, Costa Rica	Skype
5.	Edison René Galo Cabrera	Returning migrant		FGD
6.	Katy Calderón	Encargada	Ventanilla de San Salvador y beneficiaria de capacitaciones	Interview
7.	Blanca Raquel Álvarez Cañas	Returning migrant		FGD
8.	Jose Nelson Chavez	Asesor Subregional de Asuntos Humanitarios y Emergencias	World Vision, El Salvador	Interview
9.	Douglas Alexander Ochoa Chávez	Returning migrant		FGD
10.	Roxana Cornejo	Jefe de Ventas	Radio Cuscatlán 98.5	Interview
11.	Dayan Corrales	Asistencia Técnica, División de Asistencia al Migrante	IOM Regional Office, Costa Rica	Skype
12.	Erick Enrique Sánchez Fuentes	Returning migrant		FGD
13.	Inmar Antonio Alvarado Funes	Returning migrant		FGD
14.	Nelson Granados	Coordinador de Ventanillas de San Miguel, Uzulutan y San Salvador	Centro de Gobierno directo a la Cancillería, Ministerio de Relaciones Exteriores	Interview
15.	Mirna Majano	Manager	Radio San Marcos	Interview
16.	Katia Luna	Tecnico Territorial	Centro de Gobierno directo a la Cancillería, Ministerio de Relaciones Exteriores	Interview
17.	Claudia Isabel Lara Orozco	Project Manager	IOM Country Office, El Salvador	Interview
18.	Jorge Perazza	Director	IOM Country Office, El Salvador	Interview
19.	René Ramos	Coordinador	Ventanilla del oriente del país	Interview
20.	Kriseida Yulissa Canales Reyes	Returning migrant		FGD
21.	Milagro Susana Tobar	Returning migrant		FGD
22.	Roberto Torres	Jefe de Oficina	CONAMYPE (Comisión Nacional de la Micro y	Interview

			Pequeña Empresa)	
23.	Claudette Walls	Sub Regional Project Coordinator Migrant Protection and Assistance	IOM Country Office, El Salvador	Skype
24.	Florence Zarzar	Tecnico de proyecto	Centro de Gobierno directo a la Cancillería, Ministerio de Relaciones Exteriores	Interview
25.	Mario Zetino	Encargado	ventanilla en el centro de recepción de personas retornadas	Interview

Annex four: List of documents / publications consulted

Project documentation:

IOM project documents, including proposal and budget, interim project reports and final report

IOM Migration Governance Framework

IOM Fund eligibility criteria (undated)

IOM mission and strategic focus (undated)

Gallegos, Rina Yessenia Lozano; Morales, Larisa Guevara; Moreno, Maria Elena.

Valladares, Gilma Lissette Pérez: *Programa Integral de Inserción para la Población Salvadoreña Retornada*; IOM El Salvador, Delivery Print 2016

External documentation:

Arguet, Carlos Eduardo; *Una aproximación a las políticas de atención a los deportados en los países del Triángulo Norte de Centroamérica - El Salvador*, Asociación de Investigaciones Sociales; Centro de Impresiones Gráficas –CIMGRAI, Guatemala, 2017

Bullock, Noah; Montti, Rina; Rodriguez, Andrés Lizcano; Rikkers, Jeanne;

Rushing, Elizabeth J.: *The Invisible Majority Returning to El Salvador*

Signs of an internal displacement crisis, IDMC: Thematic series, September 2018

Gómez Cervantes, Andrea; Menjívar, Cecilia; El Salvador: *Civil War, Natural Disasters, and Gang Violence Drive Migration*; Published in the Migration Policy Institute, August 29, 2018, accessed February 2020.

<https://www.migrationpolicy.org/article/el-salvador-civil-war-natural-disasters-and-gang-violence-drive-migration>

Migration Governance Profile: Republic of El Salvador, May 2018, accessed January 2020

<https://migrationdataportal.org/media/1449>

PRESS RELEASE: Gobierno impulsa convenio para contribuir a la inserción territorial de compatriotas retornados al país, 3 February 2017

<https://rree.gob.sv/gobierno-impulsa-convenio-contribuir-la-insercion-territorial-compatriotas-retornados-al-pais/>